



City of Lincoln
Downtown Master Plan



City of Lincoln

Community Development
Planning Division
600 6th Street
Lincoln, CA 95648
(916) 434-3370



Acknowledgements

City Council

Holly Andreatta, District 1
Ben Brown, District 2
John Reedy, District 3
Richard Pearl, Mayor, District 4
Whitney Eklund, Mayor Pro Tem, District 5
Gregory E. Kevin, City Treasurer

Office of the City Manager

Sean Scully, City Manager

Planning Commission

Peter Gilbert
Michele Hutchinson
Timothy Jackson
Eric Johnson
Jerry Johnson
Tony Manning

Community Development, Planning Division

Nita Wracker, Community Development Director
Rommel Pabalinas, Planning Manager
Efren Sanchez, Senior Planner

Lincon Area Chamber of Commerce

Tom Indrieri, CEO
Tori Borst, Administrative Assistant
Brian Skillman, Administrative and Event Coordinator

Community Partners

David Riccitiello, EDC Chairperson
Economic Development Committee (EDC)
Latino Leadership Council

Consultant Team

Opticos Design, Inc.

2100 Milvia Street; Suite 125
Berkeley, California 94704
510.558.6957

Cascadia Partners

1022 NW Marshall St, Suite 380
Portland, OR 97209

Rincon Consultants, Inc.

601 University Avenue, Suite 221
Sacramento, CA 95825
916.706.1374

Wood Rodgers, Inc.

3301 C Street, Building 100B
Sacramento, California 95816
916.341.7760

Drago Vantage, LLC

3843 Taylor Road , Suite B
Loomis, California 95650
916.270.6963

What's Inside?

Chapter 1. Downtown Vision	7
Chapter 2. Project Overview	17
Chapter 3. Development Framework	37
Chapter 4. Mobility + Connectivity	49
Chapter 5. Public Realm + Civic Space	57
Chapter 6. Infrastructure + Utilities	67
Chapter 7. Implementation Strategy	79
Appendix A. Existing Conditions	
Appendix B. Public Engagement	

Chapter 1.

Downtown Vision

1.1 Vision Statement

8

1.2 Guiding Principles

9

1.3 Illustrative Vision

10

1.4 Conceptual Visualizations

12



1.1 Vision Statement

Downtown Lincoln will be a vibrant, welcoming destination at the heart of a growing neighborhood, where residents and visitors can safely and enjoyably walk between community amenities and a variety of thriving local businesses.

Over the course of the Downtown Master Plan + Objective Design and Development Standards (ODDS) planning process, a renewed vision for the future of Downtown Lincoln took shape. The effort began with an analysis of existing conditions and past planning work to identify goals that reflect community values, respond to market realities, and respect the natural environment. All segments of the community were engaged to provide input and feedback throughout the process to ensure transparency, build broad, community-driven support for the plan, and ultimately create a shared vision shaped by many voices.



Rendering of Lincoln Boulevard re-envisioned with active ground-floor mixed-use buildings and enhanced streetscapes that create a more walkable, inviting downtown environment.

1.2 Guiding Principles

Through input from community members and city staff, four guiding principles emerged to shape the strategies in this Downtown Master Plan. These principles reflect the community's shared vision for Downtown Lincoln and are intended to foster an enjoyable, mixed-use, pedestrian-oriented downtown with an identity that is distinctly Lincoln. Together, these principles chart a path toward a future where local businesses thrive, lively events and social gatherings draw people from across the region, neighborhoods grow and flourish, walking and biking provide comfortable ways to get around town and access trails, and more people discover the unique character and charm of Lincoln.



Guiding Principle #1. Welcome and Serve the Whole Community

Downtown Lincoln should be inclusive and accessible to everyone—residents, workers, and visitors—by offering inviting civic spaces and amenities that are easy to reach by transit, on foot, or by bike, and that are welcoming to people of all ages, backgrounds, and abilities.



Guiding Principle #3. Make Walking and Biking the Easy Choice

Streets, crossings, and trails connecting to and within Downtown Lincoln should be designed so that everyday trips can be made safely and comfortably without a car—through continuous sidewalks, protected bikeways, traffic calming, shade, and good lighting along key routes.



Guiding Principle #2. Provide a Variety of Housing Choices

Downtown Lincoln should offer a range of housing types, from small apartments and townhomes to live-work units, so people at different incomes and life stages can live near jobs, shops, and amenities, while new development recognizes and complements the area's historic aesthetic and architectural character.



Guiding Principle #4. Mix Housing, Businesses, and Civic Places

Homes, neighborhood shops and services, and civic amenities should be located near each other to encourage walking and biking, support small businesses, and create a lively, active downtown.

1.3 Illustrative Vision

The illustrative vision translates the community's aspirations into a clear picture of where and how potential change may occur in Downtown Lincoln to achieve the shared vision. It reflects existing conditions and future development possibilities, consistent with the principles and strategies of the Downtown Master Plan and the standards of the accompanying Downtown Objective Design and Development Standards (ODDS).

Building on the Community Framework + Land Plan

The illustrative vision builds on the Community Framework and Land Plan (see Chapter 3), which establishes the physical structure for the Plan Area and identifies the uses and intensities that fit within that structure. Accordingly, key priorities for land use, urban design, connectivity, and public spaces are reflected in the illustrative vision, including:

- Strengthening the downtown core and elevating the commercial street experience through strategic mixed-use infill.
- Introducing activity nodes and opportunities for mixed-use infill development along key corridors to provide amenities close to residential neighborhoods to the east and west, while creating vibrant gateways into the downtown core.
- Encouraging a range of infill housing types throughout the neighborhoods, with a focus on vacant lots, while ensuring that new development respects and reinforces the area's historic aesthetic and architectural character.
- Redeveloping select City-owned parcels as public parking lots or mixed-use development where appropriate.
- Enhancing the streetscape along Lincoln Boulevard and 5th, 6th, and F Streets to be more continuous and pedestrian-oriented.
- Improving the bikeway network by closing gaps and linking downtown, surrounding neighborhoods, and existing green infrastructure.

One Possibility Among Many

The illustrative vision on the following page depicts a modest degree of change, focusing infill development on vacant and City-owned parcels as the most promising near-term opportunities. The new homes, businesses, and parking illustrated on these sites fill gaps in the urban fabric and establish a more coherent and compatible built form for both commercial/civic main streets and surrounding residential neighborhoods. In select locations along Lincoln Boulevard, auto-oriented uses are shown transitioning to mixed-use buildings near the sidewalk, reflecting the community's desire for a more active, walkable downtown streetscape.

Actual outcomes will vary with market conditions and the effective use of the ODDS. Some areas may experience more intensive redevelopment than illustrated here, while others may prove infeasible in the near term. Most importantly, the development shown on any given parcel is just one possible scenario and should not be interpreted as a literal proposal for that site. Implementation of any redevelopment potential remains at the discretion of individual property owners.

Figure 1.3.1. Illustrative Vision of Downtown Lincoln



1.4 Conceptual Visualizations

Three opportunity sites with strong potential for infill or redevelopment were identified that could contribute toward achieving the vision for Downtown Lincoln. Concepts for these sites were shaped by community input from the design charrette and illustrated to show potential outcomes. Together, the visualizations cover a range of contexts, from the downtown core to undeveloped edge parcels, demonstrating how the Downtown Master Plan's design principles can guide different types of development in response to local conditions.

Opportunity Site #1. Extending the Downtown Core as a Walkable Destination

Located at the intersection of Lincoln Boulevard and McBean Park Drive, this site marks the point where the active streetscape along Lincoln Boulevard, from 5th Street to McBean Drive, currently breaks down. The concept for the two vacant lots envisions a new mixed-use building and a parking structure with ground-floor retail/restaurants to extend the walkable environment and support visits to Downtown Lincoln. By enabling shared parking, the parking structure could also unlock additional housing opportunities nearby. Taken together, these elements suggest a strong opportunity for a public-private partnership.

Figure 1.4.1. Illustrative plan of Opportunity Site #1



Q CLOSER LOOK

How Economics Shape New Buildings

Just because something is allowed by zoning does not mean it will be built. Land values and construction costs strongly influence a builder's expectations for a project's profitability. While more units generally translate into a higher return on investment, larger buildings can also cost significantly more to build. The result is that the most advantageous option depends on market demand: larger buildings generally become more feasible (and smaller buildings less so) as land values increase.

Figure 1.4.2. Street view of existing conditions**Figure 1.4.3. Visualization of Lincoln Boulevard as a walkable corridor with active ground floors and enhanced streetscape**

Opportunity Site #2. A Range of Possibilities for Infill Development

Located on the northwest corner of 5th and E Streets, this vacant site can accommodate multiple outcomes as market conditions evolve. The concept presents three graduated options that provide a transition in scale and use. The low-intensity option with two duplexes (four units total) is compatible with the single-family houses to the east. The medium-intensity option with an eight-unit, house-scale multiplex modestly gradual increases massing. The high-intensity option features a 12-unit mixed-use building with ground-floor flex space for small businesses and neighborhood services; more comparable in scale to the civic uses along 5th Street, including the Veterans Memorial Building, Civic Auditorium, and Women's Club. In all cases, parking is located toward the rear with access from E Street.

Figure 1.4.4. Illustrative plan of Opportunity Site #2

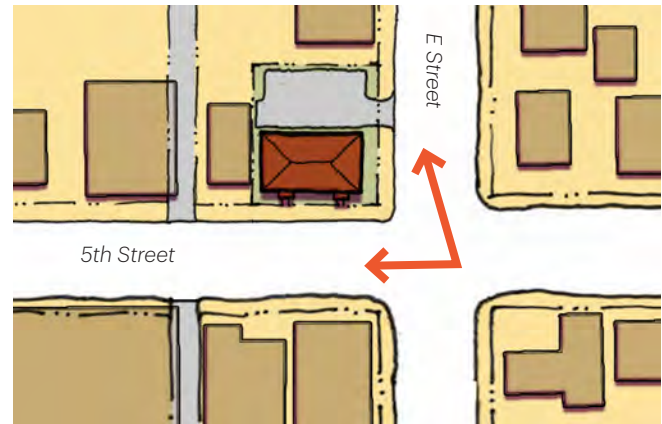


Figure 1.4.5. Street view of existing conditions



Figure 1.4.7. Visualization of a medium intensity option with an eight-unit multiplex



Figure 1.4.6. Visualization of a low intensity option with two duplexes



Figure 1.4.8. Visualization of a high intensity option with a 12-unit mixed-use building and ground-floor flex space for small businesses



Opportunity Site #3. New Housing with Shared Open Space

This site is one of several larger parcels in the eastern portion of the Plan Area and is well-suited for cottage courts or pocket neighborhoods; small homes clustered around shared open space. This type of development typically consolidates parking in small, centralized areas, preserving more of the site for usable common green space and resident amenities.

Figure 1.4.9. Illustrative plan of Opportunity Site #3



Q CLOSER LOOK

Who do cottage developments serve?

Cottage Developments, or “Pocket Neighborhoods,” are a series of small detached or attached housing units oriented around a shared open space. Cottages are typically between 600 and 1,200 sf, contain one to three bedrooms, and are less than two stories. Because of their size, cottages are ideal for smaller households, such as singles, seniors, and families with fewer children, and are often more affordable than a single-family house. Cottage housing types provide greater density on a single lot than a single-family house (which is one unit per lot), yet offer a similar sense of privacy. Shared access to open spaces in this type of development enables community members to connect with one another.

Figure 1.4.10. Visualization of cottages around the shared open space





Chapter 2.

Project Overview

2.1 Context + Project Description	18
2.2 Existing Conditions	20
2.3 Relevant Planning Documents	27
2.4 Public Engagement Process	29



2.1 Context + Project Description

The Lincoln Downtown Master Plan provides the vision and framework to transform downtown into a thriving destination for residents and visitors alike.

Context

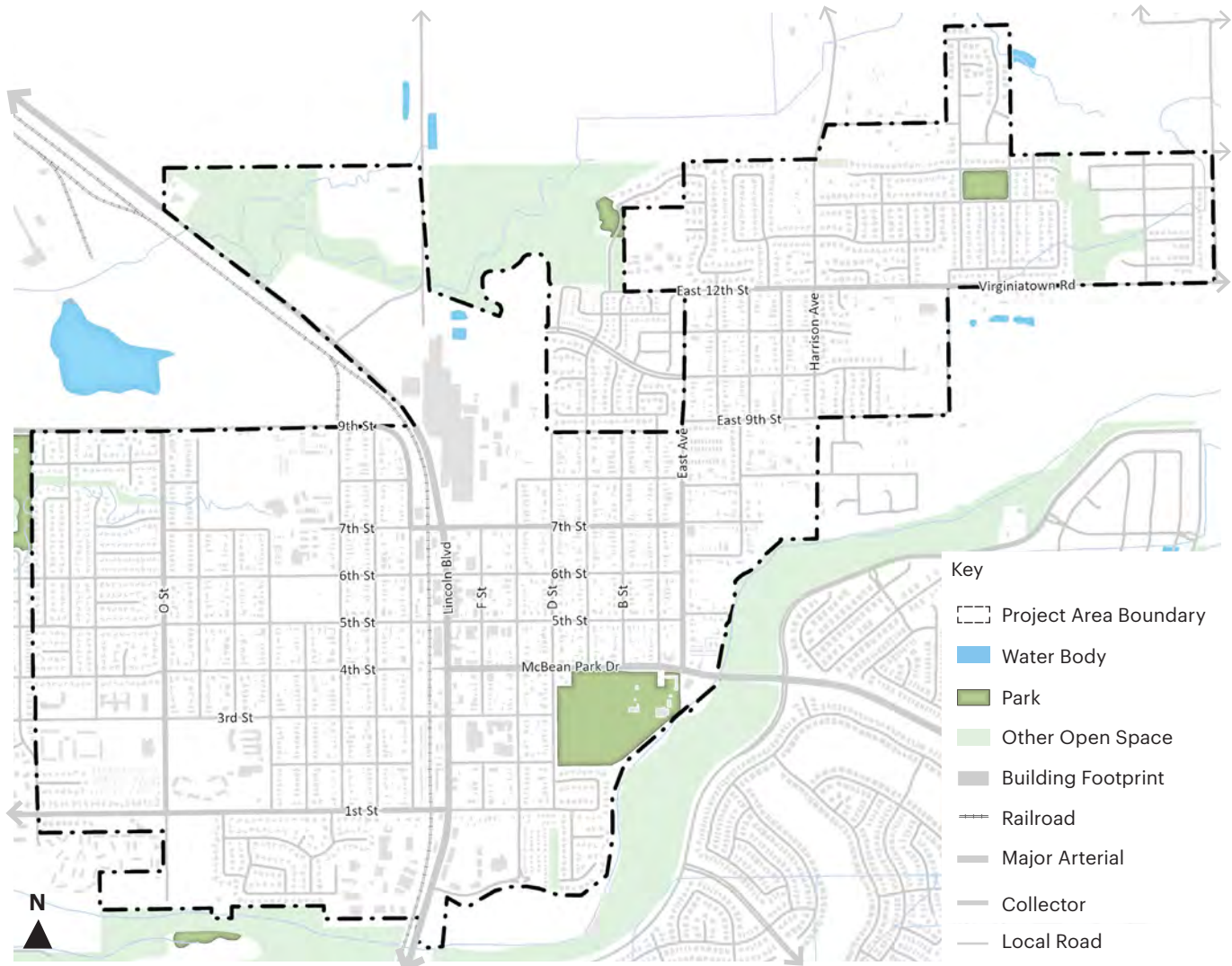
The City of Lincoln was established in 1859 along the proposed California Central Railroad line and the town quickly grew as a rail terminus. Downtown was initially centered on 5th Street, with a few retail options and neighborhood convenience services. The discovery of clay deposits in the 1870s brought pottery and brick manufacturing to the town, anchoring local employment and driving residential growth over the next few decades. Lincoln was still a relatively small town until the late 2000s, but due to Sacramento's suburban expansion, it then grew 282.1 percent between 2010-2020, reaching almost 50,000 people.

Lincoln Boulevard serves as the city's main spine, linking eastward to Highway 193 (SR 193) and southwest to Highway 65 (SR 65). Downtown extends from its historic core southward, forming a commercial corridor along Lincoln Boulevard. To the west and east, residential neighborhoods have developed around open spaces, playgrounds, and schools. This area maintained the small-town character of Lincoln, largely due to community efforts to reroute SR-65 and preserve Lincoln Blvd as the downtown corridor.

Newer neighborhood developments can be found to the south of the ravine and in the northwest corner of the city near the Lincoln Regional Airport.

Figure 2.1.1. View along 5th street toward Lincoln Town Square and surrounding built environment



Figure 2.1.2. Downtown Master Plan Area

Project Description

The Downtown Master Plan is a high-level policy and vision document that provides the framework to transform the downtown and its vicinity into an attractive, thriving destination with a strong civic identity, while facilitating mixed-use and affordable housing options.

The Plan Area, as shown in Figure 2.1.2 (Downtown Master Plan Area), is approximately 2 square miles and encompasses the downtown core and residential areas to the west and east of Lincoln Boulevard. It expands the initial Green Zone identified by the Sacramento Area Council of Governments (SACOG) to include surrounding parcels that are currently not governed by a General Development Plan (GDP) or a Specific

Plan (SP). This ensures consistent planning and design guidance for parcels that currently lack coverage under an existing GDP or SP, while promoting cohesive urban form, walkability, and high-quality infill development throughout the Plan Area.

The Master Plan establishes land use designations and the circulation network within the Plan Area and sets forth design principles and implementation strategies to direct the future development of Downtown Lincoln. The Master Plan is implemented through the Downtown Objective Design and Development Standards (ODDS), which work together to realize the community's vision for Downtown Lincoln.

2.2 Existing Conditions

Analyzing multiple layers of Downtown Lincoln’s existing conditions provides a deep understanding of its opportunities and constraints, enabling more informed and strategic decisions for future planning.

This section presents key findings from existing conditions analyses and community input on Downtown’s assets and challenges. For further details on existing conditions for items 4 and 5, see Appendix A.



1 Land Use + Development Patterns

Lincoln's built landscape is shaped by two primary zones: the historic downtown core and the surrounding low-rise residential neighborhoods.

Land Use

The downtown serves as the historic commercial core of the city including retail, offices, some mixed use, civic functions and denser building forms.

Surrounding downtown are the residential neighborhoods interspersed with schools, parks, playgrounds and open spaces.

On the periphery, especially towards the edges of the city, lie industrial zones (manufacturing, warehousing, retail) and major infrastructure such as the Lincoln Regional Airport. Large open spaces, agricultural land and the Auburn Ravine buffer the built zones.

Development Patterns

The shift from downtown character to neighborhood character is evident in key built form patterns analyzed below:

Figure 2.2.1. View from the streetscape towards the low-rise residential neighborhoods characterized by lower densities and larger setbacks.



Building Scale and Heights

Downtown area, along the Lincoln Boulevard, is comprised with block scale buildings; individually as large as most of a block or, when arranged together along a street, appear as long as most of a block. The rest of city consists of house-scale buildings which are the size of a house, typically ranging in footprint from as small as 25 feet up to 80 feet overall, including wings.

Building heights in Lincoln are predominantly 1 to 2.5 stories, with occasional exceptions of 3 to 5 stories concentrated in the downtown and adjacent areas.

This variety creates a distinct feel along the streetscape and visually interesting views.

Building Setbacks, Lot Coverage and Lot Sizes

Front setbacks play a vital role in shaping the physical layout of cities and the experience of the residents. They influence the allocation of space for private use, like front yards, porches, and stoops, as well as public areas, such as sidewalks.

In the downtown, there are minimal front setbacks to bring public and private spaces closer together, whilst in residential neighborhoods, larger setbacks offer residents increased privacy.

Similarly, high-density areas, like the downtown, are characterized by high lot coverage that allows for more buildable space and thus, multiple uses to occupy a building. Smaller lot coverages are important to allow for some open space in residential areas. However, when lot coverages are too minimal, they can restrict the building footprint and, thus, limit the number of units per lot. Lot sizes can also affect development patterns. A very common lot size in the area is the 50 feet by 130 feet lots with alleys at the back.

Frontage Types

They vary with the character of the place: in residential neighborhoods, porches and stoops dominate, while in the downtown area, common entries and shopfronts are the prevailing forms.

Building Characteristics in Downtown Lincoln

- Buildings with narrow to medium widths.
- A variety of canopies providing shade along the sidewalk.
- Building facades featuring distinct base, middle and top sections.
- Chamfered building corners that create inviting spaces at corners.
- Windows arranged in an orderly and symmetrical way.
- Brick is a commonly used material.

Residential Building Types

- Single family house.
- Fourplex.
- Duplex.
- Courtyard.
- Townhomes.
- Cottage Court.

Figure 2.2.2. Local examples



Local example of shopfronts with varied widths.



Local example of 2.5 story single-family house, D St.



Local example of setbacks above 15 feet within a residential neighborhood, B St.



Network Connectivity

The City of Lincoln has a well-defined street hierarchy:

- **Lincoln Boulevard:** serves as the primary north-south arterial, connecting downtown Lincoln with the regional highway system, Highway 65, and linking the city to neighboring communities such as Rocklin and Roseville. It serves as the city's main commercial spine, accommodating through-traffic.
- **McBean Park Drive:** runs east-west, connecting the residential neighborhoods west of downtown to McBean Memorial Park and Lincoln Boulevard.
- **3rd Street:** forms part of the historic downtown grid, offering local access and walkable connections between Lincoln boulevard and the surrounding neighborhoods.
- **East Avenue:** runs through the eastern neighborhoods providing links between Lincoln Boulevard, 12th Street, and F Street.
- **VirginiaTown Road:** connects the southern part of Lincoln to the rural and agricultural lands and provide a transition between the urban edge and the surrounding countryside.

Public Transportation and Multi-modal Connections

Public transportation in Lincoln is primarily provided through Placer County Transit (pct) and Lincoln Transit. Lincoln Transit currently operates two fixed routes known as the downtown Circulator and Lincoln Loop. Each bus is equipped with two bike racks.

- **The Lincoln Loop:** operates throughout the city with stops at several schools, parks, community centers, and major activity centers. The route beings daily at the southwest corner of Venture and lakeside Drives. It continues to the Lincoln Transfer Point at Third and F Streets and then to destinations throughout the city.

- The Downtown Circulator operates in Historic Downtown Lincoln and along Highway 65 with stops near City Hall (6th Street), downtown retail centers, Safeway Center, Twelve Bridges Library, Twelve Bridges Medical Center, and Kaiser Permanente. The Circulator connects daily with the Lincoln Loop and the Placer County Transit's Lincoln/Rocklin/Sierra College route.
- Bus stops are primarily located along Lincoln Boulevard and McBean Park Drive serving as the backbone of the city's transit corridor. However, service frequency and stop coverage are limited and could be further enhanced to better serve residents.

Bike Infrastructure

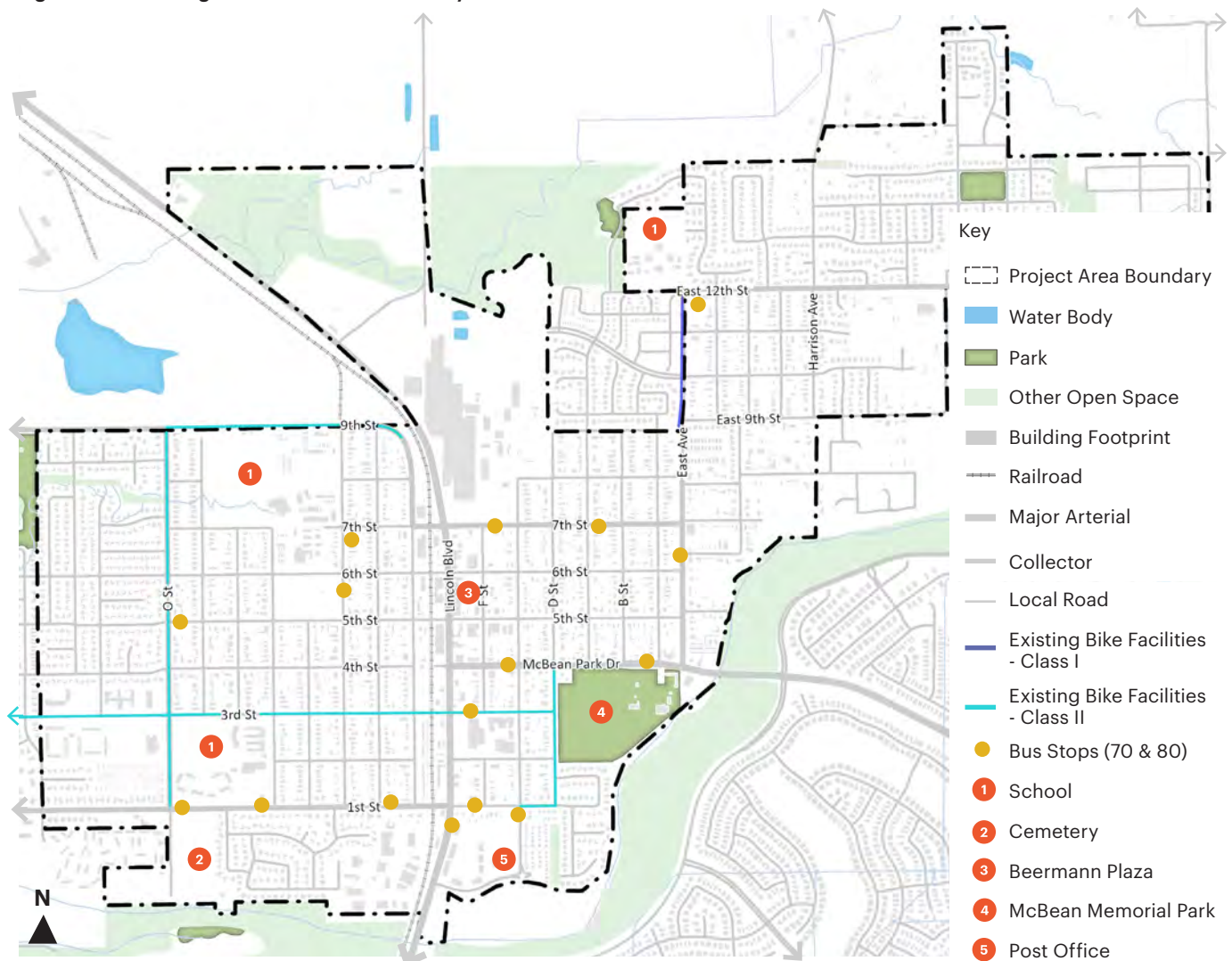
The city is divided by natural and physical barriers that preclude good bicycle connectivity, including Auburn Ravine to the south, railine and high traffic roadways like Lincoln Boulevard and McBean Park Drive. These act as barriers to mobility and gaps of connectivity. As a result, intra-city connectivity is limited to "islands" (or pockets) of bike network, dramatically reducing the number and length of potential connected bike trips within the city. In addition to this, the lack of adequate bicycle protection at some intersections makes many existing bicycle routes less suitable for all user-types.

The existing bike infrastructure in Lincoln downtown area includes:

- **Class II bike facilities:** East-west connections along 9th, 3rd and 1st Street, connecting downtown with western neighborhoods mainly, as well as Joiner Park, and McBean Memorial Park. Class II bike facilities are also running along O Street and D Street.
- **Class I bike facilities:** Small stretches are found along East Avenue.

Overall, the high vehicular speeds and discontinuous bicycle routes create stressful conditions for a majority of potential bicycle users discouraging cycling in the area.

Figure 2.2.3. Existing Road Network Connectivity and Bike Infrastructure





Green and Blue Infrastructure

There is a system of open spaces within the city of Lincoln comprised with:

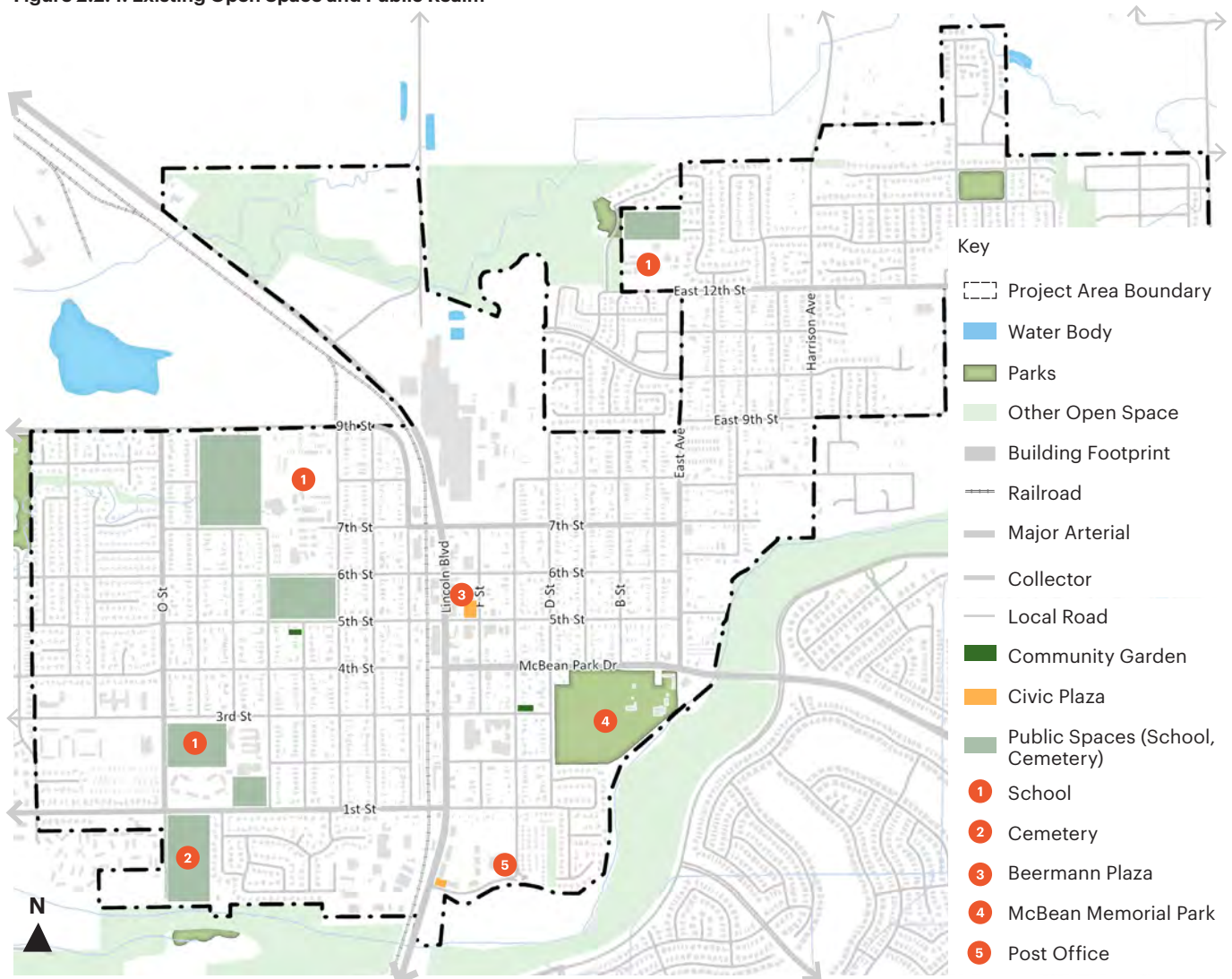
- **Neighborhood Parks** of various scales serving the residential areas, like Palo Verde Park, Meadowlands Park or Joiner Park. They are characterized by predominately soft landscape, footpaths and designated areas for sitting and play.
- **Amenity Parks** are larger in size compared to the Neighborhood Parks and usually include more amenities. For instance, McBean Memorial Park offers access to Lincoln Learning Center, swimming pool, McBean Stadium, Baseball Field, Rifle Club Indoor Range, and McBean Pavilion, as well as to hiking trails along Auburn Ravine. Other parks include Lincoln High School Park which is equipped with baseball field and tennis courts; although owned by the school, it offers access to public.
- Other open spaces include Lincoln Cemetery along First Street and the Sports Fields attached to Glen Edwards Middle School, Lincoln High School, or Carlin C. Coppin Elementary. These spaces, although not available for leisure activities, break the built form and contribute to a feel of openness in the area.
- Beermann Plaza, Lincoln's Town Square, centrally located and accessed from F and 5th Streets, belongs under the **Civic Plaza** category and acts as a local landmark. Another example of plaza, privately-owned is the one located at the corner of Lincoln Boulevard and Gateway Drive. A good example of private public space integrated into private development.

- **Auburn Ravine Park** is found south of the Lincoln Cemetery and offers access to trails and bike lanes along Auburn Ravine. However, the park's and Creek's connection to Lincoln downtown and residential neighborhoods is not strong enough and there are opportunities for an improved network.
- There are two **Community Gardens** in Lincoln servicing the west and east side of the town. The former is located along K St between 5th and 4th St, and the latter is found along 3rd St between E and D St.

Public Realm

The public realm offers diverse experiences to pedestrians depending on the surrounding context:

- Within the downtown, the public realm facilitates pedestrian flows along active frontages of varied uses. Building facades are usually continuous with minimum setback variations. However, the architectural variety offers visual interest along the streetscape.
- Within the residential neighborhoods, the enclosure level is lower, whilst the soft surfaces prevail. The watercourse running from Joiner Park to O Street breaks the usual built patterns in the area offering a pedestrian connection for the surroundings residences.
- The existing network of trails along Auburn Ravine and between the Creek and the residential neighborhoods to the north is limited. However, the quality of paving is good allowing accessibility throughout the year, whilst there is available seating at places.

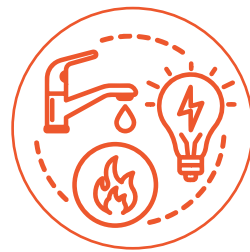
Figure 2.2.4. Existing Open Space and Public Realm



4 Market Conditions + Economic Profile

Business activity is directly tied to the size and diversity of the local population. For Downtown Lincoln to thrive, it needs to significantly increase business activity, which depends on growing the number of households in and around downtown, attracting more socioeconomically diverse residents, and providing more attainable housing options. In addition, a mixed-use environment that integrates daily destinations within a walkable setting can strengthen the local customer base, support small businesses, and create a vibrant, activity-rich destination that draws both residents and visitors.

Currently, most for-sale homes in the city are unaffordable for the regional workforce, making compact multi-unit housing an important strategy as it is generally more attainable than detached single-family homes. However, like most U.S. cities, Lincoln's efforts to promote infill housing face regulatory barriers that limit project feasibility. Key levers for improving attainability include reducing parking requirements and increasing the number of units per lot.



5 Infrastructure + Utilities

Wood Rodgers conducted a desktop analysis of the city's existing domestic water, sanitary sewer, and storm drain systems, as well as pavement condition analysis, to support additional residential density in the downtown area. The analysis focused on the condition and capacity of each infrastructure system and estimated whether upgrades will be required to adequately serve the proposed increased densities.

In general, updates to some water and sewer pipes and several streets were recommended based on assumptions for future development. For stormwater, it was assumed that all developments would be required to maintain or reduce runoff at the project site. The cost of these infrastructure improvements was estimated over a 50-year planning horizon and used as the basis of determining the viability of an Enhanced Infrastructure Financing District (EIFD) for Downtown Lincoln.

2.3 Relevant Planning Documents

The Downtown Master Plan provides goals, strategies, and policy direction across a variety of topics for the Plan Area in coordination with other plans and policy documents.

The Downtown Master Plan is informed by, and works in coordination with, other planning documents to achieve the community's vision for Downtown Lincoln. This section provides a summary of the relationship between the Downtown Master Plan and the following documents:

- General Plan 2050
- Housing Element 2021-2029
- 2023-2025 City Council Strategic Plan
- Lincoln Downtown Urban Design Plan
- Lincoln Municipal Code and Title 18 Zoning Ordinance
- General Development Plans
- Downtown Objective Design and Development Standards (ODDS)

General Plan 2050

Adopted in 2008, Lincoln's General Plan 2050 is the City's overarching, long-range policy framework for land use and intensity and provides goals, policies, and implementation measures to guide future development within the City. Many of its priorities are still relevant today, including attracting businesses to Downtown and preserving/reusing historic buildings.

Conditions have changed since 2008, however, and other priorities, such as housing affordability and production, have come to the forefront. Accordingly, the 2023-2025 City Council Strategic Planning Report sets a goal (Goal 8) to "conduct a review of the City's General Plan for a potential General Plan amendment," specifically addressing housing affordability.

The Downtown Master Plan reflects and implements the General Plan's policies while also addressing current priorities set by the City of Lincoln and the State of California. To this end, an amendment to the General Plan is needed to allow more housing choices and opportunities for residential and mixed-use development in the downtown area. This will also enable more community amenities and facilitate the transformation of the City's historic and commercial core into a thriving destination.

Housing Element 2021-2029

The housing element is one of seven mandated elements of a local General Plan. As required by State law, the City of Lincoln addresses the housing needs of all economic segments of the community through its housing element. Lincoln's housing element was most

CLOSER LOOK

Why Is a General Plan Amendment Needed to Realize the Vision for Downtown?

As stated in Chapter 2, two of the Downtown Master Plan's goals are to "incentivize more small businesses and community amenities by housing an economically diverse and growing population" and "facilitate housing affordability in Downtown Lincoln by enabling a greater supply of infill housing options."

These goals are congruent with the land use and housing policies of the City's General Plan, and the goals of the 2023-2025 City Council Strategic Planning Report, but the General Plan's FAR and density limits offer little to no capacity for the Plan Area's residential population to grow. Only a few parcels enable more than single-family homes and FAR limits in the downtown core are prohibitive for multi-story mixed-use buildings. Amending the General Plan will not only allow more housing choices and opportunities in the Plan Area, but it will also enable additional businesses and the amenities the community envisions for the Downtown.

recently updated in 2021 and states the City’s goals and objectives regarding housing production, rehabilitation, and conservation, and defines the policies and programs the City will implement to achieve them.

