A Preservation Plan for the Lincoln Highway in Elkhorn

Prepared for the Nebraska State Historical Society by RDG Crose Gardner Shukert

December, 2002
January 21, 2003

Dan Kutlick
Douglas County Engineer’s Office
15505 W. Maple Road
Omaha, NE 68116

Re: “Preservation Plan for the Lincoln Highway in Elkhorn”

Dear Dan:

After copies of the final planning document were distributed under cover letter dated December 31, 2002, several errors and editorial corrections were identified. Of particular importance are sections describing setback requirements. Attached is an “errata” sheet that should be attached to each copy that has been distributed to you. As the planning document is further reviewed and the “interlocal agreement” is distributed for comment, it is important that these corrections be recognized within the final planning document.

We regret these oversights.

Sincerely,

[Signature]
L. Robert Puschendorf
Deputy State Historic Preservation Officer

Enclosure: as noted
A PRESERVATION PLAN FOR THE LINCOLN HIGHWAY IN ELKHORN
December 2001
Errata (January 21, 2003)

Page 46: The final sentence on the page should read:

The arches may be attached to the bridge structure and need not be structural themselves to maintain the roadway’s character convincingly.

Page 49 and 50: The final paragraph should read:

An additional concept might be the development of a visitors center structure, providing a base for interpretive information, visitor services such as bathrooms, and a shelter for events. Such a center can recall one of the richly varied Lincoln Highway visitor service structures, and would best be located at one of the portal locations, including the historic Elkhorn town center.

Page 56 and 57:

Suggested setbacks in all cases should refer to the “edge of the nearest structure” rather than the “edge of a buildable or zoned lot.” The correct text of the bullet points at the bottom of page 56 and top of page 57 is as follows:

- In adjacent areas where the vertical separation is less than three feet, a horizontal setback of 100 feet would be required from the edge of the Lincoln Highway right-of-way to the edge of a buildable or zoned lot the nearest structure on the adjacent site.

- In adjacent areas where the vertical separation is from 3 to 6 feet, a horizontal setback of 75 feet would be required from the more distant of the edge of the Lincoln Highway right-of-way or the top or ridge of the embankment to the edge of a buildable or zoned lot the nearest structure on the adjacent site.

- In adjacent areas where the vertical separation is greater than 6 feet, a horizontal setback of 50 feet would be required from the more distant of the edge of the Lincoln Highway right-of-way or the top or ridge of the embankment to the edge of a buildable or zoned lot the nearest structure on the adjacent site.

- In any case, minimum building setbacks from a building lot line adjacent to the Lincoln Highway or a Lincoln Highway buffer should be 25 feet for a building up to 35 feet in height, and an additional foot for each additional foot in height.
Acknowledgements

We are grateful for the participation, good counsel, interest, and commitment of the members of the Preservation Plan Technical Committee in developing this plan and for their dedication to the preservation of this unique resource.

The Elkhorn/Lincoln Highway Preservation Plan Technical Committee

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This plan was prepared by RDG Crose Gardner Shukert

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The Nebraska State Historical Society commissioned this plan under a cooperative agreement between the Nebraska State Historical Society, Nebraska Department of Roads, City of Elkhorn, Douglas County, and City of Omaha. This plan has been financed entirely with federal funds from the National Park Service, U.S. Department of the Interior. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior, nor does mention of trade names or commercial products constitute endorsement or recommendation by the Department of the Interior.

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Office of Equal Opportunity
National Park Service
1849 C Street, NW
Washington, DC 20240
“In a few precious places the oldest road still awaits the flying wheel in nearly original condition. In Nebraska, near Elkhorn, the original paving – narrow, bumpy brick laid in 1919 and 1920 – stands open and drivable just as it did when Lincoln Highway Field Secretary Harry Osterman made his last trip west. . . It is a true living monument to the early highway.”

– Drake Hokanson, The Lincoln Highway: Main Street Across America

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The idea of a continuous, coast-to-coast automobile trail was probably first proposed by the American Automobile Association in 1902. However, the concept required the vision of automotive pioneer Carl G. Fisher to propel it toward reality. Fisher, the founder of the Indianapolis Motor Speedway and the Prest-O-Lite Company, envisioned a cross-country gravel highway, which he named the Coast-to-Coast Rock Highway. Fisher estimated a total construction cost of about ten million dollars, to be used for basic road-building materials. Counties and localities would provide labor and machinery along a future route that would link New York and San Francisco. He proposed that makers of automobiles and accessories devote 1% of their gross revenues to finance the highway project. The future road’s first pledge came from Frank Sieberling of Goodyear Rubber Company. Within a month, Fisher had accumulated one million dollars in pledges. In the meantime, trailblazers like A.L. Westgard were completing transcontinental missions to scout various routes.

Fisher’s drive toward a transcontinental highway route suffered a setback when Henry Ford refused to contribute to the construction fund, believing that road construction was a public, rather than private, responsibility. But, in December, 1912, Henry B. Joy, president of the Packard Motor Car Company, pledged $150,000 to the cause and, as importantly, suggested that the road be built as a commemoration of Abraham Lincoln. Fisher intuitively understood the power of this suggestion, and the Lincoln Highway was born.

By 1913, however, fund-raising was slowing and public skepticism about the venture was increasing. Demands to know the route, which had not been determined, were also increasing. Fisher convened a series of meetings with industry leaders, leading to the incorporation of the Lincoln Highway Association (LHA), with Joy as president and Fisher and Arthur Pardington as vice-presidents. The Association was very much an artifact of major automobile interests, and established as its mission:

To procure the establishment of a continuous improved highway from the Atlantic to the Pacific, open to lawful traffic of all description without toll charges: such highway to be known, in memory of Abraham Lincoln, as “The Lincoln Highway.”

The organizational and part of the financial framework for the Lincoln Highway was in place. Yet, the project had a fatal flaw – no one had yet defined its route. As the LHA was incorporating in Detroit, Fisher was traveling with the Indiana...
Automobile Manufacturers’ “Hoosier Tour,” departing from Indianapolis to the West Coast by way of Missouri, Kansas, and Colorado. Publicity and Fisher’s presence on the tour suggested that this southern route might indeed be the route of the Lincoln Highway. Indeed, Fisher saw an advantage in keeping the route ambiguous, creating local and regional competitions that would result in the best deals for the roadbuilders. On the other hand, the practical-minded men of the Association established specific criteria for the route designation: directness between New York and San Francisco, proximity to cities and scenic areas; and the amount of support offered by communities along the way. Joy, perhaps the most focused of the group, put the highest priority on directness and ease of construction, taking advantage of traditional routes and relatively easy terrain.

After considerable research, including ten cross-country trips by Joy himself, the president of the Lincoln Highway Association presented the selected route for the Lincoln Highway at a private meeting in late August, 1913. On September 14, 1913, the Lincoln Highway route was publicly unveiled in a proclamation entitled “An Appeal to Patriots.” Through Nebraska, the route followed the Platte River route, like the Oregon Trail and the Union Pacific Railroad before it and Interstate 80 after it. While the proclaimed route appeared on paper to be a continuous, well-designed transcontinental highway, the reality of local road systems was in fact very different. It became clear that the Lincoln Highway Association would not be able to raise the massive funding needed to build a transcontinental highway. Its strategy changed to one of encouraging state and local governments to improve segments of the highway, knitting together a Lincoln Highway from a network of upgraded local roads. The Association funded construction of several demonstration segments, called “seedling miles,” but transformed itself into an educational and promotional organization. This incremental approach proved extremely effective, and the famous Lincoln Highway began to emerge.

The 1913 proclamation designated Missouri Valley, Council Bluffs, Omaha, and Fremont as points along the route. The inclusion of Omaha set off a wave of local celebration and publicity. Arthur Pardington, vice-president of the Lincoln Highway Association, arrived in Omaha to promote the road and lobby for local funding, saying:

God almighty put Omaha on the Lincoln Highway and Omaha should do what the almighty will not – in gratitude, supply what money it can to push the work.
Outside of Omaha, in western Douglas County, the route linking Omaha and Fremont included a county road segment that paralleled the West Branch of the Papillion Creek. The West Papio Valley provided a natural transportation corridor from Omaha to the Platte Valley and also included the mainline right-of-way of the Union Pacific Railroad. The route passed through the villages of Elkhorn, Waterloo, and Valley on its way northwest to Fremont from the growing Omaha area.

The Old Lincoln Highway (OLH) segment in the Elkhorn area that is the subject of this Preservation Plan was built in 1920. The road section is 18 feet wide and includes a channel of 12-inch concrete, into which brick pavers were laid in a sand setting bed. The construction involved the early use of a new piece of equipment that was an ancestor of contemporary slip-forming techniques. The machine could lay 200 yards of concrete base per hour, a production rate that exceeded the ability of workers to feed the machine with material. The 4-inch thick brick pavers were laid by hand into this concrete channel. The result was a handsome roadway of brick, bordered by the concrete channel flanges on either side. In 1925, the eastern and Midwestern portions of the Lincoln Highway, including the OLH segment, were designated as US Highway 30.

In 1930, construction of a new Missouri River bridge at Blair prompted a more direct routing of the official US 30 route west of Missouri Valley. The previous Missouri Valley-Council Bluffs-Omaha-Elkhorn became US Highway 30A. In 1934, a direct westward extension of Dodge Street bypassed the original Lincoln Highway segment entirely, including a new intersection with the present Highway 275 to Fremont. As a result, the County Road 120 (Old Lincoln Highway) segment carried virtually no traffic and was left in its original condition. Ironically, the loss of the road’s original function helped preserve it as a special resource.

In 1975, efforts led by an Elkhorn Bicentennial Committee and Elkhorn area resident Bob Adwers resulted in a resolution by the Douglas County Board to preserve a section of the Old Lincoln Highway. These efforts were followed by a project that placed replica Lincoln Highway concrete markers along the roadway. In 1987, the Nebraska State Historical Society nominated a 0.87 mile segment of the OLH, from 180th Street west to nearly 192nd Street, to the National Register of Historic Places. The entire
Lincoln Highway segment from West Dodge Road to West Maple Road has since been evaluated for potential listing in the National Register.

During the 1990s, traffic demands in the area began to conflict with the preservation of the historic roadway. During this period, Douglas County completed several road and safety improvement projects, including:

- **Relocation of the road to the south to increase sight and stopping distance between Lincoln Highway and the Union Pacific mainline.** In 1976, this segment of the road was reconstructed in concrete, although the County stockpiled paving bricks removed during this process. As part of the project, the County built a new bridge over the West Branch of the Papillion Creek west of 192nd Street.

- **Reconstruction of the West Papillion Creek bridge west of 180th Street.** The County replaced the original steel truss bridge with a concrete structure. However, this project incorporated the historic trusses as a non-structural element of the new bridge.

Continued development in the west part of the metropolitan area and the need to develop a transportation network to address growing traffic demands created additional challenges for the Lincoln Highway as it enters a new century. We consider these challenges in the next part, discussing the existing planning and urban development context of this historic road.
This section considers the Old Lincoln Highway in Elkhorn within its current context, reviewing environmental, land use, transportation, and roadway integrity issues.

The Study Area

The study area considered by this plan is bounded by 204th Street (Nebraska Highway 31) on the west, West Maple Road (Nebraska Highway 64) on the north, West Dodge Road (US Highway 6) on the south, and 174th Street (Old Lincoln Highway) on the east. The study area falls within the planning jurisdictions of the Cities of Omaha and Elkhorn.

The area is roughly bisected by the historic Old Lincoln Highway, which extends from the 204th Street viaduct to its former intersection with west Dodge Road at 174th Street. The Union Pacific Railroad right-of-way parallels the Old Lincoln Highway to the north. The area to the north currently includes floodplain, agricultural uses, and the Fair Meadows subdivision. The area to the south of the OLH includes the proposed Blondo Street roadway, planned to extend from 192nd to 204th Streets. This area currently includes industrial, commercial, and agricultural uses.

West of the study area, the OLH route extends below the 204th Street viaduct and enters the “main street” commercial district of Elkhorn. From there, it continues northwesterly to West Maple Road, paralleling Ta-Ha-Zouka Park and a new pedestrian/bicycle trail.

Environment

The Lincoln Highway segment is entwined with the West Branch of the Papillion Creek and its tributary drainageways and the Union Pacific Railroad. These two major features create sites either adjacent to or very visible from the highway that are comparatively difficult to develop. This works in favor of maintaining the rural or open character of land along the highway.
Map 2
Old Lincoln Highway Preservation Plan
Environmental Features:
Tree Cover & Embankments

RDG Cross Gardner Shakert
Omaha and Des Moines
Extending north from West Dodge Road, the segment of the highway along 174th Street descends into the West Branch valley. Here, a tributary of the West Branch crosses the road in a corrugated culvert. As the road turns northwest, the Union Pacific Railroad joins the highway corridor and separates Old Lincoln Highway from the West Branch. For a portion of this stretch, the highway marks the southern edge of the 100-year floodplain. Farther to the west, adjacent to the Omaha Public Power District complex near 180th Street, the floodplain boundary is north of the UP tracks. The area along the creek and north of the tracks includes relatively dense tree cover.

