

City Council Introduction: **Monday**, August 26, 2002  
Public Hearing: **Monday**, September 9, 2002, at **1:30 p.m.**

Bill No. 02R-192

## **FACTSHEET**

**TITLE:** Proposed amendments to the **LINCOLN CENTER REDEVELOPMENT PLAN** to establish the "**LINCOLN MALL PROJECT AREA**" and the "**LINCOLN MALL REDEVELOPMENT PROJECT**", requested by the Director of the Urban Development Department, covering an area generally extending along Lincoln Mall from South 10<sup>th</sup> Street to South 14<sup>th</sup> Street, and including all or part of the city blocks adjacent to Lincoln Mall.

**STAFF RECOMMENDATION:** A finding of conformance with the Comprehensive Plan.

**SPONSOR:** Planning Department

**BOARD/COMMITTEE:** Planning Commission  
Public Hearing: 08/07/02  
Administrative Action: 08/07/02

**RECOMMENDATION:** A finding of conformance with the Comprehensive Plan (7-0: Steward, Bills-Strand, Taylor, Larson, Newman, Carlson and Schwinn voting 'yes'; Duvall and Krieser absent).

### **FINDINGS OF FACT:**

1. The staff recommendation to find the proposed amendments to the Lincoln Center Redevelopment Plan for the Lincoln Mall Redevelopment Project to be in conformance with the Comprehensive Plan is based upon the "Analysis" as set forth on p.3.
2. The proposed amendments are found on p.9-28.
3. The applicant's testimony is found on p.5-7.
4. There was no testimony in opposition.
5. The Commission discussion with the applicant and staff is found on p.5-8.
6. On August 7, 2002, the Planning Commission voted 7-0 to find the proposed amendments to be in conformance with the 2025 Comprehensive Plan (See Minutes, p.8).
7. The proposed redevelopment agreement being submitted by Urban Development should be heard in conjunction with this application.

**FACTSHEET PREPARED BY:** Jean L. Walker

**DATE:** August 19, 2002

**REVIEWED BY:** \_\_\_\_\_

**DATE:** August 19, 2002

**REFERENCE NUMBER:** FS\CC\2002\CPC.02004 Lincoln Mall

## LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

**P.A.S.#:** Comprehensive Plan Conformance #02004 **Date:** July 26, 2002  
Amendment to Lincoln Center Redevelopment Plan for Lincoln Mall Redevelopment Project

**PROPOSAL:** A request to review a proposed amendment to the Lincoln Center Redevelopment Plan for a determination of conformity with the *Lincoln and Lancaster County 2025 Comprehensive Plan*.

**CONCLUSION:** The proposed amendment is in conformance with the Comprehensive Plan.

<b><u>RECOMMENDATION:</u></b> Find that this request is in conformance with the Comprehensive Plan.
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### **GENERAL INFORMATION:**

**LOCATION:** Lincoln Mall between S. 10<sup>th</sup> St. and S. 14<sup>th</sup> St. and part or all of adjacent city blocks.

**APPLICANT:** Marc Wullschleger, Director  
Urban Development Department  
129 N. 10<sup>th</sup> Street  
Lincoln, NE 68508

**CONTACT:** Dallas McGee  
Urban Development Department  
129 N. 10<sup>th</sup> Street  
Lincoln, NE 68508  
(402) 441-7857

**EXISTING ZONING:** O-1(Office District), B-4 (Lincoln Center Business District), and R-8 (Residential District), with the Capitol Environs District overlay

**EXISTING LAND USE:** Offices, parking lots, residences, retail (convenience store/gas station)

**ASSOCIATED APPLICATIONS:** None

**HISTORY:** The Lincoln Center Redevelopment Plan was first adopted in 1975 and has had more than 20 revisions for specific projects since its major update in 1985. Major benchmarks have been the 1993 revisions to approve parking structures, the Burnham Yates Conference Center, a childcare center, and the O Street Skywalk, utilizing proceeds from a bond issue of 1985. These smaller, incremental projects followed concepts summarized in the "Downtown Master Plan" of 1989. That plan revised the large retail mall proposed in the major update of 1985.

The Capitol Environs District was amended in 1994 to adopt design standards and a design review process for public and private improvements in the District, at the direction of the State of Nebraska. The Capitol Environs Commission was created as a city-state commission in 1988. City Council first approved the Capitol Environs District in 1980 at the direction of the State of Nebraska, creating height limits for buildings in the vicinity of the Capitol.

