

LEGISLATURE OF NEBRASKA
ONE HUNDRED SEVENTH LEGISLATURE
SECOND SESSION

LEGISLATIVE BILL 1023

FINAL READING

Introduced by Hilgers, 21; Brandt, 32; Flood, 19; Gragert, 40; Hughes,
44; McCollister, 20; McDonnell, 5; Wishart, 27.

Read first time January 13, 2022

Committee: Natural Resources

- 1 A BILL FOR AN ACT relating to state government; to amend section 50-802,
- 2 Reissue Revised Statutes of Nebraska; to adopt the Jobs and Economic
- 3 Development Initiative Act and the Water Recreation Enhancement Act;
- 4 to change provisions relating to the Statewide Tourism And
- 5 Recreational Water Access and Resource Sustainability Special
- 6 Committee of the Legislature; to repeal the original section; and to
- 7 declare an emergency.
- 8 Be it enacted by the people of the State of Nebraska,

1 Section 1. Sections 1 to 4 of this act shall be known and may be
2 cited as the Jobs and Economic Development Initiative Act and may also be
3 referred to as the JEDI Act.

4 Sec. 2. The Legislature finds and declares as follows:

5 (1) The future vibrancy of the people, communities, and businesses
6 of Nebraska depends on reliable sources of water;

7 (2) While it is in the state's best interest to retain control over
8 its water supplies, much of the state's water resources are currently
9 underutilized;

10 (3) In 2019, the state experienced historic flooding along the
11 Platte River which caused loss of life and over one billion dollars in
12 damage to private and public property and infrastructure;

13 (4) Well-planned flood control is critical to the future of the
14 people, communities, and businesses of Nebraska;

15 (5) In light of the disruption from the COVID-19 pandemic and the
16 trend toward a remote workforce around the country, people around the
17 country are rethinking where they want to work, live, and raise a family.
18 As people consider where to live, access to sustainable water resources
19 and outdoor recreational opportunities will be important considerations
20 in making Nebraska a competitive choice for the future;

21 (6) The state's lakes and rivers help Nebraskans enjoy the water
22 resources in our state and make Nebraska an even more attractive place to
23 live and raise a family;

24 (7) The state's water resources provide economic benefits to the
25 people, communities, and businesses of Nebraska by helping to attract
26 visitors from other states and boosting local economies;

27 (8) In 2021, the Legislature passed LB406, which established the
28 Statewide Tourism And Recreational Water Access and Resource
29 Sustainability Special Committee of the Legislature. The committee was
30 tasked with conducting studies on:

31 (a) The need to protect public and private property, including use

1 of levee systems, enhance economic development, and promote private
2 investment and the creation of jobs along the Platte River and its
3 tributaries from Columbus, Nebraska, to Plattsmouth, Nebraska;

4 (b) The need to provide for public safety, public infrastructure,
5 land-use planning, recreation, and economic development in the Lake
6 McConaughy region of Keith County, Nebraska; and

7 (c) The socioeconomic conditions, recreational and tourism
8 opportunities, and public investment necessary to enhance economic
9 development and to catalyze private investment in the region in Knox
10 County, Nebraska, that lies north of State Highway 12 and extends to the
11 South Dakota border and includes Lewis and Clark Lake and Niobrara State
12 Park;

13 (9) After considerable study, the Statewide Tourism And Recreational
14 Water Access and Resource Sustainability Special Committee identified
15 potential opportunities within the floodway near the Platte River that
16 could be used to build a combined reservoir of approximately three
17 thousand six hundred surface acres, or greater, in or near a county
18 having a population of at least one hundred thousand but not more than
19 three hundred thousand inhabitants. Such a reservoir could be built
20 without a dam of a Platte River channel and without negatively impacting
21 any existing municipalities, their surrounding communities, or any
22 economic development already occurring in such areas;

23 (10) It is in the public interest to construct a lake at or near
24 this location. Such a lake would provide flood control by providing
25 additional off-channel storage during flood events and public
26 recreational opportunities that would benefit generations of Nebraskans,
27 similar to the recreational opportunities provided by Lake McConaughy,
28 Lewis and Clark Lake, and Eugene T. Mahoney State Park;

29 (11) In addition to the primary purposes of providing flood control
30 and public recreational opportunities that will benefit the public,
31 building a lake will provide the collateral benefit of economic

1 development opportunities;

2 (12) It is in the public interest, and the purpose of the Jobs and
3 Economic Development Initiative Act, that private parties contribute to
4 the cost of constructing and developing the lake and that the state seek
5 out donations and investments from private parties to fund such
6 construction and development;

7 (13) It is in the public interest, and the purpose of the act, that
8 the state (a) manage the construction and development of the lake in a
9 manner that encourages private donations and investments, including
10 through the use of public-private partnerships, (b) maintain sufficient
11 oversight to protect the state's investment in the lake, and (c) retain
12 ownership of the lake as an asset for Nebraskans; and

13 (14) It is in the public interest, and the purpose of the act, that
14 the lake, and the land near or adjacent thereto, be developed in a
15 thoughtful and planned manner by the state and be free from control of
16 political subdivisions or municipalities to further the act's purposes of
17 providing flood control, recreational opportunities, and orderly
18 development of the project.