The Downtown Master Plan implements the housing element by facilitating housing production at a range of affordability levels through a variety of housing types. Moreover, the ODDS for the Plan Area will streamline approval processes for eligible projects, as set forth under California Government Code § 65913.4.

2023-2025 City Council Strategic Plan

Approved in 2023, the City Council Strategic Plan sets priorities for the City of Lincoln's circumstances over a two-year period. The Plan recognizes the need for solutions that were not foreseen when the General Plan was adopted, including the pressing challenge of housing affordability.

The Downtown Master Plan and accompanying ODDS address the following goals of the Strategic Plan:

- Goal 4: Formulate and complete the Downtown Specific Plan Update within the next two years
- Goal 8: Conduct a review of the City’s General Plan for a potential General Plan amendment.

Lincoln Downtown Urban Design Plan

The Downtown Urban Design Plan (UDP) was adopted in 1992 as an Area Plan consistent with zoning and development standards at the time. It provided a vision for the future of the community’s core commercial district and was intended as a comprehensive master planning tool to guide the physical development of downtown.

Though the Downtown Master Plan builds on the vision and policies of the UDP, it will supersede the UDP and be the primary policy document governing future development in the downtown area.

Lincoln Municipal Code and Title 18 Zoning Ordinance

The Lincoln Municipal Code (LMC) is the body of local laws adopted by the City to protect public health, safety, welfare, and quality of life within the city. Title 18 of the Municipal Code is the Zoning Ordinance, which serves as the City’s primary regulatory tool for implementing the General Plan. Title 18 works in conjunction with other sections of the City’s Municipal Code to regulate future development.

The LMC will remain applicable to development within the Downtown Master Plan Area, but the accompanying ODDS will supersede Title 18, except where it remains silent or cites standards in Title 18.

General Development Plans

The City has numerous General Development Plans (GDPs) that set design and development standards for most areas of the City. The Downtown Master Plan Area is the major exception, covering older parts of the city where, for the most part, no GDPs are in effect.

Only two GDPs overlap the Plan Area: Lincoln Gateway and Clover Meadows. Within the boundaries of these two GDPs, the ODDS prepared in conjunction with the Downtown Master Plan will apply on an opt-in basis, meaning that property owners can choose to comply with either the applicable GDP standards or the ODDS.

Downtown Objective Development + Design Standards (ODDS)

The ODDS implements the Downtown Master Plan through objective standards for overall building form, building types, building entry types, building design, site design, and open space within the Plan Area. These standards reflect the community’s vision for the downtown area and reinforce the highly valued character and scale of Downtown Lincoln’s walkable downtown core, neighborhoods, and corridors. The ODDS work in conjunction with the LMC and applicable GDPs. However, the ODDS are optional and applicants may continue to use the base zones (e.g., Medium Density Residential MDR) for future development.

2.4 Public Engagement Process

Engaging all segments of the community throughout the Downtown Master Plan and ODDS project processes is critical to their success.

Overview

The Downtown Master Plan + ODDS project included numerous community engagement activities throughout the project process, including:

- Three Stakeholder Meetings
- Three Community Workshops
- Multi-Day Design Charrette
- Two Public Hearings, including public review periods

These activities aimed to gather community input and feedback to prepare a meaningful Downtown Master Plan and a responsive ODDS. They are distributed at key milestones throughout the process to ensure transparency and establish trust and rapport with community members.

The City of Lincoln, in collaboration with the Lincoln Chamber of Commerce, pursued and was awarded the Engage, Empower, Implement (EEI) Grant by SACOG and the California Department of Transportation (Caltrans), specifically to engage community members who are typically underrepresented in the planning process. The grant provided for meetings held entirely in Spanish, interpreter services, and translation of project materials.

Stakeholder Meetings

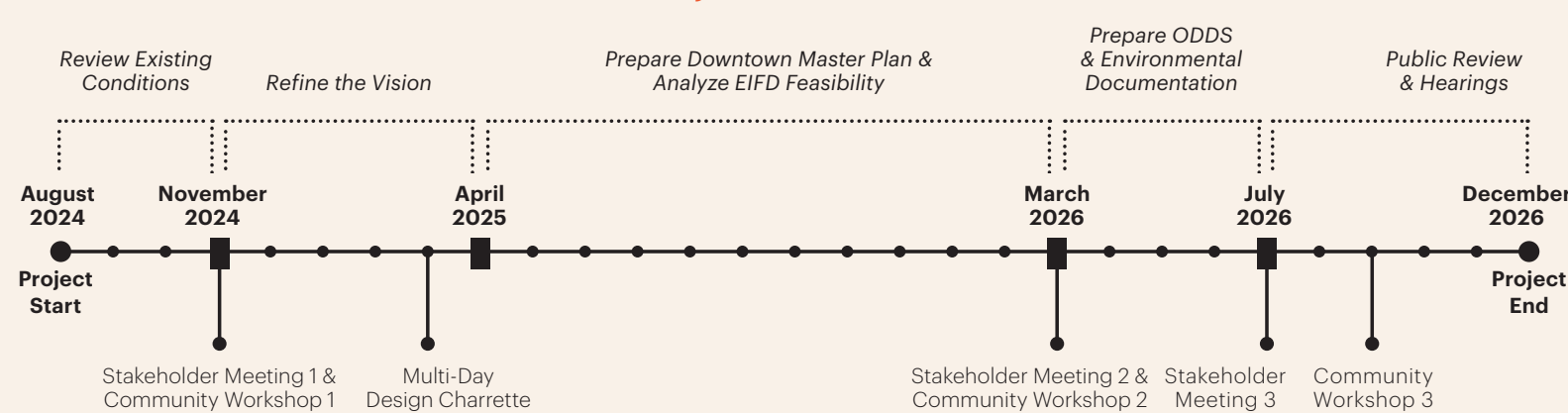
Group meetings with stakeholders were held to discuss specific topics relevant to development in Downtown Lincoln. Stakeholders are generally those whose decisions, properties, operations, or lived experiences can provide insight into the challenges and opportunities for development in Downtown Lincoln, such as local developers, business owners, and property owners.

- **Stakeholder Meeting 1.** Held in person on November 13, 2024, City staff and Opticos met with 11 stakeholders to introduce the project team, project goals and scope, and discuss a vision for Downtown Lincoln. Two small-group discussions were held, each with focused questions for local developers and local business and property owners.

Comments from the local developer group included:

- A desire to see vacant properties developed in ways that enhance Downtown Lincoln.
- Suggestions included improved parking, placemaking, and the implementation of a historic downtown sign.
- Form and character would be important for compatibility.

Project Timeframe



- Multifamily residential projects (duplexes, multiplexes, or townhomes) are considered good housing prototypes for Downtown Lincoln.

Comments from the local business and property owners group included:

- Need to increase foot traffic in Downtown Lincoln.
- Although studies indicate ample parking, perceptions differ due to poorly visible signs.
- To improve the pedestrian experience, zoning needs to be reevaluated, traffic should be redirected, and auto-centric businesses should be reduced.
- High impact fees for new developments deter investment; potential solutions include using city-owned lots for parking and simplifying development regulations.
- Enhancements like building façades, parklets, improved signage, and lighting are recommended to make Downtown Lincoln more inviting.

- **Stakeholder Meeting 2.** Held virtually on March 10, 2026, City staff, Drago Vantage, and Opticos presented the first draft of the Downtown Master Plan and gathered feedback and direction for the next draft.

The results of the lot testing were also presented and reviewed together to confirm direction on the desired level of regulation for key topics.

Comments during the meeting included:

- The importance of clearly communicating realistic implementation timelines for the Master Plan, ODDS and future development to manage expectations.
- Revising the Vision and Guiding Principles to better reflect Lincoln's identity as an enduring, evolving, and historic community, emphasizing respect for long-standing residents while supporting future growth and reinforcing existing downtown character.
- Parking as a major issue with calls for realistic parking standards, better use of vacant lots, clearer signage, and explicit integration of parking strategies into the plan narrative to support business vitality and accessibility.

- **Stakeholder Meeting 3.** Held virtually on July 9, 2026, City staff, Drago Vantage, and Opticos presented the first draft of the ODDS and gathered feedback and direction for the next draft of the ODDS.

Comments during the meeting included:

- Stakeholders expressed confidence that the ODDS will be used if it results in faster, more predictable processes that reduce costs and administrative burden.
- Participants asked how the new standards would apply to existing development. Staff clarified that ODDS standards apply to new projects or to modifications exceeding a defined threshold.
- Stakeholders noted that increasing residential uses downtown will affect parking needs. Staff explained that density requirements are established in the General Plan, while parking requirements are addressed within the ODDS zoning chapters.
- Stakeholders asked whether the standards encourage uniformity. Staff clarified that the ODDS offers a menu of options that supports architectural diversity, while maintaining objective criteria for staff review.
- Stakeholders asked where special structures like pavilions or gazebos fit within the Building Types framework, noting interest from local organizations.
- Comments highlighted how displays and storefront activity help draw people into businesses.
- Stakeholders asked about future timelines, and reiterated appreciation for a streamlined menu-based process. Some asked whether city funding would accompany ODDS implementation; staff clarified that ODDS is a separate project and funding discussions occur independently. Developers noted that city support is valuable for project momentum.

Community Workshops

Community workshops were held to present information on the project at key milestones and gather feedback and direction to be incorporated in the Downtown Master Plan + ODDS.

- **Community Workshop 1.** Held in person on November 13, 2024, City staff and Opticos met with community members to introduce the project team, project goals and scope, and to discuss a vision for Downtown Lincoln.

Despite the rain and Bingo night, over 40 community members attended the workshop and participated in the following activities at three stations.

- **Station #1: Downtown Lincoln Highlights.** Share your thoughts on Downtown Lincoln by pinpointing favorite places or places that need improvement on Google Earth.
- **Station #2: Beyond Lincoln.** Explore other great downtowns together via Google Earth to see what could also work in Downtown Lincoln.
- **Station #3: Real-Time Survey.** Take a self-led survey to provide input on what you see as current challenges and as a future vision for Downtown Lincoln. Survey responses are shown instantly on the screen!

Key comments from Station #1: Downtown Lincoln Highlights included:

- Lincoln Boulevard experiences significant truck traffic, impacting its accessibility and pedestrian appeal.
- 5th Street is currently a pleasant street for walking, offering the potential for further pedestrian-friendly improvements.
- Improve walkability by establishing better connections to the area east of Lincoln Blvd.
- Additional parking facilities would help to support local businesses and visitors.
- McBean Park lacks sufficient amenities, limiting its functionality and appeal as a public space.
- Introduce new public open spaces, such as an outdoor stage or enhancements to the library's surrounding area.

Figure 2.4.1. Community Meeting Presentation. Brief presentation of the project and engagement activities



Figure 2.4.2. Google Earth Stations. Hear thoughts on Downtown Lincoln and explore other downtowns together to see what could also work in Downtown Lincoln



Figure 2.4.3. Station #1: Downtown Lincoln Highlights. Participants identified community assets, points of interest, and issues at specific locations throughout the Plan Area



At Station #2: Beyond Lincoln, participants identified the following cities and attributes as ideas for Downtown Lincoln:

- Grass Valley, CA & Colfax, CA & Murphys, CA & Franklin, TN (historic character, walkable)
- Rogue River, OR (landscaping)
- Burlingame, CA & San Carlos, CA & Sedona, AZ (main street)
- Walnut Creek, CA & San Jose/Lincoln Ave & Chicago, IL (shade, outdoor seating)
- Livermore, CA (parklets)
- Healdsburg, CA (plaza, walkable)
- Lafayette, CA (open space)
- Ripon, CA (historic character, landscaping)
- Truckee, CA (active main street)
- Boulder City, NV (proximity to schools)

At Station #3: Real-Time Survey, participants were asked 10 questions about existing and desired attractions in Downtown Lincoln, the pedestrian experience, and a one-word descriptor for a future vision of Downtown Lincoln.

- Participants generally noted existing attractions as civic spaces, dining opportunities, and public events, while a greater variety of businesses and more pedestrian-friendly spaces, especially without truck traffic, were desired.
- Many participants found walking through Downtown Lincoln to be relaxing and pleasant, especially along 5th Street and Lincoln Boulevard, though somewhat disconnected.
- The main contributors to a pleasant street were attractive buildings and engaging shopfronts, highlighting the importance of activated ground floors. Moreover, pedestrian-friendly streets were ranked as a top priority for creating a thriving downtown.
- Responses to the final open-ended question showed high interest in improved walkability and outdoor spaces, slowing traffic, providing ample parking, the importance of signage and placemaking, the need for a public library, and support for businesses.

Figure 2.4.4. Station #2: Beyond Lincoln. Participants identified other cities and destinations with desirable amenities that could be envisioned in Downtown Lincoln



Figure 2.4.5. Station #3: Real-Time Survey. Self-led survey to provide input on current challenges and ideas for the future of Downtown Lincoln

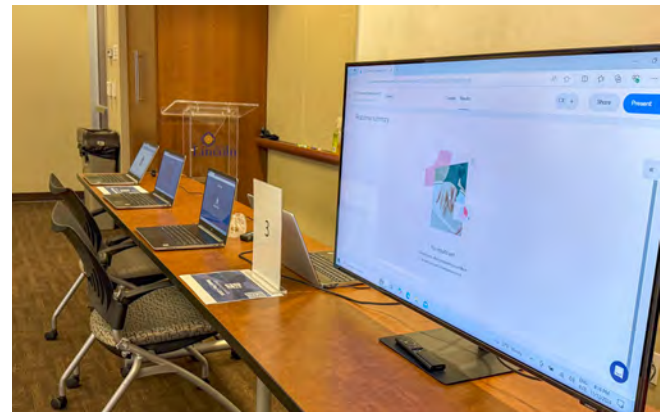


Figure 2.4.6. Station #3: Real-Time Survey. Word cloud showing responses for how participants envision Downtown Lincoln in 10 years



■ **Community Workshop 2.** On March 14, 2026, City staff, Drago Vantage, and Opticos held two workshops, one in English and one in Spanish, to present the first draft of the Downtown Master Plan and gather feedback and direction for the next draft. The results of the lot testing were also presented and reviewed with community members to confirm direction on the desired level of regulation for key topics.

Key comments from both workshops included:

- Strong desire to maintain Lincoln’s village like, small town character even as the city grows.
- Desire for guiding principles that shape the architectural “look” of new development.
- Strong emphasis on public art, including theatre and music, with the goal of positioning Lincoln as an arts hub.
- Additional parking and improved signage to help both locals and visitors understand existing available options.
- More amenities in public spaces for people of all ages and more accessible recreational areas.
- Concerns regarding long term infrastructure needs, including the sustainability of the water table.

■ **Community Workshop 3.** Held in person on September 19, 2026, City staff, Drago Vantage, and Opticos presented the first public draft of the ODDS and gathered feedback and direction for the next draft of the ODDS.

[More text will be added after the event]

Figure 2.4.7. Local community members gathered around the display boards, engaging in discussions about the downtown vision, key guiding principles, built form considerations, and other related topics



Multi-Day Design Charrette

In March of 2025, a three-day design charrette was held at McBean Pavilion to present and receive input on draft alternatives for the Plan Area and develop a preferred plan as the built-form vision for Downtown Lincoln.

A charrette is an intense, collaborative design and planning workshop held over multiple days and carefully organized to promote broad community participation through a combination of meetings, presentations, and open design studio times. The charrette process is designed for community members to generate ideas and give immediate feedback to the design team. As a result, this dynamic and inclusive process can quickly identify opportunities and address obstacles. Participants are invited to check in and provide feedback throughout the charrette. This allows the community to course-correct the design team and provide valuable place-specific insights. This process yields a tangible vision that reflects participants' collective ideas and the community's realities.

The Downtown Master Plan + ODDS design charrette included the following components:

- **Poster Gallery:** The Opticos design team supplied informational posters to equip charrette participants with background on the methodology, goals, and key topics to address in the Downtown Master Plan + ODDS. A draft framework and three alternative conceptual plans were also presented for discussion.
- **Opening Presentation:** The charrette kicked off with a presentation and group discussion to identify assets, opportunities, and constraints within Downtown Lincoln for the design team to address.
- **Open Studio:** Throughout the charrette, the design studio was open to the public to engage with and discuss the Lincoln Downtown Master Plan with the design team
- **Closing Presentation:** The charrette concluded with a public presentation of an illustrative vision for Downtown Lincoln, which summarized the feedback received throughout the charrette.

See Appendix B for posters and presentations from the design charrette.



Figure 2.4.8. Exploring draft alternatives showcased at the Poster Gallery



Figure 2.4.9. Design team hand sketching concepts heard from community members during the design charrette



Public Hearings

The Downtown Master Plan + ODDS will be presented at public hearings with the Planning Commission and City Council. Public hearings are another opportunity for the community to share their thoughts on the project under consideration for adoption.

[More text will be added after the event]



Chapter 3.

Development Framework

3.1 Community Framework + Land Plan

38

3.2 Mixed-Use Centers

42

3.3 Housing Diversity

44

3.4 Infill + Redevelopment

46



3.1 Community Framework + Land Plan

The Community Framework establishes the physical structure for the Plan Area and the Land Plan translates it into land use designations.

Community Framework

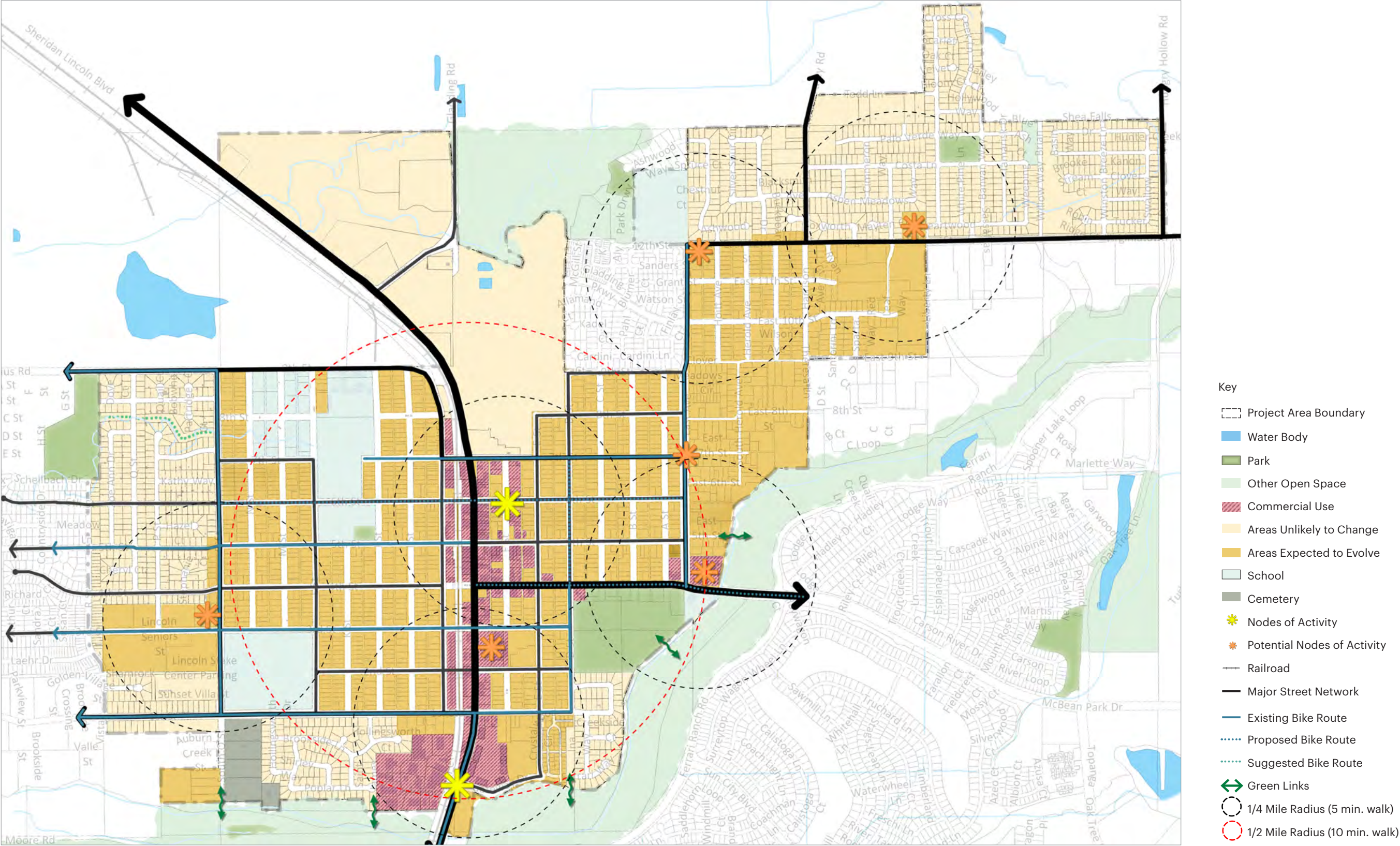
The Community Framework guides future growth and development by identifying key priorities for land use, mobility, public spaces, and design. It builds on existing conditions while establishing a clear direction for reinvestment, connectivity, and context-sensitive growth. Key priorities include:

- Strengthening the downtown core and enhancing the commercial street experience through strategic mixed-use infill.
- Introducing activity nodes and opportunities for mixed-use infill development along key corridors to provide neighborhood-serving amenities for residential areas to the east and west, while creating welcoming gateways into the downtown core.
- Encouraging a range of infill housing types throughout the neighborhoods, with a particular emphasis on the development of vacant and underutilized lots.
- Redeveloping select City-owned parcels for public parking and/or mixed-use development where appropriate
- Enhancing the streetscape along Lincoln Boulevard and 5th, 6th, and F Streets to create a more continuous, pedestrian-oriented environment.
- Improving the bikeway network by closing gaps and strengthening connections between downtown, adjacent neighborhoods, and existing green infrastructure.

Based on these priorities, the Community Framework establishes the following:

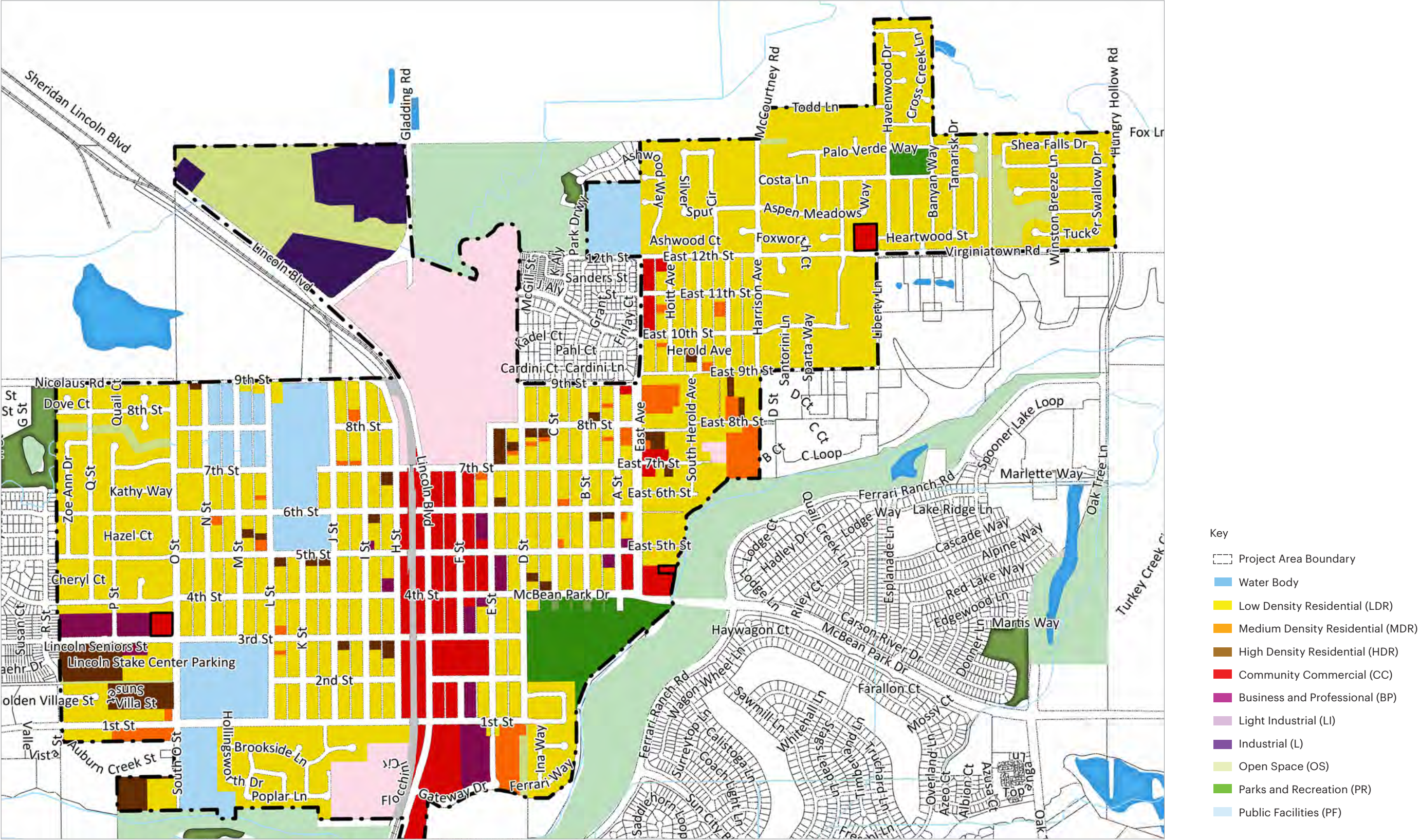
- Lincoln Boulevard is established as the primary commercial corridor and downtown destination, reinforcing existing activity nodes within the downtown core, including City Hall and Beermann Plaza to the north, and the Lincoln Gateway commercial center to the south.
- Several potential activity nodes are identified at strategic locations beyond the 10-minute walking radius (1/2 mile) from Lincoln Boulevard to provide residents farther from the downtown core with convenient access to neighborhood amenities and services.
- Established neighborhoods intended to maintain their existing character and development patterns are identified as areas where minimal change is anticipated.
- Neighborhoods closer to activity nodes and with opportunities for infill development are identified as areas expected to evolve through context-sensitive growth that reinforces Downtown Lincoln's small-town character.
- Connectivity and circulation build on the existing network of streets and trails, identifying opportunities to close gaps, enhance bicycle and pedestrian mobility, and improve access to the ravine trail system.

Figure 3.1.1. Community Framework



This page intentionally left blank

Figure 3.1.2. Land Plan



3.2 Mixed-Use Centers

Mixed-use centers strengthen local businesses, support housing diversity, and enhance walkability. Key ingredients for a thriving downtown environment.

Support Small Businesses Through Housing Diversity

- The strategic integration of residential, commercial, and recreational uses is central to creating a vibrant, economically resilient, and socially connected downtown in the City of Lincoln. Downtown Lincoln's local businesses are distinctive, well-loved, and an essential part of the City's identity. Their long-term vitality depends on a larger, more diverse population living nearby, including workers, residents, and visitors who can support businesses throughout the day and evening.
- Currently, the neighborhoods in and around Downtown are predominantly developed with single-family housing. While these neighborhoods contribute to the City's small-town character, this limited housing diversity constrains the customer base needed to sustain a broader mix of businesses and neighborhood-serving amenities.
- The Plan Area is well-positioned to accommodate a growing and diversifying population, but doing so will require allowing a greater range of housing types. Expanding housing choices will enable more people to live close to Downtown, strengthening demand for small businesses, services, and community amenities.

Key Corridors for Mixed-Use Development

The Downtown Lincoln Master Plan identifies several key corridors for additional mixed-use development to enhance Downtown Lincoln's existing character, expand access to amenities, and provide transitions between downtown and surrounding neighborhoods

- **Lincoln Boulevard and Adjacent Streets.** Reinforce the city's primary commercial corridor by expanding opportunities for businesses, housing, and entertainment at the heart of Downtown.
- **McBean Park Drive, East Avenue, and East 12th Street.** Establish a mixed-use corridor that serves residential neighborhoods east of Downtown, while creating stronger gateways into the city along Virginiatown Road and McBean Park Drive.
- **3rd St.** As part of the historic downtown grid, this corridor supports a continuation of downtown-scaled mixed uses, extending amenities to residential neighborhoods west of downtown, while reinforcing visual and experiential continuity with the historic downtown core.

Q CLOSER LOOK

Retail Follows Rooftops

Residents have highlighted a desire for more local businesses in Downtown Lincoln, which, according to the consultant team's analysis, has less than half the businesses of peer cities like Woodland, Davis, and Lodi. The analysis also showed that, compared to these cities, Lincoln also has far fewer households near Downtown, despite Lincoln's households being more affluent.

Business activity is closely related to housing: the greater the population served by a commercial area, the more it thrives. To become more like its peers, Lincoln needs to roughly double business activity in its Downtown. To do so, it needs to add more socioeconomically diverse households in and around Downtown, and the key to achieving this is delivering more attainable housing.



Active frontages in Downtown Lincoln and civic open space

Benefits of a Thriving Mixed-Use Neighborhood

Mixed-use neighborhoods offer a broad range of social, economic, and environmental benefits, including:

- Improved convenience and walkability through closer proximity to daily needs, reducing reliance on automobiles.
- Stronger community identity and sense of place by integrating living, working, and leisure spaces in a context-sensitive environment.
- Social benefits resulting from shared public spaces and diverse activity patterns that encourage interaction, inclusivity, and community cohesion.
- Economic vitality through a diversity of uses that attract more people, support local business, and increase investment in walkable, amenity-rich areas.
- Environmental benefits by encouraging walking, biking, and transit use; reducing vehicle trips; and supporting a higher quality of life, where residents can live, work, and play in the same area.

Together, these strategies reinforce Downtown Lincoln as a complete, connected, and dynamic place that supports both its historic character and future growth.

3.3 Housing Diversity

As Downtown Lincoln continues to grow and evolve, providing housing options for people of different ages, household sizes, and incomes is essential to sustaining a vibrant, inclusive community.

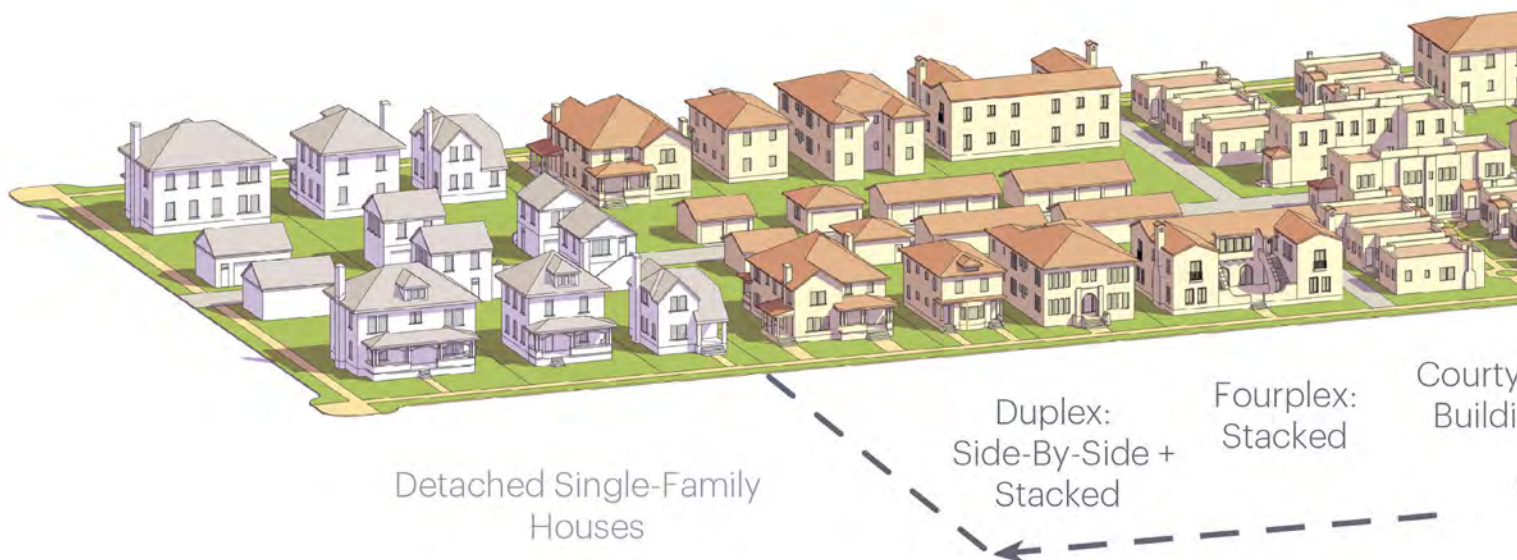
Broader Range of Housing Choices

To support local businesses, strengthen walkability, and accommodate households at different life stages and income levels, Downtown Lincoln must offer a broader range of housing choices than currently available. Expanding housing diversity within and around downtown, particularly through context-sensitive infill, allows growth while preserving neighborhood character. Missing Middle Housing (MMH) provides an appropriate, house-scale solution that increases housing options while maintaining the familiar scale and character of existing neighborhoods.

Missing Middle Housing (MMH) refers to house-scale buildings with multiple units located within walkable neighborhoods. These housing types are compatible in form, scale, and character with typical single-family homes and are an effective strategy for “gentle infill” within existing residential neighborhoods. MMH includes a range of building types, such as duplexes, triplexes, fourplexes, and cottage courts, built to a similar scale to detached single-family houses.

These housing types are considered “missing” because relatively few have been built since the early 1940s, due to a combination of regulatory barriers, the rise of auto-oriented development, and federal policies that prioritized single-family homeownership. Historically, however, MMH was a common and integral component of neighborhoods, supporting residents at various life stages and income levels. Today, communities and organizations are realizing the importance of MMH in helping neighborhoods remain vibrant, adaptable, and inclusive, particularly as populations age and more residents seek to remain in their communities.

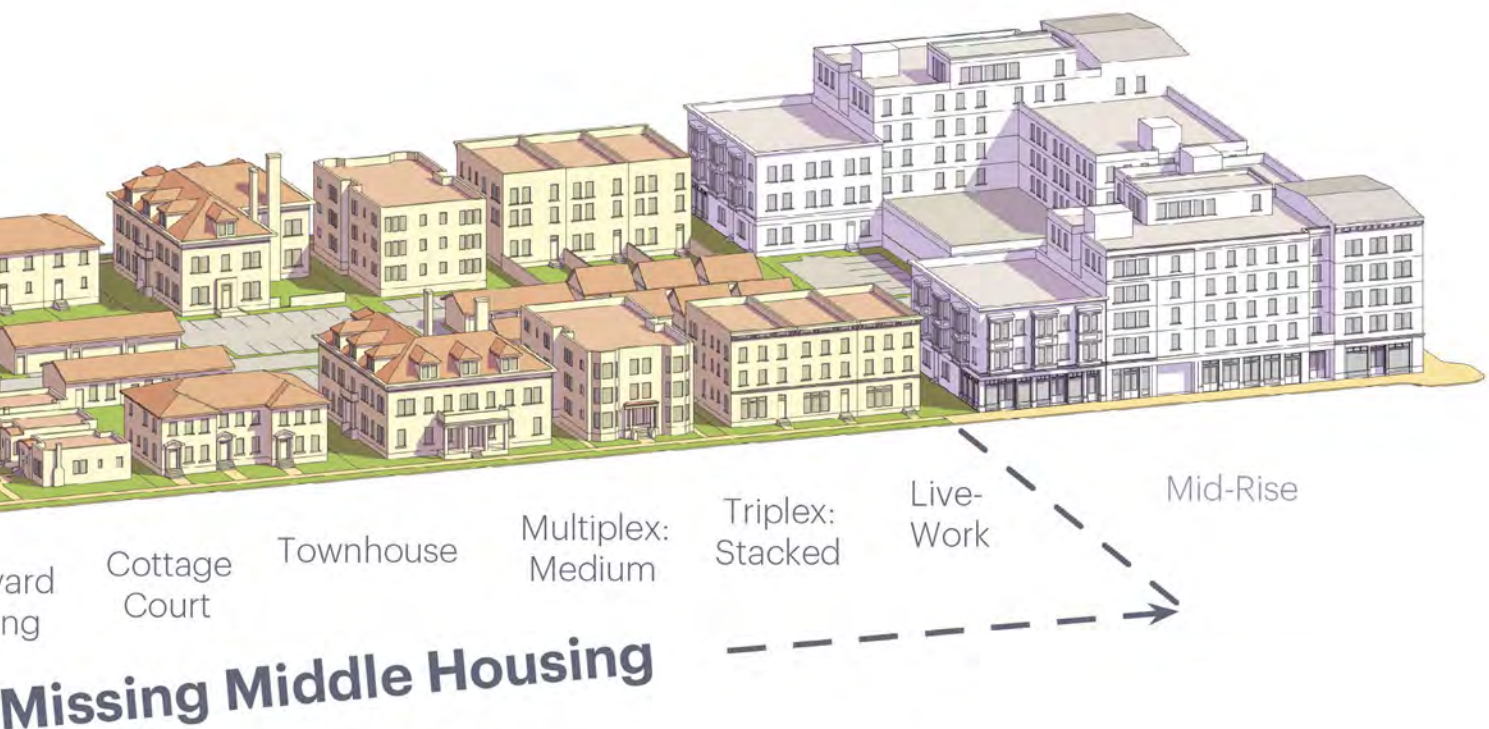
MMH responds to shifting household demographics nationwide and helps address the need for a wider array of housing choices at different price points, supporting both rental and homeownership opportunities. When thoughtfully designed, MMH provides high-quality, market-responsive options between the bookends of single-family houses and larger multi-family developments.