**ANALYSIS:**

1. This is a request to review a proposed amendment to the Lincoln Center Redevelopment Plan for a determination of conformity with the Comprehensive Plan.
2. The amendment covers an area generally extending along Lincoln Mall from S. 10<sup>th</sup> Street to S. 14<sup>th</sup> Street and including all or part of the city blocks adjacent to Lincoln Mall. The boundaries of the project are set forth more specifically on the attached map.
3. The amendment would establish the Lincoln Mall Project Area and would include public streetscape and infrastructure improvements throughout the project area.
4. The Lincoln Center Redevelopment Plan was first developed in 1975 to encourage retail revitalization and has been amended many times since. A major update was adopted in 1985 recommending a large retail mall and a \$12,000,000 bond issue was approved by voters at that time. Emphasis shifted to smaller, incremental redevelopment efforts, as summarized in "Downtown Master Plan" of 1989. A series of initiatives was approved in 1993 utilizing the 1985 bonds including parking structures, the Burnham Yates Conference Center, a childcare center, and O St. Skywalk.
5. The Lincoln Mall Project would generate Tax Increment Financing from private development in the project area to pay for public infrastructure and improvements such as new curbing, sidewalks, transit shelters, streetlights, street furniture, plantings, and irrigation equipment.
6. The *Lincoln and Lancaster County 2025 Comprehensive Plan* acknowledges the community's longstanding efforts to protect and improve the areas around the Capitol (p. E81) and the Zoning Code embodies these efforts in Chapter 27.56 (Capitol Environs District) which includes the Lincoln Mall area.
7. The proposed project appears to meet these goals of improving and protecting the Capitol's setting.
8. The Capitol Environs Commission has discussed the concepts of Lincoln Mall improvements funded by a redevelopment district, but has not had a chance to make a recommendation on this specific proposal. This proposal will be presented to the Commission at its meeting of August 22, 2002 and that body's recommendations, along with Planning Commission's, will be presented to City Council before the Council is asked to take action.

**STAFF RECOMMENDATION:**

Find that the proposed amendment to the Lincoln Center  
Redevelopment Plan conforms with the Comprehensive Plan.

Prepared by:

Edward F. Zimmer, Ph.D.  
Historic Preservation Planner

# COMPREHENSIVE PLAN CONFORMANCE NO. 02004

## PUBLIC HEARING BEFORE PLANNING COMMISSION:

August 7, 2002

Members present: Steward, Bills-Strand, Taylor, Larson, Newman, Carlson and Schwinn; Duvall and Krieser absent.

Staff recommendation: A finding of conformance with the Comprehensive Plan.

### Proponents

**1. Dallas McGee** presented the application on behalf of the **Urban Development Department**. This is an amendment to the Lincoln Center Redevelopment Plan, which was first adopted 17 years ago in 1985. Since then there have been 21 amendments for various redevelopment projects in Downtown and the Haymarket including Cornhusker Hotel, Embassy Suites, Journal Star expansion, Rock 'N Roll Runza, Star Building, and Lincoln Building. The creation of a redevelopment project allows for TIF (tax increment financing) to be used to fund public improvements within the project area. TIF is the increase in taxes generated from the development that is occurring in the area.

The Lincoln Mall project creates a project area from the Capitol at 14<sup>th</sup> to 10<sup>th</sup> Street and the County-City Building complex, including property on the north side of Lincoln Mall, with the focus being to enhance the Capitol Environs District and to provide a safe and attractive area within which to live and work.

Lincoln Mall is 20 years old and does have problems that do need to be addressed, including broken street furniture, dying and aging shrubs, as well as sidewalks that need improvement. The proposed improvements will likely include work on sidewalks, curb and gutters, street furniture and other landscaping as well as irrigation and transit improvements related to the four bus stops. The project will also include streetscape work around Block 119, the block directly across from the County-City Building between 10<sup>th</sup> and 11<sup>th</sup>, Lincoln Mall and K Street. Once this project is approved by the City Council, Urban Development anticipates hiring a landscape architect to design the project and work with the Nebraska Capitol Environs Commission as well as property owners to address the specific improvements. McGee anticipates that the design will begin this fall with construction either this fall or next spring.