West of 180th Street, the main creek crosses under the railroad and Old Lincoln Highway. From the bridge to 192nd Street, the highway marks the northern edge of the floodplain. The creek again crosses under the road, meandering to the north. At this point, the floodplain remains north of both the UP tracks and the road. Just east of the 204th Street viaduct, the West Branch winds under the railroad but remains north of the road; in this area, at the entrance to historic Elkhorn, the Lincoln Highway is located within the floodplain.

This “dance” of the historic Lincoln Highway, railroad, and creek creates several parcels that are undesirable for development because of their location in the floodplain and lack of access. These areas include:
**The Highway’s Existing Context**

- A long parcel between about 174th Street and the bridge at about 182nd Street, surrounded by the creek and the railroad.

- A parcel between the historic creek bridge at 182nd Street and a more contemporary creek crossing at 194th Street, surrounded by the OLH on the north and the creek on the south.

- A parcel west of the 194th Street creek bridge to the railroad crossing over the creek just east of the Highway 31 viaduct, bounded by the railroad and the creek.

These relatively inaccessible parcels reduce the pressure for land development directly adjacent to the highway and help protect the rural character of the road. They include substantial stands of trees, further defining the view corridor.

The rest of the land in the study area includes rolling hills characteristic of this part of Douglas County. Along much of the historic segment, the Old Lincoln Highway was developed in a shallow cut, leaving roadside embankments of varying heights. These embankments help define the view from the highway and provide a visual buffer between the road and surrounding land.

Map One displays the extent of 100-year floodplains within the Lincoln Highway study area. Map Two illustrates areas with extensive tree cover. Generally, these two major environmental features coincide with wooded areas defining drainageways and the edge of the floodplain.

**Land Use**

The Lincoln Highway study area will become a significant growth corridor for the metropolitan area during the next two decades. Development and subdivision activity to date has been relatively limited, but growth plans in both the western parts of the Omaha jurisdiction and the Elkhorn jurisdiction will create significant construction in the near future.

The environmental constraints discussed above have limited development in the immediate Lincoln Highway corridor. Most land adjacent to the road corridor remains in agricultural or open use as of 2002. Other major existing land use features adjacent to the corridor include:
The Highway’s Existing Context

- The Omaha Regency mobile home community northeast of the former intersection of OLH and West Dodge Road.

- The OPPD Elkhorn installation southeast of 180th and OLH.

- A working farm on the south side of Blondo Street near around 187th Street. While separated from the highway by the UP tracks, the farm is an important part of the road’s visual and land environment.

- The Fair Meadows subdivision, northeast of 192nd and Blondo. This single-family residential area generates significant traffic on the OLH segment between 192nd Street and Elkhorn itself. This traffic use resulted in demands for resurfacing the historic highway that would have compromised the historic character of the road. The controversy that ensued led directly to this plan and other efforts discussed later in this report.

- The City of Elkhorn’s Wastewater Treatment Plant, southwest of 192nd and OLH with frontage along the historic highway.

- Small-scale commercial and industrial development on the south side of the road east of the Highway 31 viaduct. Cedar Street provides access from OLH to the new Elkhorn Public Library.

Existing land use within the broader study area include:

Left: Working farm north of the corridor with Blondo Street access.
Right: The OPPD installation east of 180th and Old Lincoln Highway.
The Highway’s Existing Context

- The traditional City of Elkhorn, with development primarily focused in the northwestern part of the section defined by 192nd, 204th, Maple, and the Blondo section line. Within this area, the Highway 31 corridor south of Hopper Street features a variety of local service commercial and office uses. A layer of multi-family development borders the commercial corridor on the east, while the rest of the developed area is in single-family residential use.

- Other industrial and commercial uses that stretch along Highway 31 south to the West Dodge Road interchange. Commercial and light industrial uses also occur on the south side of Old Lincoln Highway at the extreme west end of the historic corridor.

- Significant civic uses, including the Metro Community College Elkhorn campus northeast of 204th and West Dodge Road, the Elkhorn High School campus, and the Elkhorn Public Library. The city has proposed a community/recreation center adjacent to and north of the high school along Roberts Street.

Map Three displays existing land use in the overall study area.

Transportation Network

Currently, Old Lincoln Highway is the only road that provides east-west continuity between the Dodge and Maple corridors between 180th and 204th Streets, and is the most direct entrance into Elkhorn’s historic town center. North-south 180th Street extends from Dodge to OLH, but does not cross the UP tracks; it continues as a section-line road north of Blondo. East-west Blondo Street ends at 192nd Street, which continues south and crosses the Union Pacific and OLH at grade. The county rebuilt the 192nd and Lincoln Highway intersection during the 1970s, relocating the historic road to the south to increase the distance between the tracks and the intersection; 192nd Street continues south across the West Branch to an existing grade intersection with West Dodge Road. Between Blondo and Maple, 192nd Street is not fully developed, although it continues for a short distance as a local street on the edge of Fair Meadows. North of Maple, 192nd Street serves as a collector through the Indian Creek golf course subdivision. Most of the local street pattern used by development within the City of Elkhorn is oriented to 204th Street or Maple Street.
Although traffic in the OLH corridor is currently relatively light, these discontinuities mean that a number of people rely on it for local transportation. Most recent traffic counts indicate light volumes between Dodge and 192nd Street, ranging from 686 vpd east of 192nd Street to 759 vpd just east of 180th Street. These volumes increase to 1,231 vpd west of 192nd Street and 1,880 vpd at the 192nd Street intersection. Current volumes on the discontinuous Blondo Street corridor are 2,096 vpd east of 180th Street and about 2,700 vpd just west of 180th Street.

Major construction along West Dodge Road may have further impact on these traffic patterns. The OLH intersection at Dodge has been permanently closed with the upgrading of Dodge to freeway standards. Construction of an interchange at 168th Street is underway and future interchanges are planned at 180th Street and 192nd Street. As part of this development, a local service road has been constructed roughly parallel to Dodge between 174th and 180th Street, and will extend east to 168th Street. OLH will terminate in a T-intersection at this service road. This service road will also provide local access to West Dodge Plaza, a commercial subdivision between 174th and 180th Streets.

A Visual Tour of the Old Lincoln Highway Corridor

One of the pleasures of the Old Lincoln Highway corridor is the experience of traveling along this historic road in what is still primarily a rural and open environment. The succeeding pages present an annotated tour of the corridor from east to west, noting issues and contexts along the way.
Construction at West Dodge Road, including west approaches to the 168th Street interchange. Direct access from the Old Lincoln Highway to Dodge has been closed.

A frontage road on the north side of West Dodge Road provides local service between 168th and 180th Street. Old Lincoln Highway terminates in a T-intersection with this frontage road at 174th Street. The section of the road immediately north of the frontage road is concrete.

The view northbound as the road descends toward the West Branch valley. The Omaha Regency mobile home park is east of the OLH. This area has direct access to the historic road. Note the tree cover along the creek at the bottom of the grade.
The north to westbound curve in the Old Lincoln Highway. The wooded area marks the West Branch of the Papillion Creek. The Union Pacific mainline follows the south bank of the creek here and runs parallel to the OLH just around the curve. Most of the land to the right is in the 100-year flood plain.

Developable land on the south side of the OLH in this eastbound view of the first bend in the road. The gradual embankment helps buffer the view of potential development from the road. The wooded area to the west includes the Union Pacific right-of-way and the creek.

The OPPD installation is on the south (or left) side of the road in this westbound view. The structures and yard are separated from the road by a lawn. The UP mainline parallels the OLH on the north, and the creek is north of the tracks.

The 180th and OLH intersection from the east. Transportation plans call for 180th Street to be a major north-south arterial with up to six lanes, and a parallel recreational trail. The street would cross over the OLH, Union Pacific, and West Papio Creek on a grade-separated overpass.
The Highway’s Existing Context

8. Curve in the highway west of 180th Street. The working Campbell farm and hillside north of Blondo are extremely visible, providing the most open view of the emerging urban context along the highway. These areas are out of the floodplain, have good access by way of Blondo Street, and are likely to experience development or development pressure within the next ten years.

9. The highway continues westward down a small grade to the first West Branch bridge at about 184th Street. The UP mainline is visible to the north. Land beyond the creek to the south is defined by the OLH on the north and the creek on the south.

10. Embankment east of the West Branch bridge. This condition is typical of the shallow cut that accommodates the highway corridor. These grade changes help screen the highway from surrounding land and are characteristic of the Lincoln Highway’s setting.

11. The “historic” creek crossing. This is actually a recent bridge, constructed during the 1990s. The original trusses were reinstalled as a non-structural design element. The metal railing was installed as a barrier capable of resisting a high-speed impact, but is a relatively unattractive anachronism.
The Highway’s Existing Context

12 View from the OLH of the Campbell farm on the south side of Blondo Street. This farm has access from Blondo and is separated from the highway by the Union Pacific. It is both highly visible from the road and helps to define its distinctive rural image.

13 Eastbound view of the OLH from about 190th Street. Land on right (or south side of the road) is located between the highway and the creek, and is adjacent to a highly developable section. This land, within the 100-year floodplain, can only be developed with a bridge across the creek or direct access granted from the OLH.

14 Another view of this site. The tree line defines the creek corridor.

15 The 192nd and OLH intersection. This intersection was relocated during the 1970s to increase the distance between the UP grade crossing and the Lincoln Highway intersection. The highway here was repaved in concrete and the original paver bricks stockpiled. A current study is examining design options for this intersection, which in the future is likely to include a grade-separated crossing for 192nd Street.

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**The Highway’s Existing Context**

16 View from the OLH west of 192nd Street. The City of Elkhorn’s wastewater treatment plant is visible on the left, or south side of this westbound view. The plant has direct access to the OLH. The railing in the foreground is the west approach to the western most West Branch bridge.

17 Stand of trees between the highway and railroad, establishing a tableau of early 20th century road travel in America. Land on the south side of the road (left in this west-facing view) is developable and likely to experience construction during the next ten years.

18 Developed commercial and light industrial areas in Elkhorn as the Lincoln Highway approaches the town. Intersecting Cedar Street provides access to the Public Library. A sidewalk trail is established along the south side of the highway.

19 The approach to Elkhorn’s historic town center. Greater attention to the OLH can provide development opportunities for this district. Additionally, downtown marketing strategies should capitalize on the historic Lincoln Highway theme.
The Old Lincoln Highway does not exist in a policy vacuum. Since the Douglas County’s renaming of CR 120 as Old Lincoln Highway in 1975, public agencies have been aware of this unusual resource and have incorporated it into a variety of planning documents. These current plans in one way or another affect the future role and integrity of Old Lincoln Highway and its surrounding environment. These plans include:

- The 2025 MAPA Long Range Transportation Plan
- The City of Omaha’s Land Use Plan
- The City of Elkhorn’s Land Use Plan
- The Omaha Suburban Parks Master Plan
- The Elkhorn Parks Master Plan

These documents and their potential impact on the OLH corridor are discussed in this section.

The MAPA Long-Range Transportation Plan

The Metropolitan Area Planning Agency’s (MAPA) transportation forecast model for the year 2025 incorporates municipal and county land use plans and assumptions, and projects travel demands in corridors based on those assumptions. The model assumes traffic continuity on section line roads (including 180th, 192nd, and Blondo Streets) and projects the following volumes on corridors in the OLH vicinity:

- On 180th Street, a 2025 forecast of 31,500 to 34,100 vehicles per day (vpd) between Dodge and Blondo and 27,200 to 28,700 vpd between Blondo and Maple.

- On 192nd Street, a 2025 forecast of 19,300 to 20,000 vpd between Dodge and Blondo and 16,200 to 16,900 vpd between Blondo and Maple.

- On 204th Street (Highway 31), a 2025 forecast of 19,100 to 24,300 vpd between Dodge and Blondo and 17,800 vpd between Blondo and Maple.
Current Plans

- On the Blondo section-line, a 2025 forecast of 10,500 vpd east of 180th Street, 9,100 vpd between 180th and 186th Street, 4,200 vpd between 186th and 192nd Street, and 7,900 vpd between 192nd and 204th Street.

An interchange on West Dodge Road at 168th Street is scheduled for completion in 2003. The interchange design realigns 168th Street west of the section line to cross over both the creek and West Dodge Road. In addition to the interchange, MAPA’s 2025 Long-Range Transportation Plan (LRP) proposes:

- **180th Street from Dodge to Fort Street as a four-lane facility.** Subsequent plans have expanded the ultimate section of this street to a six-lane divided arterial. Street continuity will require a grade separated crossing over the Union Pacific mainline tracks. A new single point urban interchange (SPUI) is proposed at West Dodge Road.