Benefits of Missing Middle Housing

When designed and integrated appropriately, MMH serves as both a housing and place-making strategy, yielding a wide range of community benefits.

- **Expanded housing options.** MMH provides small- to mid-scale housing options with smaller unit sizes that help reduce development costs. This creates attainable options for households whose needs are not well served by conventional single-family homes or large apartment buildings.
- **Improved access to transit and amenities.** By adding housing in walkable, amenity-rich areas, MMH supports transit use and active transportation, such as biking and walking. Housing near amenities and transit is a key factor in fostering active lifestyles in pedestrian-friendly neighborhoods.
- **Stronger sense of community.** Many MMH types incorporate shared or semi-private open spaces, fostering interaction among residents and strengthening social connections. These types support co-living, multigenerational households, and aging in place, particularly important given the growing number of single-person and older households.
- **Environmental sustainability.** MMH promotes more efficient land use by increasing the number of units per parcel while minimizing changes to neighborhood character. The compact building form of MMH reduces energy consumption and material use compared to detached single-family houses.
- **Local equity and incremental development.** MMH contributes to greater housing equity by expanding attainable rental options and providing a pathway to homeownership for first-time homeowners. These housing types can generate supplemental income for homeowners, lower barriers to entry for first-time homebuyers, and create development opportunities for local builders and small-scale developers. Due to their simple forms, smaller size, and common construction types, MMH can be built incrementally over time, supporting locally driven growth.



3.4 Infill + Redevelopment

Housing affordability in Downtown Lincoln depends on expanding housing supply and diversifying housing options through thoughtful infill and redevelopment.

Attainability of Housing for Middle-Income Earners

In the greater Sacramento region, the median four-person household earns approximately \$113,000 annually¹, which significantly limits options for purchasing a new detached home in Lincoln. Housing is considered “attainable” when ownership or rental costs do not exceed 30 percent of household income. For a household earning the regional median, this affordability threshold translates to an attainable home price of roughly \$450,000, depending on loan terms.

By comparison, most homes sold in Lincoln as of August 2025 exceeded \$592,000², placing conventional detached housing well out of reach for many working households. As a result, much of the region’s workforce, including teachers, healthcare workers, service employees, and municipal staff, faces limited opportunities to live in the communities they serve.

Middle-income households are generally defined as those earning between 60 and 110 percent of Area Median Income (AMI), adjusted for household size. In the greater Sacramento area, this corresponds to an annual income range of approximately \$68,000 to \$124,600 for a family of four. Existing housing supply in Lincoln generally does not align with this income range, underscoring the need for alternative housing options.

Compact and Infill Housing

Compact housing types, such as Missing Middle Housing and small-scale, mixed-use development, are typically more attainable than detached single-family houses due to their smaller unit sizes, construction efficiencies and reduced land costs per unit. When strategically introduced through infill and redevelopment, these housing types can expand access to housing options that better align with middle-income affordability thresholds.

By enabling a wider range of infill housing opportunities, Downtown Lincoln can support housing affordability without altering neighborhood character, provide attainable ownership and rental opportunities for middle-income households, and strengthen downtown as a place where people can live close to jobs, services, and amenities.

Housing Affordability Through Strategic Infill

Allowing a broader range of housing types, particularly compact, efficient, and small-scale development, creates more attainable opportunities for residents while better utilizing existing infrastructure and walkable areas.

Rather than relying solely on outward growth or large-scale development, infill and redevelopment enable incremental housing production within the downtown areas and adjacent neighborhoods. This approach supports affordability, reinforces mixed-use, walkable environments, and contributes to a more vibrant and resilient downtown.

Table 2A: Housing for More Socioeconomic Diversity³

Cost Burden	Annual Income		
	Teacher \$82,420	Police Officer \$109,600	Lawyer \$177,160
Detached Home	65%	49%	30%
Duplex	50%	38%	23%
Fourplex	31%	23%	14%

Sources:

¹ HUD FY 2024 Income Limits Summary for a 4-Person Household, Sacramento-Roseville-Arden-Arcade, CA FMR Area.
² Redfin. Lincoln, CA Housing Market. Accessed 9/22/2025. <https://www.redfin.com/city/10571/CA/Lincoln/housing-market>
³ Findings presented during the Charrette Presentation

Q CLOSER LOOK

What Makes Missing Middle Housing Types More Attainable than Single-Family Houses?

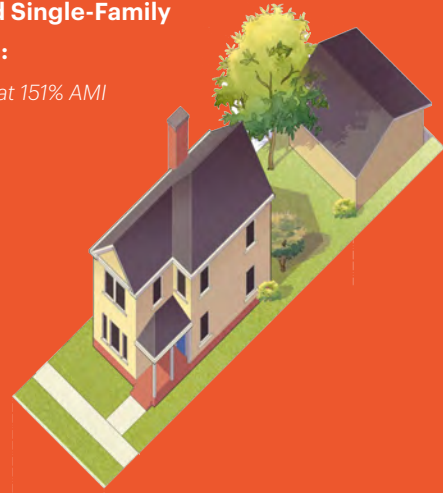
Missing Middle Housing, or MMH, refers to house-scale residential buildings with multiple units. MMH is frequently found in neighborhoods near pedestrian-oriented centers or corridors where driving isn't essential for meeting daily needs. In this context, "middle" refers to their classification in between detached single-family houses and large apartment complexes, but they also offer housing opportunities for middle-income earners, particularly in areas where these earners are priced out of most new development.

Several factors lead units in MMH types (such as duplexes or fourplexes) to be more affordable than a single-family house on the same lot. For one, the cost of land is divided among more units, meaning that rents or sales prices per unit do not need to be as high to recoup the builder's investment. Furthermore, MMH units are smaller than a typical single-family home and usually attached to other units, saving on construction costs. Where allowed and incentivized, MMH can deliver units that are priced significantly lower than a single-family home that would have otherwise been built: as illustrated in the examples to the right, a buyer could afford a fourplex unit in a market where they would need to earn nearly twice as much to afford a detached house.

Unfortunately, other factors, such as code requirements and impact fees, often weigh against MMH relative to detached single-family or townhouses. To truly level the playing field and encourage builders to deliver these housing types within existing amenity-rich neighborhoods like Downtown Lincoln, it's important to codify incentives to counteract these challenges. For example, Sacramento's General Plan update of 2024 allows multi-unit buildings to incorporate slightly more floor area than a single-family house on the same lot, meaning that the builder can expect a better return to offset the added costs associated with building MMH.

Detached Single-Family (For Sale):

Affordable at 151% AMI



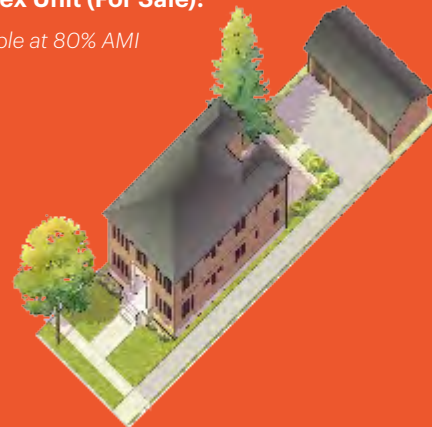
Duplex Unit (For Sale):

Affordable at 116% AMI



Fourplex Unit (For Sale):

Affordable at 80% AMI





Chapter 4.

Mobility +

Connectivity

4.1 Street Network

50

4.2 Pedestrian + Bike Network

52

4.3 Parking Management

54



4.1 Street Network

A connected, well-designed street network is central to Downtown Lincoln's future, providing the foundation for a walkable, mixed-use, and people-oriented environment.

The Downtown Master Plan reinforces many of the goals of the 2050 General Plan to provide streets that are connected, support adjacent land uses, and are maintained in a safe condition. The existing street pattern in the Plan Area is primarily a grid, which contributes to high connectivity, while the street classifications provide a clear hierarchy of arterials, collectors, and local streets that reflect and support the surrounding context. While the overall street pattern and hierarchy will remain, several corridors, described below, are intended to evolve with enhanced streetscapes, strengthened gateways, and improved multimodal access to better support a vibrant downtown core that is walkable and connected to surrounding neighborhoods.

Major Arterial Streets

Two major arterial streets, Lincoln Boulevard and McBean Park Drive, intersect at the downtown core and serve as gateways into the downtown area.

As the primary commercial corridor in the downtown core, Lincoln Boulevard is envisioned as a walkable main street with active storefronts, enhanced streetscape,

and mixed-use buildings. Residential uses within mixed-use developments and nearby neighborhoods will help sustain a diverse range of retail and services along Lincoln Boulevard. While truck traffic remains a challenge, the City is pursuing strategies to reduce noise and address safety concerns, aiming to create a more comfortable, pedestrian-friendly environment along Lincoln Boulevard.

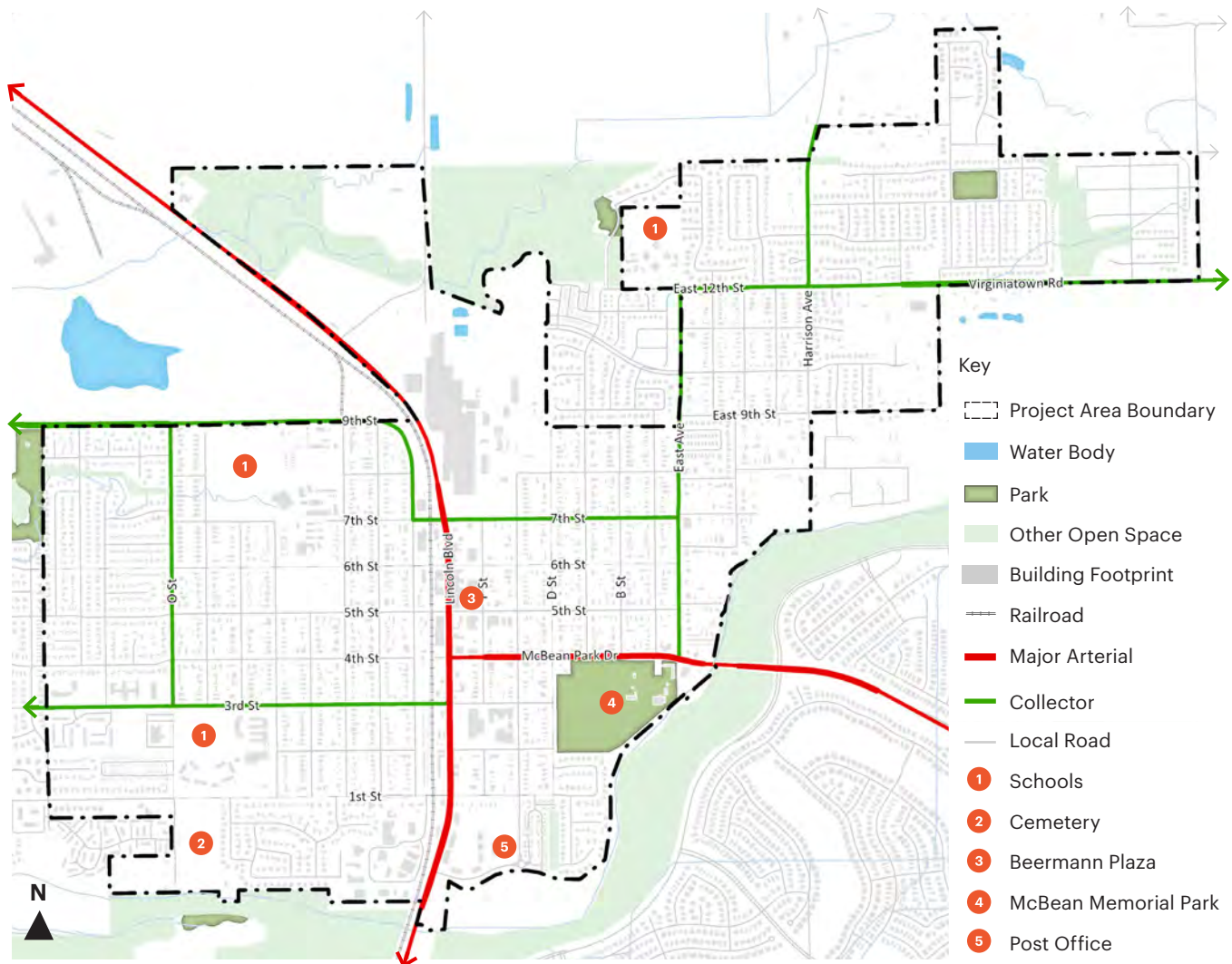
McBean Park Drive also has strong potential to support pedestrian-oriented commercial activity, as it provides a major connection between the downtown core and neighborhoods east of Auburn Ravine. McBean Memorial Park serves as a gateway and anchor along McBean Park Drive, supporting future development between the park and Lincoln Boulevard that reinforces walkability and provides opportunities for small-scale mixed-use and neighborhood-serving amenities.

While both streets play a key role in vehicular circulation, their design within the downtown core should emphasize slower speeds, safe pedestrian crossings, and high-quality streetscapes. Wide sidewalks, large shade trees, pedestrian-scale lighting, and active ground-floor uses will enhance these streets not only as gateways but also as pedestrian-oriented destinations in the downtown area.

Figure 4.1.1. Continuous storefronts along Lincoln Boulevard contributing to a walkable environment



Figure 4.1.2. Plan Area Street Network



Collector Streets

There are several collector streets in the Plan Area, three of which, 3rd Street, 12th Street/Virginatown Road, and East Avenue, are identified for limited non-residential opportunities, such as neighborhood-serving shops and services. These uses are intended to be located closer to neighborhoods that are farther from the downtown core, improving access to daily needs while supporting thoughtful infill. While these uses will help activate the street frontages, development will maintain a house-scale building form. As a result, these streets serve as a transition in built form and land use between downtown and adjacent residential neighborhoods, with infill development reinforcing a cohesive, context-sensitive, and pedestrian-oriented environment.

Local Streets

The historic grid of local streets will continue to provide a highly connected framework for mobility within the downtown area. Designed to prioritize local access rather than through movement, these streets support neighborhood connectivity and walkability.

Targeted improvements to local streets will emphasize maintenance and streetscape quality to provide safe and welcoming conditions for pedestrians, bicyclists, motorcyclists, and drivers. Local streets are intended to operate at slow speeds and create a comfortable, pedestrian-scaled environment that reinforces downtown's historic character and village-like neighborhoods.

4.2 Pedestrian + Bicycle Network

Creating a safe, comfortable, and connected network for walking and biking is essential to realizing the community’s vision for a lively, people-oriented Downtown Lincoln.

The downtown area benefits from a compact street grid, relatively short block lengths, and centralized civic, commercial, and recreational destinations that support walking and biking for many trips. At the same time, there are challenges to expanding walkability and bikeability beyond the downtown core.

The continuity and quality of sidewalks vary by block, with gaps, limited shade, and inconsistent crossing treatments that reduce pedestrian comfort. The bicycle network is limited and discontinuous, often requiring bicyclists to share travel lanes or take indirect routes. Outside the downtown core, greater distances between destinations and a lack of neighborhood-serving amenities further limit the practicality of walking or biking for everyday trips.

The Downtown Master Plan addresses these conditions through a coordinated strategy of infrastructure improvements, new and improved connections, and

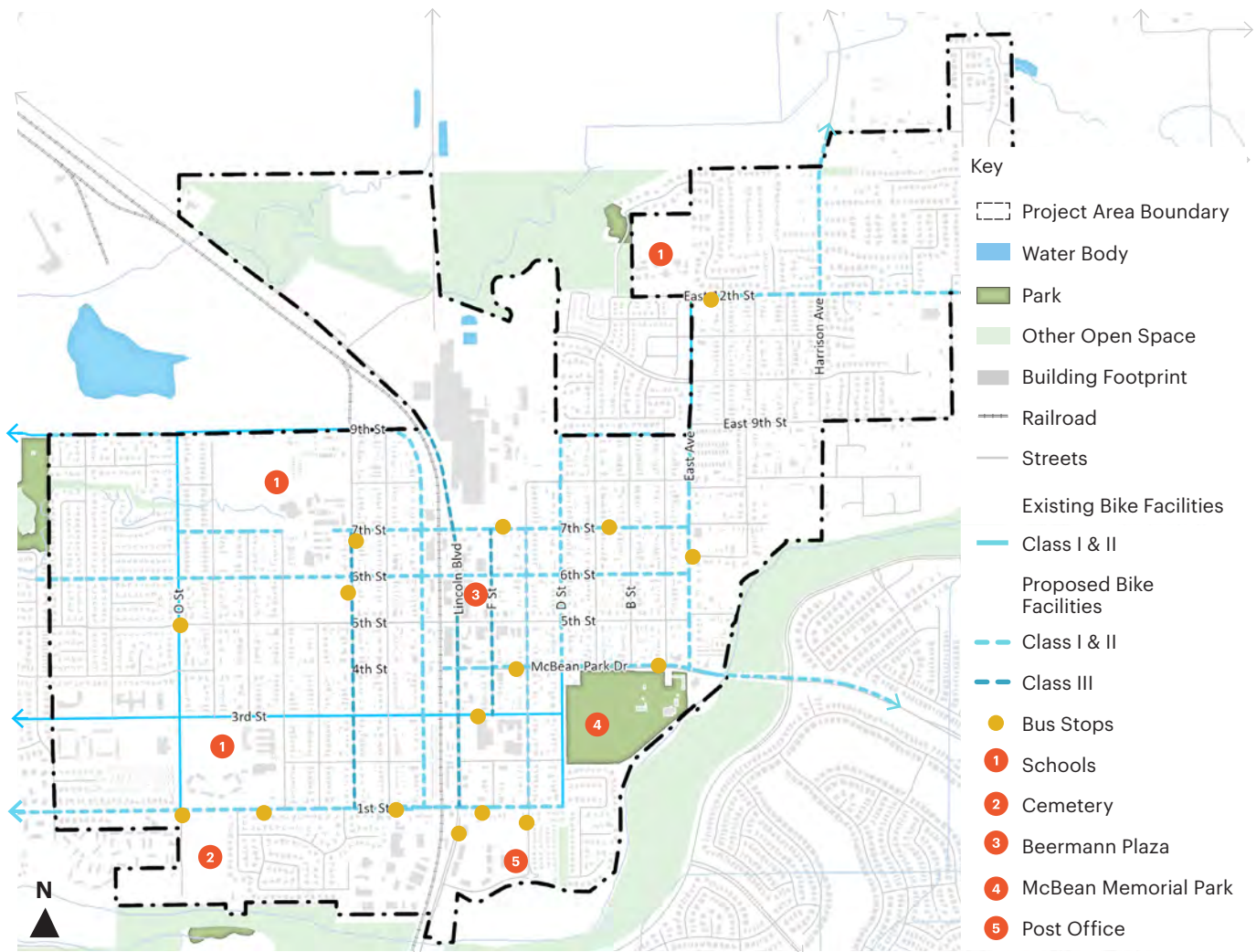
the strategic placement of mixed-use centers. Together, these elements are intended to place daily needs within a short, safe, and enjoyable walk or bike ride, making walking and biking a travel mode of choice throughout Downtown Lincoln.

Pedestrian Network

To encourage more people to walk and to build on the strong sense of place in the downtown core, the Downtown Master Plan focuses on enhancing existing streets for walkability and providing new activity nodes beyond the downtown core. These activity nodes are identified at key intersections, such as 3rd Street and O Street, East Avenue and 4th Street, the western end of East 12th Street, and the eastern end of Virginiatown Road. Providing continuous sidewalks, safe crossings, and pedestrian-friendly streetscape features will help create a more comfortable and enjoyable walking experience to these neighborhood-serving destinations.

Figure 4.2.1. Non-vehicular connections within residential communities are an important part of the pedestrian and bicycle network



Figure 4.2.2. Plan Area Bicycle Network

Bicycle Network

The Downtown Master Plan supports and generally aligns with the bikeway improvements identified in the City's Bicycle Transportation Plan Update (2018). It also refines and supplements certain proposed routes to better respond to downtown street conditions, traffic volumes, and network connectivity objectives. For example, in some locations the Master Plan recommends shifting bikeway alignments to parallel streets with lower traffic volumes, such as proposing a bikeway along 6th Street instead of 5th Street. In other cases, it introduces new or extended connections not previously identified, such as extending the D Street bikeway northward to connect with 9th Street, strengthening north-south connectivity.

Planned bikeway improvements include upgrades to existing bicycle routes, new bicycle facilities (Class I, Class II, and Class III) routes, and enhanced intersection crossings to improve safety and comfort for bicyclists. Building on these efforts, the Downtown Master Plan introduces additional connections between the downtown area and Auburn Ravine, expanding access to open space and regional trails. Collectively, these improvements provide residents with more options to travel by bike, offer a convenient alternative to driving, and make it easier to reach downtown, parks, and recreational areas. All new or modified bikeway recommendations introduced through the Downtown Master Plan will require further evaluation by traffic engineers to confirm feasibility and ensure compatibility with street widths, traffic operations, safety considerations, and existing infrastructure conditions.

4.3 Parking System

A well-organized parking system supports local businesses, active streets, and an enjoyable downtown experience.

Parking is an integral component of a coordinated system intended to reinforce walkability, activate streetscapes, and enhance the vitality of local businesses and public spaces. In Downtown Lincoln, parking is provided through a balanced combination of on-street spaces, public parking lots, and shared off-street facilities, forming a distributed system that supports active streets and pedestrian activity rather than concentrating parking in large single-use lots.

Building on this foundation, a clear and well-organized parking system allows visitors to arrive with confidence and begin enjoying downtown immediately. Accordingly, the Downtown Master Plan prioritizes clarity, efficiency, and strategic parking placement rather than expanding parking supply.

This approach builds on the findings and recommendations of the Downtown Parking Team, which evaluated parking conditions in 2023. They found that Downtown Lincoln provides a diverse range

of parking options, including angled on-street spaces, public surface lots, and off-street parking. The primary challenge is therefore less about overall quantity and more about helping visitors find the right space at the right time. This insight supports a parking strategy focused on effective management, clear signage, and an improved user experience to support downtown activity while minimizing visual and spatial impacts on the pedestrian environment. At the same time, new development should continue to accommodate its own parking needs to avoid placing undue pressure on the existing system.

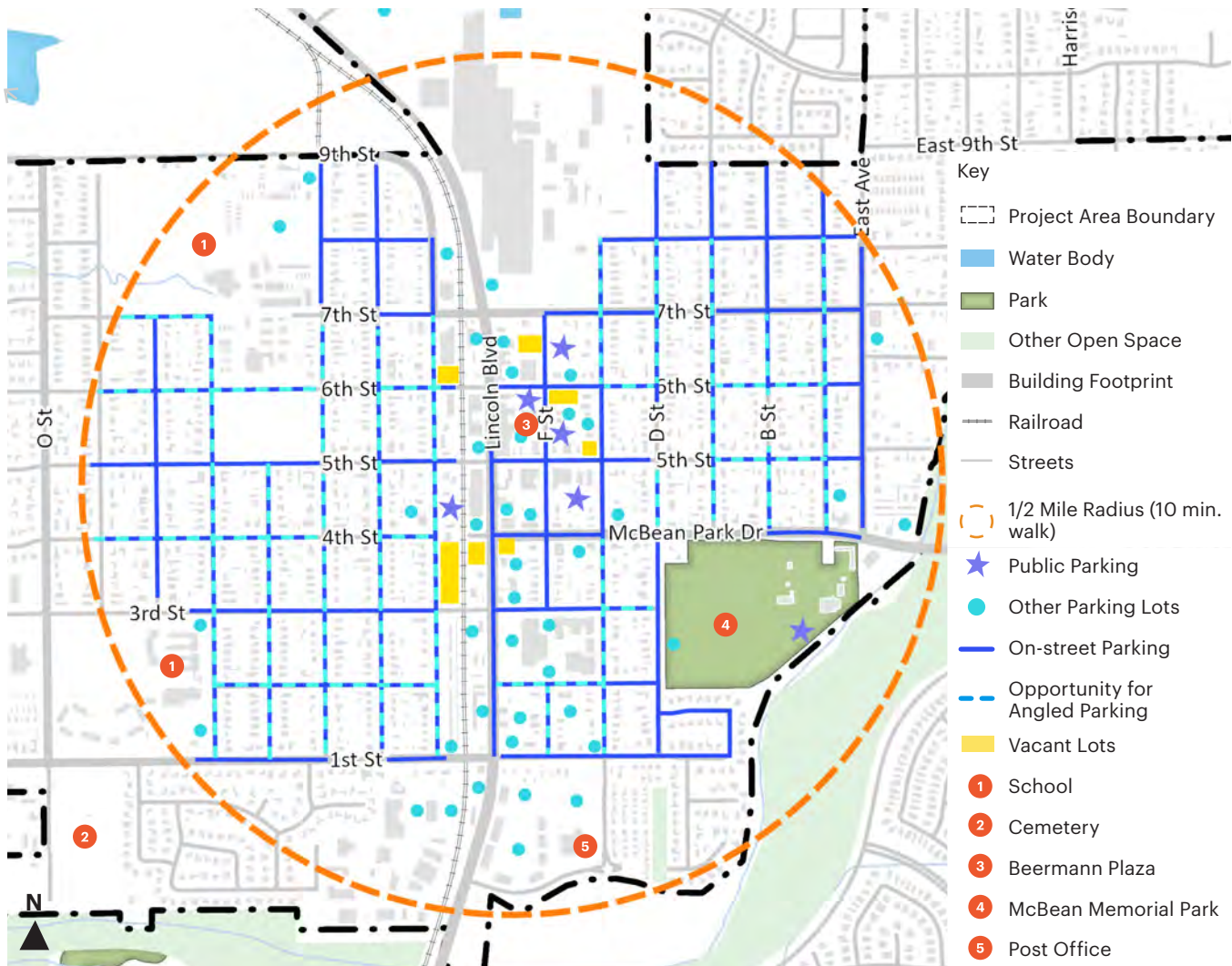
On-Street Parking

On-street parking directly supports nearby businesses and contributes to a comfortable, pedestrian-friendly streetscape. Where feasible, expanding on-street parking will further help to activate storefronts and reinforce downtown's walkable character.

Figure 4.3.1. Angled on-street parking is one of the most efficient ways of supplying parking downtown, since its location removes the need for additional drive aisles. This in turn leaves more private land available for homes and businesses



Figure 4.3.2. Plan Area Parking System



In some locations, there may be opportunities to convert parallel on-street parking to angled parking to better support downtown activity. Any such conversions should be evaluated for physical feasibility, safety considerations, and funding availability. Where appropriate, the City may work collaboratively with developers to contribute to a street or parking improvement fund and consider limited credit for the provision of public on-street parking improvements.

As the pedestrian environment becomes more comfortable, continuous, and engaging, visitors will be more likely to park once and explore downtown on foot, supporting businesses, public spaces, and the overall vitality of downtown.

Shared Parking Management

In addition to on-street parking, Downtown Lincoln is served by municipal public lots that provide publicly accessible surface parking for the downtown area. While the City continues to explore options for additional public parking, a more strategic near-term approach is to implement time-based parking management across all public parking spaces.

Time-based management can be structured to support different downtown users at different times of day and at different locations. Parking spaces closest to commercial businesses can prioritize short-term customer use during business hours, while public lots slightly farther can primarily serve downtown employees. During evenings, weekends, and special events, these same lots can transition to serve residents, visitors, and event-related parking needs.

This shared parking approach increases the efficiency and effectiveness of the existing parking supply and provides multiple benefits, including:

- Reducing congestion and unnecessary circulation.
- Increasing land efficiency.
- Creating opportunities for revenue generation or public-private partnerships.
- Supporting flexible use of parking resources over time.

When combined with continued improvements to the pedestrian and bicycle network, these strategies support a more people-oriented parking system that reinforces downtown activity while minimizing the need for additional surface parking.

Signage and Wayfinding

Clear wayfinding and consistent signage are central to a welcoming, visitor-friendly downtown. A coordinated, highly visible signage system reduces unnecessary circulation, shortens parking search times, and improves overall traffic flow, allowing downtown streets to remain focused on people and activity. Improvements to strengthen the parking signage system include:

- Replacing inconsistent black-and-white historic district parking signs with a unified blue system to improve clarity and legibility.
- Adding blue directional parking signs to existing signage along Lincoln Boulevard.
- Installing additional blue parking signs at key intersections, such as F Street and McBean Park Drive, and E Street and 5th Street.

Together, these improvements provide a clear wayfinding system that helps guide drivers efficiently to available parking, making their downtown experience more enjoyable.

Q CLOSER LOOK

Don't Kill the Goose that Lays the Golden Eggs!

When addressing parking concerns, it is important to recognize that downtown's vitality does not depend solely on parking. Its appeal is driven by its mix of local businesses, events, cultural features, and historic character, which create a unique sense of place. The Downtown Parking Team report notes that many communities have demolished older structures in favor of parking lots in an effort to "revitalize" their downtowns—only to find that additional parking did little to support economic success and, in fact, undermined the urban fabric and activity that make downtown thrive.

Lincoln is well-positioned to learn from these experiences as well as the "many examples of small towns (e.g., Bend, Oregon; Galena, Illinois) that have achieved effective results by focusing efforts on attracting unique shops and exciting events, building walkable streetscapes, and encouraging mixed-use infill development that includes housing (Downtown Parking Team Report 2023)." Ultimately, people are drawn to downtown because it is a pleasant, lively, and walkable place. This sense of place is what motivates visitors to come downtown and, by extension, to seek parking in the first place.

Chapter 5.

Public Realm + Civic Space

5.1 Green Network	58
5.2 Gathering Places	59
5.3 Streetscape	62
5.4 Public Art	63



5.1 Green Network

A Strengthened and Connected Network

A healthy and connected green network will be a defining characteristic of Downtown Lincoln. Green and blue infrastructure, open spaces, and tree-lined streets will play a critical role in creating a welcoming, climate-resilient, and enjoyable environment for all.

Residents and visitors will be able to access nature through continuous, intuitive connections that build on the pedestrian and bicycle systems described in Chapter 4.2. By linking parks, open spaces, and ecological corridors into a cohesive web, the Plan promotes healthier lifestyles while strengthening habitat connectivity.

Key interventions will:

- Expand access to parks and open spaces.
- Establish green corridors along major pedestrian and bike routes to provide shade, comfort and encourage alternative modes of transportation. Priority corridors include the east-west route along 6th Street, as well as 3rd Street, D Street, and O Street.

Ultimately, a strong green network reinforces the overall vision for Downtown Lincoln as a lively, people-centered place by layering green infrastructure onto pedestrian and bike improvements.

Figure 5.1.1. Pedestrian and bike connections within residential communities are essential to encourage walking and cycling



5.2 Gathering Places

Downtown Lincoln's Public Spaces

A vibrant Downtown is typically characterized by public spaces where the people who live in or visit the downtown area can spend time.

Beermann Plaza

Beermann Plaza, also known as Lincoln Town Square (Figure 5.2.1), is located directly off 5th Street in the heart of Downtown Lincoln. It abuts the Lincoln Archives Museum and Lincoln Area Chamber of Commerce and serves as an anchor for the downtown civic area, which extends from City Hall to the Civic Auditorium. It features small shade trees, seating, and a central fountain. The Plaza is an existing community asset for Downtown Lincoln and a focal point and a gathering space.

Further development within the downtown, as suggested in the Illustrative Plan, will strengthen Beermann Plaza's role:

- **As a focal point.** Increased density through infill development will enhance the pedestrian flows in the area. In addition to this, the proposed bike networks along the 5th and 6th Streets will offer more opportunities for sustainable transportation.
- **As a gathering space.** Due to its proximity to historic and cultural landmarks, as well as the Main Street, the increased density and activity will offer more opportunities for events.
- **As an open space.** Proposed infill development will offer visual continuity along the streetscape, whilst the Plazas' role as an open space within the urban fabric will be enhanced.

Figure 5.2.1. A view toward Lincoln Museum in Lincoln Town Square. A local landmark and gathering space for Downtown Lincoln



Figure 5.2.2. Example of Privately-Owned Public Open Space (POPO) at the corner of Lincoln Boulevard and Gateway Drive



In addition to this, it will also offer opportunities for providing a range of public space types to accommodate the needs of the wider community. See examples of public space types in the next page.

Privately-Owned Public Open Space (POPOS)

POPOS play an important role in downtown communities, since they contribute to the overall public amenity of the area, whilst offering high quality spaces within developments.

The plaza at the corner of Lincoln Boulevard and Gateway Drive (Figure 5.2.2) is an example of POPO located within a mixed use development benefiting the wider community as well.

Figure 5.2.3. Examples of Public Space Types



Community Garden



Greenway



Passage



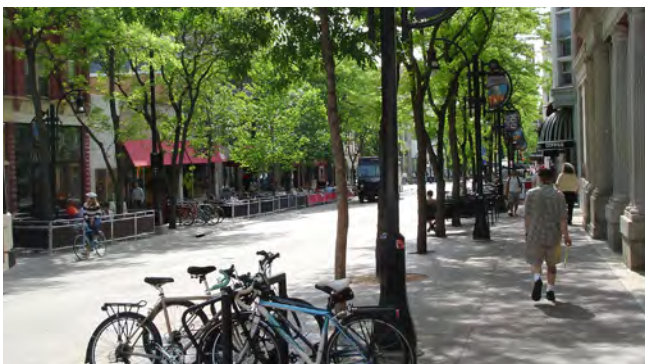
Shared Street



Pocket Plaza



Pocket Park



Shared Street



Playground

5.3 Streetscape

A successful streetscape

A successful future streetscape in Downtown Lincoln will be defined by clear, welcoming entryways and a public realm that encourages social interaction, comfort, and a strong sense of place. These spaces will support everyday activity, foster community life, and contribute to a more convivial and people-centered downtown.

Building frontages play a central role in shaping this experience. They will help establish the transition between the public and private realms, offering both security and a sense of openness. In addition to this, thoughtfully designed frontages will also provide an indoor-outdoor space where people can pause or rest.

Building Frontage

Building frontages are important to ensure a cohesive and visually engaging downtown environment, and to guide the form and character of future development. Frontage types establish predictable patterns that enhance the streetscape while allowing for variety and architectural expression.

Figure 5.3.1. Continuous frontages with minimum setback variations and quick transition from public to private realm due to smaller (or no) setbacks



5.4 Public Art

A Creative and Cultural Downtown

A strong and visible commitment to arts and culture will be a defining element of Downtown Lincoln's identity. New development should contribute to an environment where public art, performance, and creative expression are integrated into the public realm, reinforcing Lincoln's aspiration to function as a regional arts hub.

Architectural design and site planning should be guided by principles that encourage visually engaging façades, inviting public spaces, and opportunities for artistic expression through murals, sculpture, theatre, music, and other cultural installations.

By embedding art into buildings, streetscapes, plazas, and parks, the Downtown Master Plan strengthens a welcoming and memorable public realm that reflects community identity, celebrates local culture, and brings creativity into everyday spaces. In line with Lincoln's Art in Public Places program, this approach supports artworks that create meaningful experiences throughout the downtown.



Figure 5.4.1. Examples of incorporating art into public spaces (Top image: San Luis Obispo, Bottom image: Sebastopol)





Chapter 6.

Infrastructure + Utilities

6.1 Water, Sewer + Storm Drainage

68

6.2 Roadway Pavement

75



This page intentionally left blank

Infill development — building on smaller, existing lots within a city — often runs into problems with old or undersized infrastructure like sewer pipes, stormwater drains, and roads. This creates two distinct problems: cost and uncertainty.

Infill development — building on smaller, existing lots within a city — often runs into problems with old or undersized infrastructure like sewer pipes, stormwater drains, and roads. This creates two distinct problems:

- The first is cost. Because infill projects are usually relatively small, an unexpected infrastructure repair can be enough to sink the whole project financially. A large "greenfield" developer building on open land at the edge of town, by contrast, is working at a much bigger scale — so it's easier for them to spread the cost of extending new infrastructure across the whole project.
- The second problem is uncertainty. A greenfield developer typically installs brand-new pipes and roads, so they know exactly what they're getting. An infill developer, working with infrastructure that may be decades old, often does not know what they will find until construction starts — whether the sewer line has enough capacity, whether the pipes are in good condition, or whether there's contaminated soil that needs to be cleaned up.

This is where the public sector can help. Instead of leaving individual developers to discover and pay for these problems on their own, a city or county can invest in upgrading infrastructure across an entire district at once. Governments have financing tools that individual developers simply do not have access to — things like issuing bonds, forming special taxing districts, and applying for grants. Chapter 7 covers these options in more detail.

But before a city can use any of these tools, it first must remove the uncertainty itself. That means studying the existing infrastructure — its condition and how much capacity it has left — so everyone understands what is in the ground before making investment decisions.

6.1 Water, Sewer + Storm Drainage

A well-maintained and future-ready infrastructure network will support Downtown Lincoln as it grows and evolves.

System Upgrades

As new development brings more residents, businesses, and activity, the water and sewer system will need to be upgraded to meet long-term needs and ensure reliable service for decades to come.

Water

The future water system will prioritize upgrading undersized pipelines and strengthening core distribution routes. Key improvements will include:

- Upsizing older or undersized pipes (particularly existing 4-inch and smaller lines) to provide a minimum 8-inch diameter consistent with current best practices for fire flow and system reliability. Table 6.1.1 (Water Upgrade Cost Estimate) shows the cost estimates associated with the water system upgrades.
- Targeted upgrades near areas of significant new development, ensuring that the water system can support increased demand without compromising performance.
- Coordinated replacement schedules, aligning water pipe improvements with other capital projects to reduce disruption and maximize efficiency.