This project for streetscape improvements all along Lincoln Mall will be funded by TIF money from the building now being constructed. A lot of the improvements would be within the median itself with improvements on the sides, including street furniture and related plant materials.

Steward inquired as to what generates action on this as compared to some other central related projects. Why this now? McGee stated that now is because there is an opportunity to fund the project with TIF that is being generated in the project area. TIF relates to new development or if there is an increase in value on existing properties. The TIF for this project will be generated primarily from the new construction of the building currently underway.

Steward sought clarification on the vague reference to some future “redevelopment district” in Item #8 on page 3 of the staff report. What is that about and how does it relate to TIF? McGee explained that the Capitol Environs Commission (NCEC) reviews any activity within the Capitol Environs District. A conceptual plan was taken to the Commission earlier this year to address some of the concerns that exist along this mall. This redevelopment project allows a means of financing those improvements through TIF. But Steward does not see a definition of the district with this proposal. He wonders why that language exists and he is concerned about the fact that we have another mall that, in some opinions, has higher priority than this mall (Centennial Mall). Has this application been reviewed by the Downtown Lincoln Association (DLA)? McGee indicated that it has been discussed with DLA, but it is outside of the maintenance of DLA; however, it is within the management district of DLA. In terms of the maintenance, McGee advised that it will be maintained by the Parks & Recreation Department. DLA will not be involved in the maintenance. It will be maintained by the City and the property owners.

Ed Zimmer of Planning staff offered that the reference in Item #8 to a “redevelopment district” means the amendment to the Downtown Redevelopment Area. It has been discussed conceptually by NCEC. This same material will go to NCEC at their meeting this month before this application goes to the City Council. The reference is not to something different than this.

In a broader sense, Steward realizes this Redevelopment Plan has been amended a number of times. From his point of view, that’s not really planning—that’s taking a specific project and revising the plan so that it always will be in conformance with the plan on an ad hoc project-by-project basis. For instance, why is this boundary where it is? Antelope Valley, e.g., is not even referenced or mentioned. If we are going to add things to a plan, we should take things off as they get accomplished (e.g., Block 35 is still in this plan, which further weakens its credibility in terms of what we are expecting the public to understand about the way we collectively are thinking about the center of the city). Is it even appropriate that we continue to carry skywalks in this plan? Since the day that the skywalks were started, there is a whole set of other thinking about urban design and whether or not those were or are a good idea. While Steward is in favor of the Lincoln Mall being an attractive place and being an important connection between the monument of the Capitol building and this public building, he is just very much concerned that we are continuing to use this as a document to justify a rather spontaneous set of project activities rather than treating it as a plan and re-evaluating the whole plan anytime we change it. Otherwise, you are asking this Commission and the Council to approve things just the way they are being thought of, incrementally—not holistically, not together.

Steward further inquired as to the city’s designated liaison between potential developers and city departments. McGee believes it would be Urban Development. Steward believes that it reads that it is an individual and any developer should know who that department title is. Steward apologized for being critical of the general document, but the longer the document goes on in this direction, the more flawed it is going to become. McGee offered that the plan is a plan that allows us to respond to specific development proposals as they are brought forward. When the boundary of the area was established in 1985, we did not want to create a single project area at that time because then

TIF would begin for the entire area and 15 years later if you wanted to begin a project, the TIF would have expired. It allows us to respond to these kinds of incentives or development projects as they come forward. He agrees that it is not a plan that guides as well as some other plans could, but it is a plan that allows us to take advantage of projects and help fund projects either by the city or by a developer.

Steward asked whether McGee would say that it is true that we do not have such a plan for downtown. McGee noted that in the past we have had some plans, i.e. "Downtown 2001" identified some very specific projects. That is a plan that could be looked at and updated and could give us guidance to future projects.

Steward then referred to p.45 of the agenda (p.III-1 of the Redevelopment Plan). This section of the Plan examines future conditions within the designated commercial redevelopment area – that's much broader than just financing. McGee agreed. Much of this plan is part of the original document that was written years ago, and as we update it we only update it to respond to the possibility of a redevelopment project. We don't revise the goals substantially. That would be a separate effort.

Steward suggested that consideration be given to changing the language and focusing on a more comprehensive strategy at some other time.