- **192nd Street from Dodge to Maple as a four-lane facility.** Present plans include a diamond interchange at West Dodge Road.

- **Continuation of Blondo or some other east-west circulation system between 192nd and 204th Street, ultimately as a four-lane section.** The current LRP indicates primary continuity for 192nd Street. Continuity in this area will require a grade separation over the Union Pacific.

The LRP also proposes general policies consistent with the preservation of the Lincoln Highway corridor. An overall goal of the document states that:

> The transportation system will safeguard the historical, cultural, and archeological resources of the MAPA TSA and incorporate them into the transportation system whenever possible.

The plans further proposes:

- Encouraging conservation of cultural resources.

- Ensuring that historic preservation issues are given equal consideration with economic development and other pertinent issues in transportation, land use, and planning decisions.

- Assessing historical and cultural resources.
Current Plans

- Promoting and preserving design quality, compatibility with and the integrity of existing significant features as related to transportation and land use developments.

Land Use Plans

The Lincoln Highway study area is likely to experience significant development during the next twenty years. The study area is included in the planning jurisdictions of both Omaha and Elkhorn. The City of Omaha adopted a new Master Plan in 1997 and the City of Elkhorn is currently in the process of updating its land use plan.

Omaha’s land use plan proposes development of a major mixed-use center at 180th and Dodge. Significant projects are under development that will implement this concept. The land use plan proposes residential development for the balance of the study area within the Omaha jurisdiction.

Elkhorn is in the process of revising its land use and transportation plans. Initial directions indicate:

- Continued and enhanced commercial development in the Highway 31 corridor south of Waverly Street.

- Mixed-use development, including higher-density residential development north of the creek/OLH/railroad corridor and south of Waverly Street east to Indian Creek.

- Single-family development in the balance of the sector north of the creek to 192nd Street.

- Mixed-use development between an extended Blondo Street and OLH from 192nd to 204th Streets.

- Residential and civic development, including a new community center, in the balance of the south sector between OLH and Dodge Street.

- Adoption of a preservation planning component consistent with zoning recommendations and other elements suggested by this plan.
Park Master Plans

Omaha’s recently adopted Omaha Suburban Parks Master Plan (OSPMP) offers a vision of a future park network that includes a variety of open spaces, ranging from neighborhood to regional facilities and connected by a necklace of trails, greenways, and boulevards. The system is a contemporary interpretation of the historic park and boulevard system, conceived in 1890 by the renowned American landscape architect H.W.S. Cleveland. In recognition of this pedigree, the plan proposes a grand boulevard, named Cleveland Boulevard, extending from 156th and State Street to about 212th and Q Street that forms the spine of the suburban park system and helps provide a structure for suburban land development.

The OSPMP identifies the Old Lincoln Highway corridor as a “cultural and historic area” and establishes a specific policy framework:

This plan recommends that the integrity of the Lincoln Highway be maintained. This highway is of national historic significance. Whether used as a roadway, pedestrian trail or both, consideration should be given to pavement restoration, bridge ornamentation, and authentic landscape redevelopment. The roadway corridor should be interpreted for the public’s education. This project should be a joint effort with the State Historical Society, Douglas County, and the City of Elkhorn. Federal and state grants should be applied for to fund the project.

Park Concepts

The Omaha and Elkhorn park master plans recommend the following projects that affect the OLH and serve the study area:

- An active use park/sports complex, proposed in the approximate vicinity of 186th and Blondo Streets (Park 37). The plan recommends a 90-acre facility, jointly developed by the cities of Omaha and Elkhorn.
Current Plans

- A special use, “signature” park, including about 107 acres northwest of 192nd and Dodge. The plan envisions a park of the significance of Elmwood and Memorial Parks, with substantial civic space and a major amphitheater. The park is developed adjacent to a proposed stormwater reservoir on a tributary of the west branch. The plan proposes a 71 acre extension of this park to the south side of Dodge Street.

- Designation of the West Branch floodplain as an open space corridor.

- An Elkhorn neighborhood park (Park E-6), in the section between 192nd, 204th, Blondo, and Maple Streets.

Trails

The existing metro area trails master plan map (Paths of Discovery) indicates a continuation of the West Papio trail system from the Northwest Park/Stolley Prairie to 180th Street along the north side of the West Branch to 180th Street. The plan projects a major north-south cross-county trail as part of a 180th Street multi-modal parkway.

The Omaha and Elkhorn master plans diverge somewhat on other trail development in the study area. The Omaha master plan continues a trail south of the creek, crossing under the UP and OLH at the existing 182nd Street bridges and continuing to the proposed signature park at 180th and Dodge. The Elkhorn Plan envisions a trail in the OLH corridor extending into the city’s traditional town center and linking to the existing Center Street/City Park trail to about 216th and Maple. The city has developed a sidewalk trail along OLH, beginning just east of the 204th Street viaduct. The Elkhorn plan proposes connecting trails from the OLH/West Branch corridor south to the proposed recreation center and north along Indian Creek to Fort Street.

The proposed Cleveland Boulevard would also travel through the study area. The plan envisions Cleveland Boulevard entering the south portion
Current Plans

of the 192nd and Dodge signature park and beginning again on 180th north of Blondo. Parkway boulevards are proposed west of 180th street north and south of Blondo, potentially intersecting OLH. The route of Cleveland Boulevard between 192nd and Dodge and 180th and Blondo is not defined and may incorporate all or part of OLH for continuity.
After over two decades of quiet existence in the western part of the metropolitan area, the Old Lincoln Highway began to make news during the late 1990s. Some of these pressures related to internal transportation needs within Elkhorn, while others relate to metropolitan area growth. These issues and pressures, summarized in this section, have helped to crystallize public attention and policy toward the Lincoln Highway and current efforts to ensure its integrity.

The Asphalt Overlay Controversy

Much of the Lincoln Highway’s original brick surfacing is in relatively good condition. However, several areas have been reconstructed, the most significant being the relocation of the 192nd Street intersection to increase its distance from the Union Pacific grade crossing. Both bridges over the West Branch are new structures, although the “historic” bridge reused the earlier steel trusses as non-structural elements. The highway’s surface at its east and west ends is also concrete. However, a more recent controversy created the impetus for this preservation plan and, ironically, helped move public policy toward the permanent protection of the historic road.

In September, 1999, responding to concerns about the effects of regional road projects on local transportation routes and complaints from residents of the Fair Meadows subdivision about travel conditions on OLH from 192nd Street west, the Elkhorn City Council approved a $150,000 project for an asphalt overlay of the road from 192nd to 204th Streets. This action led to a public debate over the role of the road and the importance of its preservation in its historic condition. A series of meetings that included the Nebraska State Historical Society, Nebraska Department of Roads, and City of Elkhorn officials, led to an alternative approach, proposing the possible use of Transportation Enhancement (TE) funds to assist with the financing of a project that would provide an alternative route and decrease transportation demands on the OLH. This would preserve the historic roadway in much the same way as the construction of West Dodge Road in the 1930s maintained the highway -- by making it unnecessary for routine local and regional trips. In October, 2000, the Elkhorn City Council approved a
resolution to apply for $500,000 in TE funds to help finance the construction of Blondo Street from 192nd to 204th Streets. The innovative and perhaps unprecedented approach to using TE funds to fund a new facility whose construction would preserve an historic road was approved by the Federal Highway Administration and the Nebraska Department of Roads. The city retained HGM Associates to begin the design process for the new street. Additional federal, state, and local sources were identified to fund the balance of the $1.5 million project.

However, the unusual use of TE funds to finance new street construction to preserve a unique historic resource, and the probability of other major transportation improvements in the immediate area, required additional planning prior to detailed design and construction of the Blondo Street project. These efforts included:

• The need for an overall area-wide transportation study to determine the best transportation system to serve the area. This study’s scope included considering the nature of north-south arterials and east-west street continuity through this developing area.

• A preservation plan to maintain the integrity and enhance public use of the OLH corridor. While the extension of Blondo as an east-west major street provides a more convenient route than the OLH, it does not by itself guarantee the preservation of the historic road.

In July, 2001, the Nebraska State Historical Society, Nebraska Department of Roads, City of Elkhorn, City of Omaha, and Douglas County executed an agreement to complete a Preservation Plan for the OLH corridor. A committee that included these parties, the Federal Highway Administration, and the Metropolitan Area Planning Agency, facilitated the development of the plan. Funding for the plan was provided under a federal Historic Preservation Fund grant from the National Park Service. The grant was administered by the Nebraska State Historical Society. According to the agreement, the award of $500,000 in TE funds for the Blondo Street project is contingent on the acceptance by all parties to the preservation plan. This document is the result of that negotiation process.

At the same time, the Metropolitan Area Planning Agency (MAPA) issued a Request for Proposals to execute a corridor and roadway design concept study for the Blondo area, incorporating 180th and 192nd Streets. This study was intended to define basic traffic patterns, roadway design directions,
Trends and Issues

and other concept issues for the study area. The corridor study was timed to coordinate with this Preservation Plan. These two documents will enable the Blondo Street project to proceed and will guide transportation policy in this growing, strategic corridor.

Land Use and Development

The direction of metropolitan development is beginning to put the Lincoln Highway corridor and surrounding areas into play for the first time. Suburban development in the Omaha jurisdiction now extends as far west of 180th Street and, in some Urban Development Policy sectors, continues farther west. In the meantime, new development in the Elkhorn planning jurisdiction is pushing eastward toward 192nd Street. The evolution of West Dodge Road from the four-lane, undivided section that represented the apex of 1930s road-building in the region to a contemporary limited access freeway will also change the scale and personality of the area. These development trends will inevitably change the environs of the Old Lincoln Highway, but also create an unparalleled opportunity – the treatment and location of a slice of pre-World War II America in the midst of contemporary urban development.

Major projects that can affect the corridor in the short term include:

- **West Dodge Place.** This is a platted commercial subdivision between West Dodge Road and the OPPD property between OLH and 180th Street. The new West Dodge service road will provide access to commercial lots on both sides of the road. The subdivision is designed to accommodate auto dealerships and other commercial uses.

- **The “Belgrade property.”** This site is located west of 192nd Street and south of OLH. It will border a proposed flood control lake and is affected by the ultimate alignment of an extended Blondo Street. The owners of the property envision mixed use development, potentially incorporating both residential and commercial uses.

- **The West Dodge mile between 180th and 192nd Streets.** This section extends north of Dodge to OLH and is likely to be platted in the near future. Major commercial development at the 180th and West Dodge intersection is also taking place.
Trends and Issues

- *Omaha parks planning.* The City of Omaha’s Suburban Parks Master Plan calls for a signature park, associated with the proposed flood control lake, on either side of West Dodge Road west of 192nd Street. The parks master plan also calls for a sports complex at a location north of Blondo and east of 192nd Street.

Map Five displays proposed projects as of summer, 2002, including city parks proposals.

Old Lincoln Highway Preservation Issues

The discussions and agreements to date, involving affected or interested public agencies, indicate a clear consensus that Old Lincoln Highway should be maintained as an historic road corridor. We believe that the general public also shares this perception. However, given this consensus, discussions with participants in the process indicate a number of issues that affect planning and implementation of efforts to protect the historic road corridor. These issues include the following:

- *The role of OLH in the local traffic system.* This issue involves the degree to which OLH continues to carry normal traffic. Alternatives range from removing traffic entirely from the road and using it for pedestrians and bicycles to maintaining it without restriction as part of the local road system. An intermediate direction suggests maintaining the ability of the road to accommodate motor vehicles, but discouraging its use by routine traffic by providing better alternative routes. Indeed, several models for OLH emerge, including:

  o A fully functional component of the local system, connected to existing roadways and potential development.

  o An “encapsulated” historic roadway and greenway corridor, open to traffic but separated from the impact of development around it – a “slice of another era” in the middle of new development areas.

  o A recreational corridor without vehicular traffic. The Omaha Suburban Parks Master Plan suggests this type of treatment for Old Military Road in the northwest part of the jurisdiction, a roadway with an historic alignment.

  o A combination of several models, because of the continuing need
for at least some local access in specific areas.

Lincoln Highway is also in the middle of a gap in the planned Cleveland Boulevard. The relationship of OLH to this planned boulevard poses both significant challenges and opportunities.

- **The nature of adjacent land uses and their connections to OLH.** One issue here relates to surrounding land use and street patterns that could potentially load traffic onto the historic road. The other relates to the experience of traveling on the OLH segment. The road’s character, adjacent landforms and environmental features, and rural land use patterns combine to create a traveling experience that suggests another era. If preserving this experience as well as the roadway itself is a major value, the maintenance of viewsheds and the character of adjacent development is very important to roadway preservation.