Table 6.1.1. Water Upgrade Cost Estimate

Pipe Diameter	Length	Cost
8-inch	6,006 ft	\$1,501,261
10-inch	4,279 ft	\$1,283,572
12-inch	266 ft	\$92,667
Total	10,548 ft	\$2,877,480

Assumptions

- Diameter sizes are based on which diameters are shown in the GIS data;
- Costs are based on recent WR project bid items, Caltrans Contract Cost Data, and other project bids available online;
- The costs are rounded up to the nearest whole number; and
- For non-standard diameters, the costs are estimated using interpolation between standard sizes.

Sewer

To maintain long-term capacity and prevent bottlenecks, sewer infrastructure will be upgraded in areas where increased development intensity is anticipated. Future sewer improvements will include:

- Upsizing pipes near and downstream of new mixed-use and housing projects.
- Replacing pipes identified for capacity improvements within the next 0–5 years to support early phases of development. Table 6.1.2 (Sewer Upgrade Cost Estimate) shows the cost estimates associated with the sewer system upgrades.
- Coordinating sewer and water upgrades where practical to streamline construction and reduce community impacts.

Storm Drain

Future redevelopment in Downtown Lincoln will be designed to maintain or reduce overall runoff through modern stormwater strategies. As a result, the existing storm drain system is expected to remain adequate, with only age-related replacements required.

Table 6.1.2. Sewer Upgrade Cost Estimate

Pipe Diameter	Length	Cost
8-inch	4,640 ft	\$1,391,924
Total	4,640 ft	\$1,391,924

Replacement Strategy

Water + Sewer

Water and sewer pipelines will follow a coordinated, long-term replacement strategy based on an assumed 80-year useful life for both systems. Each pipe's projected replacement year is calculated by adding 80 years to its installation year and is organized into 5-year planning intervals. Pipes that will be upsized earlier to accommodate future development or address capacity needs are removed from this age-based schedule, as they will already be replaced ahead of their life-cycle horizon.

Replacement cost estimates are based on pipe diameter and length, using a 50-year planning horizon consistent with the expected duration of an Enhanced Infrastructure Financing District (EIFD). Tables 6.1.3 (Water Replacement Projection) and 6.1.4 (Sewer Replacement Projection) show the projected replacement year and corresponding cost estimate for replacement for water and sewer pipelines, respectively.

This approach ensures the water and sewer systems remain reliable, resilient, and aligned with the long-term growth of Downtown Lincoln.

Storm Drainage

Storm drain infrastructure is planned around a 75-year useful life, as determined in coordination with City staff. Replacement years are projected using installation dates in the City's GIS database. Where dates are missing, assumptions are applied based on pipe material (e.g., HDPE/PVC assumed 1980; RCP assumed 1970).

Storm drain replacement needs are categorized into 5-year intervals over a 50-year period, with costs estimated based on pipe diameter and length. Table 6.1.5 (Storm Drain Replacement Projection) shows the projected replacement year and corresponding cost estimate for storm drain replacement.

Table 6.1.3. Water Replacement Projection

Replacement Years		Cost
0	5	\$5,751,773
6	10	\$542,308
11	15	-
16	20	-
21	25	-
26	30	-
31	35	\$91,812
36	40	-
41	45	\$175,6520
46	50	\$1,032,775
Total		\$7,594,190

Table 6.1.4. Sewer Replacement Projection

Replacement Years		Cost
0	5	\$3,644,069
6	10	-
11	15	\$37,487
16	20	-
21	25	\$96,938
26	30	-
31	35	\$278,558
36	40	\$62,558
41	45	\$317,431
46	50	\$504,470
Total		\$4,943,612

Table 6.1.5. Storm Drain Replacement Projection

Replacement Years		Cost
0	5	\$4,249,682
6	10	\$1,149,554
11	15	\$676,628
16	20	-
21	25	\$72,694
26	30	\$703,746
31	35	-
36	40	\$815,337
41	45	\$457,192
46	50	-
Total		\$8,124,823

Figure 6.1.1. Water Upsizing Recommendations

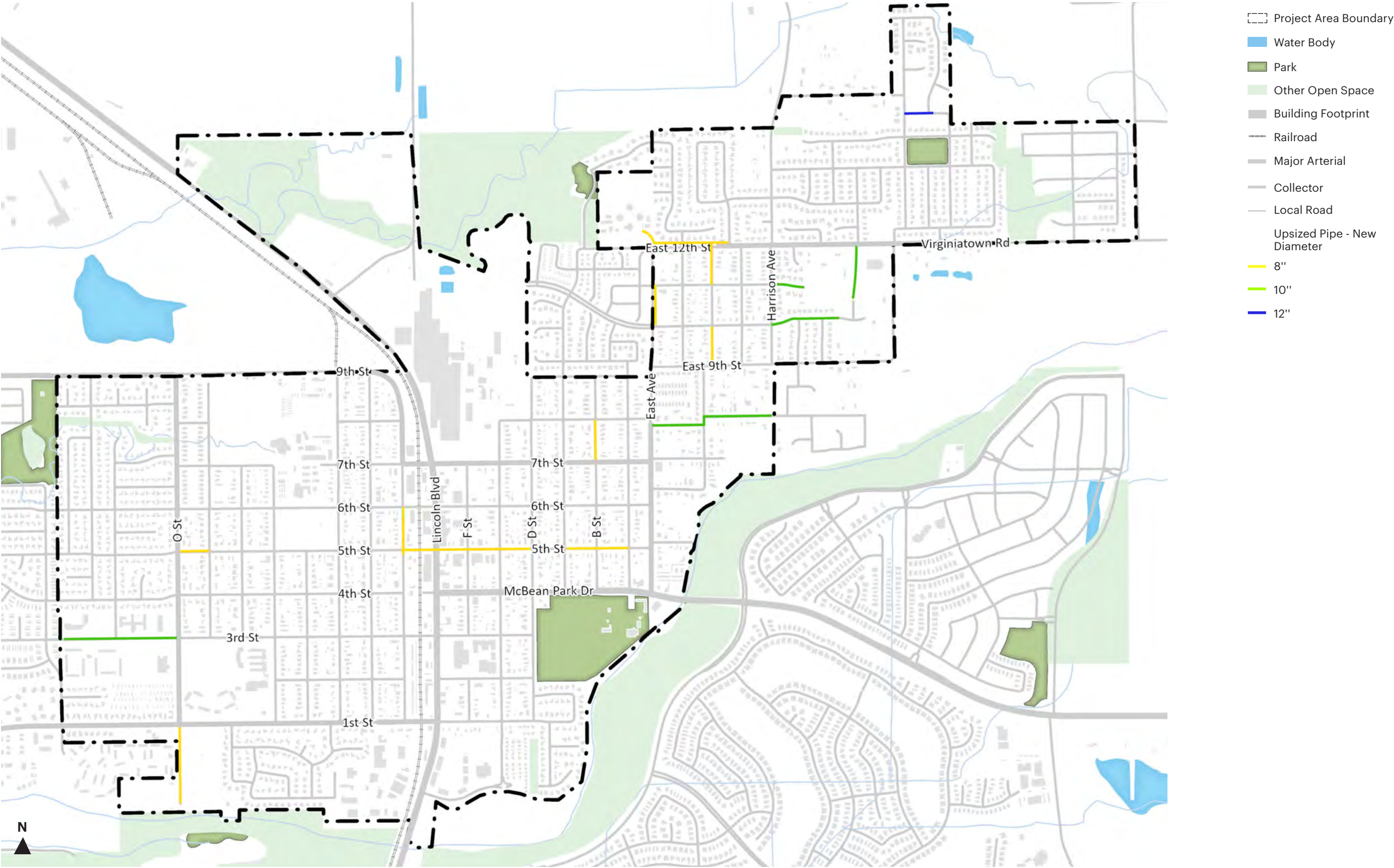


Figure 6.1.2. Recommended Water Improvements

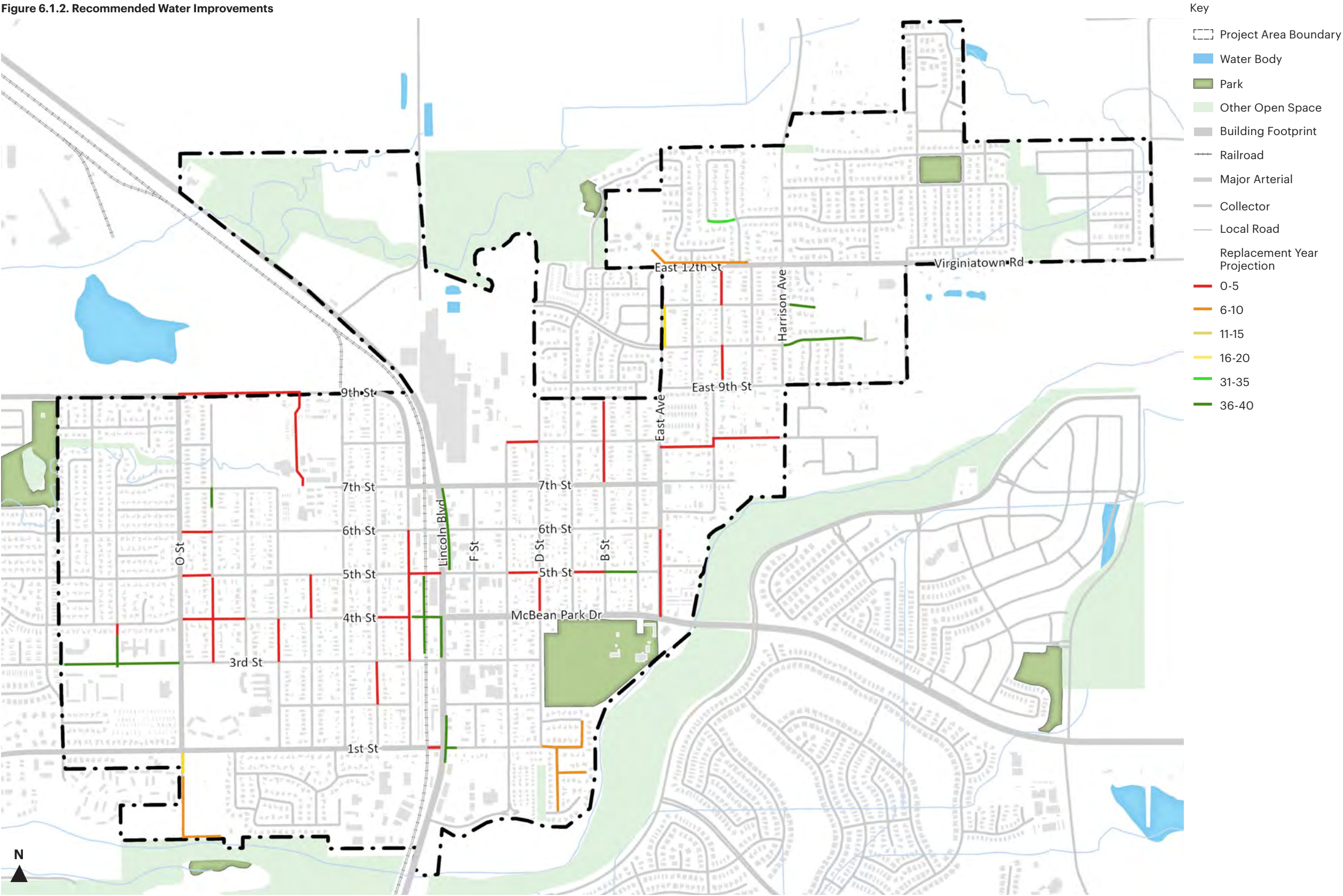


Figure 6.1.3. Sewer Upsizing Recommendations

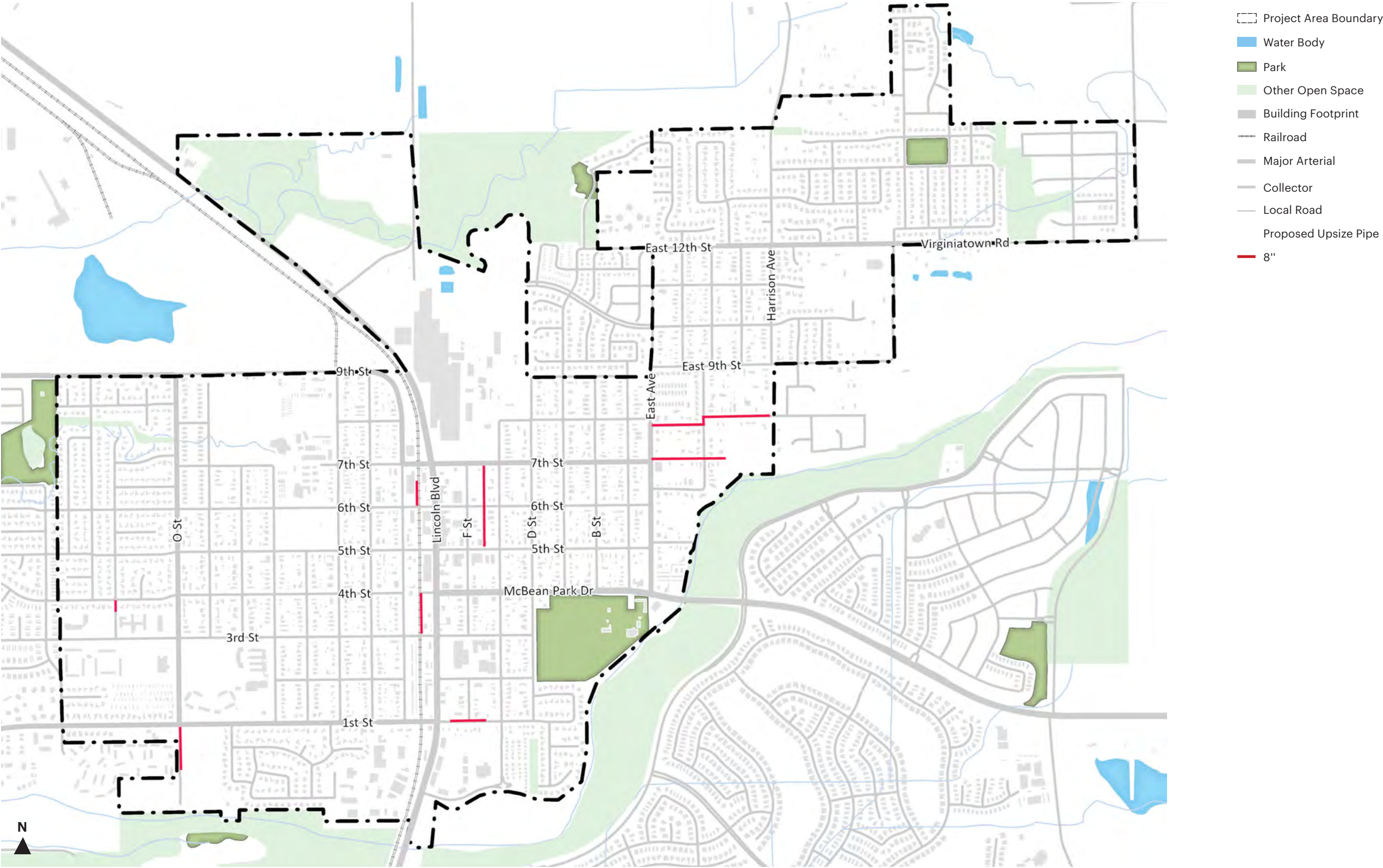


Figure 6.1.4. Recommended Sewer Improvements

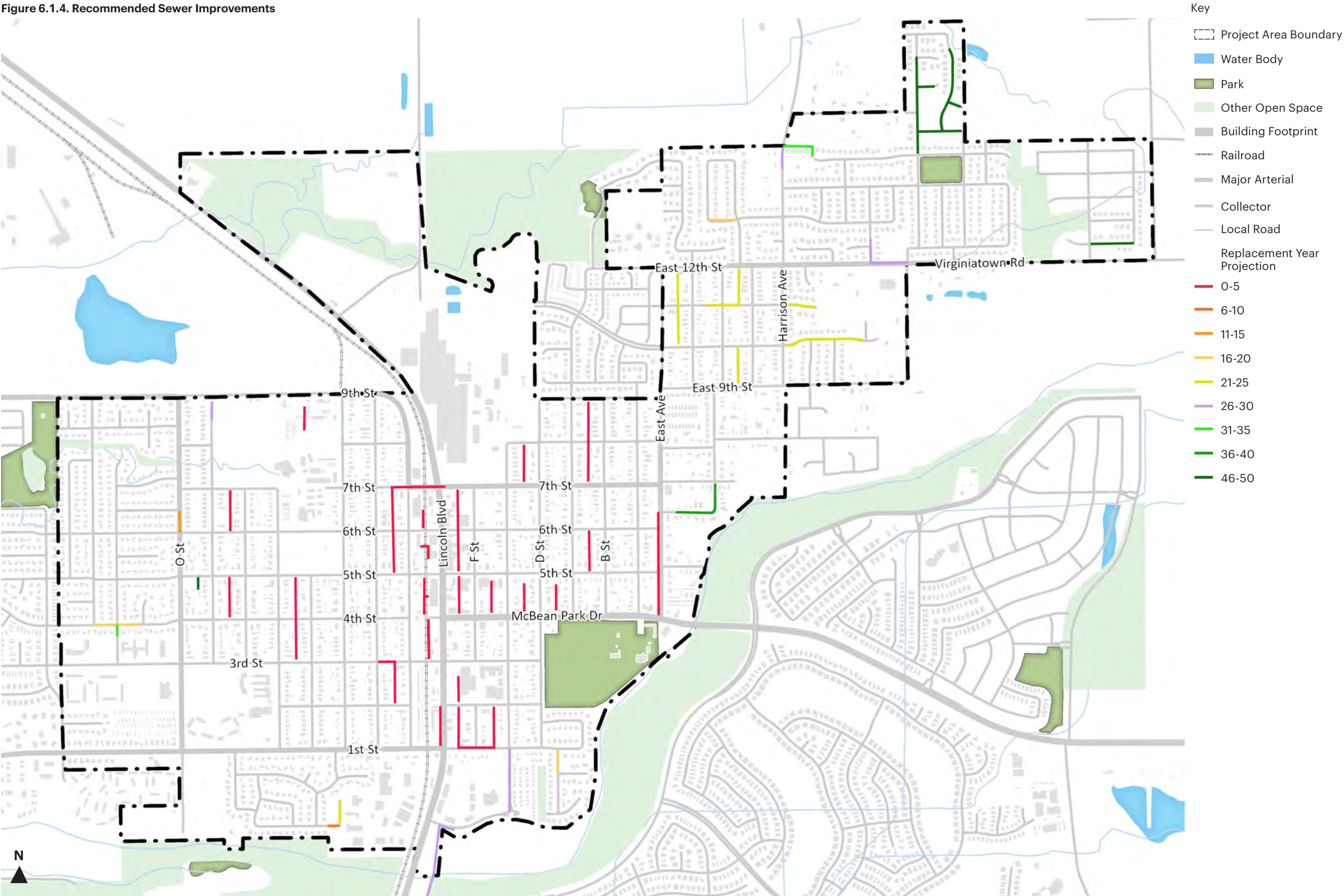
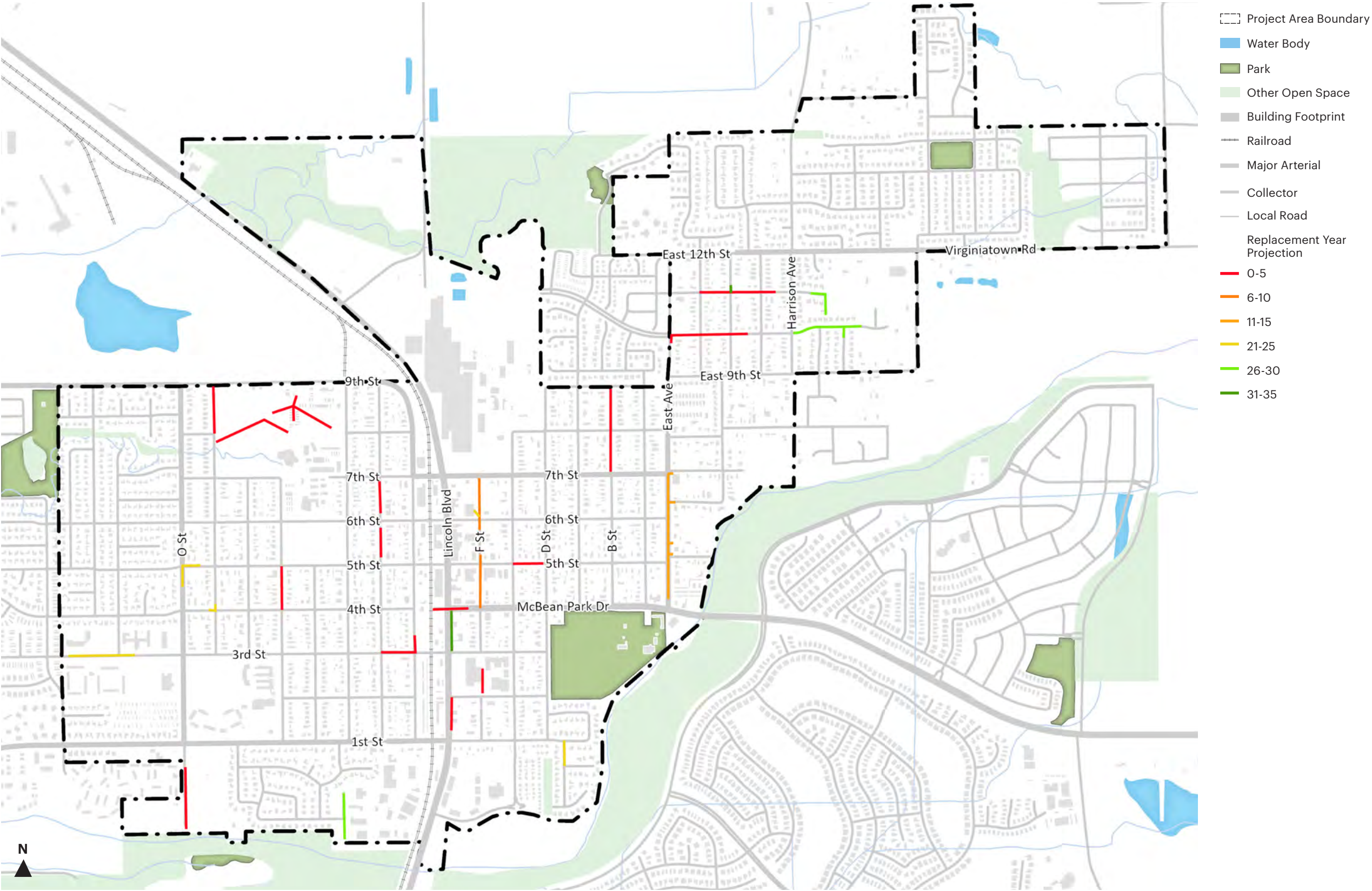


Figure 6.1.5. Recommended Storm Drain Improvements



6.2 Roadway Pavement

A renewed roadway system will support Downtown Lincoln’s vision for walkability, connectivity, and safe mobility.

Estimated remaining service life was estimated for each study roadway segment based on a 25-year typical life for an asphalt concrete pavement facility factored down proportionally based on the Pavement Condition Index (PCI) and observed distress type/quantity. Based on this, many road segments will need targeted improvements to maintain comfortable and safe travel conditions, shown in Figure 6.2.1 (Estimated Remaining Service Life of Pavement). Future roadway upgrades will include:

- Prioritizing repairs for segments nearing the end of their service life, particularly those currently rated Poor or Very Poor. More specifically, 34 percent of roadway segments in the Plan Area currently have a PCI designation of Poor or Very Poor (i.e., PCI is less than

50) with a service life of 8 years or less and 14 percent are currently at the end of their service life.

- Applying maintenance strategies, such as crack sealing and slurry sealing, can extend pavement life on roadways with a PCI designation of Good or Very Good (i.e., PCI is 50 or greater). In fact, sealing cracks can extend pavement life by approximately 3 to 5 years and applying a slurry seal can extend pavement life by approximately 5 to 7 years.

These investments will ensure that downtown streets are durable, well-maintained, and aligned with the community’s goals for a people-oriented environment.

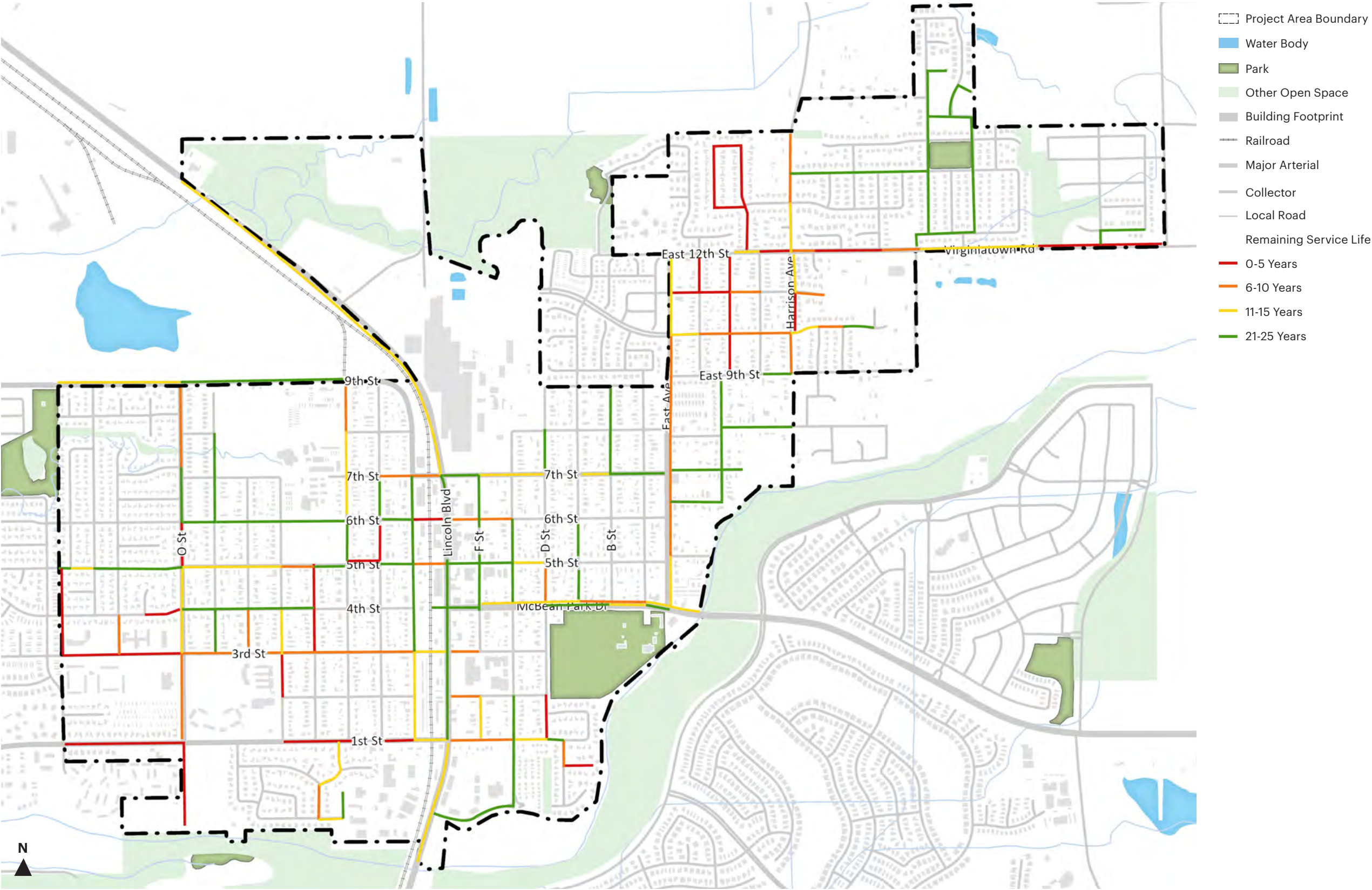
Table 6.2.1. Pavement Improvement Cost Estimate

Roadway	Treatment	Cost
Arterial/ Collector/Local	Restoration Treatment - Do Nothing	-
Arterial/ Collector/Local	Crack Treatment - Seal Cracks	\$2.00
Local	Surface Treatment - Slurry Seal	\$5.00
Arterial/ Collector	Surface Treatment - Microsurfacing	\$6.00
Collector/Local	Cape Seal	\$13.00
Arterial	2" HMA Overlay (Non-Load Related)	\$31.00
Local	2" HMA Overlay	\$37.00
Collector	2" HMA Overlay	\$44.00
Arterial	2" HMA Overlay (Load Related)	\$49.00
Local	3" HMA Overlay (Poor Conditions)	\$54.00
Local	3" HMA Overlay (Very Poor Conditions)	\$57.00
Collector	3" HMA Overlay	\$63.00
Arterial	3" HMA Overlay	\$70.00
Collector	4" HMA Overlay with 12" FDR	\$75.00
Arterial	4" HMA Overlay with 12" FDR	\$79.00

Table 6.2.2. Pavement Treatment Projection

Treatment Years		Cost
0	5	\$5,946,936
6	10	\$5,958,544
11	15	\$2,534,368
16	20	\$1,214,553
21	25	\$388,997
26	30	\$644,000
31	35	\$644,000
36	40	\$644,000
41	45	\$644,000
46	50	\$644,000
Total		\$19,263,398

Figure 6.2.1. Estimated Remaining Service Life of Pavement



This page intentionally left blank



Chapter 7.

Implementation Strategy

7.1 Catalyst Projects

80

7.2 Regulatory + Administrative Actions

81

7.3 Funding + Financing Tools

82



7.1 Catalyst Projects

Catalyst projects are essential because they deliver early, visible improvements that build momentum for Downtown Lincoln’s long term-vision. By demonstrating progress quickly, they help attract investment, strengthen community confidence, and unlock future phases of development.

City-Owned Projects

Advance development on City-owned properties to catalyze investment and showcase the City’s long-term vision for Downtown Lincoln.

Strategically redevelop publicly owned parcels, such as underutilized sites, to demonstrate desired building types, land uses, and design quality while addressing community priorities such as civic spaces, neighborhood-serving amenities, housing and parking.

By initiating projects on City-owned land, the City can help set market expectations, reduce development risk, and stimulate reinvestment in Lincoln neighborhoods, ensuring that new development aligns with the Illustrative Vision and Guiding Principles of this Master Plan Document.

Public-Private Partnerships

Pursue public-private partnerships to advance financially feasible development that aligns private investment with public goals.

Leverage public assets, funding tools, or regulatory flexibility to support projects that might not otherwise be achievable under market conditions alone. These collaborations can help deliver mixed-use development, housing, and public amenities while ensuring projects contribute positively to the public realm and support downtown economic vitality.

CLOSER LOOK

Catalyst Project

- *A development project undertaken with the intention of beginning a trend of further development in a particular area, often initiated or implemented by the City with or without public-private partnerships.*

Parking Structure Opportunities in Downtown Lincoln

Integrate structured parking into broader development strategies where feasible in Downtown Lincoln.

Design parking structures to incorporate active uses, such as housing, commercial space, or civic uses, to ensure they contribute positively to the streetscape and pedestrian experience. Locate parking behind occupied space to minimize visual impacts and reinforce a vibrant, human-scaled public realm.

As illustrated in Chapter 1 (Section 1.4 Conceptual Visualizations), Opportunity Site 1 demonstrates how this approach can advance the community’s vision. Located at the intersection of Lincoln Boulevard and McBean Park Drive, this site proposes a new mixed-use building and a parking structure with ground-floor retail/restaurants. By enabling shared parking, the parking structure could also unlock additional housing opportunities nearby. Taken together, these elements suggest a strong opportunity for a public-private partnership.

Public Art and Placemaking

Consistent with Lincoln’s established Art in Public Places program, the Master Plan supports continued integration of public art as a means of enhancing downtown’s cultural identity and strengthening the public realm. By advancing this program, the City not only reinforces its commitment to artistic expression but also lays the groundwork for future public spaces. Strategic placement of artworks can serve as early activation points, testing community interest, encouraging gathering, and informing where more permanent public spaces may emerge over time.

7.2 Regulatory + Administrative Tools

Regulatory and administrative tools provide the formal mechanisms needed to translate the Lincoln Downtown Master Plan into day to day decision making. These tools ensure that the plan's vision is consistently applied over time, as market conditions, leadership, and community needs evolve. Together, they help create a predictable framework that guides private development, supports public investment, and reinforces the long term goals for Downtown Lincoln.

Downtown Objective Design and Development Standards (ODDS)

Implement ODDS to provide the form-based standards that shape the character and quality of new development. Building on the vision of the Lincoln Downtown Master Plan and the structure established by the Regulating Plan, these standards govern how buildings and sites are designed.

These standards address elements such as building placement and orientation, building form and height, parking and pedestrian access, open space, landscaping and lighting, screening, and ground surface treatments, as well as building types that regulate building size, scale, massing, and the relationship between main building volumes and wings. The standards also regulate building entry types, the dimensions and configuration of open space within a parcel, and architectural features including façade composition, building articulation, window design, roof form, materials, and exterior finishes. For larger development sites, the standards also establish requirements for the design and arrangement of blocks, streets, open space networks and types, and street typologies. By establishing clear, objective requirements, the ODDS ensure that new development supports walkability and the desired urban form and meets infrastructure and safety considerations.

However, the ODDS are optional and applicants may continue to use the base zones (e.g., Medium Density Residential MDR) for future development.

Regulating Plan

Establish a Regulating Plan that defines the hierarchy of physical environments within the Plan Area. Through the designation of transect zones, the Regulating Plan provides the spatial and organizational structure needed to translate Lincoln Downtown Master Plan's vision into a physical framework. These zones guide the form and character of development and ensures that growth aligns with the desired urban pattern.

7.3 Funding + Financing Tools

As discussed in Chapter 6 (Infrastructure and Utilities), infill development in Downtown Lincoln poses two related challenges: the cost individual projects face when retrofitting aging infrastructure, and the uncertainty that comes with not knowing the condition of that infrastructure ahead of time. The public sector can help address both by assessing and investing in infrastructure improvements at the district scale, using financing tools that individual developers don't have access to. This section describes four such tools — Community Revitalization and Investment Authorities (CRIAs), Business Improvement Districts (BIDs), Property-Based Business Improvement Districts (PBIDs), and Enhanced Infrastructure Financing Districts (EIFDs).

Community Revitalization and Investment Authority (CRIA)

A CRIA is a tax increment financing district aimed at funding affordable housing and other infrastructure improvements. Forming one requires a formal designation of “disadvantaged community” status so CRIAs come with more restrictive eligibility criteria and heavier administrative and reporting burdens than the other tools described here.

Business Improvement District (BID)

A BID is an assessment district formed by businesses in a defined area to fund shared services and improvements — security, maintenance, streetscape upkeep, marketing — that support the district's economic vitality. Since BIDs are funded by assessments on business owners rather than property tax revenue, they're generally faster and simpler to set up than other value capture districts, though they tend to generate less funding overall.

Property-Based Business Improvement District (PBID)

A PBID works much like a BID, but funded by property owners instead of businesses. As with a BID, funding isn't tied to property tax revenue, and the resulting pool of money is typically smaller than what a tax increment financing district could generate. Property owners decide what the assessment pays for, providing a direct benefit to those funding the district.

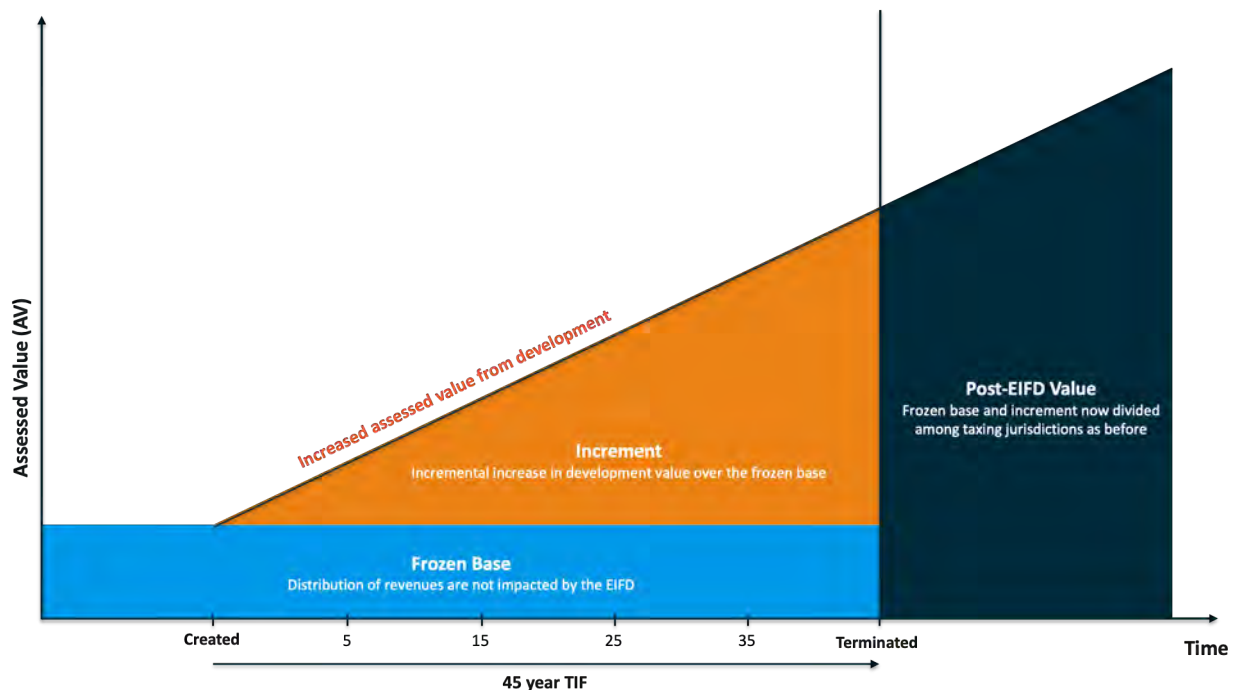
Enhanced Infrastructure Financing District (EIFD)

An EIFD is a form of value capture available to California cities and counties. When one is established, the assessed value of properties within the district is frozen at its current level. As development occurs and property values rise, the resulting growth in tax revenue — the “tax increment” — is redirected into a separate fund to pay for public improvements, rather than distributed to the taxing agencies that would otherwise receive it.