Schwinn confirmed that this TIF can only be used on property abutting a building being constructed. Schwinn believes that Centennial Mall also needs the help. McGee responded, stating that TIF can be used within the project area that is identified. This project area is identified as Lincoln Mall. To extend this TIF district to Centennial Mall would not be practical because the TIF is generated from property along Lincoln Mall. It is an opportunity to address some of the problems we have on Lincoln Mall. If there were a substantial development along Centennial Mall, a TIF district could be created to address some of those concerns.

As far as design, McGee stated that the Parks Department has been working on a conceptual design. Once a district is created, a landscape architect would be hired to take a look at the conceptual plans and build on them.

Newman believes that the new Comprehensive Plan calls for an on-street painted bike route north/south. She sees a lot about pedestrian issues here but nothing about the bike route. Since it is going to intersect somewhere, how is that going to play in when you have the trees and park benches in place? McGee assured that Urban Development would work with Parks on that north/south bike route and see if there is a preferred street and accommodate that as part of this plan.

Newman wondered whether this needs tweaking before it is approved. McGee stated that until we have a project area established, we don't have the ability to carry out a project. He has not heard discussion of where the bike path might cross, but it is something they need to look at.

Carlson sought confirmation that the door won't be closed on the bike path issue in the future if this application is approved. McGee stated that since we know there are streets that are likely

candidates, Urban Development would try not to do anything that would preclude that. We would want to do improvements that would help make that happen.

If we didn't do the TIF distribution for this project, Carlson wondered whether it would free up those funds to do something else. Is there no way to tag those funds to move them over to Centennial Mall? McGee advised that if the TIF is not created, the funds for these improvements would not be earmarked for the improvements at all. Schwinn believes they would go into the general fund and would have to come through the Capital Improvements Program.

There was no testimony in opposition.

Public hearing was closed.

**ADMINISTRATIVE ACTION BY PLANNING COMMISSION:**

August 7, 2002

Larson moved to find the proposed amendments to be in conformance with the Comprehensive Plan, seconded by Steward.

Larson does not believe this precludes anything in the future. It is an opportunity because of the building that is being constructed.

Steward believes it is a needed Urban Development project and he is going to vote in support, but he also want to reinforce the notion that he believes at some early date this document needs to be separated from an urban design and urban development plan for the Heart of Downtown. When someone picks this up and sees the newest thing that has been added (if thinking comprehensively about the center of our city), there are all sorts of things missing—reassessment of transportation issues, the boundaries, the effect of Antelope Valley, changes in the Haymarket District. This is a way to move forward with this TIF financing, but he believes it uses and misuses the term “plan” in its broadest sense.

Motion for a finding of conformity carried 7-0: Steward, Bills-Strand, Taylor, Larson, Newman, Carlson and Schwinn voting ‘yes’; Duvall and Krieser absent.

**CITY OF LINCOLN  
LINCOLN CENTER REDEVELOPMENT PLAN  
(Revised)**

Prepared by:

Lincoln City-Lancaster County Planning Department  
Urban Development Department

Approved:

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Marc Wullschleger, Director  
Urban Development Department

Original--August, 1985  
Revised September, 1986  
Revised May, 1987  
Revised September, 1987  
Revised April, 1988  
Revised September, 1988  
Revised March, 1989  
Revised July, 1989  
Revised May, 1990  
Revised May, 1991  
Revised July, 1991  
Revised January, 1992  
Revised February, 1993  
Revised October, 1993  
Revised March, 1994  
Revised October, 1994  
Revised December, 1996  
Revised June, 1997  
Revised February, 1998  
Revised March, 1998  
Revised December, 2000  
Revised August, 2002

**I. CORNHUSKER SQUARE REDEVELOPMENT PROJECT - PHASE II**

- 1. Cornhusker Square Redevelopment Project - Phase II ..... IV-195
- 2. Statutory Elements ..... IV-196
- 3. Proposed Cost and Financing of Cornhusker Square  
    Redevelopment Project - Phase II ..... IV-204
- 4. Implementation of Cornhusker Square Redevelopment Project Phase II ..... IV-204

**J. THE LINCOLN STAR BUILDINGS REDEVELOPMENT PROJECT**

- 1. Revitalization Project Description ..... IV-208
- 2. Statutory Elements ..... IV-209
- 3. Proposed Cost and Financing of Lincoln Star Buildings Project ..... IV-214
- 4. Implementation Steps ..... IV-215