- **Recreational quality and use of the corridor.** The level of public use of this corridor is also an important issue. For example, the Elkhorn parks plan identifies OLH as a trail corridor. Yet, conventional trail development using contemporary design standards along an intimate, 18-foot wide roadway will affect the scale and experience of travel along OLH. A number of opportunities exist for adjacent recreational use on sites located between the road and the creek. The nature of access and use of these potential resources is also an important planning issue.

- **Aesthetic and functional qualities of related improvements.** The probable future improvement of 180th and 192nd Streets, and the extension of Blondo Street will introduce major new construction projects into the corridor. Both projects are likely to include significant bridges that will affect the visual character of OLH. Other functional questions include the need for access between these new corridors and OLH, and the interim use of segments of OLH to handle traffic during construction.

- **Reconstruction or road renewal strategies.** While this document does not address structural or condition issues in detail, general strategies nevertheless define public policy and resource allocation. Again, a range of options exist, including:
  
  - Reconstruction of concrete base and brick in the entire roadway. This option would result in the loss of historic “fabric” and integrity of the original 1920 construction technology. Here, actions such as
Map 6
Old Lincoln Highway Preservation Plan
Opportunities

RDG Crose Gardner Shukert
Omaha and Des Moines
Trends and Issues

Traffic diversion may reduce the need for reconstruction.

- Maintaining the road in its current condition, based on the philosophy that the aging and slow deterioration of the original roadway, and patching and reconstruction of some segments, are part of the road’s history. Again, actions that redirect traffic may reduce further deterioration.

- Reconstructing portions of the road that have been altered, patched, or repaved during its history.

- **Landscape and setting.** The setting and historic landscape, such as stands of trees parallel to the road (west of 192nd Street) and roadside embankments, contribute the road’s feeling, and character. Compatible planning and surrounding development can enhance and protect these qualities.

- **Historical interpretation.** The historic OLH affords educational, tourism, and recreational opportunities. Telling the story of the Lincoln Highway and its role in the nation’s transportation history through interpretive markers, tour guides, and events can increase public awareness of this unique resource. Designation of the OLH to the National Register of Historic Places, application to the Nebraska Byways Program, and Nebraska Historical Markers can address these opportunities.

- **Economic development issues.** OLH provides a primary and very unique entrance into Elkhorn’s historic city center. This district is relatively invisible from Highway 31, the city’s primary north-south trafficway. The linkage of OLH to this commercial district provides additional placemaking and business opportunities, giving it a special “main street” identity in a growing suburban setting. Participation in the Nebraska Lied Main Street Program could provide a path to a comprehensive town center revitalization effort.

- **Regulatory issues and enforceability.** A process is needed to ensure that agreements and subsequent commitments on issues such as land use and access cannot be compromised. This is especially important because of the use of TE funds to finance route alternatives.

Map Six, the Issues and Opportunities Map, illustrates some of the
primary opportunities and features that can affect a vision of the future of the Lincoln Highway corridor.
The previous four sections of this plan have addressed the existing context of the Lincoln Highway in Elkhorn – its history, character, and urban context, and the issues and pressures that affect its future. This section establishes a vision for that future, establishing a concept of the role of this unique resource. We hope that this vision has an element of poetry about it, capitalizing on and evoking the special memories and power that this part of living history has for our region. The subsequent sections of the plan, then, address policies and measures that can help bring this vision about.

A Vision Statement for the Lincoln Highway in Elkhorn

The Old Lincoln Highway is a unique feature – a slice of a road experience of the 1920s and 1930s in the midst of a contemporary suburban environment that is poised for major growth. In a real sense, the road is a time machine. . . beginning at its east end in contemporary commercial development and with direct access to its high-speed descendant, the new “West Dodge Freeway” and, along the way, immersing the traveler into a completely different time. The experience culminates at the entrance to the old village center of Elkhorn – a district that has not changed substantially in character since the time the road was built. Along the way, natural features, the parallel Union Pacific mainline, and adjacent agricultural uses reinforce a rural viewscape.

The vision of this Preservation Plan is to conserve the road and the unique visual experience that it offers – to provide users with a “kinetic tableau,” free to the greatest degree practical from the impact or encroachment of 21st century suburban development.

We can realize the vision by encapsulating the road corridor and viewscape along its length from 174th Street to Elkhorn’s village center. This encapsulation will provide vehicular access only at the endpoints of the historic corridor. The traffic of the growing city will go above or around, but not through, the Old Lincoln Highway.
While the Old Lincoln Highway corridor will be encapsulated from the influence of surrounding traffic, it will by no means be cordoned off from public use and enjoyment. The road itself should be open to recreational motorists, people with interests in road and transportation history, and anyone seeking a genuine historical travel experience. The corridor should also be integrated into the metropolitan area park and trail system, and be valued as an amenity for adjacent development. Indeed, developers of adjacent projects will find preservation of this unique asset to be in their economic interest. The coincidence of the railroad and historic highway provide rich opportunities for interpretation of transportation and regional history. Yet, all changes and accommodations for public use should avoid compromising the character of the road and its immediate environment.

Modifications to the road itself should be minimized and should focus on repair of inappropriately patched sections. The aging and wear of the 80-year old road is part of its history; indeed, a newly reconstructed road, even with original pavers, would lose its authenticity. Segments of the road that have been completely replaced by new concrete also will remain.

While reconstruction of the road is inappropriate, preservation and restoration of the historic roadscape is important. Historic landscape patterns and land forms, including stands of trees and embankments, reinforce the experience offered by the road environment. Graphics, signposts, and even interpretive structures may also be used. The road may be the centerpiece of a unique regional park. However, any supporting development must follow appropriate antecedents found along the Lincoln Highway either here or in the vicinity. Developing a Lincoln Highway theme park or museum, overloaded with features, is not consistent with this preservation vision.
This section establishes policies designed to realize the vision presented in Part Five. It considers several major factors that affect the physical protection of the highway and the conservation of the environment that creates the road’s travel experience. These factors include:

- The Transportation Network
- Land Use
- Linkages and Interactions
- Recreation and Public Use Amenities
- Roadway Design
- Graphics
- Historic Landscape and Structures

**TRANSPORTATION NETWORK**

The Old Lincoln Highway preservation vision does not anticipate major reconstruction of the historic road. Instead, the natural aging process is part of the highway’s long history. Therefore, preservation of the road depends on lengthening its life by minimizing both the volume and impact of traffic. The area’s transportation network and policies should direct as many routine trips as possible away from the historic road. The Transportation Network Plan considers four major areas of concern:

- The Regional Role of Old Lincoln Highway and Access Policies
- East-West Continuity
- Cross Street Access
- Existing Local Access Diversion

**Regional Role and Access Policy**

The Old Lincoln Highway should remain open to automobile traffic, as it has during its 82-year history. However, the principal vehicular user groups should be limited to those who are seeking the OLH travel experience – recreational motorists, travelers with historical interests, tourists, and related users.
Policies for the Preservation of Old Lincoln Highway

Therefore, access should be limited to two entrance portals: an east entrance at the new West Dodge frontage road and a west entrance at Elkhorn’s historic town center. The region’s future major north-south arterial will be 180th Street, which should be grade separated over OLH and the adjacent Union Pacific mainline without access to the historic highway. Similarly, the 192nd and Blondo design should include an overpass over the OLH and Union Pacific, without access to the Lincoln Highway.

This policy of access limitation has important implications for development in the area. Adjacent development, most notably on the south side of OLH, should not have direct access to the historic road. The parallel Union Pacific mainline effectively prevents development on the north side of the road. Implementing this policy makes access to one parcel, located on the south side of the OLH between the two bridges over the West Branch, very difficult. Access to this parcel would require at least one new bridge over the creek from the south. Development of this long, narrow parcel is further complicated by its location within a 100-year floodplain. The parcel may most appropriately be used as open space, acquired through public purchase at fair market value, or acquisition by donation or dedication.

Features at the access portals should welcome target visitor groups to the historic road, while discouraging routine travel. These features could include:

- Gateway signage that identifies the historic roadway, establishes the intentions for its use and preservation, and sets forth specific “rules of the road,” including access limitations, low speed limits, and information on intended user groups.

- Directional signage at the portals and along key routes, identifying preferred routes to specific destinations, such as Elkhorn Middle School, the Public Library, the future recreation center, and other key community sites. This directional graphics system should cue the casual or routine user to alternative routes.

- Development of alternative, low impact methods to experience the roadway, including associated bicycle and pedestrian facilities.

East-West Continuity

At present, Old Lincoln Highway is the only continuous east-west link between 180th Street and the center of Elkhorn between Dodge and Maple.
While current traffic volumes on OLH remain relatively low (largely because the road’s service area is still relatively undeveloped), demands are growing, particularly west of 192nd Street. In addition, the study area will experience rapid development during the next two decades. As a result, creating an east-west arterial and collector system is essential to relieve growing pressure that the historic road cannot handle.

The extension of Blondo west of its current terminus at 192nd Street is central to this concept. Indeed, the unusual use of Transportation Enhancement funds to assist with financing the Blondo extension is based on the preservation of OLH by creating a preferred alternative route. The HWS study referenced in Part Four evaluated several alternatives for the Blondo extension and design for the intersection between Blondo and 192nd Street. Any solution must provide convenient, continuous movement along an east-west corridor that offers a more convenient, lower-resistance travel pattern to the routine user than OLH.

In addition, east-west collector continuity should be provided through the half-sections between Dodge and Blondo and Blondo and Maple. The requirements for these collectors should be established in the Omaha and Elkhorn comprehensive plans, with right-of-way secured as new developments are proposed or platted.

**Cross Street Access: 180th and 192nd Streets**

180th and 192nd Streets are the two principal section line roads crossing the OLH corridor. Omaha’s comprehensive plan and the MAPA Long Range Transportation Plan propose 180th Street as a major, multi-modal arterial, with an ultimate 6-lane divided section and parallel bicycle trails. This roadway should cross over the OLH/UP corridor without motor vehicle access to the historic road. The higher grade of 180th Street north and south of the OLH can be used to minimize the impact of the overpass approaches. Design criteria for the 180th Street overpass are discussed later.

192nd Street presents a more complex functional problem. Blondo currently ends at 192nd Street, which then continues south across the UP, intersects the OLH, and proceeds to Dodge Street. 192nd Street will function as a minor arterial between Dodge and Maple in the regional system, and is downgraded to collector status as it curves through the Indian Creek subdivision north of Maple Street. The final design for this system must provide reasonable continuity for both corridors, while addressing the historic road, a crossing...
over a busy main line railroad, and a bridge over the West Papillion Creek. The HWS study’s evaluation of alternative designs for the 192nd and Blondo extensions considered options for making either Blondo or 192nd Street the dominant movement. The recommended concept makes 192nd Street the dominant movement, and proposes an east-west “West Blondo” corridor south of the highway/creek/railroad between 180th and 204th Streets. It also proposes an east-west collector corridor north of the creek between 192nd and 204th Streets. To support alternative routes, directional wayfinding graphics should be employed to direct travelers to Blondo or alternative east-west routes. Construction of any project should be phased to follow the development of alternative routes, preventing the detouring of traffic onto OLH.

Access Drives

Currently, OPPD’s Elkhorn facility, the Omaha Regency mobile home park, and the Elkhorn Wastewater Treatment Plant each have direct access off OLH. These accesses should be closed when convenient alternative routes are available, and replaced by alternative accesses. Specifically:

- The OPPD facility has principal access off 180th Street and secondary, gated access from OLH, which receives infrequent use. Ideally, development between 174th and 180th Streets north of Dodge should include a local collector street that connects 180th with the Dodge Street service road, providing alternative access for OPPD. However, the existing West Dodge Place plat does not provide this collector. Should changes in markets or land use patterns necessitate a replat, the City of Omaha should require dedication of this east-west collector.

- The current access for the mobile home park should be replaced by a new direct entrance from the Dodge Street service road.

- The existing Elkhorn wastewater treatment plant entrance should be replaced by an entrance from the extended Blondo Street. In addition, Cedar Street, the principal entrance road to the Elkhorn Public Library, links OLH and 204th Street. While Cedar intersects OLH at a reconstructed section of the road, the intersection will encourage routine use, especially with accelerated development east of 204th Street. Therefore, if feasible, we recommend diversion of Cedar Street access to the Blondo extension, with a design that prevents or discourages traffic from moving between Cedar Street
and the historic roadway east of the intersection. Full pedestrian and bicycle access to Cedar Street should be maintained.

**Land Use**

The OLH study area is located in both the Omaha and Elkhorn planning jurisdictions. While most of the study area is still open or agricultural land, it is in the immediate growth areas of both cities. Omaha adopted its comprehensive plan in 1998, while Elkhorn is scheduled to adopt a new land use plan in 2002. Overall land use policy should minimize impact on the OLH roadway and viewscape by implementing the following policies:

1. **Areas or parcels along the OLH that are bounded by the Union Pacific or the West Papio Creek should be maintained in park and open space uses.** Typically, these areas are in the 100-year floodplain, and require an expensive creek bridge or an exceedingly unlikely permit to cross the UP for access. These limitations make development of these sites very difficult. Potential open space sites include:

   - The north side of OLH between the West Branch tributary northwest of Omaha Regency and the “historic” OLH creek bridge at about 184th Street.
   