Two features are worth noting. First, an EIFD doesn't create a new tax or raise existing rates — it redirects future revenue growth that wouldn't exist without the development the district supports. Second, participation by other taxing entities, such as the

County, is voluntary; each one decides independently whether to contribute its share of future tax increment. State law bars school and community college districts from participating.

Redirected revenue can be spent on a pay-as-you-go basis as it accumulates, or used to support bond issuance, letting a jurisdiction borrow against anticipated future revenue to fund larger improvements sooner. EIFDs can fund a wide range of capital improvements — roads, water and sewer infrastructure, parks, affordable housing — and can operate for up to 45 years from the date bonds or other debt are first issued.



EIFD Case Study: Downtown Lincoln

Of all the mechanisms discussed above, an EIFD has the greatest potential to help Lincoln overcome the infrastructure challenges discussed in Chapter 6 (Infrastructure and Utilities). The following case study considers what it would take for an EIFD to make a meaningful impact. It uses the infrastructure conditions assessment from the previous chapter and a corresponding EIFD revenue model to explore a several funding scenarios.

Infrastructure Costs

Over a 50-year planning horizon, upgrading Downtown Lincoln's water, sewer, storm drain, and roadway infrastructure is estimated to cost approximately \$44.35 million:

Table 7.3.1. Infrastructure Costs

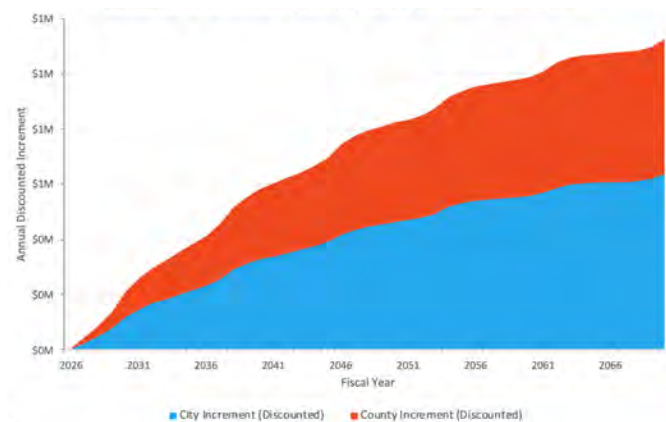
System	Estimated Cost
Water (O&M + Capital)	\$10.45 million
Sewer (O&M + Capital)	\$6.4 million
Storm Drain (O&M)	\$8.2 million
Roads (O&M)	\$19.3 million
Total	\$44.35 million

More than 70 percent of this need falls within the first 10 years, so a pay-as-you-go approach alone likely wouldn't be enough — bond issuance would probably be needed to fund these early, high-priority repairs.

Revenue Potential

When the EIFD is established, existing value in the district is considered “frozen” meaning the revenue it generates is off limits to the EIFD. As development occurs and existing properties appreciate, that additional value or “increment” is what the EIFD potentially has access to. Potential EIFD revenue was modeled under a conservative assumption of 50 percent buildout over 45 years, with full City of Lincoln participation. This means that 100 percent of what would have gone to the City's General Fund from the increment, is now captured by the EIFD every year for 45 years. Because Placer County holds a larger share of the property tax base in this area than the City does, the County's participation has a significant effect on total revenue potential. As the Figure 7.3.1. (Discounted TIF Increment Captured, by Year - 50% County Participation) shows, even at 50 percent County participation, the County's contribution doubles the EIFD's projected revenue.

Figure 7.3.1. Discounted TIF Increment Captured, by Year - 50% County Participation



\$31.8M

Key Assumptions

Scenario	Preferred - Medium
Buildout	50%
Growth curve	Real estate cycle
County participation	50%
EIFD length	45 years
Property value appreciation	2.00% / yr
Discount rate	3.00%

The following scenarios were run to explore what different levels of County participation would mean for the total revenue the district could generate. In the table below, County percentages represent the share of the County's AB 8 allocation of the 1 percent property tax (within the applicable Tax Rate Areas) contributed to the EIFD.

Table 7.3.2. Scenarios and 45-Year Discounted Revenue

Scenario	45-Year Discounted Revenue
City participates fully; County does not participate	\$17.8 million
City participates fully; County contributes 10%	\$20.7 million
City participates fully; County contributes 50%	\$31.8 million
City participates fully; County contributes 100%	\$45.6 million

Full County participation could more than double the revenue available for infrastructure improvements compared to the City acting alone.

Key Findings

Three things stand out from this analysis. First, County participation is critical to the financial viability of an EIFD in Downtown Lincoln — without it, the district is unlikely to generate enough revenue to cover the full cost of needed improvements. Second, the outcome depends heavily on how successful infill development turns out to be. Unlike a single master-planned project with one landowner, Downtown Lincoln involves thousands of individual property owners whose redevelopment timelines can't be predicted with much certainty; the estimates here are intentionally conservative, and stronger-than-expected development could generate meaningfully more revenue. Third, given how concentrated the infrastructure needs are in the district's early years, the EIFD would likely need to take on debt to cover high up-front costs rather than relying solely on revenue as it accumulates.

Steps to Establish an EIFD

Forming an EIFD typically takes 12 to 18 months and follows a defined public process:

Table 7.3.3. Steps to Establish an EIFD

Step	Description
Evaluate Feasibility	Establish a team to determine the district boundaries, estimate future assessed values and tax increment, and identify eligible projects.
Conduct Outreach	Engage elected officials, taxing entities, residents, and property owners to explain the purpose of EIFDs.
Initiate Formal Process	Select Public Financing Authority (PFA) members, adopt a Resolution of Intention to form the EIFD, and send notices to taxing entities and property owners.
Draft Infrastructure Finance Plan (IFP)	Prepare a draft plan identifying the EIFD boundary, proposed projects, tax increment assumptions (including participating tax entities and contribution rates), and financing timeline.
Public Review and Hearings	Hold a minimum of two public hearings to present the draft IFP and determine whether there's sufficient support to form the EIFD. If less than 25 percent of eligible landowners and residents protest, the PFA can move forward to adopt the IFP; if 25–50 percent protest, an election is required; if more than 50 percent protest, the EIFD can't proceed.
Final Approval and Formation	All participating taxing entities must approve the IFP. The PFA formally adopts the plan and forms the EIFD following the second hearing or a protest election.

As this case study shows, an EIFD for Downtown Lincoln has the potential to play a major role in financing district-wide infrastructure improvements. These improvements are essential to unlocking the infill potential of Downtown and surrounding neighborhoods. Were the City to move forward, next steps would include refining the cost and revenue assumptions above and proceeding through this formation process — including formal outreach to Placer County, given how much its participation matters to the district's financial viability.



Appendix A

Existing Conditions

A.1 Market Conditions + Economic Profile

A.2 Infrastructure + Utilities



A.1 Market Conditions + Economic Profile



Market Conditions and Economic Profile

City of Lincoln

Downtown Lincoln
Master Plan + ODDS



Downtown Lincoln as A Thriving Destination

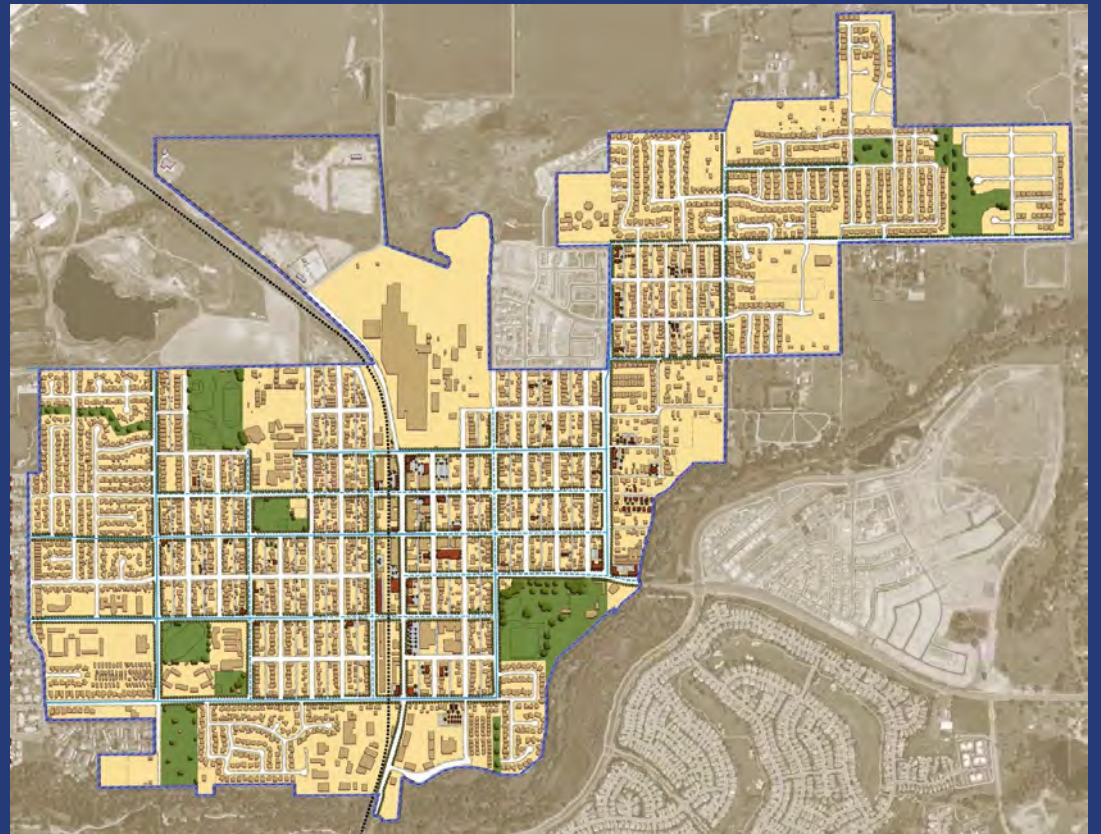
- Daily destinations
- Mix of uses
- Walkable
- SACOG "Green Zone"



What Could Be

An infill-focused vision.

- Capacity for:
 - 1,300 dwelling units
 - 1.1 million sqft of commercial space



How does Downtown Lincoln compare to its peers?

Woodland, CA
Pop: 61,123



Davis, CA
Pop: 65,832



Lodi, CA
Pop: 67,679



Lincoln, CA
Pop: 54,538



Comparing 20-minute walk sheds

Woodland, CA



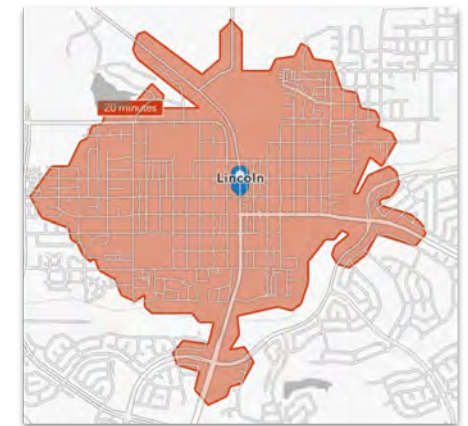
Davis, CA



Lodi, CA

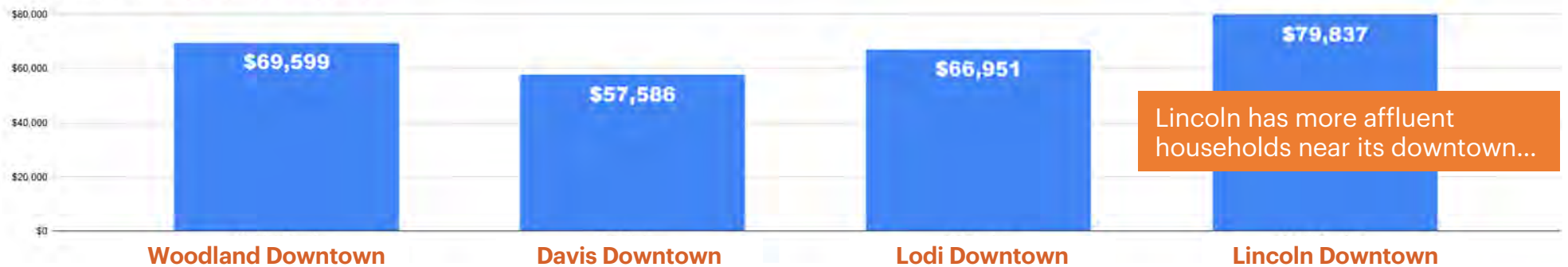


Lincoln, CA



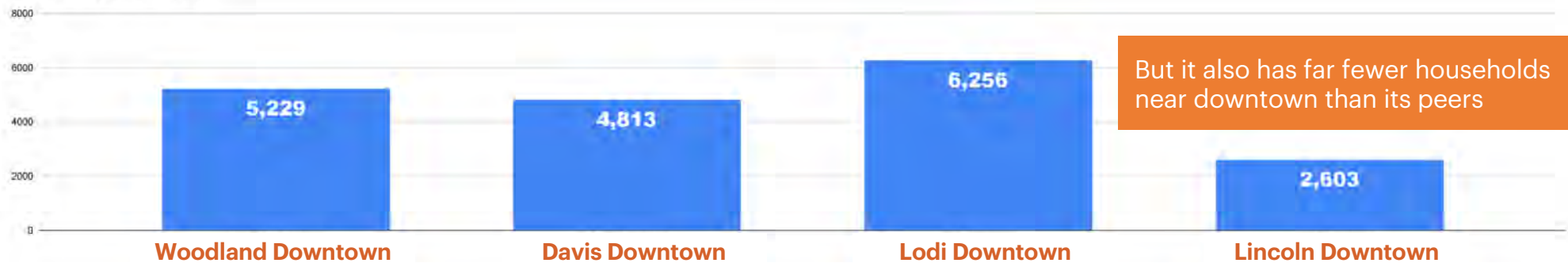
What is holding Downtown Lincoln back?

2024 Median Household Income



Lincoln has more affluent households near its downtown...

2024 Households



But it also has far fewer households near downtown than its peers

Retail follows Rooftops

- Business activity is closely related to housing
- The greater the population served by a commercial area, the more it thrives
- To become more like its peers, Lincoln needs to roughly double business activity in its Downtown
- To do so, it needs to add more socioeconomically diverse households in and around Downtown
- The key to achieving this: more attainable housing





Encouraging Infill: Regulatory Reforms



Infill Development Challenges

INFILL DEVELOPMENT

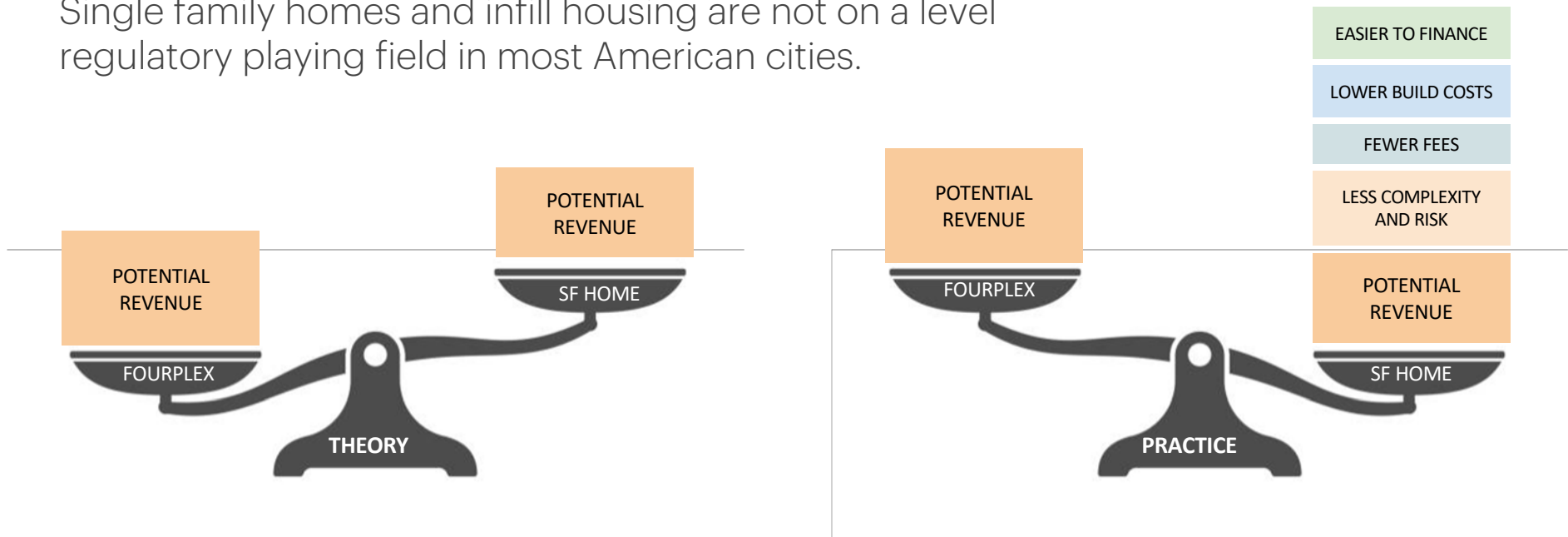


Challenges

- **Financing (if no comparables)**
- **Regulatory (permitting, rezoning)**
- **Cost (infrastructure, remediation)**
- **Complexity of construction**
- **Neighborhood resistance**

Don't Just Allow, Encourage

Single family homes and infill housing are not on a level regulatory playing field in most American cities.



To truly enable infill housing requires incentives and regulations that stack the deck in favor of multi-unit development.

There are 2 Key Levers that can help

**Lever 1:
Reduce parking requirements**



**Lever 2:
Allow more units per lot**



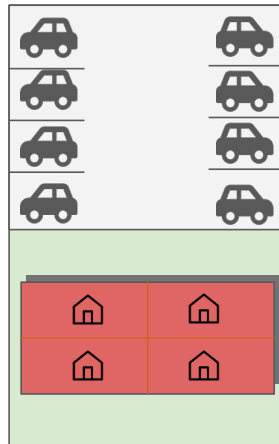
Lever 1: Reduce parking requirements

FOURPLEX

On small infill sites, parking competes with leasable area.

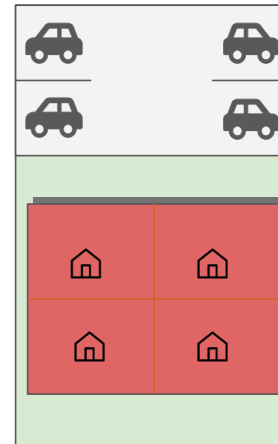
With less parking, larger units are possible leading to a more feasible project.

2 spaces/unit



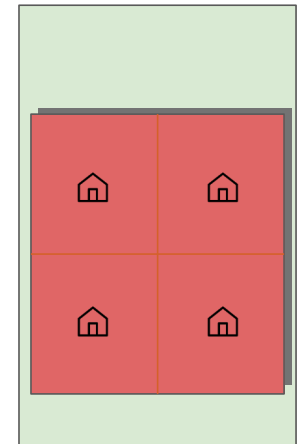
Lot Size: 5,000 SF
Avg Unit Size: 700 SF
Project Return*: **8.8%**

1 space/unit



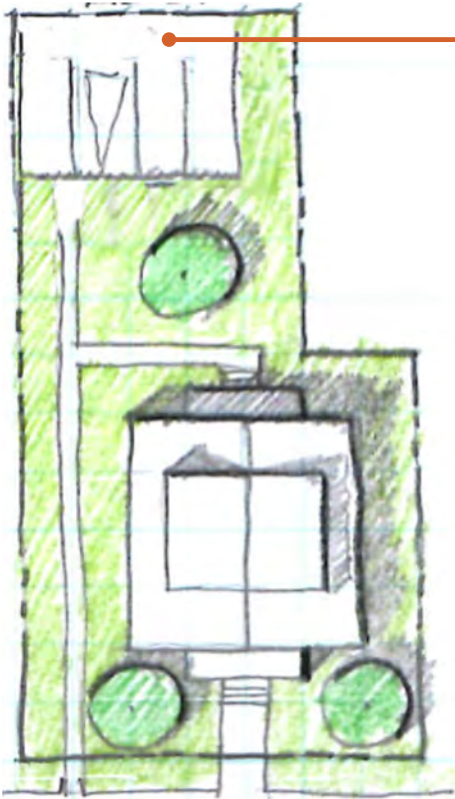
Lot Size: 5,000 SF
Avg Unit Size: 1,000 SF
Project Return: **10.5%**

0 spaces/unit



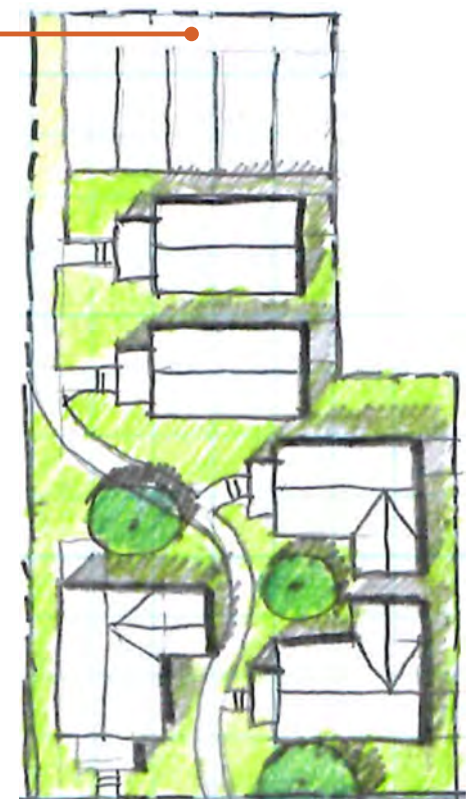
Lot Size: 5,000 SF
Avg Unit Size: 1,200 SF
Project Return: **11.3%**

Lever 2: Allow more units per lot



	Duplex	Cottage Court
Lot Size	5,500	5,500
Lot Price	\$220,000	\$220,000
Units	2	5
Avg. Unit Size	1,600 sqft	1,000 sqft
Rate of Return	20%	20%
Feasible Sales Price	\$908,000	\$440,000

Increasing density allowances on lots, allows for smaller units to be offered at lower cost



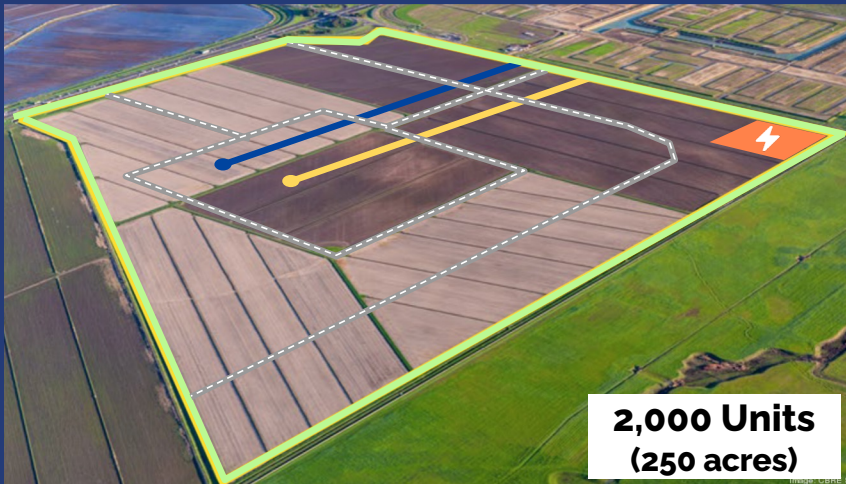


Encouraging Infill: Infrastructure



Greenfield vs Infill Development

Greenfield Development



Impact Fees (\$30M)
Roads (\$17M)
Water Main (\$4M)
Trunk Sewer Line (\$8M)
Electric Substation (\$6M)

\$70.0M
\$35,000/Unit
8% of Project Cost

Infill Development



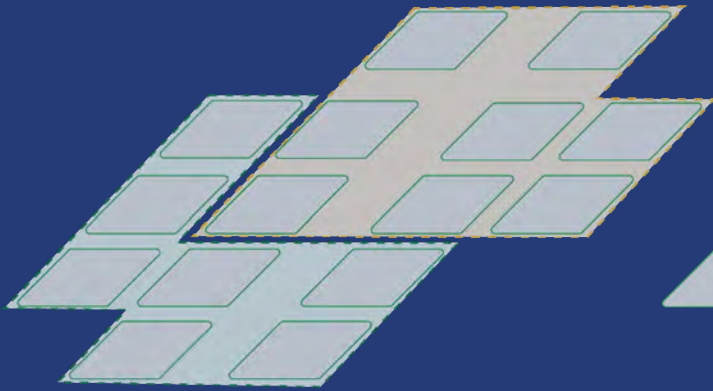
Impact Fees (\$1.8M)
Water Main Repair (\$1M)
Sewer Rebuild (\$2M)
Undergrounding (\$200K)

\$5.1M
\$43,000/Unit
17% of Project Cost

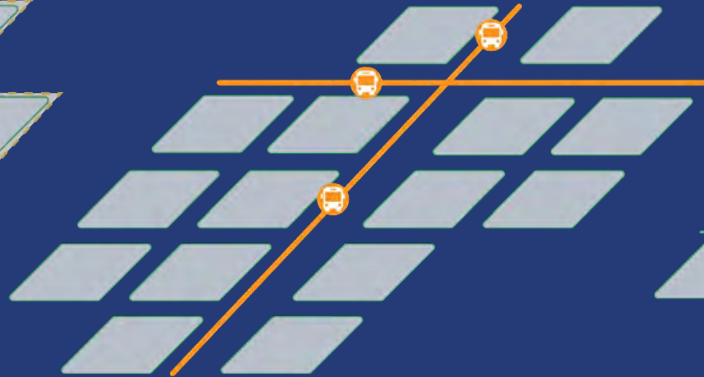
Unexpected Costs

The Public Sector's Role

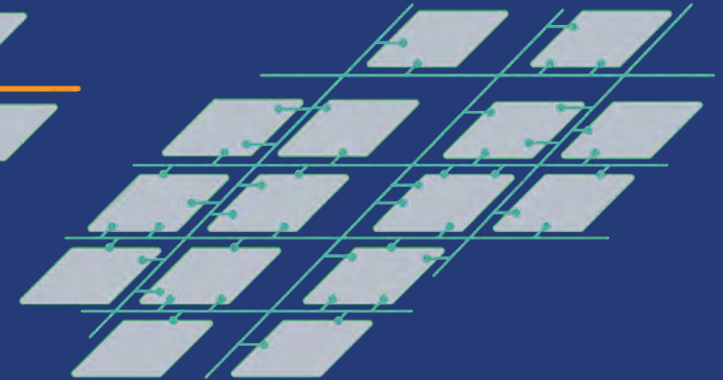
Public Sector Investment Creates the Needed Groundwork for Growth



Land Use and
Zoning



Transportation
Investments



Development
Infrastructure

Community Revitalization Investment Authority (CRIA)

A type of tax increment financing district

- **Increases funding for and production of affordable housing in disadvantaged communities (as well as other types of infrastructure projects)**
- **Have affordable housing set aside of 25% and power of eminent domain for 12 years**

Criteria for disadvantaged communities to qualify:



- **Areas with high unemployment or high crime rates**
- **Neighborhoods with deteriorated infrastructure**
- **Areas with significantly lower median household income**

Business Improvement District (BID)

Special assessment district established by local businesses and property owners

- **Funds services, projects, and activities that improve the overall viability of business districts**
- **Funded through assessments levied on businesses in the district**
- **Results in higher property values, occupancies and sales**

Services can include:

- **Economic development**
- **Parking or transportation management**
- **Infrastructure maintenance and security**
- **Beautification and cleanliness of streets**
- **Capital improvements**
- **Marketing, promotion, business attraction**
- **Sponsoring special events**



Property-Based Business Improvement District (PBID)

Similar to a BID, but funded by property owners rather than businesses

- **Funded by assessments on property ownership rather than businesses**
- **Services chosen by property owners to provide direct benefits to those who pay into the PBID**
- **Results in higher property values and sales volumes**

Services provided are similar to BID:



- **Maintenance and security**
- **Parking or transportation management**
- **Beautification and cleanliness of streets**
- **Capital improvements**
- **Marketing, promotion, business attraction**

Enhanced Infrastructure Financing District (EIFD)

A unique California form of tax increment financing (TIF) that cities and counties can utilize to help fund a wide range of development projects

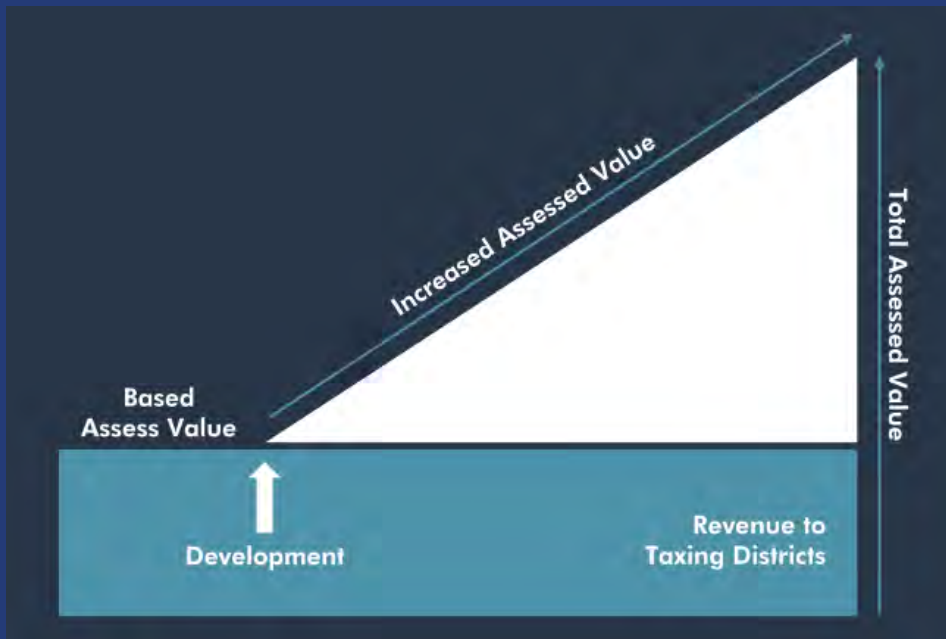
- Does not increase taxes, but changes where revenue is allocated
- Participation of other taxing jurisdictions is optional
- Can be used to finance bonds and pay for investments up-front

Can be used to fund:



- Community-serving infrastructure capital and maintenance costs
- Climate change adaptation projects
- Parks and recreation facilities
- Childcare facilities
- Affordable housing

How does and EIFD raise revenue?



EIFDs do not create a new tax. They lock in the existing revenue that taxing jurisdictions receive and divert future revenue increases to be invested in a defined area, the EIFD boundary.

What are the limitations on EIFDs?

- Taxing jurisdictions must opt-in (cannot be compelled to participate)
- School and community college districts cannot participate
- Housing funded by the EIFD must be affordable
- Maximum term is 45 years from first bond issuance
- Robust Community Engagement Process to form an EIFD, takes on average 12-18 months



EIFD Revenue Model



Vision Buildout
Assumptions



Added Assessed
Value



Absorption
Assumptions



Captured
Revenue





EIFD Revenue Model



Assumptions

- 45-year horizon
- 2% annual taxable value appreciation
- 3% discount rate
- Adjustable buildout percentage (50% baseline assumption)
- Adjustable City and County participation
- Adjustable absorption assumptions

Infrastructure Cost Estimates



Cost of improvements (rounded) over 50-year planning horizon:

- o Water - \$10,450,000
- o Sewer - \$6,400,000
- o Storm - \$8,200,000
- o Roads - \$19,300,000
- o TOTAL - \$44,350,000

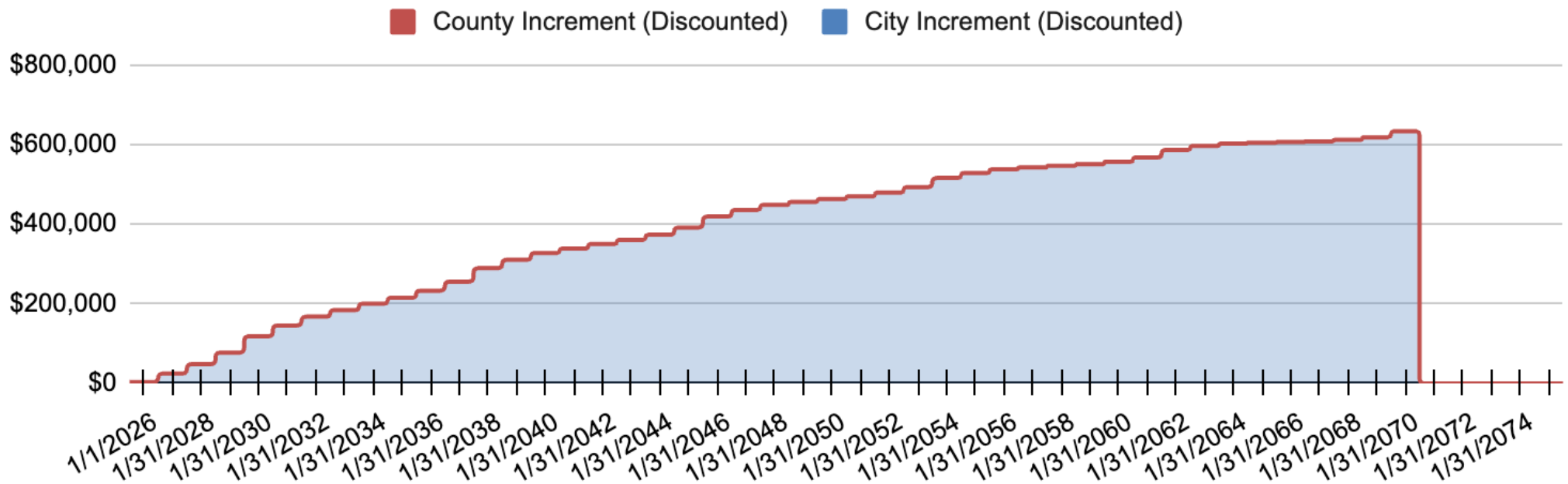
EIFD Revenue Model (50% Buildout)



City of Lincoln Participation: 100%

Placer County Participation: 0%

45-Year Discounted Revenue: 17.8M



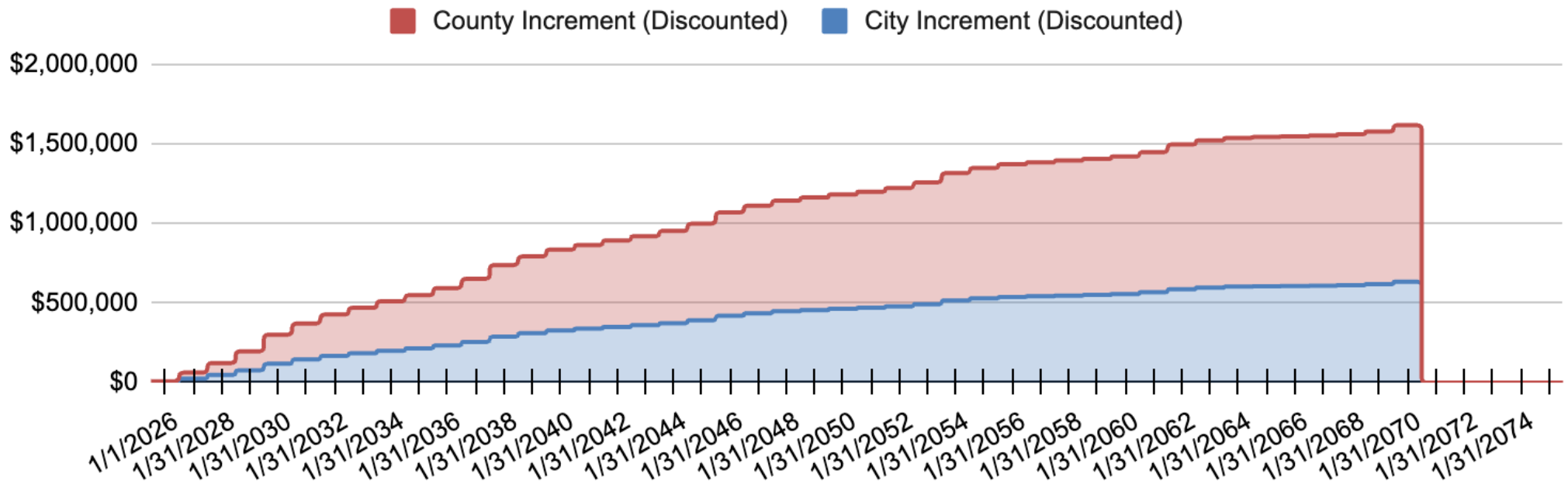
EIFD Revenue Model (50% Buildout)