19 Sec. 3. (1) The Department of Natural Resources is granted all
20 power necessary to carry out the purposes of the Jobs and Economic
21 Development Initiative Act, including, but not limited to, the power to:

22 (a) Purchase, sell, or lease land;

23 (b) Enter into contracts, including, but not limited to, contracts
24 relating to the provision of construction services, management services,
25 legal services, auditor services, and other consulting services or advice
26 as the department may require in the performance of its duties; and

27 (c) Enter into agreements with natural resources districts to
28 accomplish the purposes of the act. In any such agreement, a natural
29 resources district may use the full powers granted to it by law.

30 (2) It is the intent of the Legislature that the department engage
31 private parties and entities to construct and develop the lake and enter

1 into contracts or public-private partnerships that the department deems
2 advantageous to the construction and development of the lake, and land
3 adjacent thereto, and to advance the purposes of the act.

4 (3) Notwithstanding any other provision of law, the department shall
5 give preference to:

6 (a) Contract proposals relating to the development or management of
7 the lake from a Nebraska nonprofit corporation whose board of directors
8 include at least four directors who are appointed by the Governor with
9 the approval of a majority of the Legislature, one representative of the
10 Game and Parks Commission who is a nonvoting, ex officio member of such
11 board of directors, and one member of the Legislature who is appointed by
12 the Executive Board of the Legislative Council and who is a nonvoting, ex
13 officio member of such board of directors. All such directors must agree
14 to be bound by the conflict-of-interest provisions in sections 49-1493 to
15 49-14,104. Any such nonprofit corporation shall be bound by the Open
16 Meetings Act and sections 84-712 to 84-712.09 and shall publicly let
17 contracts valued in excess of twenty-five thousand dollars; and

18 (b) Contract proposals which provide for a public-private
19 partnership with the state in constructing, developing, or managing the
20 lake.

21 (4) The department is granted authority to select the land upon
22 which the lake will be built. In making such selection, the following
23 shall apply:

24 (a) The land shall be located in or near a county having a
25 population of at least one hundred thousand but not more than three
26 hundred thousand inhabitants and within the flood plain or floodway of
27 the Platte River;

28 (b) Preference shall be given to locations that were materially
29 underwater when the Platte River flooded in 2019;

30 (c) It is the intent of the Legislature that the lake be at least
31 three thousand six hundred surface acres in size;

1 (d) No dam shall be constructed on the main channel of the Platte
2 River in order to construct the lake; and

3 (e) No city or village, or any part thereof, shall be flooded in
4 order to construct the lake.

5 (5) The department is granted authority to designate the land
6 selected for the lake under subsection (4) of this section, and land near
7 or adjacent thereto, as the Lake Development District.

8 (6) The department may, in the performance of its duties, seek input
9 and advice from any natural resources district that encompasses any of
10 the area included in the Lake Development District.

11 (7) It is the intent of the Legislature that the department engage
12 local stakeholders as the department carries out its duties under this
13 section.

14 (8) The land selected for the lake shall be owned by the state, and
15 the department shall ensure that the general public has complete access
16 to the lake. No private entity involved in the constructing, developing,
17 or managing of the lake shall designate any portion of the lake for
18 exclusively private use. Nothing in this subsection shall preclude
19 reasonable limitations on the number of people using the lake, a marina,
20 or any other access point so long as such limitation does not restrict
21 access to a designated class of private parties.

22 (9) Neither the Director of Natural Resources nor any employee of
23 the Department of Natural Resources shall have a financial interest,
24 either personally or through an immediate family member, in any purchase,
25 sale, or lease of real property relating to the construction or
26 development of the lake or in any contract entered into by the department
27 relating to the construction, development, or management of the lake. For
28 purposes of this subsection, immediate family member means a spouse,
29 child, sibling, parent, grandparent, or grandchild.