   - The south side of OLH between the “historic” bridge and the more contemporary creek crossing at about 194th Street.
   
   - The north side of the OLH/UP corridor to the creek between the “contemporary” bridge and the railroad bridge at about 200th Street.

   - The right-of-way between the OLH and UP west of the tributary bridge at about 200th Street. This area is already in either road or railroad right-of-way.

   Development concepts for these areas are considered later in this plan.

2. **Buffers should be established adjacent to OLH where developable areas adjoin the historic road corridor.** These buffers will vary in width depending on sight lines and the vertical separation between the road and surrounding land, but should average 100 feet from the right-of-way line where the road and adjacent sites are at the same grade level. Where the road is built in a cut, the depth of the required buffer may be reduced along
segments with an established embankment. A vertical height limit should also be established based on sight lines from a vehicle’s viewpoint, based on preventing a passenger traveling along the road from seeing contemporary structures within a normal vision cone. The buffer may be used for landscaping and recreational and trail development, and should be reserved with the platting of adjacent subdivisions.

3. Special development controls and land reservations should be applied to areas that are especially sensitive to viewscape encroachment.

These include:

- The Campbell farm and neighboring agricultural or rural uses south of Blondo and east of 192nd Street. These agricultural uses and the scale of agricultural buildings contribute strongly to the quality of the OLH experience, making their preservation especially important.

- Hillsides north of Blondo between 180th and 192nd Streets. These areas slope gradually to the northwest, making them especially visible to westbound travelers on the OLH. These parcels are prime development lands, making their preservation as open space uneconomic. However, we recommend applying conservation or open space development standards to these areas. These design techniques promote clustering of lots in exchange for preservation of significant open space in strategic areas. Typically, conservation development is applied to sites with major environmental resources such as wooded areas, steep slopes, wetlands, or prime agricultural lands. However, the technique can also be applied to views. In this area, an open space development design should maintain open view corridors from the southeast. The City of Omaha is also considering developing an active sports complex in this area. If carried out, the project design should preserve primary view corridors from the OLH, emphasizing openness as viewed from the southeast. The views for eastbound travelers (moving eastward on OLH) are considerably less exposed.
4. Other adjacent developments should reduce their scale toward the OLH corridor. Where higher intensity uses are developed near the historic corridor, project design, building orientation, and landscaping should screen these uses from the viewshed.

The following development issues and policies apply to various segments of the OLH corridor:

**174th to 180th, Dodge to OLH**

While much of the OLH frontage is used by OPPD, the balance of this section will receive active, near-term development. Omaha’s comprehensive plan anticipates major mixed-use center development at 180th and Dodge, which will be improved as a single-point urban interchange (SPUI). The frontage road paralleling Dodge will serve commercial, office, and high-density residential uses. The balance of the site is likely to experience single-family development. A setback and buffer should be provided along OLH and existing embankments should be preserved. This development should also provide a collector road that connects the Dodge Street frontage road with 180th Street.

**168th to 180th, North of OLH**

The historic road, Union Pacific, and West Papio Creek run parallel through this area; along with extensive tree cover, the railroad and creek buffer the OLH corridor from viewshed encroachment. The dominant use in this section is likely to be residential, with potential neighborhood commercial development at the 168th and 180th Street intersections with Blondo, and community commercial development at 180th and Maple.

**180th to 192nd, OLH to Dodge**

The likely use for this section is mixed-density residential, with a continuation of mixed-use development patterns along the Dodge corridor. Development between 180th and the “historic” creek bridge should ramp down to single-family residential, and should be set back from the OLH corridor consistent
with this plan. West of the bridge, property between the creek and OLH should be preserved as open space and developed as an interpretive and passive park. This will provide good visual buffering from any adjacent development to the south.

180th to 192nd, North of OLH

While the adjacent Union Pacific makes direct OLH access virtually impossible, this segment is especially important because of its impact on the character of the road experience. Land between Blondo and the railroad should be maintained in its current agricultural use if at all possible. Indeed, preservation of this farm is particularly critical to maintaining the rural road experience. A conversion to high-intensity commercial or residential use, the most likely private alternative given the linear configuration of the site, would vastly alter the road’s character.

Residential development is the most probable use north of Blondo, again with potential neighborhood commercial development at the 180th and 192nd Street intersections. Within this section, areas of special sensitivity include:

- **The 180th and Blondo intersection.** The exact nature and even location of this intersection will depend on the eventual design of the future 180th Street overpass. Commercial development should be located in the north quadrants of the intersection. Tree cover along the creek will tend to screen development at this intersection, although large signs should be avoided.

- **The side slope north of Blondo.** As mentioned earlier, conservation design techniques should be employed here to maintain open views from the southeast. This suggests a northwest to southeast open space and street pattern orientation.

- **192nd and Blondo.** The recommended design of this intersection will include three potential intersections with east-west streets, including a realignment of the existing Blondo Street, a new east-west collector north of the highway/railroad corridor, and an east-west “West Blondo” south of the corridor. Mixed use development is appropriate.
at both the north and south intersections. The 192nd Street intersection with the existing Blondo Street is likely to remain in residential use on the east side of the street. With a grade separated 192nd Street crossing and an east-west circulation system, these use patterns will not have a significant effect on an encapsulated Old Lincoln Highway.

**192nd to 204th, South of OLH**

This area will receive significant short-term private and civic development, encouraged by the Blondo Street extensions. An east-west “West Blondo” alignment south of the section line may provide an opportunity for mixed-use development immediately south of the Elkhorn treatment plant. Such a development should provide treatment plant access from the extended Blondo Street and adequate screening between the plant and the OLH corridor. The balance of the eastern half-section (usually referred to as the Belgrade property) is likely to develop in primarily residential use.

The City of Omaha and the Corps of Engineers propose damming the West Branch tributary to create a flood control reservoir (Dam Site 13), creating the opportunity to develop the substantial “signature” park at 192nd and Dodge described earlier. The western half-section will include a new Elkhorn recreation center/YMCA south of Blondo and north of the existing Junior High School. Land between the extended Blondo and the OLH is another strategic site. Here, mixed density residential development may be permitted, but should be set back from the OLH corridor. Again, horizontal and vertical sight line setbacks should be provided, along with preservation and reconstruction of embankments, to provide for viewshed preservation.

**192nd to 204th, North of OLH**

Land between the OLH/UP corridor and the West Papio is largely inaccessible and successfully buffers the highway corridor from development that might occur farther to the north. The Elkhorn land use plan anticipates mixed density residential development along the edge of the creek corridor, with single-family development farther to the north.
LINKAGES AND INTERACTIONS

These policies address the interaction between the OLH and surrounding features and facilities. The overall preservation vision of the OLH calls for an encapsulated historic roadway – designed for use, but as separate as possible from the demands of routine urban traffic and the visual encroachment of contemporary development. The following policies and principles flow from this overall vision and, in some cases, reinforce policies of other sections of this plan.

1. **Access to the OLH should be limited to the endpoints of the historic road – the Dodge Street frontage road on the east and Main Street on the west.** The HWS study proposes an overpass to carry 192nd Street traffic over the OLH and Union Pacific mainline. However, construction of this project is likely to occur well into the future. In the meantime, the 192nd and OLH intersection should include graphics and design features that discourage routine use of OLH.

2. **New development along the OLH should not have local access to the historic road.** In addition, existing local access points should be removed with the construction of alternative routes.

3. **A special gateway feature should be considered at the historic corridor’s east portal, visible from West Dodge Road.** This can utilize the right-of-way vacated by the closing of the direct access between OLH and Dodge. The feature can mark this portal and make regional travelers aware of the presence of this unique historic resource. Directional signage on Dodge may be used to direct interested travelers to the most convenient entrances to OLH, probably at Elkhorn’s town center.

4. **The OLH corridor should be fully linked into the regional trail system, allowing pedestrians and bicyclists to experience the corridor.** However, trail improvements should not compromise the scale and quality of the primary roadway experience. Policies for linkage into the regional system follow.

A trail should be developed along the length of the historic corridor from the east entrance portal at 174th Street to the historic town center. More detailed design concepts for a Lincoln Highway Trail are presented in the next section. This trail should connect with other components of the regional system as follows:
The 180th Street Trail, developed as part of this major arterial should be fully connected to the Lincoln Highway Trail. From the south, this linkage is most easily made on the OPPD property. Here, the trail connection can follow the natural grade to road level and proceed westward under a new overpass. From the north, the 180th Street trail would connect indirectly to a trail planned for the north bank of the West Papio.

The West Papio Trail should connect with the Lincoln Highway Trail at the 184th Street crossing or farther west with a creek crossing. This planned trail will cross under the Union Pacific and the OLH at the “historic” bridge at about 184th Street. It continues southwest to the proposed signature park at 192nd and Dodge.

The Lincoln Highway Trail should connect with the existing Elkhorn Trail at about Cedar Street. Clear signage and sidewalk/bike lane markings should link the corridor to Center Street and to the existing Ta-Ha-Zouka Park trail.

5. Adjacent developments should incorporate greenway and trail linkages into the OLH corridor. While motor vehicle links should not be allowed, trail

Concept for a Gateway or monument feature, potentially located at either the east or west portals of the Old Lincoln Highway. This kind of installation can also be developed as a roadside monument. Monuments were typically developed along the road and honored local personalities, including those who were instrumental in road construction or development.
links from these developments, primarily south of the road, should be encouraged and even required.

RECREATION AND PUBLIC USE AMENITIES

In some ways, the fully realized OLH corridor may be viewed as part of a regional park system, offering a unique recreational experience to the metropolitan area’s residents and visitors. Therefore, features that enhance this recreational experience can be important to taking full advantage of the road corridor’s quality of life and historical potentials. Policies to maximize low-impact public use and enjoyment of the historic corridor follow.

1. The public sector should acquire and develop key parcels along the corridor that can provide opportunities for passive recreation and interpretive development. Public acquisition of areas that are inaccessible to the public and provide a viewscape backdrop are probably unnecessary, unless a specific development is proposed that appears incompatible with the vision of roadway preservation. These are primarily areas that are bounded by the creek and the railroad, and are usually located within floodplains. However, strategic sites for acquisition include:

   · The area south of OLH between the “historic” bridge at 184th Street and the “contemporary” bridge just east of the wastewater treatment plant. This area provides opportunities for trail development, interpretive information, and passive recreation, including roadside picnic and unstructured play and rest areas that were developed adjacent to the Lincoln Highway in various parts of the country. The plan does not anticipate active recreational development in any of these areas.

   · Setbacks and buffers between adjacent developments and the OLH. These areas, typically elevated above road level by embankments, provide opportunities for landscaped screening, routing of the trail, and viewpoints and overlooks. These sites provide locations to view the historic road without necessarily affecting it or its character.

Acquisition of these parcels may utilize the SID process, by which adjacent developments dedicate the land as parkland. Alternatively, the land may be sold outright to an administering agency, potentially the county because of the multi-jurisdictional quality of the project. Sale price should take into account the relative inaccessibility and lack of development potential of some of these sites.
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Concept for an Old Lincoln Highway Interpretive Park, proposed for the parcel south of OLH between the two bridges taking the highway over the West Branch of the West Papio Creek. The park concept includes entrance structures and parking areas off the highway, an interpretive trail for pedestrians with stations that tell the story of the Lincoln Highway, a gathering place for performances or presentations, and thematic graphics. Above, a concept for the entrance shelter. Below, a conceptual plan for the Interpretive Park.
Concept plans for the development of these areas are presented in the accompanying illustrations and in the corridor master plan.

2. A Lincoln Highway Trail should be developed along the historic corridor. However, the trail should minimize visual impact on the historic road. The current standard for recreational trail development calls for a ten-foot concrete trail surface with two- to three-foot soft shoulders. This trail section could seriously affect the scale of the narrow highway if located parallel or even close to it. While a trail along the road is important and extends its use to groups other than recreational motorists, its design must be discreet and minimize impact on the roadway experience. Therefore, trail design should follow these principles:

- Where significant open parcels are present along the OLH, the trail should divert from the road and be routed within these open spaces.
- Where embankments occur, the trail should be aligned at the top of the embankment, with potential overlooks.
- Where developments are adjacent to the OLH corridor, the trail should go through buffer areas.
- In general, the trail should avoid alignments that are parallel and close to the road surface.

A potential Lincoln Highway Trail concept along the corridor would begin at a trailhead, associated with a gateway feature at the east (174th Street) portal. It would continue within a development buffer along the west side of OLH, gradually climbing an embankment as it proceeds north. The trail would continue west on the current front lawn of the OPPD property, which also provides an opportunity for historic landscape restoration.