City of Lincoln Participation: 100%

Placer County Participation: 100%

45-Year Discounted Revenue: 45.6M

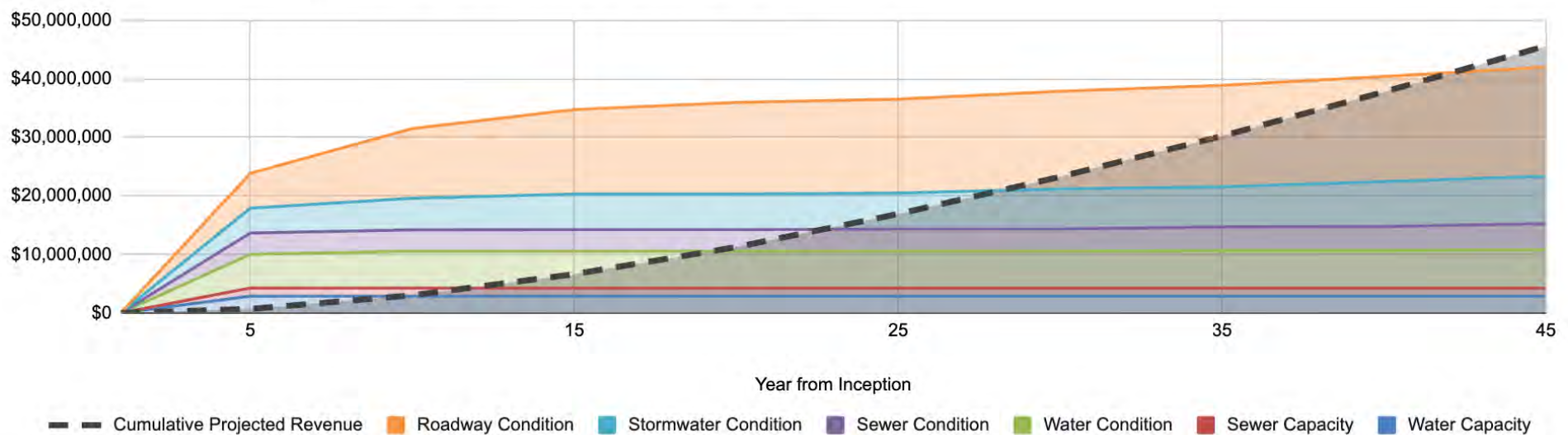


Pay-Go vs Bond



- **Over 70% of infrastructure improvements are needed within 10 years.**
- **Revenue builds slowly, bond issuance likely needed**

Infrastructure Costs vs Projected Revenue (100% County Participation)





Key Findings and Next Steps

Findings:

- County participation is critical
- Outcome is reliant on the success of infill development – lots of uncertainty
- EIFD would need to take on debt to pay for high up-front costs

Potential Next Steps:

- Refine analysis and assumptions, identify other funding sources, and refine projects
- Conduct outreach (property owners and elected officials)
- Establish a public financing authority (PFA)
- Develop an infrastructure financing plan (IFP)
- Public notice and public hearings
- Other taxing jurisdictions approve



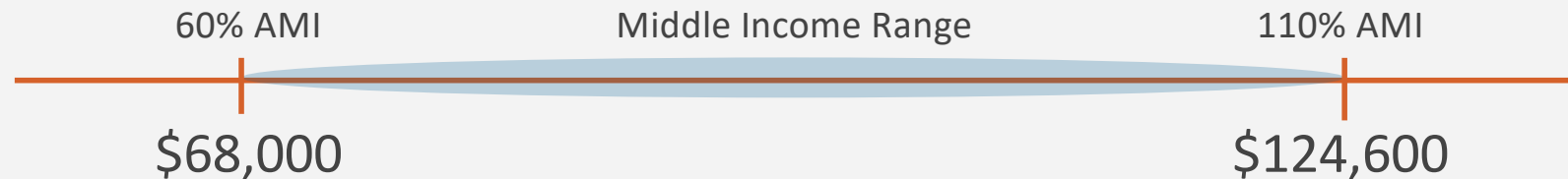
Encouraging Infill: Making it Attainable



Defining "Attainability"

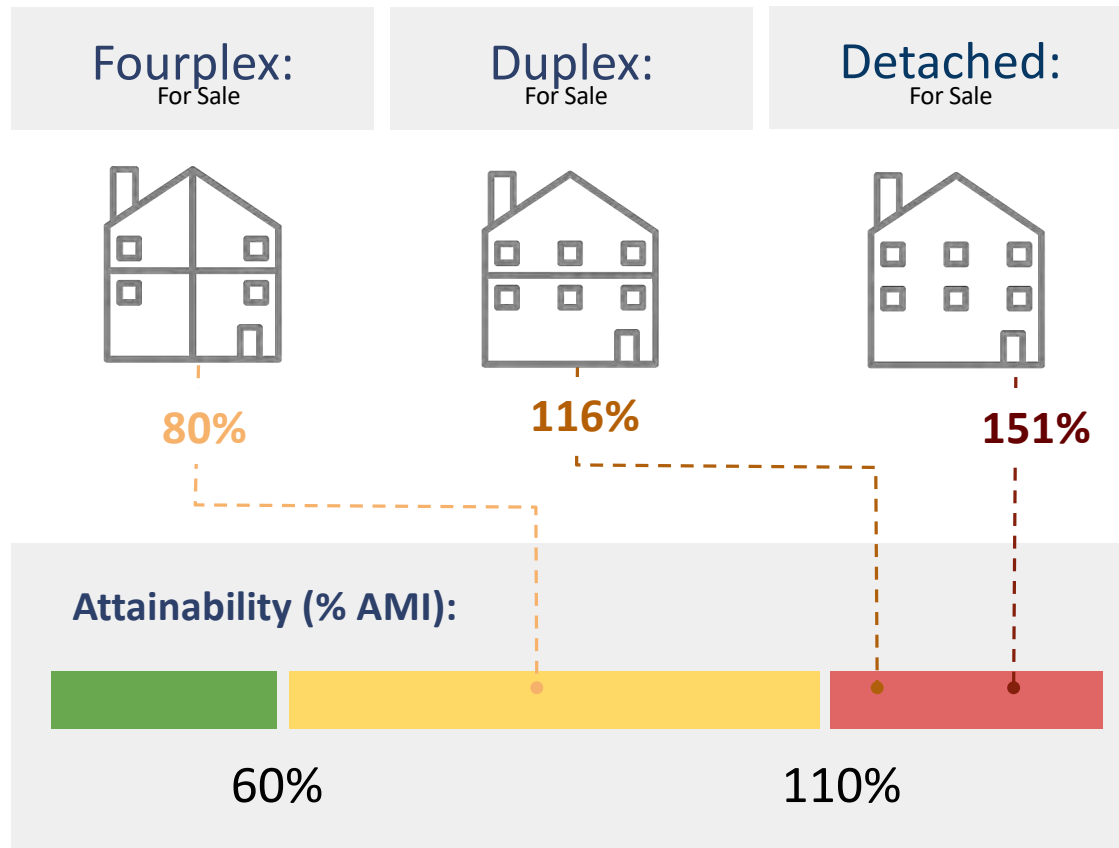
Housing that is "attainable" for a certain income group means it is affordable to own or rent without spending more than 30% of one's income on rent or a mortgage payment.

Middle-income households, are those earning between 60% and 110% of area median income (AMI), adjusted for family size.



Sacramento-Roseville-Arden-Arcade, CA HUD Metro FMR Area for a 4-Person Household FY 2024 Income Limits Summary

Attainability of Different Housing Types



Most of the for-sale housing available in Lincoln today is far out of reach for the region's workforce.

More compact housing could create new opportunities for middle income earners.

Housing for More Socioeconomic Diversity

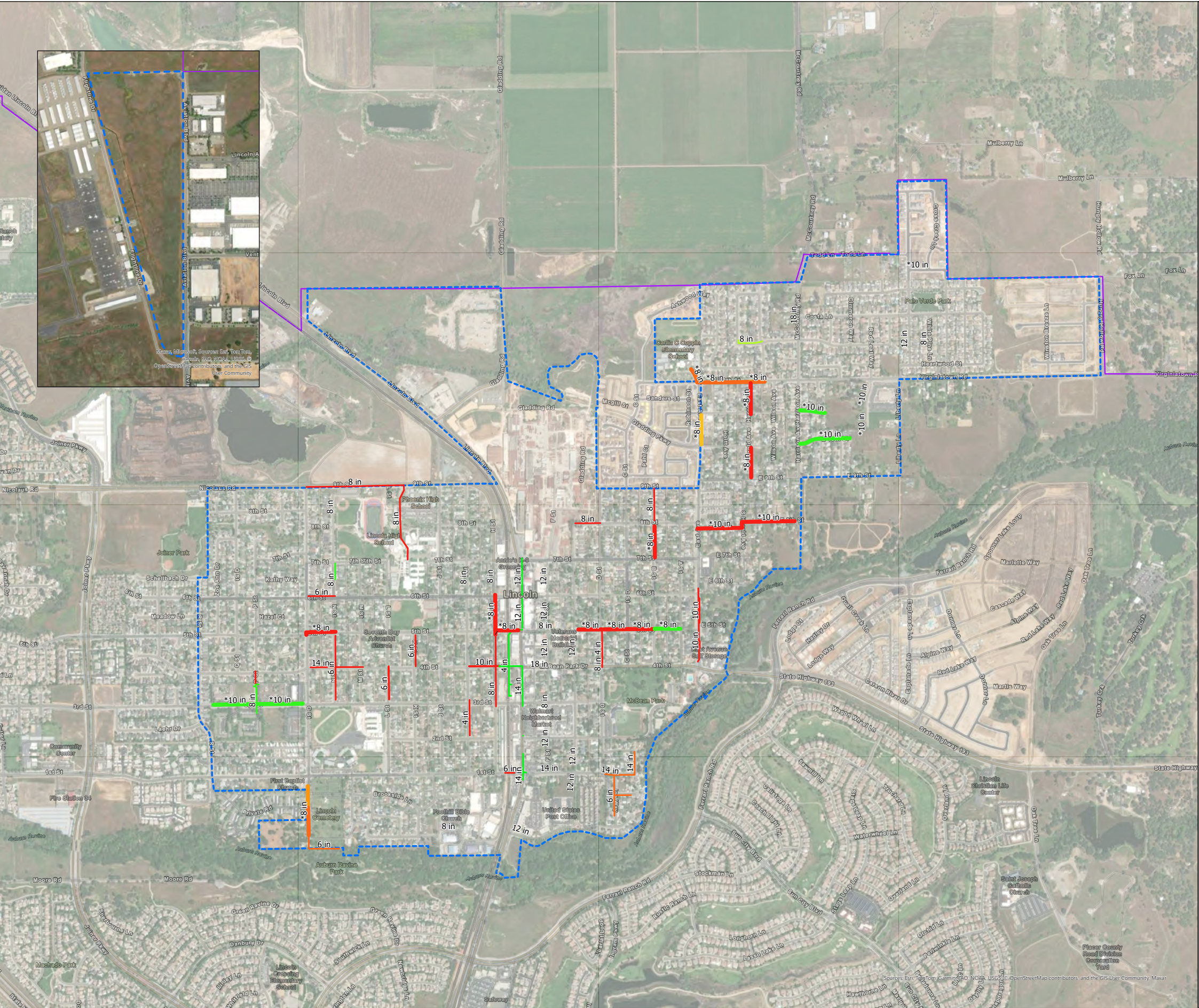
Compact housing types are more attainable than detached homes and provide housing at a cost near 30% of income.

	Teacher	Police Officer	Lawyer
			
Annual Income	\$65,420	\$109,600	\$177,160
Detached Home Cost Burden	65%	49%	30%
Duplex Cost Burden	50%	38%	23%
Fourplex Cost Burden	31%	23%	14%



Downtown Lincoln **Master Plan + ODDS**

A.2 Infrastructure + Utilities



Recommended Water Improvements

Downtown Lincoln Green Zone
Infrastructure Analysis Draft
City of Lincoln, Ca
August 2025

Legend

Water Main
Replacement Year Projection

—	0-5
—	6-10
—	11-15
—	16-20
—	21-25
—	26-30
—	31-35
—	36-40
—	41-45
—	46-50

Project Boundary

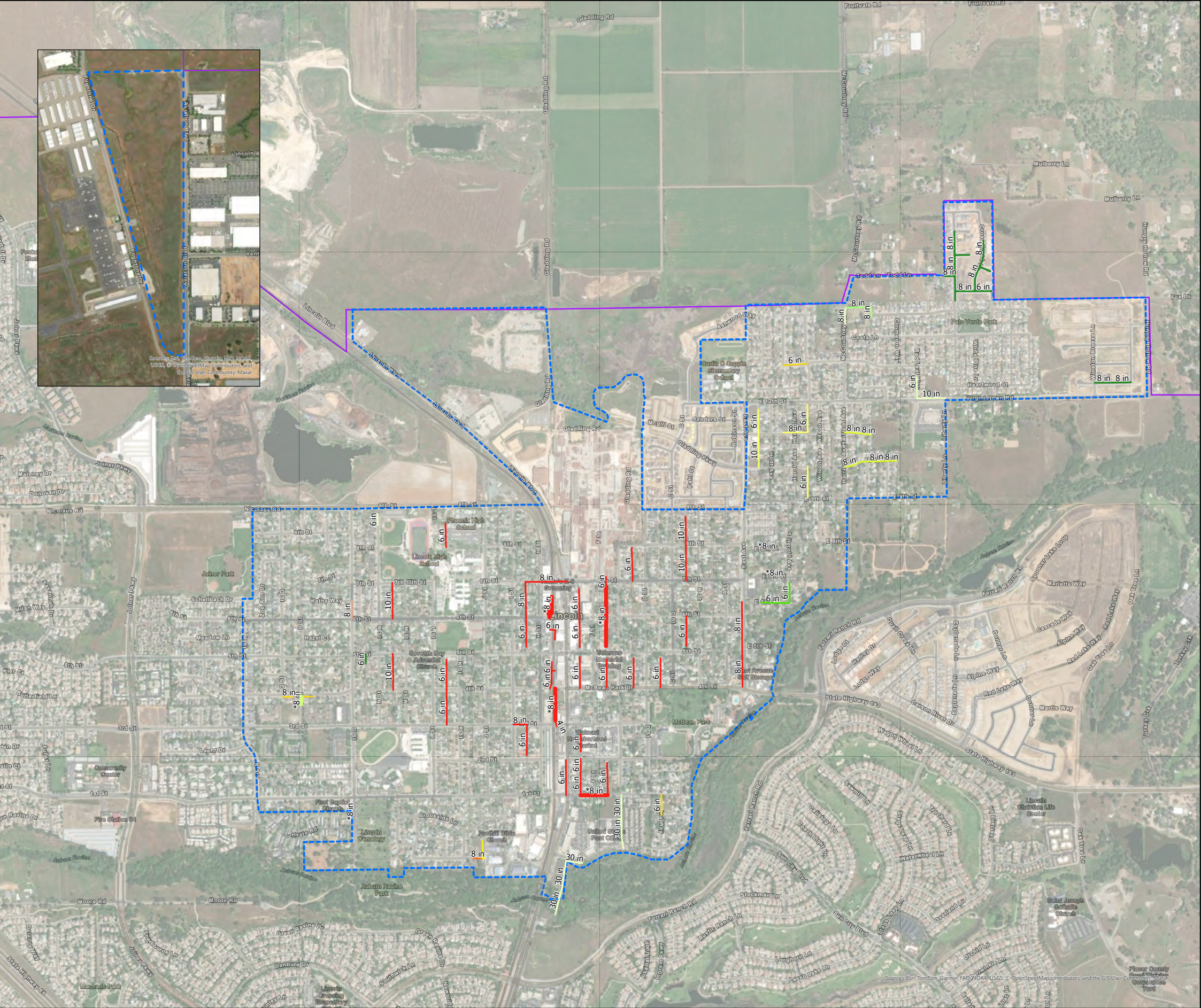
Lincoln City Limit

NOTE: *Upsized Pipe Diameter



0 500 1,000 2,000 Feet





Recommended Sewer Improvements

Downtown Lincoln Green Zone
Infrastructure Analysis Draft
City of Lincoln, Ca
August 2025

Legend

Sewer Pipeline Replacement Year Projection

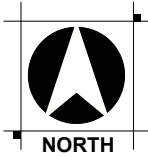
Red line	0-5
Orange line	6-10
Yellow line	11-15
Light green line	16-20
Green line	21-25
Light blue line	26-30
Blue line	31-35
Dark blue line	36-40
Light purple line	41-45
Purple line	46-50

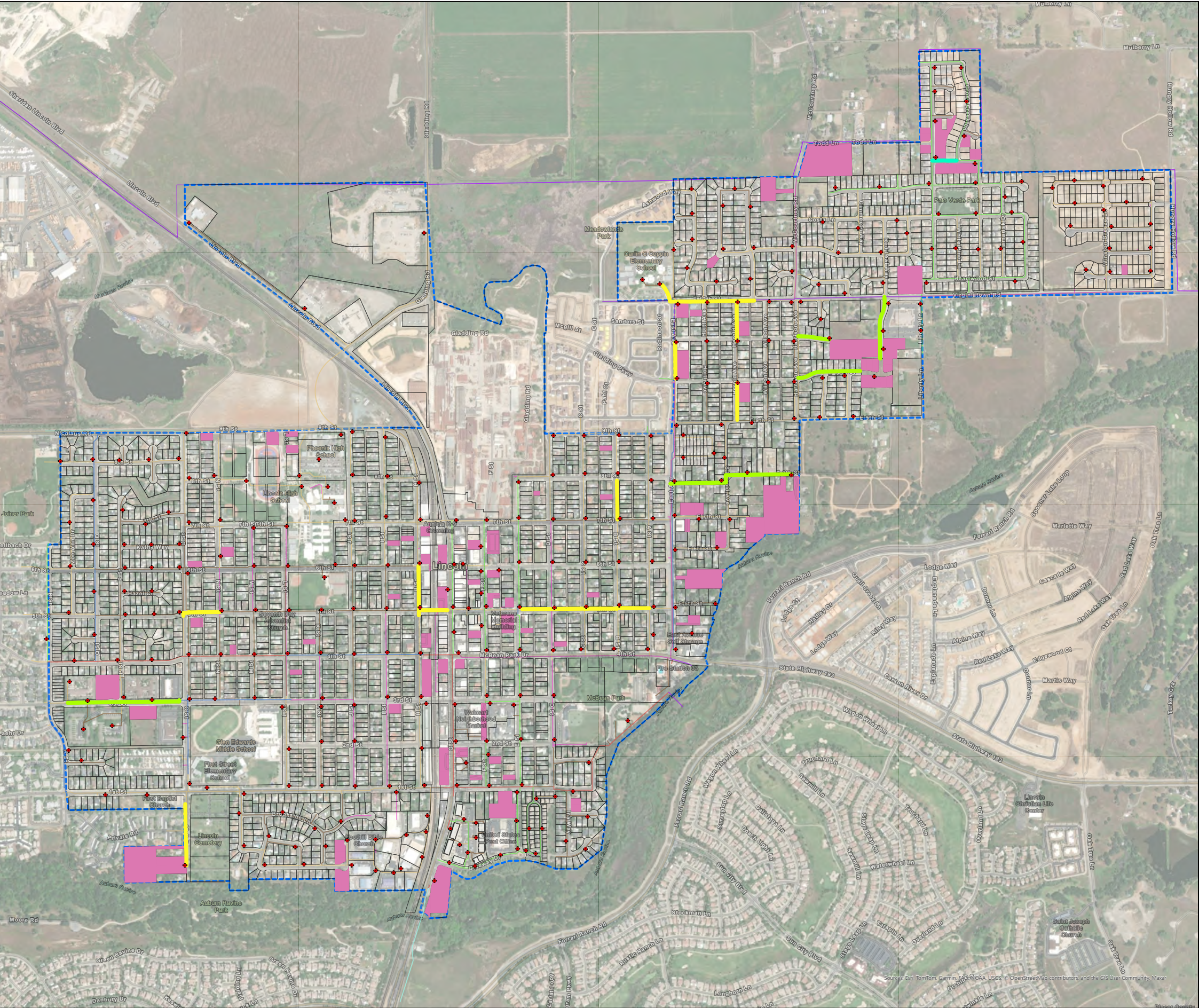
Blue dashed line: Project Boundary

Purple line: Lincoln City Limit

NOTE: *Upsized Pipe Diameter

0 500 1,000 2,000 Feet





WATER UPSIZING RECOMMENDATIONS

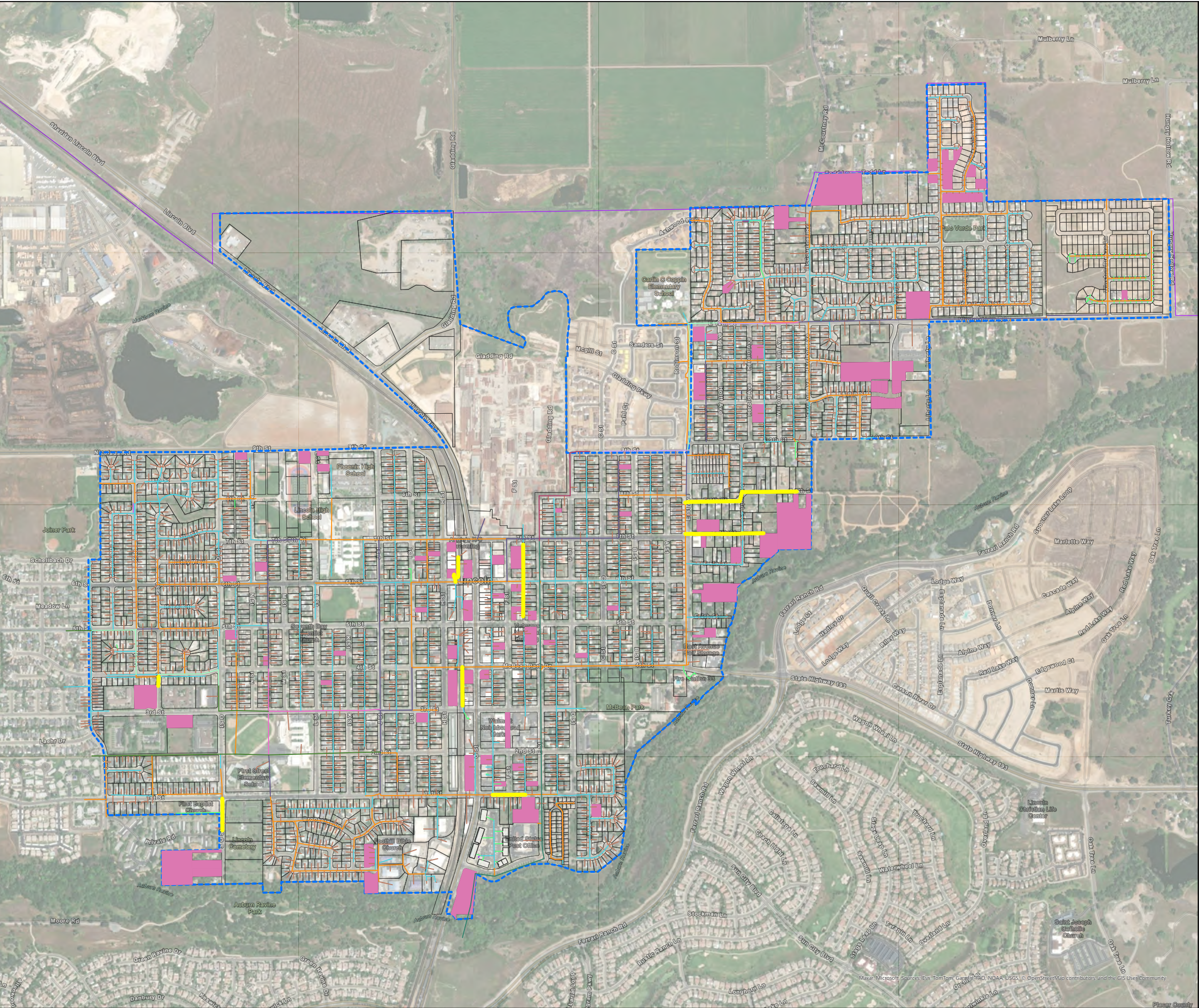
DOWNTOWN LINCOLN GREEN ZONE
INFRASTRUCTURE ANALYSIS REPORT
CITY OF LINCOLN, CA
JULY 2025

- Legend
- Proposed Development Parcels
 - Parcel Lines
 - Existing Water Pipe Diameter
 - 4"
 - 6"
 - 8"
 - 10"
 - 12"
 - 14"
 - 16"
 - 18"
 - 24"
 - Upsized Pipe New Diameter
 - 8
 - 10
 - 12
 - Fire Hydrants
 - Project Boundary
 - Lincoln City Limit



0 500 1,000 2,000 Feet

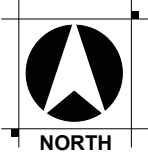




SEWER UPSIZING RECOMMENDATIONS

DOWNTOWN LINCOLN GREEN ZONE
INFRASTRUCTURE ANALYSIS REPORT
CITY OF LINCOLN, CA
JULY 2025

- Legend
- Proposed Development Parcels
 - Parcel Lines
 - Existing Sewer Diameter
 - Unknown
 - 3"
 - 4"
 - 6"
 - 8"
 - 10"
 - 12"
 - 15"
 - 18"
 - 21"
 - 27"
 - 30"
 - 42"
 - 60"
 - Proposed Upsize Pipe
 - 8"
 - Project Boundary
 - Lincoln City Limit



0 500 1,000 2,000 Feet



Recommended Storm Drain
Improvements

Downtown Lincoln Green Zone
Infrastructure Analysis Draft
City of Lincoln, Ca
August 2025

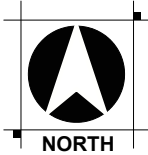
Legend

Storm Pipes

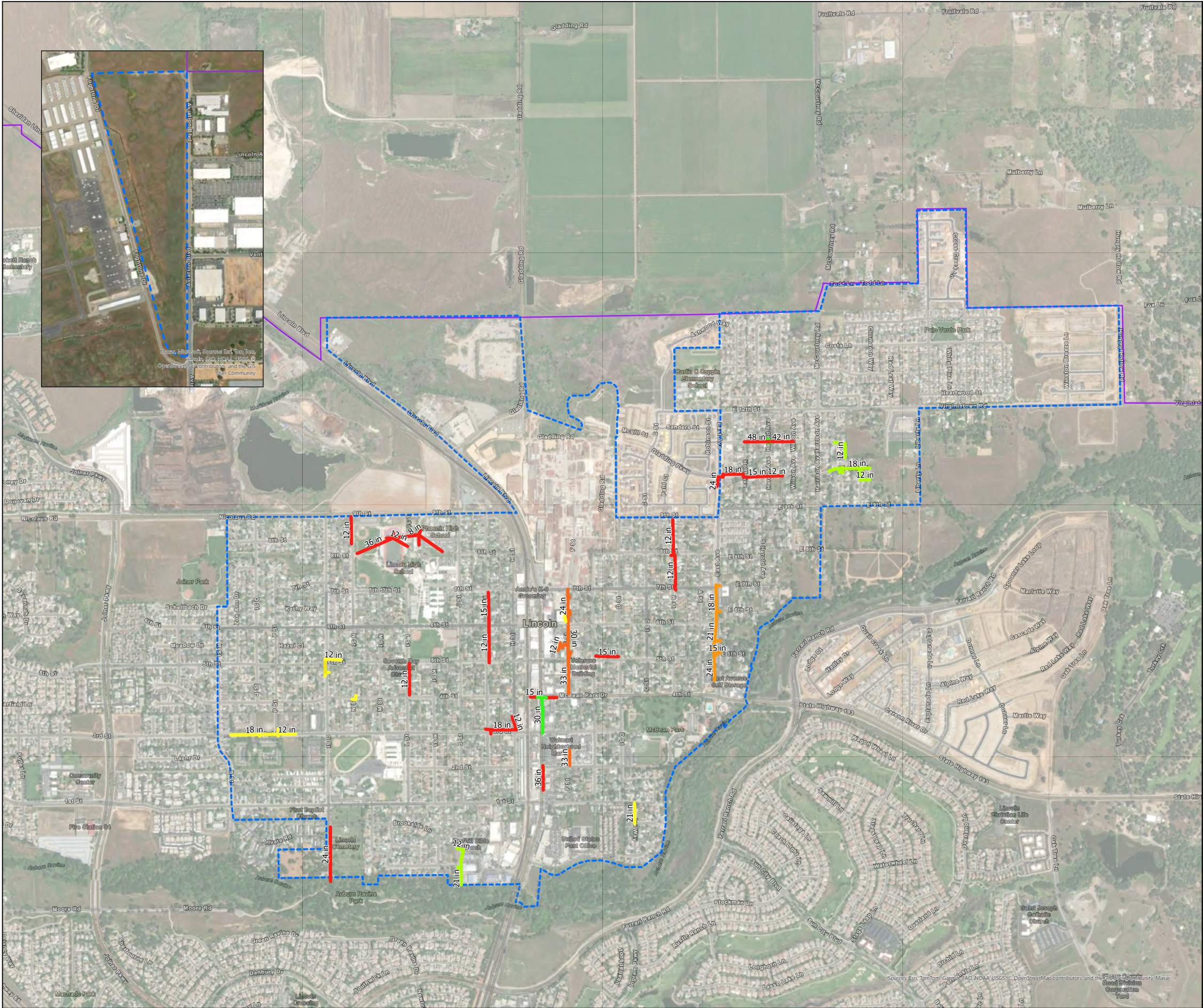
Year Projection

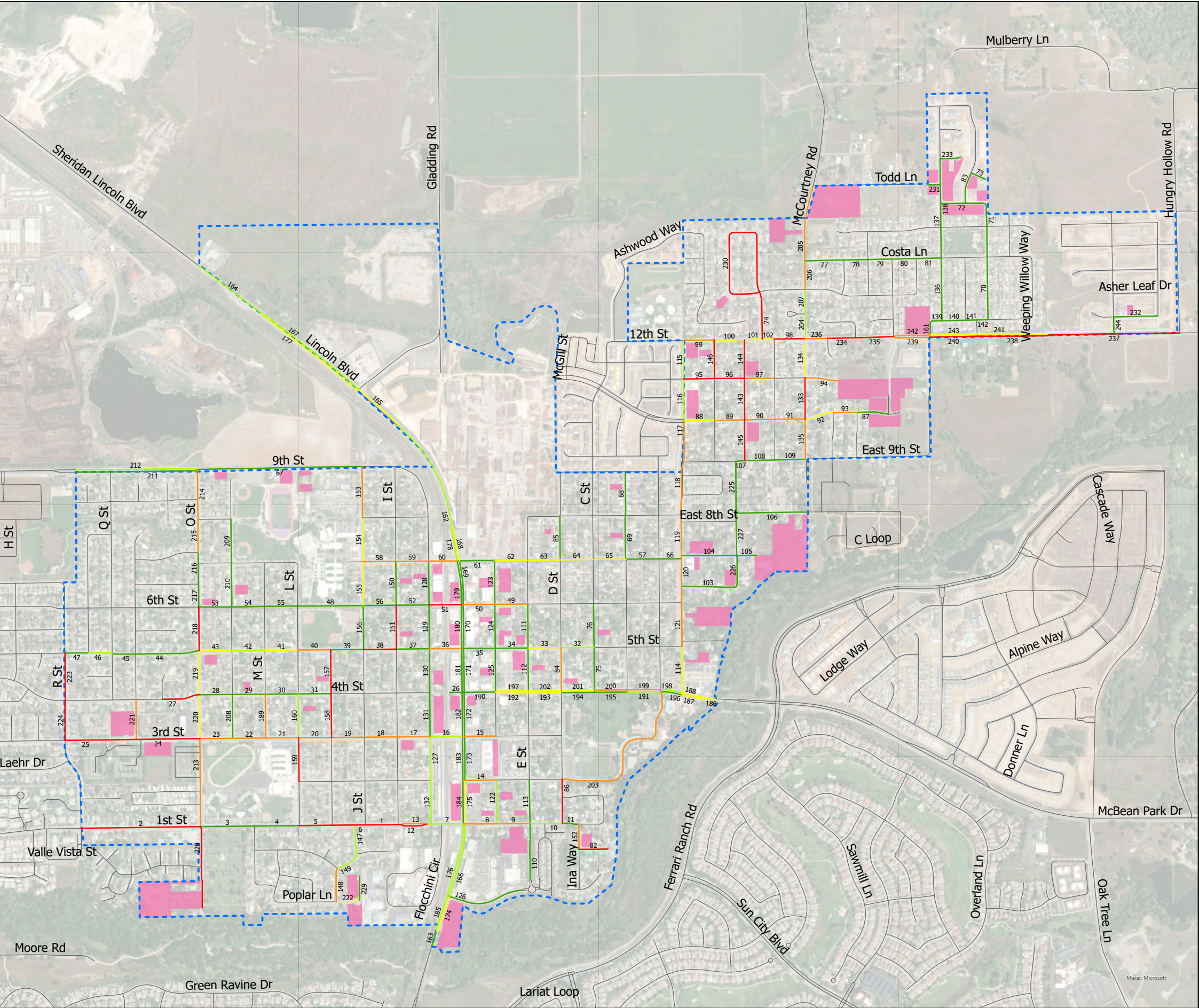
- 0-5
- 6-10
- 11-15
- 16-20
- 21-25
- 26-30
- 31-35
- 36-40
- 41-45
- 46-50

Project Boundary
Lincoln City Limit



0 500 1,000 2,000 Feet



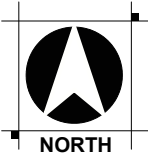


Study Roadway Segments & Pavement Condition Index (PCI)

Downtown Lincoln Green Zone
Infrastructure Analysis Draft
City of Lincoln, Ca
August 2025

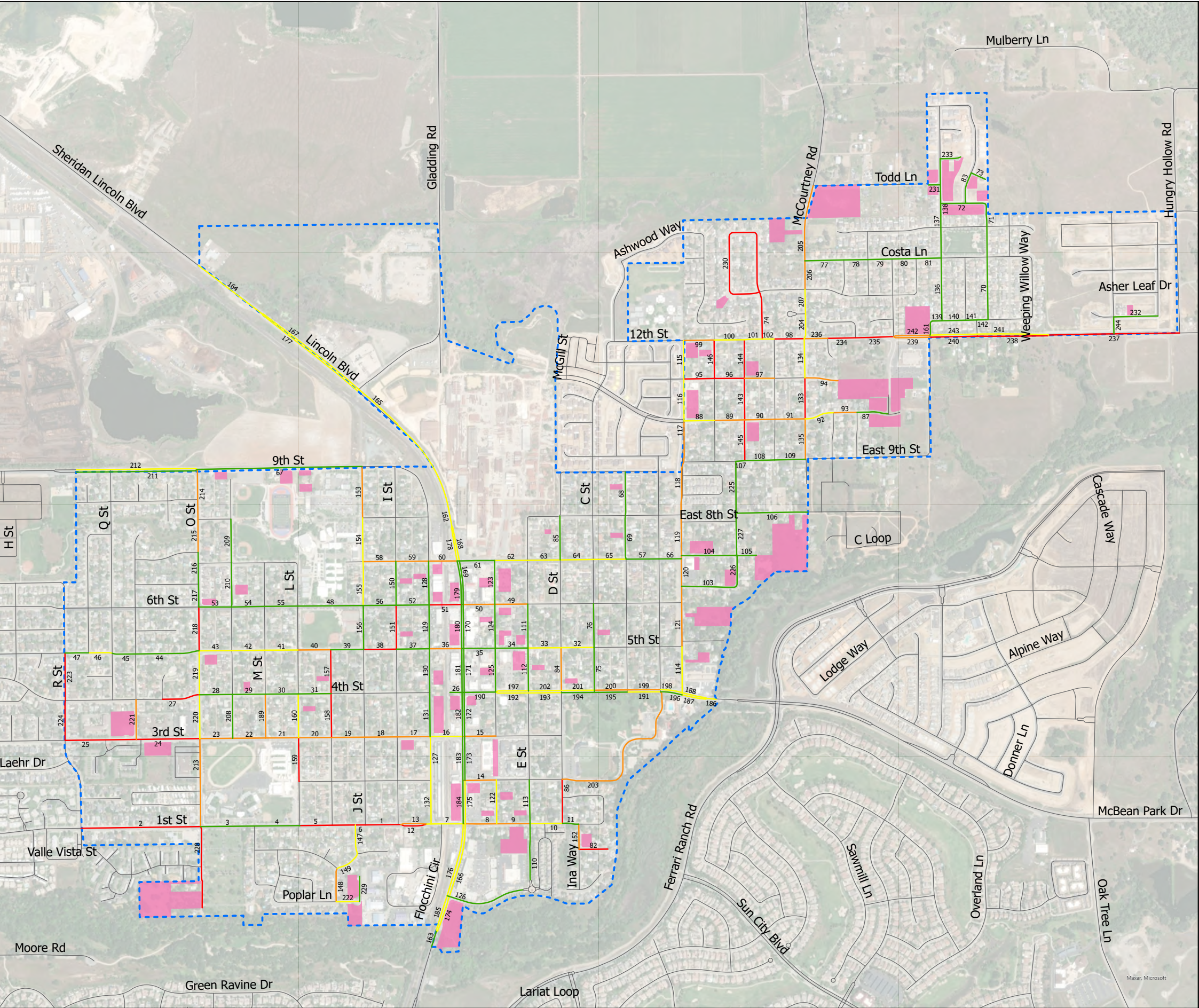
Legend

- Project Limits
- Affordable Housing Parcels
- Pavement Condition (PCI)
- I. Very Good (70-100)
- II. Good (Non-Load Related) (50-69)
- III. Good (Load Related) (59-60)
- IV. Poor (25-49)
- V. Very Poor (0-24)
- # Study Roadway Segment ID



0 0.1 0.2 0.4 Miles





Estimated Remaining Service Life

Downtown Lincoln Green Zone
Infrastructure Analysis Draft
City of Lincoln, Ca
August 2025