**K. ENTERTAINMENT CENTER/OLD FEDERAL BUILDING REDEVELOPMENT  
PROJECT**

- 1. Revitalization Project Description ..... IV-219
- 2. Statutory Elements ..... IV-219
- 3. Proposed Cost and Financing of Entertainment Center/Old Federal Building ..... IV-224
- 4. Implementation Steps ..... IV-224

**L. LINCOLN MALL REDEVELOPMENT PROJECT**

- 1. Revitalization Project Description .....
- 2. Statutory Elements .....
- 3. Proposed Cost and Financing of Lincoln Mall .....
- 4. Implementation Steps .....

18. Lincoln City Council Resolution Adopting Redevelopment Plan Amendment (10), Resolution No. A-74603, January 13, 1992.
19. Lincoln City Council Resolution No. A-74583 Amending Apothecary/Ridnour Sub Project CIF Start Date to January 10, 1992.
20. Lincoln City Council Resolution Adopting Redevelopment Plan Amendment (11), Resolution No. A-75257, February 22, 1993.
21. Lincoln City Council Resolution No. A-75784 Amending Cornhusker Redevelopment Project - Phase II, Parking Facility location change, October 25, 1993.
22. Lincoln City Council Resolution Adopting Redevelopment Plan Amendment (12), Resolution No. A-75974, Q, O, P, R/North Haymarket Project/five phases, March 4, 1994.
23. Lincoln City Council Resolution Adopting Redevelopment Plan Amendment (13), Resolution No. A-76438, 12th Street Revitalization Area Project/four phases, October 31, 1994.
24. Lincoln City Council Resolution Adopting Redevelopment Plan Amendment (14), Resolution No. A-77828, Block 55 Redevelopment Project/Phase II, 1996, and The Lincoln Star Buildings Redevelopment Project.
25. Lincoln City Council Resolution A-68489, adopting the Gold's Galleria Redevelopment Plan, and authorizing Finance Director to draft and submit to City Council appropriate ordinances and documents for the authorization of the issuance of community improvement financing bonds to finance necessary and appropriate acquisitions, improvements, and activities as set forth in said Gold's Galleria Redevelopment Plan for the "Phase One - Gold's Galleria Redevelopment Project" area; November 15, 1982.
26. Lincoln City Council Resolution adopting Redevelopment Plan Amendment (15), Resolution No. 78138, Q,O,P,R/North Haymarket Redevelopment Project, Journal Star/Haymarket Square Sub Project - Phase III, June 16, 1997.
27. Lincoln City Council Resolution adopting Redevelopment Plan Amendment (16), Resolution No. 78688, Q, O, P, R/North Haymarket Redevelopment Project, Journal Star/Haymarket Square Sub Project - Phase I, II and III, March 30, 1998.
28. Lincoln City Council Resolution adopting Redevelopment Plan Amendment (17), Resolution No. 80587 adopting Entertainment Center/Old Federal Building Redevelopment Project, December 11, 2000.
29. Lincoln City Council Resolution adopting Redevelopment Plan Amendment (18), Resolution No. Adopting Lincoln Mall Redevelopment Project, August 2002.

IV-110	Condominium Area Acquisition - Level One - Block 89 .....	IV-202
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**J. THE LINCOLN STAR BUILDINGS REDEVELOPMENT PROJECT**