At 180th Street, the Lincoln Highway Trail would cross under the future overpass; a ramp following the existing 180th Street grade would connect the highway trail to the proposed 180th Street Trail. The Lincoln Highway Trail would cross the West Papio on a new bridge south of the existing “historical” bridge, connecting with the West Papio Trail at this point. It then continues westward through the interpretive roadside park described earlier. The trail continues on the south side of the highway, along the front of the wastewater treatment plant. As it continues west, it again climbs to
the top of an embankment, continuing along a development buffer to Cedar Street. Here, the trail connects to the Bess Johnson Public Library and continues along Main Street into the town center. The Public Library also offers opportunities for interpretation and visitor amenities: information, a possible display or exhibit about the OLH, meeting location for tour groups, and school tours.

Despite the development of a parallel trail, bicycles should have unrestricted access to the original road surface.

3. The roadscape should include the development of amenities and features that are compatible with the Lincoln Highway, including roadside parks and picnic areas. In addition to the interpretive park between the two OLH creek bridges, other opportunities include:

- The area between the road and the Union Pacific between the “contemporary” creek bridge and the 204th Street overpass. This area, with its mature stand of trees, can be developed with features typical of roadside rest areas and amenities.

- A restored landscape at the OPPD installation, replacing a suburban grass lawn with a landscape more typical of the countryside during the early days of the Lincoln Highway.

ROADWAY DESIGN

Policies related to roadway reconstruction and preservation should guide capital planning for the preservation of the OLH. In addition, major projects like the future 180th Street overpass will have a major effect on the road and its view corridor. These policies address the physical design issues related to roadway preservation and surrounding improvements.

1. The overall roadway reinvestment strategy should repair or restore inappropriately patched areas, but will maintain both the existing roadway and reconstructed sections. Primary attention should be given to removal of patched areas of the road, with replacement by stockpiled original brick pavers. Areas where bricks are shattered or are seriously deteriorated should also be repaired. However, generally serviceable segments of the brick road should be maintained in existing condition; in some situations, relaying existing bricks can improve the appearance and condition of the road. Reconstructed segments should also be maintained, rather than removed.
and restored with new base and bricks. Future patching of brick surfaces should be completed with brick.

2. Road projects that have an impact on the OLH corridor should incorporate design features that interpret or allude to the Lincoln Highway period. The 180th Street overpass is likely to have the largest impact on the visual character of the historic road. The appearance of this overpass from road surface down will be extremely important. The ultimate design of this and other structures (including a 192nd/Blondo Street crossing when such a facility is developed) should incorporate modern interpretations of period design motifs. For example, rainbow arch bridges were frequently used on the Lincoln Highway across the country and in the Midwest. Use of such a form in the design of the 180th Street bridge would retain the quality of the road’s visual experience and be consistent with the plan’s vision of the OLH corridor. The arches may be attached to the bridge structure and need not be structural themselves to maintain the roadway’s character convincingly.

Proposal for a design treatment of the 180th Street Overpass over the Old Lincoln Highway. Arch trusses are applied to recall forms typical of Lincoln Highway bridges. These trusses may be non-structural.
3. The “historic” bridge should be retrofitted with side railings and barriers that are more sympathetic to the original bridge design. This bridge, at about 184th Street, is a new structure. The historic trusses are attached to this structure, but have no structural function. Nevertheless, to the casual viewer, the technique is effective and the bridge appears to be original to the highway. Less effective is the use of sheet metal barriers on the sides of the road surface. A more attractive and authentic barrier should be installed that still meets required standards. Lincoln Highway bridges often incorporated a series of vertical bollards into barrier balustrades. On a famous bridge in Tama, Iowa, the words LINCOLN HIGHWAY were actually incorporated into the balustrade.

GRAPHICS

Signs and road graphics were very much a part of the Lincoln Highway experience. Road graphics included everything from route designators to advertising signs. In our time, carefully applied signs can help to recreate the highway experience. Elements of a graphics program for the OLH segment include:

- Mileposts and Lincoln Highway designators. Along the Elkhorn segment, replicas of the historic Lincoln Highway designators were installed in 1976 as part of the original campaign to increase awareness of the historic road. Vandals and souvenir seekers have removed the Lincoln medallion from most of these markers. The markers should be restored with new Lincoln castings, using contemporary adhesives that are far more resistant to vandalism.

- Interpretive signage. An interpretive display, including two highway markers and a metal interpretive panel, was installed in 1976 on the OPPD site southeast of the 180th Street intersection. This display will probably be removed with the eventual improvement of 180th Street. We recommend incorporating a sequence of historical panels and interpretation into the development of the “interpretive” park.
between the 184th and 194th creek crossings on the south side of the road. This can provide opportunities for both trail and road users to experience the history of the highway. The sequence may have the sense of a self-guided tour, starting at a “trailhead” that discusses the origin of the Lincoln Highway nationally. Individual panels can interpret the highway in Elkhorn and across the state, using the extensive collection of available photographs and narrative resources.

- **Historic roadside signage.** The Lincoln Highway pre-dated sign control statutes, and advertising signs were part of the road’s heritage. In the early years of highway development, sign-posting became the way to direct travelers along the routes of the “automobile trails” that were being promoted. The Lincoln Highway and other highway associations adopted “pole markings,” painted bands on telephone poles in distinctive colors to guide the traveler. The red, white and blue stripes and the logo “L” were familiar to motorists on the Lincoln Highway. Local efforts in Elkhorn and similar efforts statewide by the Lincoln Highway Association have recreated these pole markings. Commercial billboards or signs also became an early method of advertising and directing tourists to local attractions. Even then, billboards elicited mixed reactions: some claiming blight on the roadside landscape, others welcoming their humor or informational value. Nevertheless, opportunities to relate this aspect the commercial history of the OLH roadside could be considered in careful and dignified manners.

Two types of advertising signs were particularly identified with the historic road and could be incorporated into a carefully designed historic roadside signage program: the serial sign best associated with Burma-Shave and the ground supported billboard. One of each of these sign types could be incorporated into the corridor development plan. A billboard, featuring the supporting lattice and lighting of historic structures, could be used to screen an undesirable view; siting should avoid blocking views that contribute to the road experience. An advertising message should reinforce development objectives of the corridor, such as featuring Elkhorn’s historic town center. The Burma-Shave name is a registered trademark of the American Safety Razor Company. Use of the name requires permission by that organization.
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- **Monuments.** Commemorative monuments were used with some frequency along the Lincoln highway. For example, a monument in Clinton, Iowa recognized W.F. Coan, who, as “consul” of the Lincoln Highway Association in Iowa, was instrumental in promoting the road in that state. A similar special installation could be developed along the Elkhorn segment.

- **Off-site directional information.** Directional trailblazers, using the Lincoln Highway graphic, should direct visitors from surrounding trafficways to the OLH portals. These trailblazers should be oriented to Dodge, Blondo, and Maple Streets, and to Highway 31 (204th Street). The development of a gateway feature on the vacated 174th Street/CR 120 right-of-way between West Dodge Road and the new frontage road can also call outside attention to the road.

**HISTORIC LANDSCAPE AND STRUCTURES**

Landscape development and restoration can help strengthen the OLH experience. The pattern of roadside trees along the north side of the highway from the “contemporary” creek bridge is the most fully realized landscape pattern along the Elkhorn segment. While the highway was not self-consciously landscaped through rural areas, there were several areas of repetitive patterns that can form the basis for landscape restoration. These include roadside tree plantings (Elkhorn), tree canopies (Duncan and Silver Creek), lower bushes and understory plants, and, of course, farms and grasslands. These patterns can be re-established along proposed development buffers, and along the top of embankments. In addition, plant materials should be used to maintain the key embankments along segments of the OLH. A generalized landscape concept for the corridor is included as part of the plan.

A particularly rich opportunity for historic landscape reconstruction is the OPPD property. This site has been developed as a conventional suburban lawn. Development of a reconstructed prairie or grasslands could add additional texture to the site, and more effectively screen the scale of the large OPPD industrial installation. Such a landscape would also reduce maintenance expenses associated with lawn care.

An additional concept might be development of a visitors center structure, providing a base for interpretive information, visitor services such as bathrooms, and a shelter for events. Such a center can recall one of the
Policies for the Preservation of Old Lincoln Highway

A richly varied Lincoln Highway visitor service structures, and would best be located at one of the portal locations, including the historic Elkhorn town center.

The front lawn of the OPPD facility at 180th and Old Lincoln Highway provides excellent potential for restoration of an historic landscape. The Lincoln Highway Trail may cross through this reconstructed landscape.
Part Seven presents policies and programs for the preservation and enhancement of Old Lincoln Highway. This section considers the implementation of those recommendations. Measures to implement the Old Lincoln Highway Preservation Plan fall into three basic categories:

- **Preservation** is the act or process of applying measures necessary to sustain the existing integrity of the historic highway. Elements of integrity include location, design, setting, materials, workmanship, feeling and association. Preservation includes methods to protect and stabilize the historic highway. For purpose of this plan, *preservation* defines **mandatory requirements**, critical elements that are necessary to preserve the physical integrity of the roadway.

- **Management** is a process or ongoing activities that serve to plan, address, monitor and implement measures for the continued preservation of the OLH and the character of its visual setting. Management also includes methods of identifying, monitoring and executing measures to avoid or mitigate changes that may reduce the integrity of the historic highway. For purpose of this plan, *management* defines **important measures** necessary to maintain the character and integrity of the Old Lincoln Highway and to fulfill the vision of the preservation plan to create a distinctive environment and experience for its users.

- **Enhancements** are activities that serve to make better, improve or develop in a manner that is compatible with the historic highway. Enhancement includes methods to improve public use, interpretation and educational opportunities. Enhancement also includes improvements through restoration of missing elements, enhancement of contextual setting, and development of amenities. For purpose of this plan, *enhancement* defines **amenity measures** which will enhance the corridor’s quality and enhance the highway experience for its users, but which are not necessarily essential to preservation of its physical or visual integrity.

The governmental jurisdictions involved with Old Lincoln Highway must implement the Preservation Requirements to assure that the corridor maintains its physical and structural integrity. This in turn provides
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jurisdictions with the opportunity to develop amenities to help the highway evolve as a unique regional resource.

PRESERVATION REQUIREMENTS

Preservation requirements are mandatory measures that **must** be put in place by the governmental jurisdictions that affect the Old Lincoln Highway corridor. These include the City of Omaha, the City of Elkhorn, and Douglas County. These measures are necessary to protect the physical integrity (and hence the continued existence) of the historic roadway. Mandatory requirements include the following categories:

  · Transportation Network Requirements
  · Roadway Reconstruction
  · Land Use Regulation

Transportation Network

Old Lincoln Highway’s transportation context must prevent routine local and regional traffic from using the historic roadway. This goal requires:

  · Insulating the road from the surrounding transportation system and limiting access to two specific corridors at either end of the historic corridor.

  · Providing no circumstance that allows Old Lincoln Highway to provide convenient local access to a development, neighborhood, community facility, or private installation.

In order to accomplish this, we recommend including the following policies in the comprehensive plans of Elkhorn and Omaha, and their implementation by the respective jurisdictions:

  · **Develop a traffic system that provides east-west transportation continuity, avoiding routine use of Lincoln Highway.** This system is identified in the recently completed 180th/192nd/Blondo Street Corridor Study (HWS Consulting Group with TranSystems Corporation, 2002) and includes:

    · Grade-separations of 180th and 192nd Streets over the Old Lincoln Highway/Union Pacific corridor, without access from the north-south arterials to the
Map 7
Old Lincoln Highway Preservation Plan

Roadway Policies

Brick, Good Condition - Retain.
Brick, Occasional Patching - Replace asphalt patches with brick.
Brick, Frequent Patching - Relay brick.
New Concrete - Retain.
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*Historic highway.* These structures should reflect physical design themes that are found on stretches of the Lincoln Highway in Nebraska and Iowa. For example, a conventional steel girder bridge would introduce a design element that is inconsistent with the vision of the historic corridor. However, an aesthetic enhancement, such as the use of carefully integrated arched trusses, could cause these large structures to enhance rather than dilute the historic roadway’s character. These elements could be non-structural, a precedent established successfully by the “historic” creek bridge at 184th Street. The HWS report recommends such a treatment. Funding for this project by appropriate agencies, including the FHWA, NDOR, cities, and county must include allowances for these aesthetic enhancements.

- **A T-intersection terminating the existing Blondo Street at 192nd Street, and construction of a new north collector between 192nd and 204th Streets (Highway 31).**

- **Construction of a new “West Blondo corridor” between 180th and 204th Street south of the Lincoln Highway/West Papio corridor.** This new corridor should serve development of the “Belgrade Property” west of 192nd Street, the proposed Elkhorn Community center site, and the existing Elkhorn Public Library.