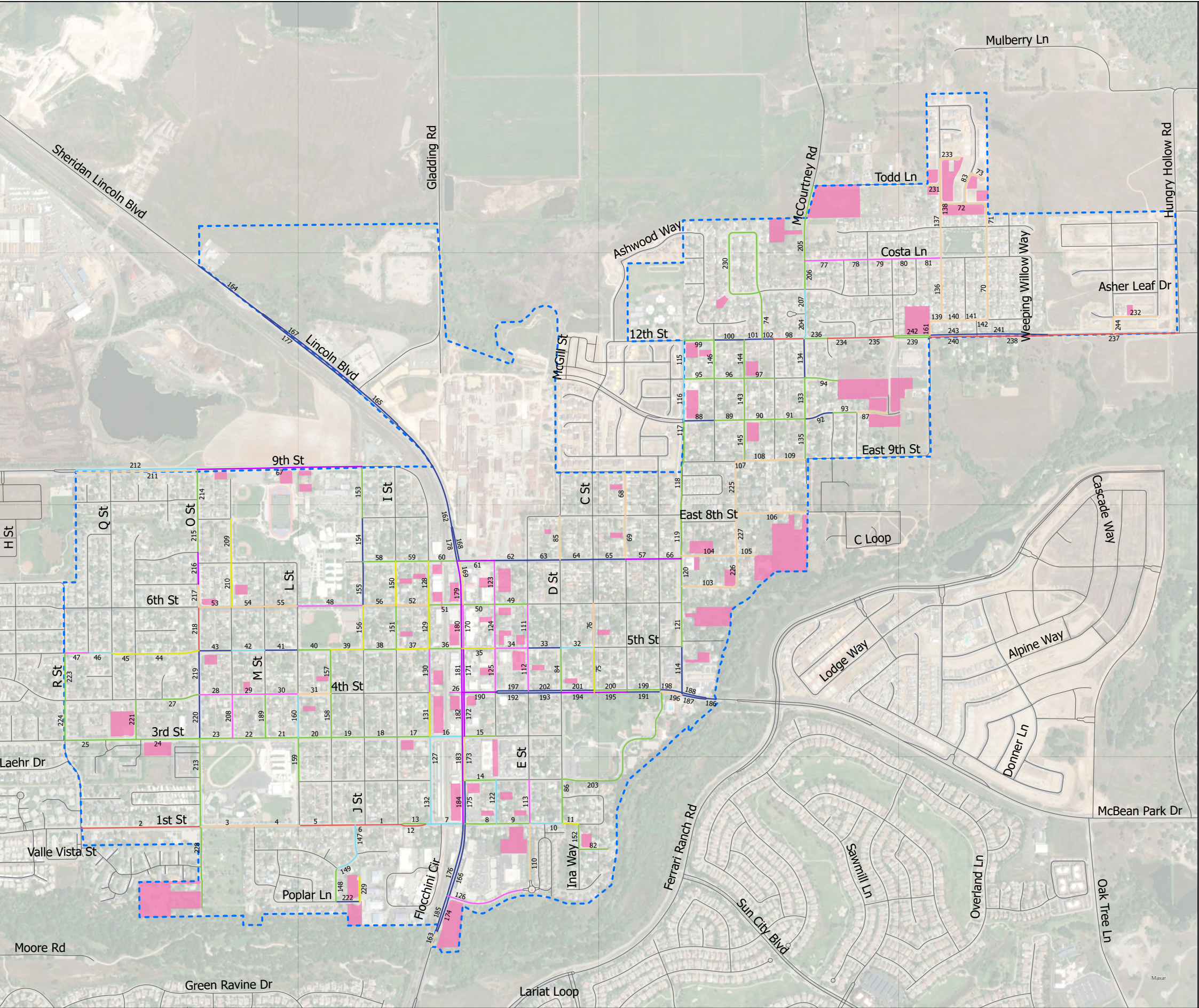
Legend

- Project Limits
- Affordable Housing Parcels
- Remaining Service Life**
- 0-5 Years
- 6-10 Years
- 11-15 Years
- 16-20 Years
- 21-25 Years
- # Study Roadway Segment ID



0 0.1 0.2 0.4 Miles



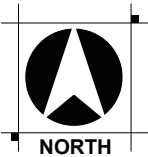


Recommended Treatments to Extend Service Life

Downtown Lincoln Green Zone
Infrastructure Analysis Draft
City of Lincoln, Ca
August 2025

Legend

- Project Limits
- Affordable Housing Parcels
- Treatment
 - 2" HMA OVERLAY
 - 3" HMA OVERLAY
 - 4" HMA WITH 12" FDR
 - CAPE SEAL
 - CRACK TREATMENT- SEAL CRACKS
 - RESTORATION TREATMENT- DO NOTHING
 - SURFACE TREATMENT- MICROSURFACING
 - SURFACE TREATMENT- SLURRY SEAL
- # Study Roadway Segment ID



0 0.1 0.2 0.4 Miles



Water	
Diameter (in)	Cost (\$/LF)
1	\$ 200.00
2	\$ 200.00
3	\$ 200.00
4	\$ 200.00
6	\$ 200.00
8	\$ 250.00
10	\$ 300.00
12	\$ 350.00
14	\$ 380.00
16	\$ 410.00
18	\$ 450.00
24	\$ 520.00

Sewer	
Diameter (in)	Cost (\$/LF)
4	\$ 200.00
6	\$ 225.00
8	\$ 300.00
10	\$ 330.00
12	\$ 360.00
15	\$ 675.00
18	\$ 700.00
21	\$ 740.00
27	\$ 820.00
30	\$ 880.00
42	\$ 1,050.00

Storm Drain	
Diameter (in)	Cost (\$/LF)
4	\$ 200.00
6	\$ 225.00
8	\$ 300.00
10	\$ 320.00
12	\$ 400.00
15	\$ 440.00
16	\$ 460.00
18	\$ 350.00
21	\$ 540.00
24	\$ 380.00
27	\$ 620.00
30	\$ 650.00
33	\$ 675.00
35	\$ 700.00
36	\$ 720.00
38	\$ 740.00
42	\$ 800.00
48	\$ 875.00
54	\$ 950.00
57	\$ 1,000.00
64	\$ 1,100.00
66	\$ 1,125.00

Water - Condition		
Replacement Year Projection (years)		Cost
0	5	\$ 5,751,773
6	10	\$ 542,308
11	15	\$ -
16	20	\$ -
21	25	\$ -
26	30	\$ -
31	35	\$ 91,812
36	40	\$ -
41	45	\$ 175,520
46	50	\$ 1,032,775
Total		\$ 7,594,190

Water - Capacity		
Proposed Pipe Dia (in)	Length	Cost
8	6,005	\$ 1,501,261
10	4,279	\$ 1,283,572
12	265	\$ 92,657
Total	10,548	\$ 2,877,490

Table X
Cost Estimates - Water, Sewer and Storm Drain - DRAFT

Sewer - Condition		
Replacement Year Projection (years)		Cost
0	5	\$ 3,644,069
6	10	\$ -
11	15	\$ 37,487
16	20	\$ -
21	25	\$ 98,938
26	30	\$ -
31	35	\$ 278,658
36	40	\$ 62,558
41	45	\$ 317,431
46	50	\$ 504,470
Total		\$ 4,943,612

Sewer - Capacity		
Proposed Pipe Dia (in)	Length	Cost
8	4,640	\$ 1,391,924
Total	4,640	\$ 1,391,924

Storm Drain - Condition		
Replacement Year Projection (years)		Cost
0	5	\$ 4,249,682
6	10	\$ 1,149,554
11	15	\$ 676,628
16	20	\$ -
21	25	\$ 72,684
26	30	\$ 703,746
31	35	\$ -
36	40	\$ 815,337
41	45	\$ 457,192
46	50	\$ -
Total		\$ 8,124,823

- Assumptions:
- Diameter sizes are based on which diameters are shown in the GIS data
 - Costs are based on recent WR project bid items, Caltrans Contract Cost Data, and other project bids available online
 - The costs are rounded up to the nearest whole number
 - For non-standard diameters, the costs are estimated using interpolation between standard sizes

Pavement		
Roadway Classification	Treatment	Cost (Per SQ YD, Except Seal Cracks in LF)
Arterial/Collector/Local	Restoration Treatment - Do Nothing	\$ -
Arterial/Collector/Local	Crack Treatment - Seal Cracks	\$ 2.00
Local	Surface Treatment - Slurry Seal	\$ 5.00
Arterial/Collector	Surface Treatment - Microsurfacing	\$ 6.00
Collector/Local	Cape Seal	\$ 13.00
Arterial	2" HMA Overlay (Non-Load Related)	\$ 31.00
Local	2" HMA Overlay	\$ 37.00
Collector	2" HMA Overlay	\$ 44.00
Arterial	2" HMA Overlay (Load Related)	\$ 49.00
Local	3" HMA Overlay (Poor Conditions)	\$ 54.00
Local	3" HMA Overlay (Very Poor Conditions)	\$ 57.00
Collector	3" HMA Overlay	\$ 63.00
Arterial	3" HMA Overlay	\$ 70.00
Collector	4" HMA Overlay with 12" FDR	\$ 75.00
Arterial	4" HMA Overlay with 12" FDR	\$ 79.00

Appendix B

Public Engagement

B.1 Stakeholder Meeting 1

B.2 Community Workshop 1

B.3 Design Charrette

B.4 Stakeholder Meeting 2

B.5 Community Workshop 2

B.6 Stakeholder Meeting 3

B.7 Community Workshop 3

B.8 Public Hearings



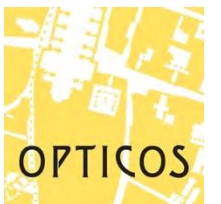
B.1 Stakeholder Meeting 1



Summary of Stakeholder Meeting #1

City of Lincoln

Downtown Master Plan + ODDS
11/13/2024





Stakeholder Meeting #1 Overview

Date: November 13, 2024 (Wednesday)

Time: 10 am to 11 am (1 hour)

Location: 3rd Floor Council Chambers

Purpose: Meet with key stakeholders to introduce the project team, project goals, and scope, as well as discuss development practices in Downtown Lincoln.

Agenda

1. Team Introduction (5 min)
2. Project Introduction (20 min): Purpose, Goal, Scope, Schedule
3. Small Group Discussion (30 min)
4. Next Steps (5 min)



Stakeholder Meeting #1: Group A Comments

Group A: Local Developers

- Participants hoped to see vacant properties developed in ways that enhance Downtown Lincoln.
- Suggestions include improved parking, placemaking, and the implementation of a historic downtown sign.
- Multifamily residential projects (duplexes, multiplexes, or townhomes) are considered good housing prototypes for Downtown Lincoln.
- Form and character would be important for compatibility.



Stakeholder Meeting #1: Group B Comments

Group B: Local Business and Property Owners

- There is a lack of foot traffic Downtown.
- Although studies indicate ample parking, perceptions differ due to poorly visible signs.
- To improve the pedestrian experience, zoning needs to be reevaluated, traffic should be redirected, and auto-centric businesses should be reduced.
- High impact fees for new developments deter investment, and potential solutions include utilizing city-owned lots for parking and simplifying development regulations.
- Enhancements like building facades, parklets, improved signage, and lighting are recommended to make Downtown more inviting.

Stay Connected!

- **Project Website** – Visit our webpage and subscribe for project updates.
<https://www.lincolncalifornia.gov/en/business-and-development/downtown-master-plan-odds.aspx>
- **Email** – Send comments and questions to the project team.
DMP@lincolncalifornia.gov
- **Future Events** – Attend future community engagement sessions.



B.2 Community Workshop 1



Summary of Community Workshop #1

City of Lincoln

Downtown Master Plan + ODDS
11/13/2024



Community Workshop #1 Overview

Date: November 13, 2024 (Tuesday)

Time: 6 pm to 7:30 pm (1.5 hours)

Location: City Hall Conference Room

Purpose: Meet with community members to introduce the project team, project goals, and scope, as well as discuss a vision for Downtown Lincoln.

Agenda

1. Team Introduction (5 min)
2. Project Introduction (20 min): Purpose, Goal, Scope, Schedule
3. Topical Discussion & Activities (60 min): 3 stations
4. Next Steps (5 min)



**40+
Participants**





Community Workshop #1 Activities

Three Stations:

1. **Downtown Lincoln Highlights** – Share your thoughts on Downtown Lincoln (favorite places or places that need improvement).
2. **Beyond Lincoln** – Explore other great downtowns together to see what could also work in Downtown Lincoln.
3. **Real-Time Survey** – Tell us about what you see as current challenges and as a future vision for Downtown Lincoln.

Station #1: Downtown Lincoln Highlights

Key Comments

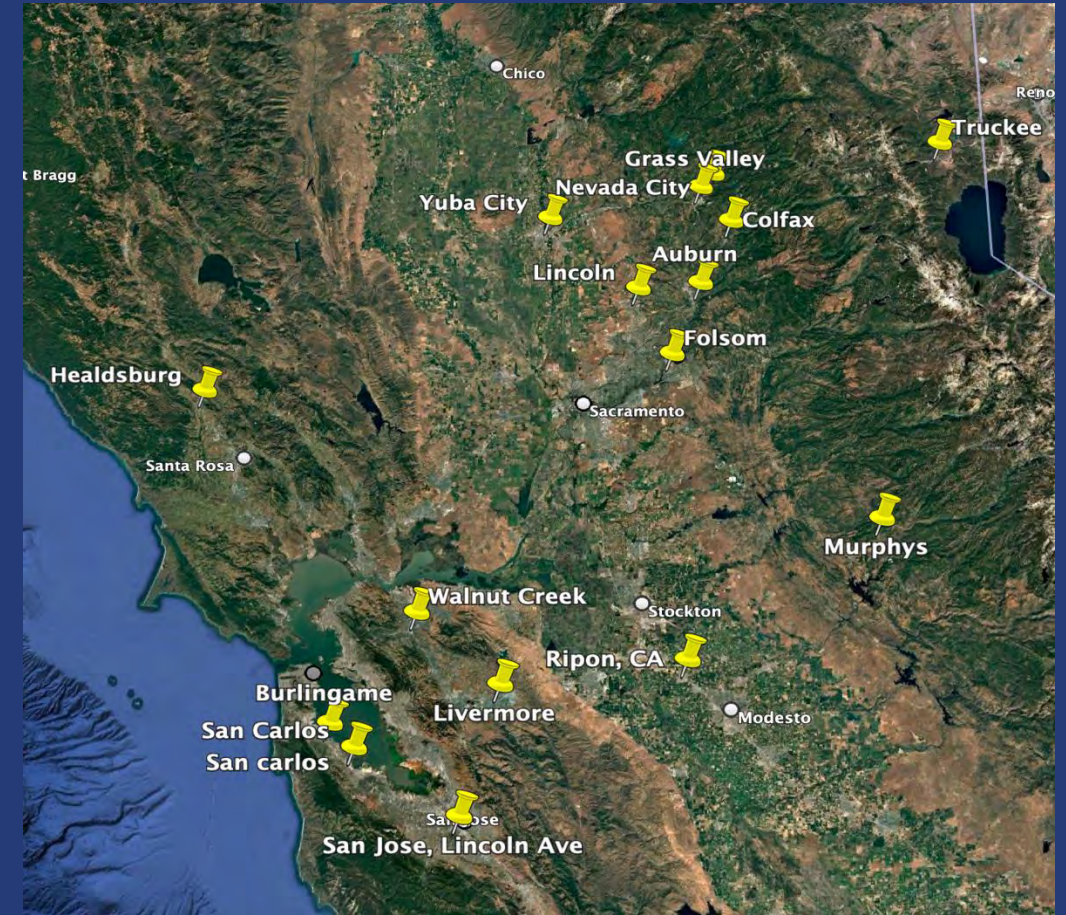
- Lincoln Blvd. experiences significant truck traffic, impacting its accessibility and pedestrian appeal.
- 5th St. is currently a pleasant street for walking, offering the potential for further pedestrian-friendly improvements.
- Improve walkability by establishing better connections to the area east of Lincoln Blvd.
- Additional parking facilities would help to support local businesses and visitors.
- McBean Park lacks sufficient amenities, limiting its functionality and appeal as a public space.
- Introduce new public open spaces, such as an outdoor stage or enhancements to the library's surrounding area.



Station #2: Beyond Lincoln

Community members identified the following cities and attributes:

- Grass Valley, CA & Colfax, CA & Murphys, CA & Franklin, TN (historic character, walkable)
- Rogue River, OR (landscaping)
- Burlingame, CA & San Carlos, CA & Sedona, AZ (main street)
- Walnut Creek, CA & San Jose/Lincoln Ave & Chicago, IL (shade, outdoor seating)
- Livermore, CA (parklets)
- Healdsburg, CA (plaza, walkable)
- Lafayette, CA (open space)
- Ripon, CA (historic character, landscaping)
- Truckee, CA (active main street)
- Boulder City, NV (proximity to schools)



Station #3: Survey Results

Q1. What usually brings you to Downtown Lincoln? 85 Responses



Station #3: Survey Results

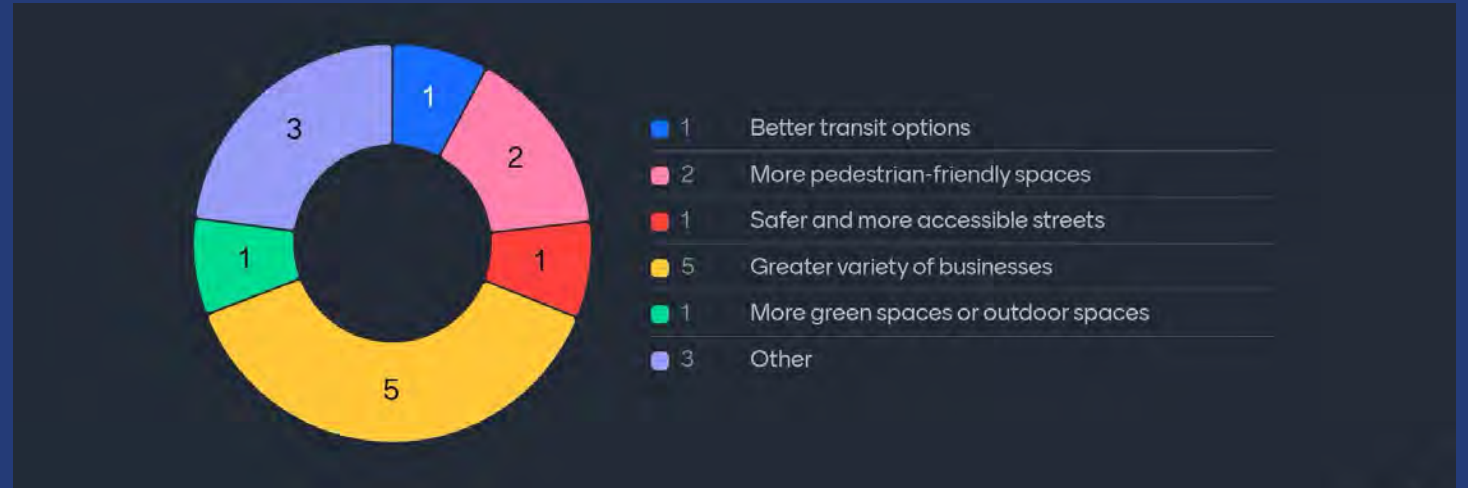
Q2. Where in Downtown do you spend the most time? 71 Responses



Station #3: Survey Results

Q3. What would make you want to visit Downtown Lincoln more often?

52 Responses



Station #3: Survey Results

Q4. What would make Downtown Lincoln more appealing to you?

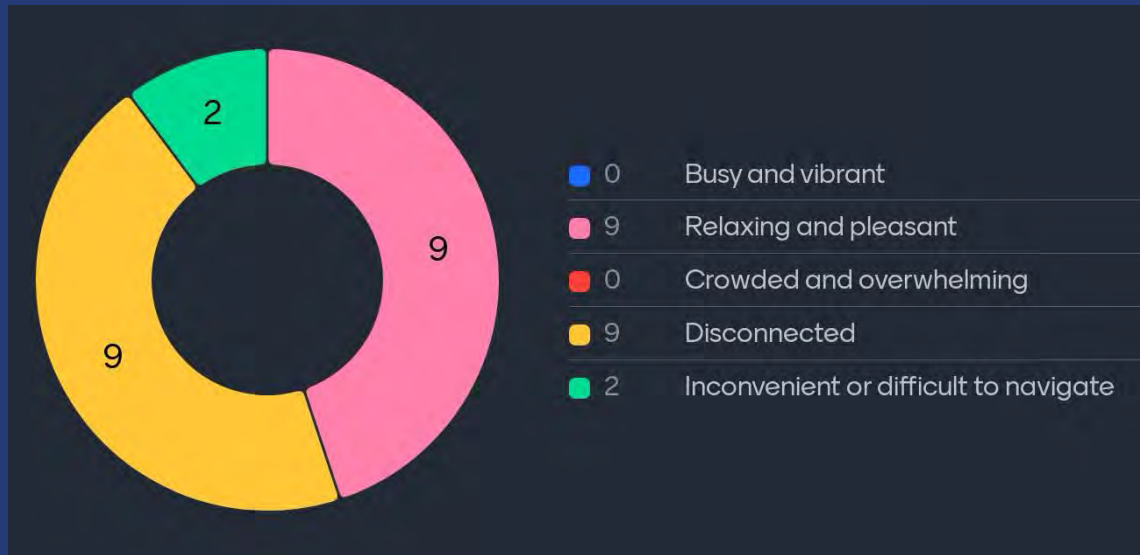
68 Responses



Station #3: Survey Results

Q5. What does it feel like to walk through Downtown Lincoln?

26 Responses



Station #3: Survey Results

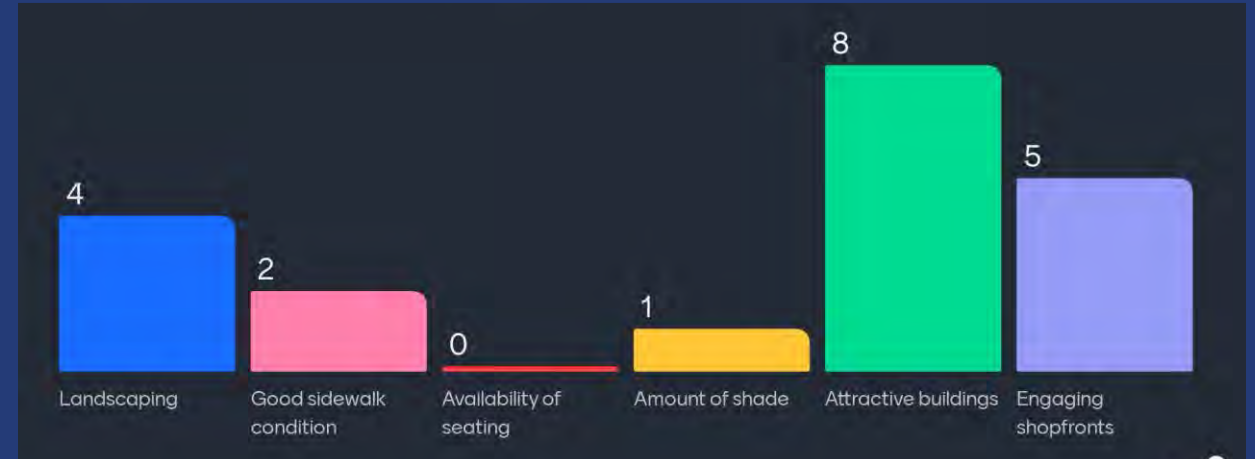
Q6. Which street do you find the most pleasant to walk on in Downtown Lincoln? 52

Responses



Station #3: Survey Results

Q7. What makes that street pleasant? 26 Responses



Station #3: Survey Results

Q8. Please rank the order of importance of the following to a thriving Downtown. 26
Responses



Station #3: Survey Results

Q9. With one word, please describe how you envision Downtown Lincoln in 10 years. 72

Responses



Station #3: Survey Results

Q10. Please share any other thoughts on Downtown Lincoln, now and in the future. 25

Responses

Walkability and outdoor spaces

Cross walk, and lights by the Potters field, cross McBean safely

Needs more options for families and couples to enjoy life with a thriving downtown being the place to be both in the evenings, weekends and daytime from dining to activities feeling safe is important

Businesses being open days, nights and weekends for families and couples to enjoy is important to being a vibrant and thriving downtown. Less speeding vehicles to feel safe is also important.

Better the sidewalks for people to walk on, have more places for people to hangout and sit outside and not inside a restaurant

Please put continuous sidewalk along 1st Street. We have children walking to 1st St Elementary, Glen Edwards, & LHS in the street. Also, a public library is needed.

Traffic and Parking

Stop removing current parking spots, add parking lots

Slow down the traffic Lincoln Blvd.

Slow down and reroute Large construction trucks.

No trucks

If you are having mixed use you need enough parking so residents do not park in business parking areas

As resident and homeowner, I really believe the truck traffic is unsustainable and a nuisance to any vibrant downtown development. see much potential if you can rid trucks and create street fairs

providing sufficient parking will likely be a growing challenge. Solutions are needed.

Make it diagonal parking on Lincoln Blvd. Why is there such a back up of traffic coming in and out of Lincoln on Lincoln Blvd ? I don't have answers except to ask it because of the TRUCKS

Station #3: Survey Results

Q10. Please share any other thoughts on Downtown Lincoln, now and in the future. 25

Responses

Signage and Placemaking

Add street lighting for safety and to make warm and friendly like 5th st is partially now. More planters, flowers, and a way to have permanent water. Update Beerman plaza, lights, new trees,

More awareness to downtown with signage is so important to bring families and shoppers to come downtown rather heading down 65 to neighboring cities businesses.

A big arch to show you are in a historic downtown district would also be nice

Art/statues that illustrate the making of Lincoln. Ie: Gladding McBean, end if the line train station, farmers/ ranchers, Sierra Pacific

We love our downtown and want it thrive! Keep the historic aspect. Bring in new businesses. Create a town that is a destination spot!

Downtown need more charm from lighting, cleanliness, and a safe environment that's alive. Beautification is also important. It need to be open more often from later night options and weekends.

Civic Amenities

We need a library for families-- especially for our low income folks who cannot drive to our Twelve Bridges library. Libraries are an important part of a town being a "home".

A public library for families and other citizens to support the low income schools north of Twelve Bridges.

Library services downtown. Bookmobile or booklocker?

Bring library services to downtown



Station #3: Survey Results

Q10. Please share any other thoughts on Downtown Lincoln, now and in the future. 25

Responses

Activate Businesses

I try to support small businesses but there are so few. Would love to see more shops and dining options

Add golf cart access. Add Gateway s at entrances.
Eliminate zoning restrictions.
Encourage entrepreneurs.
Establish Business District for merchant marketing. Reroute lumber trucks.

The City thrives as businesses thrive. It is very important to develop a communication stream and relationship together.

We need better follow through and communication with businesses when grant and development opportunities are forming

Stay Connected!

- **Project Website** – Visit our webpage and subscribe for project updates.
<https://www.lincolncalifornia.gov/en/business-and-development/downtown-master-plan-odds.aspx>
- **Email** – Send comments and questions to the project team.
DMP@lincolncalifornia.gov
- **Future Events** – Attend future community engagement sessions.



B.3 Design Charrette

Downtown Lincoln Master Plan and Form-Based ODDS

Delivering the Vision through a New Approach to Zoning



Downtown Lincoln
Master Plan + ODDS

Lincoln, CA

Design Charrette
March 25-27, 2025



Components of Form-Based ODDS

Bringing Clarity and Predictability to Zoning

Essential Components

Components that have proven necessary to be effective in form-based ODDS:

- 1 Regulating Plan (which replaces the zoning map)
- 2 Building Form Standards
- 3 Thoroughfare Standards
- 4 Civic Space Standards
- 5 Frontage Type Standards
- 6 Large Site Standards
- 7 Adjustments



Building Form Standards

The Building Form component defines and regulates the intended physical form including building form, building height, general land use, parking, encroachments, and allowed frontages.



Civic Space Standards

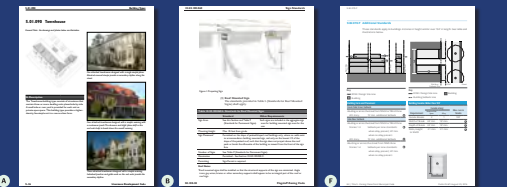
The Civic Space component ensures that a full menu of public spaces is included in the Code and that the scale and design approach is calibrated for the location of these spaces.



Optional Components

Supplementary components are not mandatory for an effective code, but can give further clarity to the intended type of place. The more of these components you can include in your code, the more predictable the implementation will be. This list includes:

- A** Building Type Standards
- B** Architectural Standards
- C** Sustainability Standards
(such as stormwater, alternative energy, greywater, etc.)
- D** Landscape Standards
- E** Green Building Standards
- F** Signage Standards



Lincoln, CA

Design Charrette
March 25-27, 2025



Downtown Lincoln Highlights

Unique, culturally-significant landmarks help people orient themselves.
Downtown Lincoln features a number of **recognizable landmarks**. Covering all periods of Lincoln's **history**, they convey the city's **cultural identity** and contribute to a **sense of place**. How might new structures fulfill similar roles in Downtown Lincoln?



1. McBean Park

McBean Park features an impressive set of amenities within its 24 acres, including open picnic areas, grassy fields and large trees, a playground and an event space (McBean Pavilion). The public pool offers seasonal swim lessons, programs, and classes in addition to hosting local swim teams. McBean Stadium is the home field of Lincoln Little League, the Lincoln Pottery Baseball Club, and the Jessup Warriors.



4. Carnegie Library

This building at the northeast corner of Fifth and J streets, funded by a \$6,000 grant from the Carnegie Foundation and \$2,478 worth of materials donated by the local Gladding McBean company, has been a Public Library from its opening in 1903 to the present day. The library was designed by Allen D. Fellows in the Classical Revival style and features brick, tiled, arched transoms, and other details produced by Gladding McBean. It was added to the National Register of Historic Places in 1990.



2. Beermann Plaza

This public space, also known as Lincoln Town Square, is located directly off Fifth Street in the heart of downtown Lincoln. It abuts the Lincoln Archives Museum and Lincoln Area Chamber of Commerce and serves as an anchor for the downtown civic area, which extends from City Hall to the Civic Auditorium. It features small shade trees, seating, and a central fountain and is available to rent for small events.



3. Fifth Street

Intersecting Lincoln Boulevard at the center of Downtown, this cherished street features a number of important destinations within a two-block walk—including Lincoln Town Square/Beermann Plaza, the Civic Auditorium, the Veterans Memorial Building, the Carnegie Library, and numerous local businesses.



5. Auburn Ravine

Auburn Ravine flows almost 34 miles from the City of Auburn through Lincoln, eventually entering the Sacramento River. The portion that flows through Lincoln is lined by a park featuring multi-use trails and a dog park.



6. Gateway Drive

A relatively recently developed street in Lincoln, Gateway Drive runs alongside Auburn Ravine and provides access to a number of newly constructed homes and businesses. It is notable for the inclusion of street trees and a multi-use trail along the ravine.



Learning from Comparable Downtowns

What other cities can serve as precedents for Downtown Lincoln?

In planning for new development and public spaces in Downtown Lincoln, we look for cities that are similar in scale, type, and population to Lincoln. The best elements of these cities—green spaces, streets, buildings—are resources for study and sources of inspiration for new spaces in Lincoln.

■ Grass Valley, CA

Population: 14,000
Public Spaces: Consists of a 0.8 acre plaza.
Relevant Planning Efforts:
Community Design Guidelines (2002)
Design Review Guidelines For The 1972 Historic Townsite (2010)
Parking: Free parking is provided on-street and in surface lots. The city owns four surface lots.



■ Truckee, CA

Population: 17,000
Public Spaces: The adjacent Truckee River Regional Park stretches over 50 acres.
Relevant Planning Efforts:
Downtown Truckee Plan (2023)
Objective Design Standards (2023)
Parking: Paid parking is available on-street and in surface lots. The city owns four surface lots.



■ Walnut Creek, CA

Population: 48,000
Public Spaces: Consists of two parks totaling approximately 13 acres.
Relevant Planning Efforts:
East Mt Diablo Blvd Specific Plan (1996)
Locust St/Mt Diablo Blvd Specific Plan (2010)
West Downtown Specific Plan (2018)
North Downtown Specific Plan (2019)
Parking: Paid parking is available on-street, in surface lots, and parking garages. The city owns three multi-story garages.



■ Livermore, CA

Population: 83,000
Public Spaces: Consists of two parks, a plaza, and a playground totaling approximately 5 acres.
Relevant Planning Efforts:
Downtown Specific Plan (2004)
Parking: Free parking is available on-street, in surface lots, and two city garages.



■ Lodi, CA

Population: 47,500
Public Spaces: Consists of two parks totaling approximately 3 acres.
Relevant Planning Efforts:
Downtown Development Standards and Design Guidelines (1997)
Downtown Specific Plan (In Progress)
Parking: Free parking is available on-street, in surface lots, and one city garage.



Downtown Lincoln
Master Plan + ODDS

Lincoln, CA
Design Charrette
March 25-27, 2025



Downtown Lincoln
Master Plan + ODDS

Lincoln, CA
Design Charrette
March 25-27, 2025



Short-term and Long-term Transformations

Think Small and Think Big: A Variety of Transformative Ideas

Not every transformation needs to happen at the same time or at a large scale to have a big impact. In the short term, small, feasible improvements can provide enough change to transform a dilapidated building, street, or business into a lively, attractive hub for activity. These small scale transformations can also catalyze larger scale transformation.

■ Building Facade Improvements

Property owners can transform the pedestrian experience through various levels of facade improvements, opening up boarded windows, improving building signage, removing low awnings.



■ Public Realm Improvements

Improvements to the frontage area—where the building meets the sidewalk—can greatly improve the quality of the public realm, creating outdoor eating space, plantings, signage, benches, trees, paving.



■ Reclaimed Space

Simple frontage improvements and long term reuse of unused or underutilized space can provide a better pedestrian experience as well as valuable outdoor space for businesses.



■ Street and Public Space Improvements

Wider sidewalks, medians, and parklets should be implemented along key corridors where pedestrian traffic is highest. These are spaces that allow pedestrians to congregate and enjoy a more comfortable and safe public realm.



■ Green Alleys

Existing alleys can be made into pedestrian-friendly paths with parklets and studio space. These improvements attract more pedestrian activity and therefore provide additional informal monitoring of otherwise unsafe alleys.



Downtown Lincoln
Master Plan + ODDS

Lincoln, CA

Design Charrette
March 25-27, 2025



Downtown Lincoln
Master Plan + ODDS

Lincoln, CA

Design Charrette
March 25-27, 2025



Building Form and Placemaking

Placement and massing of buildings helps shape the character of a place.

A variety of building scales establish a hierarchy of built form that strengthens the sense of place in Downtown.

■ Small

Small-scale environments are made by small buildings separated from adjacent buildings and set back from the street and sidewalk. These setbacks act as a semi-public buffer between the private and the public realm, which engenders a greater degree of privacy.

The form of buildings here is typically similar in scale to houses, yet small scale environments need not be just single-family homes. House-form buildings also include multi-family types such as duplexes and bungalow courts, and even commercial uses.



■ Medium

Medium-scale environments are made by individual buildings or short runs of buildings with medium-to-large footprints, set back only a short distance from the sidewalk. These environments are often used to transition between a lower-intensity neighborhood and a more intense main street.

Examples of buildings seen here include courtyard buildings, short runs of townhouse units, and mixed-use main street buildings typically two to four stories in height.



■ Large

Large-scale environments are made by buildings that are block-form, meaning that the buildings are either individually as large as a city block or collectively arranged along a street to form a continuous facade as long as most or all of a block.

Buildings in these environments typically have minimal setbacks and are often mixed-use, with non-residential uses on the ground floor and housing or office on upper stories. Examples of buildings found here include stacked flats and commercial blocks.



Missing Middle Housing

Missing Middle Housing refers to a range of building types that are similar in scale and form to a house, but contain multiple units. These types blend in well with single-family homes, and can also be useful in transitioning in scale between low-intensity neighborhoods and higher-intensity main streets or downtowns.



Building Types for Downtown Lincoln

Buildings are defined first by form, then by function. Below are some building types that could provide housing in Downtown Lincoln.

Buildings can be categorized according to their physical form. While certain uses or functions may be typical of certain building types, uses are not a primary determinant of building type. In the context of ODDS, building types represent predictable, context-appropriate building forms for new housing, especially in contexts where the scale of individual buildings is geared toward single-unit houses or low-rise mixed-use. This enables a neighborhood to incorporate both single-unit and multi-unit buildings while maintaining a consistent vision for the overall streetscape.

House

A small- to medium-sized detached structure on a medium-sized lot that incorporates one unit. It is typically located within a primarily single-family residential neighborhood in a walkable urban setting, potentially near a neighborhood main street.



Duplex

A small- to medium-sized structure that consists of two dwelling units, one on top of the other or side-by-side, both of which face and are entered from the street. This type has the appearance of a medium- to large-sized family home and is appropriately scaled to fit within primarily single-family neighborhoods or medium-density neighborhoods.



Fourplex

A medium structure that consists of four units, typically two on the ground floor and two above with a shared entry. This type has the appearance of a medium- to large-sized family home and is appropriately scaled to fit within primarily single-family neighborhoods or medium-density neighborhoods.



Cottage Court

This building type consists of a series of small, detached structures, providing multiple units arranged to define a shared court that is typically perpendicular to the street. The shared court takes the place of a private rear yard and is an important community-enhancing element. It provides well-designed higher densities appropriately scaled for primarily single-family or medium-density neighborhoods.