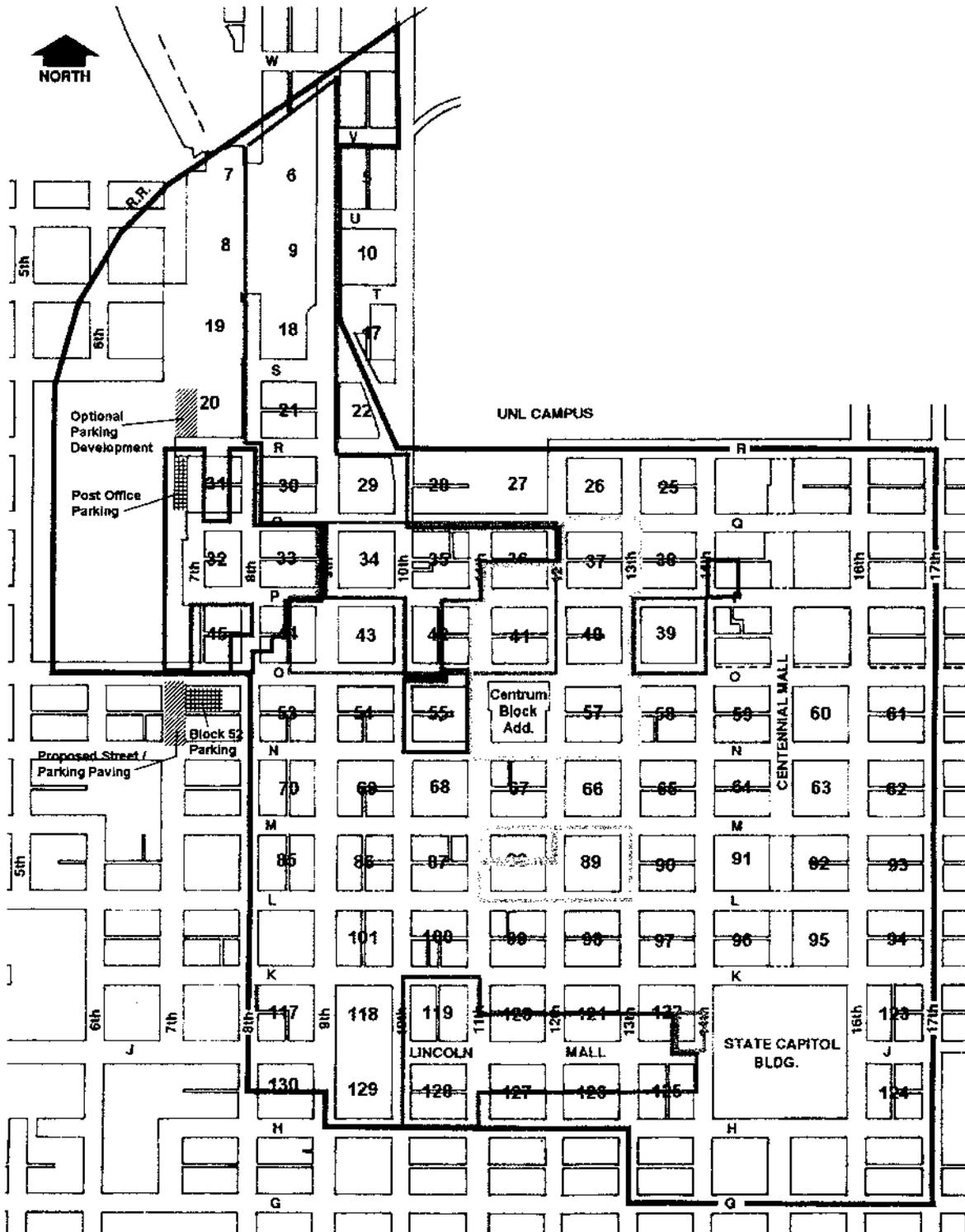
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**K. ENTERTAINMENT CENTER/OLD FEDERAL BUILDING REDEVELOPMENT PROJECT**

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IV-120	Existing Land Use .....	IV-221
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**L. LINCOLN MALL REDEVELOPMENT PROJECT**

<u>IV-123</u>	<u>Existing Plat and Project Area .....</u>	
<u>IV-124</u>	<u>Existing Land Use .....</u>	
<u>IV-125</u>	<u>Proposed Land Use .....</u>	
<u>IV-126</u>	<u>Existing Zoning .....</u>	
<u>IV-127</u>	<u>Capitol Environs District .....</u>	



00 Block Number

— Redevelopment Plan Boundary / Community Development Area -- Lincoln Center Retail Revitalization Redevelopment Area

**Redevelopment Project Boundaries:**

- |                                 |   |  |
|---------------------------------|---|--|
| Haymarket Area                  | Lincoln Center Public Improvements: Parking | Block 55 -- Phase I and Phase II         |
| 12th Street Revitalization Area | University Square                           | Lincoln Star Buildings                   |
| Runza                           | Cornhusker Square -- Phase II               | Entertainment Center / Old Federal Bldg. |
| Ambassador / President          | Q, O, P, R at 10th, 11th & 12th Streets     | Lincoln Mall                             |