**Prohibit future local street links to Old Lincoln Highway.** In reviewing and approving development on adjacent parcels, the Cities of Elkhorn and Omaha must adopt a policy that prohibits access to new developments from the historic highway. Any access for adjacent new development must use either the new east-west street system or another local street network. This mandatory policy may affect the economic feasibility of developing a parcel between the two creek bridges, proposed in Part Six as a possible site for an Interpretive Park. Under this proposed policy, new development on this site would require a creek crossing from the south. This site’s use is already sharply limited by its location in a 100-year floodplain and the Old Lincoln Highway’s very limited traffic capacity.

**Gradually eliminate existing service access to Old Lincoln Highway as opportunities arise.** Three existing facilities gain access from the highway: the Omaha Regency mobile home park, the Omaha Public Power District Elkhorn facility, and the Elkhorn wastewater treatment plant. These
accesses should be closed as surrounding developments permit. Specifically:

• Omaha Regency’s Lincoln Highway access should be closed. A new access should be provided to the West Dodge frontage road.

• Access to the Elkhorn wastewater plant should be redirected to the south, probably off the new “West Blondo” corridor.

• A collector to serve development south of OPPD between Old Lincoln Highway and 180th Street would be highly desirable and would connect 180th Street to the West Dodge service road. This would permit alternative OPPD access, and would allow the District to close its current access onto Old Lincoln Highway. Unfortunately, the approved platting of the West Dodge Place subdivision does not include such a collector. If subsequent changes in land use patterns, platting, or development design make such a road feasible, the City of Omaha should encourage its dedication.

In addition, the City of Elkhorn should consider restricting the existing Cedar Street access to Lincoln Highway, which links the historic road to the public library. Primary access to the library should be from the West Blondo corridor to the south. Some existing private development occurs along Park Road, a reconstructed extension of the Lincoln Highway route. Principal access to these properties should be to the south and west, to reduce casual use of Old Lincoln Highway as a short cut to the Dodge frontage road.

Establish gateway signage at either portal, establishing the rules for the historic road. This signage, which may be developed as part of a portal monument should:

• Identify Old Lincoln Highway as an historic highway corridor (or county or regional park, as discussed below).

• Prohibit truck traffic and discourage routine automobile traffic from using the highway.

• Indicate that the road provides no intermediate access.

• Establish a 25 mile per hour speed limit.
Roadway Preservation and Reconstruction

The previous measures include steps to preserve the character and openness of the Old Lincoln Highway corridor and to channel routine traffic away from the historic roadway. Equally important is the need for the physical stabilization or reconstruction of the highway. Douglas County’s proposed six-year capital improvement plan includes improvements and reconstruction of the roadway itself. This reconstruction program is central to the overall preservation effort.

The road includes four categories of conditions that require individual reconstructive treatments:

- **Reconstructed areas where brick paving has been entirely replaced by a concrete surface.** This occurs along a segment of the road east and west of the 192nd Street intersection and on the surface of new bridges. The new paving at 192nd Street was installed as part of the minor relocation of the intersection designed to increase its separation from the Union Pacific tracks. In these areas, we recommend retention of the existing concrete without additional action.

- **Areas where asphalt patching of the brick surface is relatively intermittent.** In these segments, we recommend the replacement of asphalt patches with recycled Lincoln Highway pavers.

- **Areas with substantial deterioration of the brick surface or very frequent patching.** In these areas, we recommend removal or existing paving bricks, and reconstruction of the brick surface using recycled Lincoln Highway pavers.

- **Areas where the original brick is in good condition.** We recommend retention, with at most spot replacement or resetting of brick pavers.

These areas are suggested in Map Seven, the Pavement Reconstruction Policies Map. With the relocation and reconstruction of the 192nd Street intersection, Douglas County salvaged a substantial inventory of Lincoln Highway pavers. These pavers should be utilized in the reconstruction efforts identified here.
Land Use Regulation

Several highly developable sites adjoin the Lincoln Highway corridor. The cities of Omaha and Elkhorn, whose planning jurisdictions encompass these sites, must balance development demands and yields with preservation of the rural road experience, one of the central objectives of this preservation plan. Land use regulations should be put in place that will effectively strike this balance.

The view from the highway to adjacent development can be screened by both horizontal and vertical separations. Embankments are present along several segments of the Lincoln Highway, where the road was cut into an adjacent hill. In some cases, these vertical separations are over six feet in height, effectively breaking the sight line of the motorist traveling along the road. In other cases, adjacent developable property is approximately at grade with the highway. In order to maintain openness in the view corridor:

- Where the vertical separation is smaller, a larger horizontal separation (or setback) will minimize the visual impact of adjacent development.

- Where the vertical separation is greater, a smaller horizontal separation (or setback) is necessary because the embankment defines the view from the road.

Therefore, we recommend that Omaha and Elkhorn adopt a uniform Lincoln Highway Overlay Zoning District to regulate development adjacent to the highway corridor. This overlay district would require varying setbacks, depending on the amount of vertical separation. Vertical separations should be measured at a point 50 feet from the edge of the existing roadway. Suggested setbacks include:

- In adjacent areas where the vertical separation is less than three feet, a horizontal setback of 100 feet would be required from the edge of the Lincoln Highway right-of-way to the edge of the nearest structure on the adjacent site.

- In adjacent areas where the vertical separation is from 3 to 6 feet, a horizontal setback of 75 feet would be required from the more distant of the edge of the Lincoln Highway right-of-way or the top or ridge of the embankment to the edge of the nearest structure on the adjacent site.
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- In adjacent areas where the vertical separation is greater than 6 feet, a horizontal setback of 50 feet would be required from the more distant of the edge of the Lincoln Highway right-of-way or the top or ridge of the embankment to the edge of the nearest structure on the adjacent site.

- Minimum building setbacks from a building lot line adjacent to the Lincoln Highway or a Lincoln Highway buffer should be 25 feet for a building up to 35 feet in height, and an additional foot for each additional foot in height.

Map Eight, the Setback Overlay Concept Map displays an approximate application of these regulations to various segments of the Lincoln Highway corridor. These setbacks may be reserved as outlots or dedicated as part of an SID park system. As discussed below, a Lincoln Highway Trail may be developed within these setback areas to open the corridor to recreational users, but to avoid the direct visual impact of a contemporary trail on the highway.

MANAGEMENT MEASURES

The mandatory requirements are the minimum measures necessary to preserve the physical quality of the roadway itself. These management measures are necessary to fulfill another compelling part of the preservation vision – to preserve the visual quality and integrity of the Lincoln Highway corridor. These are necessary to make Old Lincoln Highway something more profound in its setting than simply two miles of preserved highway. Categories of these recommended measures include:

- Viewshed Acquisition
- Land Use and Regulatory Measures
- Management Authority
- Nebraska Byway Program
- National Register of Historic Places Listing

Viewshed Acquisition

Complete control of several strategic parcels along the corridor is necessary to preserve the open quality of the Lincoln Highway viewshed. Most of these strategic areas are relatively difficult to develop, and lack access without extraordinary expense. However, prohibition of development (or even denial of access to Lincoln Highway when that is the only available road) on these
Lincoln Highway Overlay District
Suggested Setback Regulations

Vertical Separation over 6 feet

Vertical Separation over 3-6 feet

Vertical Separation over under 3 feet
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sites may be construed as a “taking;” as a result, public agencies must be prepared to acquire these sites if development proposals emerge. These parcels are keyed on the corridor master plan and include:

- **Parcel 1**, between the West Papillion Creek and the Union Pacific Railroad, between 173rd Street and the “historic” Lincoln Highway creek bridge at about 184th Street. This parcel is located almost entirely within a 100-year floodplain and is bounded by the creek and railroad. The parcel will be crossed by a future 180th Street overpass. Any road access would require at least one bridge over the West Papio Creek. These conditions make development extremely difficult and probably unfeasible. Acquisition of this land is only necessary in the unlikely event that it develops in a way that threatens the character of the highway corridor. In this case, the land should be valued appropriately and acquired as part of a direct property purchase, land donation, or Sanitary and Improvement District dedication.

- **Parcel 2**, south of the Lincoln Highway between the 184th Street “historic” bridge and the “modern” bridge at about 194th Street. This parcel is especially important because it fronts directly on a significant part of the historic road. Most of this key site is located in the 100-year floodplain, and requires access either from Lincoln Highway or by bridge across the creek. The site is potentially developable, albeit with difficulty because of its floodplain status and narrow configuration, if access were granted from the historic road. Denial of this access could be construed as sharply limiting its development. This site should be acquired as part of implementation of this plan. The most logical mechanism for this acquisition is through a dedication through an SID. SID’s are likely to be used to develop the balance of this section between 180th and 192nd Street; this site may be dedicated as an SID park or purchased by a public agency.

- **Parcel 3**, between the highway and the creek between the 194th Street creek bridge and the Highway 31 overpass. The land between the road and the railroad mainline is entirely public or railroad right-of-way. The larger part of the parcel, between the railroad and the creek, faces similar development challenges as Parcel 1, and shares its relatively low value. The same implementation policy proposed for Parcel 1 should also be applied to Parcel 3.

- **The Campbell Farm.** This facility, located between Blondo Street and the Union Pacific mainline, is currently a working farm. While no plans for
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land use changes appear imminent, development proposals for the site are likely in the future. It enjoys continuous access from Blondo Street and is outside of floodplain areas. Given the site’s configuration, potential development pressures suggest medium to high-density residential uses, or limited intensity office or commercial use. Given the very high visibility of this site from the westbound Lincoln Highway, this kind of development would have a very negative impact on the overall rural road experience.

The preferred use for this site is maintaining the current private farming operation. However, should this status appear threatened by development pressure, implementing agencies should begin the process of securing the site and finding alternative uses for it that either retain agricultural uses or maintain existing buildings and site character. Potential uses include continued farm operation under a conservation easement or long-term lease; a cooperative venture involving agricultural history, youth study, agricultural events, or exhibitions; or a retail/commercial use that maintains existing buildings and site character. Again, continuation of existing private agricultural operations with
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existing owners is preferable to any reuse. A public agency may negotiate a right of first refusal at a specified price with the current owners.

Potential sources of acquisition funding may include private foundations and contributors, as well as public sources. Integration of the facility into the city’s museum community can open these financing avenues, as well as providing a capable facility manager and curator.

Land Use Regulation

The viewshed acquisition and preservation program, described above, will maintain the open, rural character of several strategic parcels that border the Lincoln Highway corridor. Fortunately, these parcels provide tree buffers along their edges with the West Papillion Creek and are relatively difficult to develop because of access limitations and floodplain restrictions. The overlay district concept, described under the mandatory Preservation Requirements establishes a framework to prevent visual encroachments directly adjacent to the OLH.

An additional highly visible site is the north side of Blondo Street, west of 180th Street to the Fair Meadows subdivision. This site is important because of its hillside character, strongly visible to travelers headed westbound on Lincoln Highway. The drainage pattern on this site is generally northwest to southeast, lending itself to development designs that orient green space to the visual axis of the westbound Lincoln Highway traveler. Portions of this site are in both Omaha and Elkhorn jurisdictions. We would recommend adoption of a development overlay in this area (similar to Omaha’s “MD Major Development” or “NC Neighborhood Conservation” overlay district) that would apply design criteria to this site, emphasizing project design that follows natural patterns and maximizes open views from the southeast.

Management Authority

Fulfilling the vision for the Lincoln Highway requires significant investment in the historic roadway and involves acquisition, management, and ultimate development of strategic adjacent properties. As a result, the corridor will function as a linear park, with driving becoming one of the recreational uses, than a conventional road right-of-way. Precedents exist both locally and in the region for such a transportation-oriented park. The City of Omaha’s boulevard system, originally conceived by Horace W.S. Cleveland, is such a system, with adjacent lands managed by Omaha’s Park, Recreation, and
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Public Property Department. The metropolitan trail system is largely located on land owned by such regional agencies as the Papio-Missouri River Natural Resources District and Douglas County. The Norfolk to Chadron Cowboy Trail, a railbanked trail developed along the former Chicago and North Western Railroad’s Cowboy Line, is owned and managed by the Nebraska Game and Parks Commission. In Missouri, the well-known Katy Trail from Clinton to St. Charles is operated as a linear state park.

We believe that the historic Lincoln Highway corridor should ultimately be administered as a regional park, rather than a roadway with adjacent property. Four agencies have a direct interest in the corridor: the two municipal jurisdictions, Douglas County by virtue of its ownership (or long-term lease in areas where the Old Lincoln Highway is actually on Union Pacific property) of the road right-of-way, and the Papio-Missouri River Natural Resources District, based on its management of the regional drainage system. Because of the regional nature of the corridor, Douglas County and the PMRNRD may be logical management agencies, although they also may be maintained as city parks. Because the centerpiece of the corridor is a county road, county management of Lincoln Highway may be most logical, with intergovernmental cooperation and joint funding of shared elements. This management arrangement should be established as part of the initial agreements governing the maintenance of the corridor.