30 Sec. 4. Notwithstanding any other provision of law, no land within
31 the Lake Development District, as designated by the Department of Natural

1 Resources pursuant to section 3 of this act, shall be annexed.

2 Sec. 5. Sections 5 to 7 of this act shall be known and may be cited
3 as the Water Recreation Enhancement Act.

4 Sec. 6. The Legislature finds and declares as follows:

5 (1) The future vibrancy of the people, communities, and businesses
6 of Nebraska depends on reliable sources of water;

7 (2) While it is in the state's best interest to retain control over
8 its water supplies, much of the state's water resources are currently
9 underutilized;

10 (3) In 2019, the state experienced historic flooding along the
11 Platte River which caused loss of life and over one billion dollars in
12 damage to private and public property and infrastructure;

13 (4) Well-planned flood control is critical to the future of the
14 people, communities, and businesses of Nebraska;

15 (5) In light of the disruption from the COVID-19 pandemic and the
16 trend toward a remote workforce around the country, people around the
17 country are rethinking where they want to work, live, and raise a family.
18 As people consider where to live, access to sustainable water resources
19 and outdoor recreational opportunities will be important considerations
20 in making Nebraska a competitive choice for the future;

21 (6) The state's lakes and rivers help Nebraskans enjoy the water
22 resources in our state and make Nebraska an even more attractive place to
23 live and raise a family;

24 (7) The state's water resources provide economic benefits to the
25 people, communities, and businesses of Nebraska by helping to attract
26 visitors from other states and boosting local economies;

27 (8) In 2021, the Legislature passed LB406, which established the
28 Statewide Tourism And Recreational Water Access and Resource
29 Sustainability Special Committee of the Legislature. The committee was
30 tasked with conducting studies on:

31 (a) The need to protect public and private property, including use

1 of levee systems, enhance economic development, and promote private
2 investment and the creation of jobs along the Platte River and its
3 tributaries from Columbus, Nebraska, to Plattsmouth, Nebraska;

4 (b) The need to provide for public safety, public infrastructure,
5 land-use planning, recreation, and economic development in the Lake
6 McConaughy region of Keith County, Nebraska; and

7 (c) The socioeconomic conditions, recreational and tourism
8 opportunities, and public investment necessary to enhance economic
9 development and to catalyze private investment in the region in Knox
10 County, Nebraska, that lies north of State Highway 12 and extends to the
11 South Dakota border and includes Lewis and Clark Lake and Niobrara State
12 Park;

13 (9) After considerable study, the Statewide Tourism And Recreational
14 Water Access and Resource Sustainability Special Committee identified the
15 following potential opportunities:

16 (a) Marina construction projects to expand water access and
17 recreational opportunities at Lake McConaughy and the Lewis and Clark
18 State Recreation Area; and

19 (b) A project to increase access to and the enjoyment of Niobrara
20 State Park through the construction of an event center and lodge;

21 (10) It is in the public interest to expand water access and
22 recreational opportunities at Lake McConaughy and the Lewis and Clark
23 State Recreation Area through the construction of new marinas; and

24 (11) It is in the public interest to increase access to and the
25 enjoyment of Niobrara State Park through the construction of an event
26 center and lodge.

27 Sec. 7. (1) The purposes of the Water Recreation Enhancement Act
28 are to administer and carry out the following projects:

29 (a) Marina construction projects to expand water access and
30 recreational opportunities at Lake McConaughy and the Lewis and Clark
31 State Recreation Area; and

1 (b) A project to increase access to and the enjoyment of Niobrara
2 State Park through the construction of an event center and lodge.

3 (2) The Game and Parks Commission is granted all power necessary to
4 carry out the purposes of the Water Recreation Enhancement Act,
5 including, but not limited to, the power to:

6 (a) Enter into contracts, including, but not limited to, contracts
7 relating to the provision of construction services, management services,
8 legal services, auditor services, and other consulting services or advice
9 as the commission may require in the performance of its duties; and

10 (b) Enter into public-private partnerships to carry out the purposes
11 of the act.

12 (3) It is the intent of the Legislature that the Game and Parks
13 Commission engage local stakeholders as the commission carries out the
14 projects authorized in this section.

15 (4) It is also the intent of the Legislature to encourage political
16 subdivisions that hold a Federal Energy Regulatory Commission license and
17 that own land in and around the projects authorized in this section to
18 enter into contracts with public and private entities for the use, lease,
19 and purchase of such land whenever possible in order to increase economic
20 development and recreational opportunities, particularly when covenants,
21 easements, and other instruments can ensure such economic development
22 complies with the rules and regulations of the Federal Energy Regulatory
23 Commission.