Pocket Neighborhood

This type is composed of several small detached buildings arranged to define a shared open space or series of open spaces, depending on lot size. The shared open space is common open space and takes the place of a private rear setback. Trees become an important community-enhancing element. The type is scaled to fit within low- to moderate intensity neighborhoods.



Building Types for Downtown Lincoln

Buildings are defined first by form, then by function. The types below could provide housing and/or commercial space in Downtown Lincoln.

Buildings can be categorized according to their physical form. While certain uses or functions may be typical of certain building types, uses are not a primary determinant of building type. In the context of ODDS, building types represent predictable, context-appropriate building forms for new housing, especially in contexts where the scale of individual buildings is geared toward single-unit houses or low-rise mixed-use. This enables a neighborhood to incorporate both single-unit and multi-unit buildings while maintaining a consistent vision for the overall streetscape.

Townhouse

Townhouses are two or more attached two- or three-story dwellings with zero side yard setbacks. Each dwelling is designed for use by a single family. This type is typically located within medium-density neighborhoods or in a location that transitions from a primarily single-family neighborhood into a neighborhood main street.



Multiplex: Large

A medium- to large-sized, detached building that consists of 5 to 12 side-by-side and/or stacked units, typically with one street entrance. The type is scaled to fit within moderate-intensity neighborhoods.



Courtyard Building

A medium- to large-sized multi-family structure arranged to share one or more common courtyards. The courtyard serves as a semi-public space, as its use is shared among units. Each unit may have its own individual entry, or up to three units may share a common entry.



Main Street Mixed-Use

A medium- to large-sized structure, typically attached, intended to provide a vertical mix of uses with ground-floor retail or service uses and upper-floor residential uses.



Main Street Commercial

A medium- to large-sized structure, typically attached, intended to provide a vertical mix of uses with ground-floor retail or service uses and upper-floor service or office uses.



Downtown Lincoln
Master Plan + ODDS

Lincoln, CA

Design Charrette
March 25-27, 2025



Downtown Lincoln
Master Plan + ODDS

Lincoln, CA

Design Charrette
March 25-27, 2025



Public Space Types

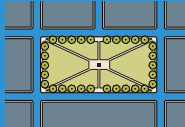
Public spaces support healthy and vibrant neighborhoods.

Public spaces provide **access to the outdoors** and **gathering places** for members of the community. They should be located within **easy walking distance** of most homes as well as downtowns, and should support both **active and passive uses**. The location, distribution, size, function, and role of these spaces vary in relation to contextual considerations.

Different civic space types may be more or less appropriate in different locations. For example, the physical character of pocket parks includes more natural elements (i.e., more landscape); pocket parks are typically located in neighborhoods of a more residential character. The physical character of pocket plazas, by contrast, is very urban (i.e., more hardscape); pocket plazas are typically located in a mixed-use context characterized by connected or block-scale buildings.

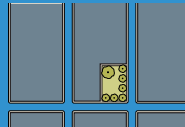
Park

Open space supporting unstructured recreation as well as programmed activities. Parks can often serve as habitat corridors, and can also be used for utilitarian functions such as flood control and stormwater conveyance. Parks often include dedicated sports fields.



Pocket Park

Small-scale open space that serves the immediate neighborhood, available for informal activities in close proximity to neighborhood residences.



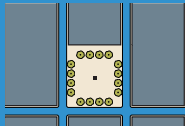
Playground

Small-scale open space designed and equipped for children's recreation. A playground may be included within another public space type, such as a park.



Plaza

Community-scale public spaces typically used for large gatherings, civic functions, and commercial activities — both permanent and temporary — such as farmers markets and exhibitions.



Pocket Plaza

Small-scale open space often located at street corners, available for civic purposes and/or commercial activity. Intended as an intimate space for seating or dining while accommodating commercial and neighborhood activity.



Downtown Lincoln
Master Plan + ODDS

Lincoln, CA

Design Charrette
March 25-27, 2025



© 2025 Opticos Design Inc.

Public Space Types

Public spaces support healthy and vibrant neighborhoods.

Public spaces provide **access to the outdoors** and **gathering places** for members of the community. They should be located within **easy walking distance** of most homes as well as downtowns, and should support both **active and passive uses**. The location, distribution, size, function, and role of these spaces vary in relation to contextual considerations.

Different civic space types may be more or less appropriate in different locations. For example, the physical character of pocket parks includes more natural elements (i.e., more landscape); pocket parks are typically located in neighborhoods of a more residential character. The physical character of pocket plazas, by contrast, is very urban (i.e., more hardscape); pocket plazas are typically located in a mixed-use context characterized by connected or block-scale buildings.

Community Garden

Small-scale open space designed as a grouping of garden plots available to nearby residents.



Greenway

Natural open space or habitat that requires minimal upkeep while offering access to nature, typically including trails and some recreational amenities.



Passage

A pedestrian pathway that extends from a public sidewalk or civic space. The pathway is lined by non-residential storefronts and/or residential ground floors and pedestrian entrances.



Green Alley

A right of way running along the rear of properties, typically accommodating service and utilities. While alleys often receive less attention than the streets onto which buildings front, cities have found a variety of ways to bring life to these secondary routes.



Shared Street

A street where pedestrians, bicyclists, and motor vehicles travel in the same thoroughfare. Shared streets are designed to be curbless, since there is no distinction between a pedestrian zone and a vehicular zone. Shared streets typically incorporate features designed to control vehicular speeds and indicate a special zone, such as a distinctive paving pattern or street trees creating a winding path of travel.



Downtown Lincoln
Master Plan + ODDS

Lincoln, CA

Design Charrette
March 25-27, 2025



© 2025 Opticos Design Inc.

Draft Alternative Plans

Three Draft Alternative Plans were presented at the Charrette to gauge the community's desire for change/intensification in the Downtown Master Plan area.

Degree of Change

While the purpose of the Downtown Master Plan is to guide change in the plan area, the amount and location of that change depends on community priorities. Some areas are primed for more intense private-sector development as long as standards allow it, while other areas simply need ongoing public-sector investments to maintain the existing pattern. The maps on the following pages show three alternative approaches to the degree of change in Downtown Lincoln and were used to solicit feedback from the community.

What We Heard

Comments from charrette attendees expressed support for more housing and businesses in the downtown core, in combination with creative parking strategies that preserve the supply of parking nearby. This suggests that enabling multi-story mixed-use buildings is an appropriate priority for the Downtown Master Plan. In addition, some attendees supported additional housing diversity in the adjacent neighborhoods, while feeling that new housing types should match the scale of the existing single-family houses. This translates to a greater degree of change in the core than in the neighborhoods.

The Rural-to-Urban Transect: A Framework for Understanding Neighborhood Intensity

The environments people build range all the way from farms to skyscrapers, with the vast majority of Americans making their homes somewhere in between. A standardized system of "transect zones," as illustrated at the left on this page, is used to describe this spectrum—from "T1" for natural areas and "T2" for rural/agricultural areas, all the way up to "T5" for mid-rise mixed-use areas and "T6" for high-rise urban cores.

Transect Zones in Lincoln

Most of Downtown Lincoln would currently be described as "T3" neighborhoods, characterized mostly by single-family homes connected to local-serving businesses by an interconnected street grid. Limited areas of the downtown core display "T4" characteristics, with connected commercial shopfronts and a mix of housing types. The "Cultivate/Nurture" and "Evolve" degrees of change (described on the following page) offer specified areas of Downtown the opportunity to grow more firmly into varieties of "T4" by gradually introducing multi-unit housing types, townhouses, and mixed-use development.



Degrees of Change

Sustain/Preserve

Provide enhancements to places that already experienced significant investment or stability in places where there is not sufficient market activity to drive change. Small investments by the City and partners will support incremental change to promote additional future investment.



Above: Marking clear pedestrian crossings with paint at key locations easily enhances pedestrian safety and walkability.

Cultivate/Nurture

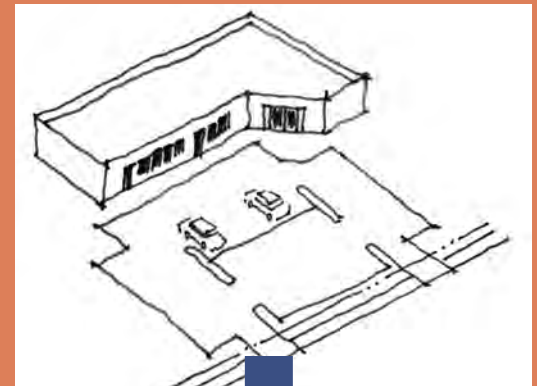
Encourage nascent beneficial change that is underway, but which requires additional support to realize its full potential. A mix of investments by the City, philanthropies, and the private sector drive transformative change to realize the community's vision for a place.



Adding entrances that face the street and a small, new structure to conceal surplus parking improves this street frontage.

Evolve

Prioritize Infill development that is designed to improve the built form and enhance multi-modal transportation options. Investments primarily by the private sector will support steady market growth for community stability.



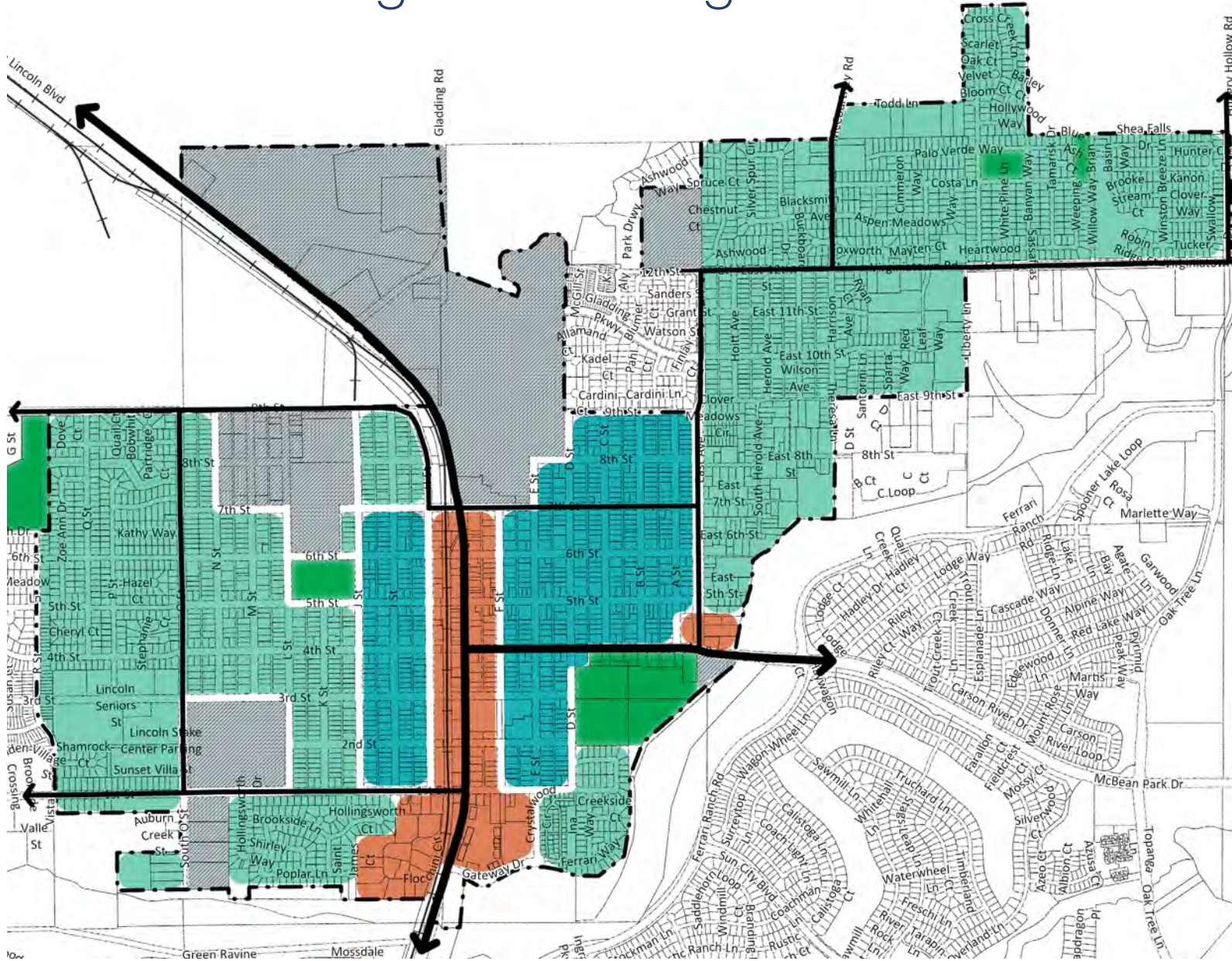
A new building with street-facing entrances and galleries replaces a strip-commercial parking lot.

Draft Alternative A: Degree of Change

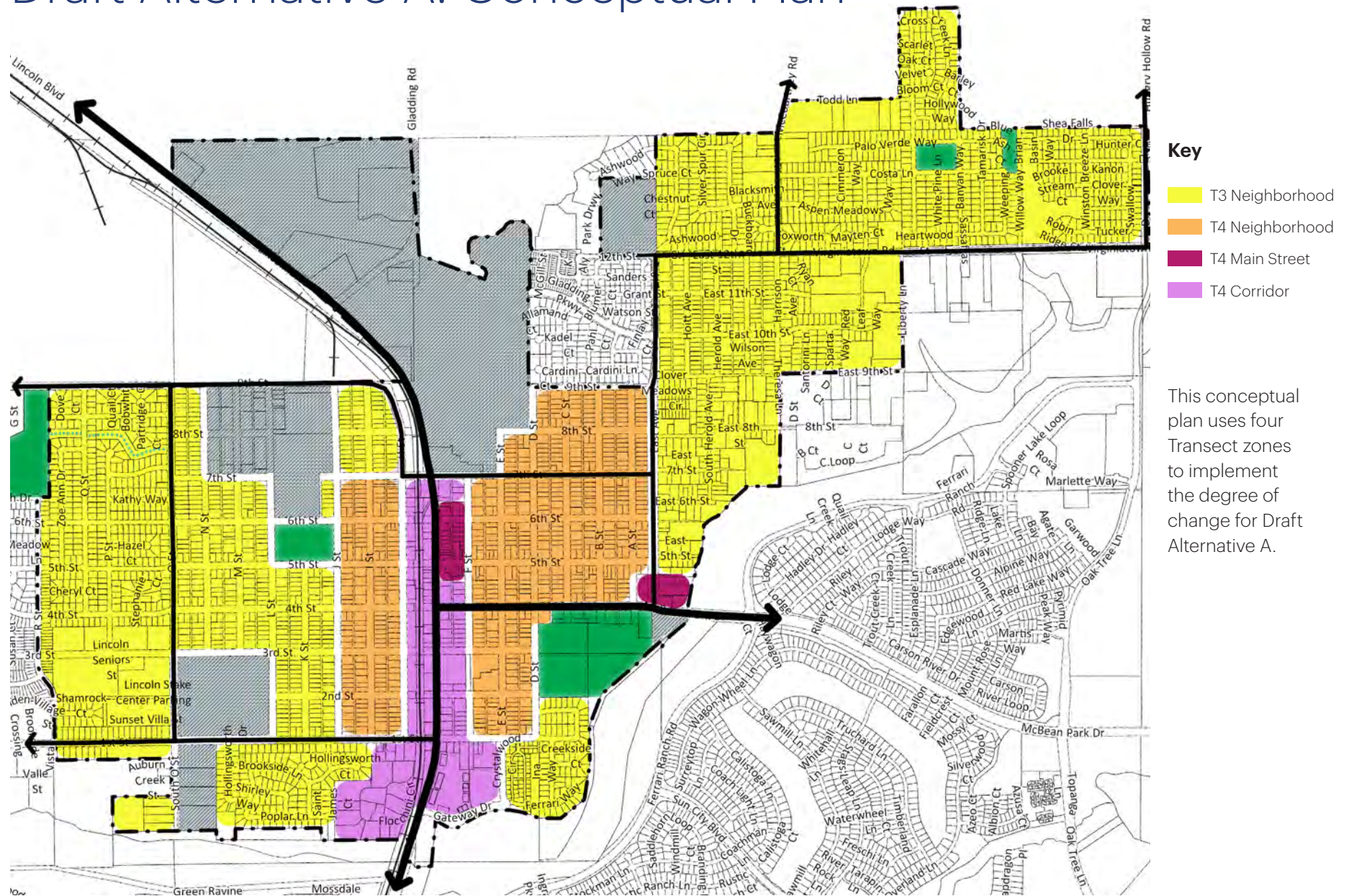
Key

- Low
- Moderate
- High

This alternative focuses the change in a limited area of the Downtown and its adjacent neighborhoods.



Draft Alternative A: Conceptual Plan

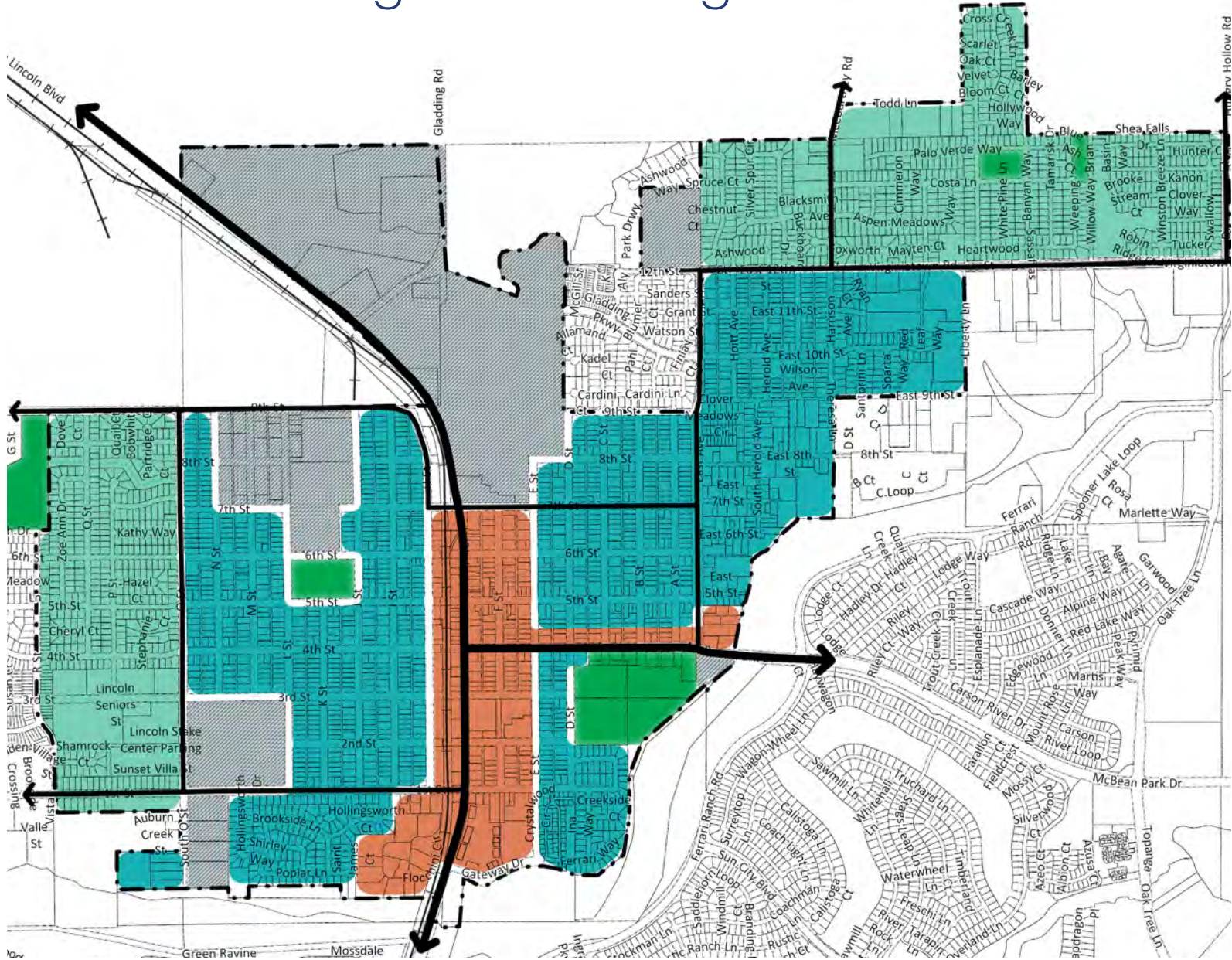


Draft Alternative B: Degree of Change

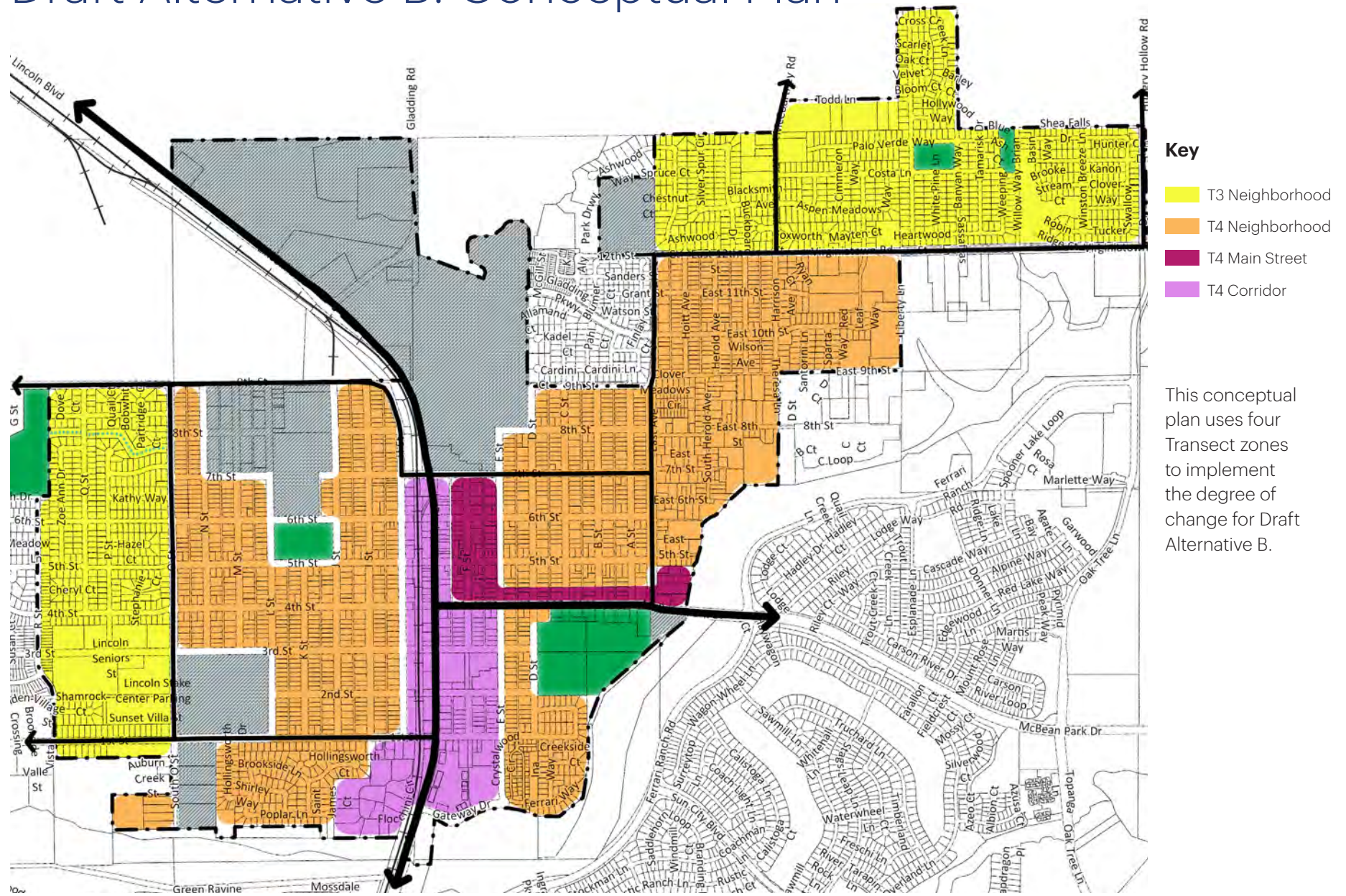
Key

- Low
- Moderate
- High

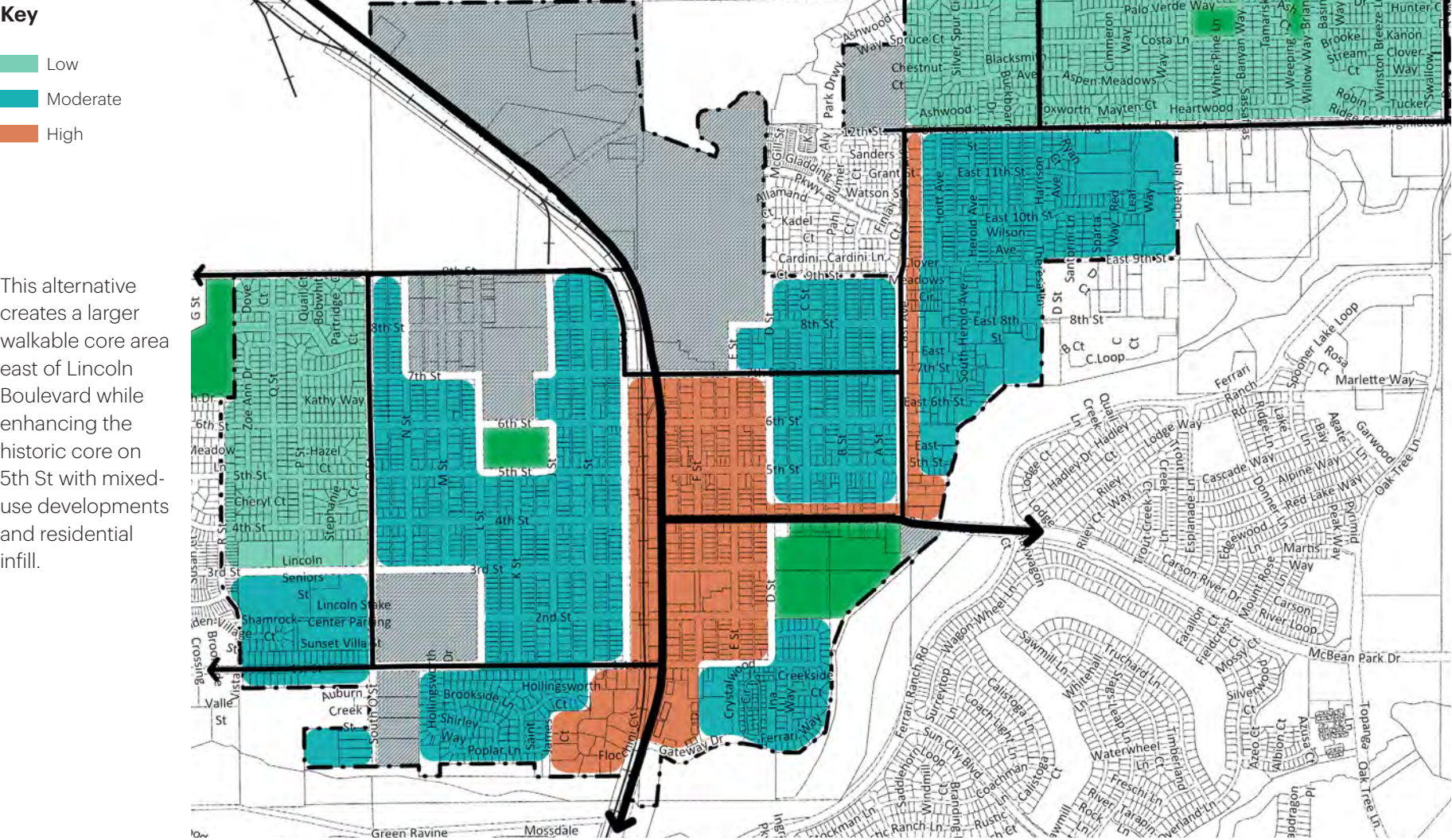
This alternative focuses the main area of change more tightly along Lincoln Boulevard and expands the change area for the surrounding neighborhoods to allow for a variety of housing types.



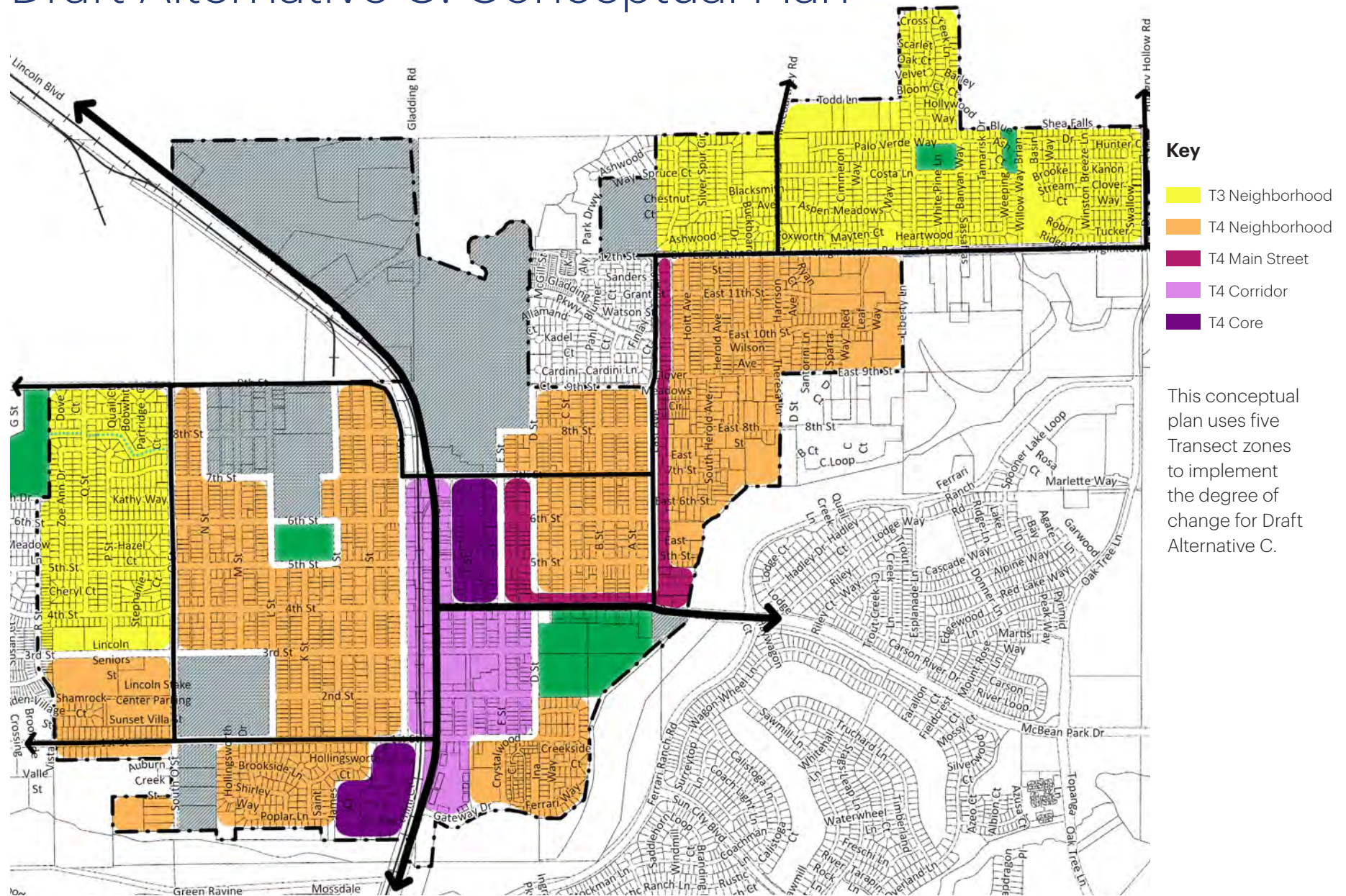
Draft Alternative B: Conceptual Plan



Draft Alternative C: Degree of Change



Draft Alternative C: Conceptual Plan



Illustrative Plan

The Illustrative Plan for the Downtown Lincoln Master Plan depicts the cumulative impact of potential updates to policy and zoning.

Illustrating the Future of Downtown Lincoln

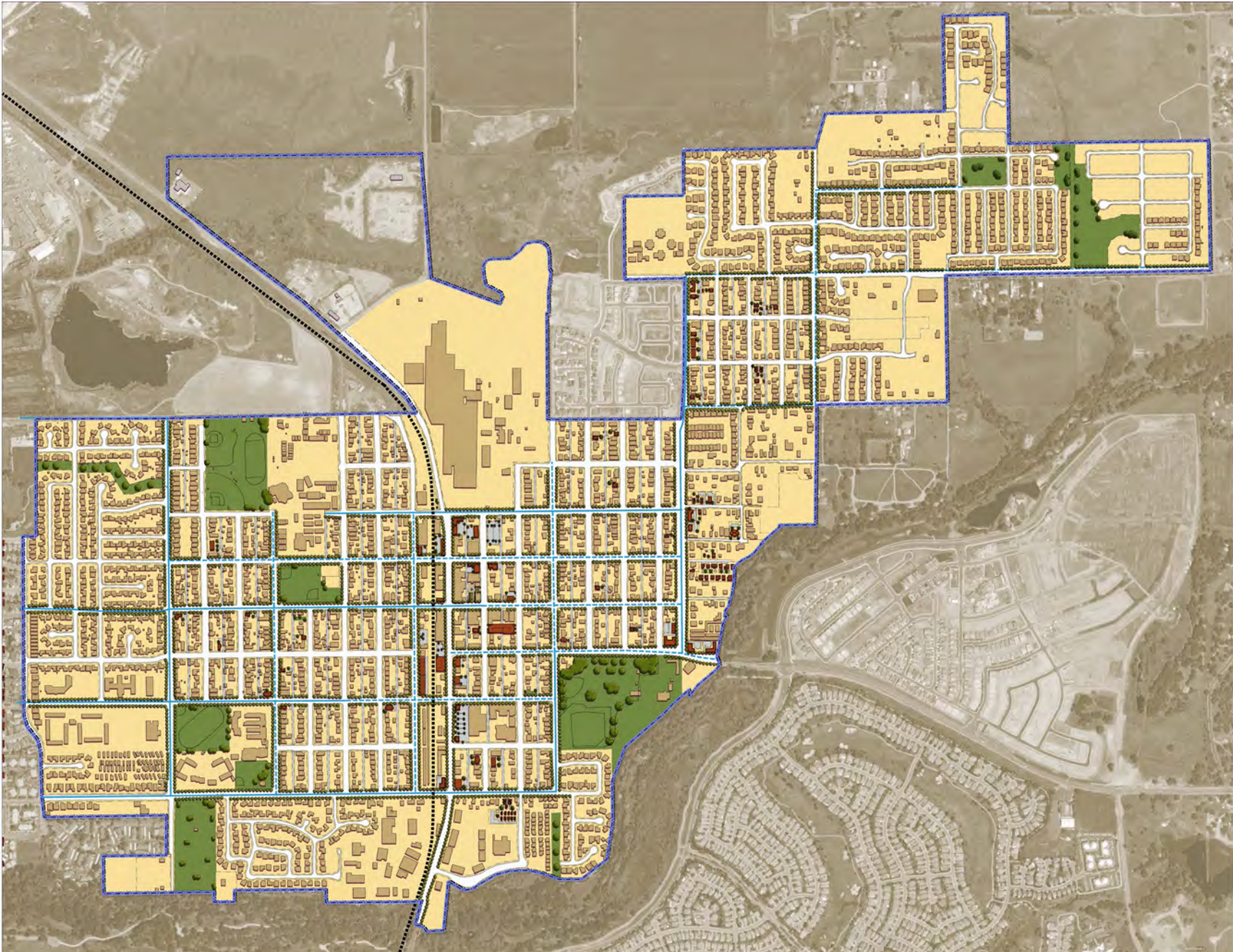
To reflect the combination of existing conditions with future development possibilities under the Downtown Master Plan and ODDS, the design team produced an Illustrative Plan that can be viewed on the following page. Key themes include making the pedestrian-oriented streetscape along Lincoln Boulevard and 5th, 6th, and F Streets more continuous, as well as fostering mixed-use nodes along East Avenue and infill housing of various types throughout the neighborhoods.

Methodology

The design team focused on vacant and City-owned parcels, under the assumption that these would be the most promising sites for new development to occur under the Downtown Master Plan and ODDS. The new homes, businesses, and parking shown on these parcels fill in gaps in the existing urban fabric and establish a consistent, legible form both for commercial/civic main streets and for more residential neighborhoods. Some parcels show the replacement of auto-oriented businesses along Lincoln Boulevard with mixed-use buildings close to the sidewalk—reflecting participants' vision for a more consistent walkable streetscape in the downtown core. Key public spaces are highlighted, including McBean Park and Beermann Plaza.

One Possibility Among Many

All in all, the Illustrative Plan on the following page shows a relatively limited degree of change. Depending on market conditions and additional community input on the ODDS, the actual outcome may involve significantly more redevelopment, or projects shown here may turn out to be financially infeasible. Moreover, the development shown on any given parcel is just one potential possibility and should not be interpreted as a literal representation of proposed development for a particular site. The actual implementation of redevelopment potential remains the responsibility of individual property owners.



B.4 Stakeholder Meeting 2

Content to be added

B.5 Community Workshop 2

Content to be added

B.6 Stakeholder Meeting 3

Content to be added

B.7 Community Workshop 3

Content to be added

B.8 Public Hearings

Content to be added



City of Lincoln

Community Development
Planning Division
600 6th Street
Lincoln, CA 95648
(916) 434-3370