Nebraska Byway Program

We recommend designation of the entire corridor of the Old Lincoln Highway from West Dodge Road to West Maple Street as a “Nebraska Byway.” The Nebraska Byway program includes nine highways across the State that have been designated for a range of scenic, historic, cultural, natural and recreational qualities. The Nebraska Byways program encourages cooperation by local residents, businesses, local governments, and other agencies to preserve and enhance byways with these important qualities. Nebraska Byways designation helps local communities and rural regions to build on their unique qualities, diversify local economies and promote tourism. If a route is designated, it also becomes eligible to apply for federal transportation funding for a range of projects. The program is administered by the Nebraska Department of Roads in partnership with the Nebraska Department of Economic Development.

A portion of today’s U.S. Highway 30 from Overton to Sutherland has been designated Nebraska “Platte River Trails” Byway, celebrating the route of
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the former Lincoln Highway and its predecessors, the overland trails of the West. Today’s Lincoln Highway Association and many other communities are rallying around the history of the Lincoln Highway: Shelton’s Lincoln Highway interpretive center (dedicated in October, 2002), a historic gas station in Wood River (now a drive in bank), Grand Island’s “Seedling Mile” (scheduled to be marked with a Nebraska Historical Marker), and Fremont’s historic post office (now housing the offices of the Fremont Area Chamber of Commerce and a visitor center featuring Lincoln Highway displays) are some examples. A “Lincoln Highway” byway designation can round out these successful heritage tourism efforts into a true statewide travel experience.

National Register of Historic Places

The existing designation of the Old Lincoln Highway on the National Register, encompassing a 0.87 mile segment of the corridor, should be expanded to include at least the historic brick section within the study area. Designation would serve to provide a complete evaluation, or inventory, of the special qualities that make the OLH significant to the State’s transportation history. In turn, the documentation provided in a National Register of Historic Places nomination could be folded into future interpretative, promotional and byways programs for the OLH.

National Register designation would also ensure close consultation with the Nebraska State Historical Society in the planning of future federal projects. Federal regulatory requirements under Section 106 of the National Historic Preservation Act and provisions of the National Environmental Policy Act require federal agencies (or their designees) to consult with the State Historic Preservation Officer, Nebraska State Historical Society, regarding federal undertakings, and the potential of these undertakings to affect historic properties. Although future undertakings must be evaluated on a case-by-case basis in consultation with the Nebraska State Historical Society, the following should be considered:

• In the planning of future federal undertakings (defined as federally funded, licensed, or permitted activities) in or near the vicinity of the Old Lincoln Highway, this plan serves to identify, at a minimum, the area of potential effect that federal agencies should address.

• The Old Lincoln Highway, including the roadway, its design, materials, setting, feeling, and association, all contribute to the qualities that make this
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property eligible for listing in the National Register of Historic Places.

• This plan serves to identify minimal parameters that federal agencies should apply in the planning, identification, avoidance, or mitigation of future undertakings.

In Nebraska, the process for nominating a property to the National Register of Historic Places is maintained by the Nebraska State Historical Society. A “Nebraska Historic Highways” project has been completed (August 2002) under a cooperative agreement between the Nebraska State Historical Society and Nebraska Department of Roads. This project provides a statewide context, survey information and methodology for nominating the OLH to the National Register of Historic Places. Potential landmark designation by local jurisdictions should also be discussed, using the framework of these findings and recommendations. In addition, the National Park Service has initiated a national study of the Lincoln Highway.

ENHANCEMENT MEASURES

The previous recommendations establish the basic measures needed to ensure the physical and visual integrity of the Lincoln Highway and its corridor. However, the historic road can become a significant community and regional resource as well. The enhancement measures proposed here can fulfill the second part of the Lincoln Highway vision – to integrate the corridor into the regional park and open space system and to develop it as a resource that explains and interprets an important part of transportation history. This potential role is especially important because of its presence in the growing suburban part of the metropolitan area. Rightly or wrongly, we rarely think of newly growing areas as including areas with substantial historic value. The unique coincidence of an extremely well-preserved Lincoln Highway segment in a suburban growth area creates an unusual opportunity, as well as a major amenity that can, in fact, enhance the quality and development value of surrounding projects.

Potential amenity projects can be placed into five categories:

• Trails and open space system
• Interpretive Park
• Landscape restoration
• Graphics and Portals

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Trails and Open Space System

Both Omaha and Elkhorn have developed long-range plans for the development of new parks and open spaces. Both plans are based on the concept of a connected park network, a modern adaptation of the nineteenth century Cleveland concept for Omaha’s park and boulevard system. As described above, the plans anticipate a major park developed in conjunction with a flood control reservoir on the northwest corner of 192nd and West Dodge Road.

Trails proposed by the two plans that affect the Lincoln Highway corridor include:

- A continuation of the West Papio Trail from the Northwest Park along the West Branch of the Papio Creek to the 192nd and Dodge Park. The current Omaha plan suggests a routing on the north side of the creek, crossing at 180th Street to the south side, continuing under the Lincoln Highway “historic bridge” on the creek’s south bank and crossing 192nd Street to the proposed “signature park.” A routing fully on the south bank of the creek from Northwest Park (through Parcel 1 identified above) may simplify some creek crossing and grade issues.

- A Lincoln Highway Trail, extending from the West Papio Trail at the Lincoln Highway creek bridge along the north side of the road to Elkhorn’s historic town center. This is proposed by the Elkhorn Park Plan.

The Lincoln Highway Regional Park concept makes the historic road corridor an important part of the metropolitan park system, but also opens alternative trail options. The Lincoln Highway corridor should be available to all recreational users, and provides an excellent opportunity for trail experience. However, trail development should minimize direct visual impacts on the highway. Current trail development standards in the state establish a ten-foot paved trail surface, with two to three foot shoulders on either side. This is nearly as wide as the 18-foot paved surface of the historic highway. We propose:

- A Lincoln Highway Trail extending from an east portal at the West Dodge frontage road following the south side of Lincoln Highway. The trail should be located within the common area setback proposed by the recommended overlay district, and should typically be located...
behind the ridgeline of embankments. The trail would run through the OPPD property east of 180th Street and continue through Parcel 2, proposed as an interpretive park. This trail would connect with the proposed West Papio Trail on the east side of the “historic bridge.” At the highway’s west portal, the trail would join the sidewalk trail along Park Street, cross the West Papio Creek at Main Street, and continue west along the existing Center Street Trail to Elkhorn’s Ta-Ha-Zouka Park. The Lincoln Highway Trail could include an extension along the West Dodge frontage road to 180th Street, proposed as a major north-south trail corridor analogous to 144th Street. This would complete a looped route.

In order to minimize impact on the historic bridge, the Lincoln Highway Trail could join the West Papio Trail east of the bridge, and cross back to the interpretive park (Parcel 2) with a new trail bridge over the West Papio.

- Consideration for routing the entire West Papio Trail connecting Northwest Park with the 192nd signature park on the south side of the creek.

- Encouraging greenway links between adjacent subdivisions and the Lincoln Highway/West Papio Trail system.

**Interpretive Park**

Part Six proposed an off-road interpretive park on Parcel 2 to provide the opportunity to expand the roadway experience beyond driving on a segment of historic road. A park concept could include:

- An entrance structure, designed in a style typical of gas stations, shelters, or other roadside facilities found along the Lincoln Highway. The structure would provide a gateway to an off-street parking area for visitors to the interpretive park.

- An interpretive trail for pedestrians, with nodes or stations that tell the story of the Lincoln Highway.

- A place for group gathering, suitable for small performances or presentations.
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- Thematic graphics.

The interpretive park should be fully integrated into the West Papio/Lincoln Highway Trail systems.

Landscape Restoration

Along the Elkhorn section of the Lincoln Highway, grasslands with some tree cover predominate, and many traditional landscapes remain intact. A particularly attractive stretch of highway that clearly recalls its initial development period is found on the north side of the road approaching Elkhorn’s town center. Here, a stand of mature trees between the road and the railroad provides a superb and historically evocative entrance to the old town. These landscapes should be preserved as part of public management of the corridor.

The most substantial modification of historic landscape patterns occurs along the Omaha Public Power District installation east of 180th Street. Here, a mowed grass lawn forms the front of a modern industrial complex. We recommend a cooperative project to establish a more appropriate landscape in place of this front lawn, potentially establishing a section of prairie grasses and wildflowers. The proposed Lincoln Highway Trail should also be incorporated into this restored landscape.

Graphics and Portals

Signs and graphics may be used appropriately to recall the travel experience and direct potential users to Lincoln Highway. The 1975 effort, initially calling attention to the Lincoln Highway corridor, including replicas of the original concrete milepost markers. Many of the embossed portraits of Abraham Lincoln, originally included in these markers, have been pried loose.

This plan proposes a graphics program that consists of the following elements:

- **Milepost markers.** The concrete mileposts should be restored and installed at regular intervals along the roadside.

- **Regulatory signage.** Regulatory signs, such as speed limit signs and curve and other cautionary signs, should be designed in styles
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contemporary to the era and installed appropriately along the road. Regulatory signs establishing the nature of the historic roadway and discouraging its use for routine travel should also be installed at portals.

- **Historic roadside signs.** Thematic signs may be installed sparingly to reinforce the travel experience. A set of serial Burma-Shave signs was installed in 1994 along a stretch of the Lincoln Highway near Jefferson in Greene County, Iowa. A similar set could be appropriately developed along the Elkhorn segment. Rights to the Burma-Shave brand are owned by the American Safety Razor Company. An historic billboard may also be installed advertising a “public purpose” feature along the road, such as promoting Elkhorn’s historic town center. An appropriate location for such a marketing sign might be on the initial stretch of the highway north of the West Dodge portal. Funding for this project should be provided by the City of Elkhorn or by a business improvement district (BID), created to improve and promote the city’s historic downtown district.

- **Monuments.** Monuments to individuals, ranging from Abraham Lincoln to people who had a role in the promotion of the Lincoln Highway, are very much a part of the road’s history. Such roadside monuments may also be a component of the graphics program.

- **Off-site directional information.** We recommend the use of wayfinding signs, bearing the logo of the historic Lincoln Highway, to direct potential visitors to the roadway’s two portals. These signs should generally lead travelers along West Dodge Road to the frontage road and the 174th and West Dodge frontage portal; from Highway 31 to the west portal at Elkhorn town center; and from the Maple corridor to either portal via 168th Street and Highway 31.

- **Portals.** The east and west portals should be developed as primary entrances to the segment. These portals may include monuments and must include entrance signage that establishes the rules of use of the historic highway segment.

Implementing the Enhancement Program

**Funding**
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A variety of funding sources exist to fund the amenity components. These include:

- **Transportation Enhancements.** TE funds should be utilized for enhancement of the historic corridor, and are appropriate for such discretionary uses as trails, interpretive elements, and physical reconstruction.

- **Nebraska Byways.** We recommend that the Lincoln Highway be incorporated into the state’s Nebraska Byways program, and be eligible for funding under that category.

- **Foundation and Private Contributions.** The interpretive park and preservation and management of the farm are particularly attractive funding opportunities for private foundations and contributors. Monuments and other features also provide commemorative opportunities.

- **Local and County Governments.** The two cities and Douglas County have significant roles to play in the enhancement of the Lincoln Highway corridor.

- **Donation or acquisition of preservation, conservation, or open space easements.** These donations could benefit from favorable treatment under federal income, capital gains, or estate tax codes.

**MANDATORY AND DISCRETIONARY PROGRAMS**

Map Nine displays the complete Lincoln Highway Preservation Master Plan. The tables on the following pages review the various recommendations of this preservation program and identifies those elements that must be completed to preserve the integrity of the Lincoln Highway. We recommend that these components be defined in an agreement among the involved agencies. Probable parties to the agreement include the City of Omaha, the City of Elkhorn, Douglas County, the Nebraska Department of Roads, and the Federal Highway Administration. Mandatory requirements should be established as commitments within this agreement. The agreement may also reference that the parties will make best efforts to implement the “non-mandatory” recommendations, particularly the recommended items that serve to protect the visual environment. Amenities should be viewed as long-term concepts to enhance the Lincoln Highway over time.
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<td>Purpose</td>
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<td>To enhance the experience of visiting the OLH</td>
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<td>Campbell Farm Acquisition and Development</td>
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<td>Overlay District for Adjacent Sites</td>
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<td>Establish Lincoln Highway as a public park under a management structure agreeable to affected jurisdictions</td>
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<td>Expand National Register Listing</td>
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<td>Extend West Papio Trail from NW Park to 192-Dodge</td>
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<td>Develop Lincoln Highway Trail</td>
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<td>Encourage greenway links to adjacent development</td>
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<td>Restore and reinstall milepost replicas</td>
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<td>Install regulatory signage in appropriate designs</td>
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<td>Develop and implement a thematic sign plan</td>
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<td>Install monuments at various locations</td>
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<td>Provide off-site directional information</td>
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