24 (5) No member of the Game and Parks Commission or any employee of
25 the commission shall have a financial interest, either personally or
26 through an immediate family member, in any purchase, sale, or lease of
27 real property relating to a project authorized in this section or in any
28 contract entered into by the commission relating to a project authorized
29 in this section. For purposes of this subsection, immediate family member
30 means a spouse, child, sibling, parent, grandparent, or grandchild.

31 Sec. 8. Section 50-802, Reissue Revised Statutes of Nebraska, is

1 amended to read:

2 50-802 (1) The Statewide Tourism And Recreational Water Access and
3 Resource Sustainability (STAR WARS) Special Committee of the Legislature
4 is hereby established as a special legislative committee to exercise the
5 powers and perform the duties provided in this section. The special
6 legislative committee shall consist of no fewer than seven members of the
7 Legislature as determined by the Executive Board of the Legislative
8 Council. The special legislative committee shall consist of the Speaker
9 of the Legislature, who shall serve as chairperson of the special
10 legislative committee, the chairperson of the Natural Resources Committee
11 of the Legislature, one member of the Appropriations Committee of the
12 Legislature, and at least four other members of the Legislature appointed
13 by the executive board. The appointed members of the special legislative
14 committee shall be members who represent legislative districts comprising
15 portions of the areas under study or who otherwise have knowledge of such
16 areas. All appointments shall be made within the first six days of the
17 legislative session in odd-numbered years. Members shall serve two-year
18 terms corresponding with legislative sessions and may be reappointed for
19 consecutive terms.

20 (2) The Executive Board of the Legislative Council shall provide
21 staff as required by the special legislative committee from existing
22 legislative staff. In addition, the special legislative committee may
23 hire additional staff, make expenditures for travel, and enter into
24 contracts for consulting, engineering, and development studies. The
25 contracts shall be based on competitive bids and subject to approval by
26 the executive board upon the recommendation of a majority of the members
27 of the special legislative committee. It is the intent of the Legislature
28 to appropriate two million dollars for fiscal year 2021-22 to carry out
29 the purposes of this section.

30 (3)(a) Studies shall be conducted on:

31 (i) The need to protect public and private property, including use

1 of levee systems, enhance economic development, and promote private
2 investment and the creation of jobs along the Platte River and its
3 tributaries from Columbus, Nebraska, to Plattsmouth, Nebraska;

4 (ii) The need to provide for public safety, public infrastructure,
5 land-use planning, recreation, and economic development in the Lake
6 McConaughy region of Keith County, Nebraska; and

7 (iii) The socioeconomic conditions, recreational and tourism
8 opportunities, and public investment necessary to enhance economic
9 development and to catalyze private investment in the region in Knox
10 County, Nebraska, that lies north of State Highway 12 and extends to the
11 South Dakota border and includes Lewis and Clark Lake and Niobrara State
12 Park.

13 (b) The study of the Lower Platte River pursuant to subdivision (3)
14 (a)(i) of this section shall not include a study of any dam on a Platte
15 River channel, but may include infrastructure options that maintain the
16 integrity of the main channel of the Platte River. The committee may
17 study dams relating to tributaries of the Platte River and levees in such
18 area.

19 (c) The studies regarding Lake McConaughy in Keith County and Lewis
20 and Clark Lake and Niobrara State Park in Knox County shall evaluate the
21 outcomes and the economic benefits of proposed development and
22 improvements to residents, the local region, and state tourism.

23 (4) The special legislative committee may hold hearings and request
24 and receive reports from federal, state, county, city, and village
25 agencies and natural resources districts regarding matters pertaining to
26 such studies. The special legislative committee may hold one or more
27 closed sessions for the receipt of confidential information if at least
28 one-half of the members of the special legislative committee vote in open
29 session to hold a closed session. The special legislative committee may
30 appoint one or more subcommittees for the purpose of receiving public
31 input as it relates to the purposes described in section 50-801 and this

1 section.

2 (5) The special legislative committee shall endeavor to complete
3 each study on or before December 31, 2021, but such studies shall be
4 completed no later than December 31, 2022.

5 (6) The special legislative committee shall provide oversight over
6 any projects carried out as a result of any studies completed by the
7 committee to ensure continuity and to ensure that the projects fulfill
8 the goals of the studies as they are implemented. The committee may seek
9 input from local stakeholders regarding such projects. The committee
10 shall also recommend legislative changes that may become necessary at the
11 various stages of the implementation of such projects.

12 (7) (~~6~~) The special legislative committee shall terminate on
13 December 31, 2026 ~~2022~~.

14 Sec. 9. Original section 50-802, Reissue Revised Statutes of
15 Nebraska, is repealed.

16 Sec. 10. Since an emergency exists, this act takes effect when
17 passed and approved according to law.