# LINCOLN CENTER Redevelopment Plan

### III. FUTURE SITUATION

This section of the Lincoln Center Redevelopment Plan examines future conditions within the designated Community Redevelopment Area. The section has been divided into the following eight subsections:

- A. Introduction
- B. Public Improvements
- C. Private Improvements
- D. Building Requirements and Redevelopment Standards
- E. Conformance with Comprehensive Plan
- F. Relationship to Local Objectives
- G. Procedure for Changes in the Approved Redevelopment Plan
- H. Removal of Blighting Influences and Substandard Conditions

#### A. Introduction

The Lincoln Center Redevelopment Area is anticipated to function as the dominant mixed-use/multi-use center and key focal point of business, social, and cultural and entertainment activity in the Lincoln urban area. A large variety of activities would be appropriate within the district, including retail, office, child care, commercial services, hotel and motel, arts and entertainment, special events/festivals, museums, institutions, long- and short-term parking spaces, and housing. Revitalizing the district will require a wide variety of individual projects and improvements involving both the public and private sectors. The future of the area will depend on a number of key factors, including:

- the availability of entrepreneurs to undertake real estate development ventures both in the field of new construction and restoration of existing structures;
- the availability of existing vacant or underutilized structures and sites provides the area with a significant opportunity for redevelopment or rehabilitation projects;
- the City's ability to use the land assembly provisions and Community Improvement Financing under the State Community Development Law, Parking Revenue Bond State Statutes, and special assessment district financing will be instrumental in the revitalization of the Community Development Area;
- concentration of retail in a mixed-use district between 11th to 14th Streets along "O" Street to establish a strong and central retail core;
- the vision of a revitalized downtown which is a specialty retail, cultural, and entertainment core/destination together with office, housing and parking, and is rich with pedestrian activity;
- the retention and enhancement of the downtown /Capitol Environs architectural character: canopies, street level windows, materials and color, building entrance locations and building size;

The redevelopment projects are to generate additional development in the remainder of the Community Redevelopment Area and support the Lied Center. Projects such as these can establish a whole new image for the downtown. They will generate a feeling that downtown is expanding and becoming a dynamic regional mixed-use center. It is anticipated that the project will touch off a chain reaction of other developments which will continue to revitalize the area.

The final details of the 12th Street Revitalization Area Project will be known at the time of the execution of appropriate public improvement contracts and Redevelopment/Disposition and/or other Agreements. The project, and later sub projects will complement and support the UNL Lied Performing Arts Center and better tie the campus with the downtown. This plan can be and is expected to be amended to deal with the projects as details become available.

#### **D. Building Requirements and Redevelopment Standards**

The redevelopment of the Community Redevelopment Area should generally achieve the following requirements and standards:

##### **1. General Environment**

Intensify and strengthen Lincoln's central business district as a focal point for regional development.

Provide for compact and interrelated development in order to increase the amount and variety of activity in the core while increasing pedestrian convenience and visual interest.

Provide for expansion and new development of office, commercial, residential, retail, child care, and related service activities which will complement the existing activities in use, scale, and quality of materials and service. The University intends to retain and develop as open space property located on the north side of "Q" from 12th to 13th Streets.

Encourage rehabilitation/renovation of existing structures through the Community Redevelopment Area.

Improve the attractiveness and convenience of the downtown environment through development of conflict-free pedestrian connections between all major and secondary facilities, employment concentrations, and major parking areas.

Provide an environment which emphasizes pedestrian conveniences, visual and performing arts, amenities, needs, and desires, and which minimize automobile-pedestrian conflicts.

**Encourage development enhancing the character and maintaining the vitality of the Capitol Environs district.**

Assure that plaza, pedestrianway, lighting, signs, and communication devices are oriented to the human scale. A signage program should provide information on street and second level pedestrian/skywalk system interconnection with buildings, elevator locations, parking lots and hours of access to entrances and exits. Lighting should include exciting "directional" lighting directing pedestrians to entertainment and other focal points.

## **2. Pedestrianways, Open Spaces, and Plazas**

Provide a comprehensive pedestrian circulation system to facilitate the movement of pedestrians to and within the major development activities within the core area, and to facilitate this movement between the major generators of pedestrian traffic and nearby parking facilities.

Provide a pedestrian system which will connect existing buildings that are to remain in the area with proposed new development.

Assure that design treatment and development of pedestrianways will unify the appearance of both existing and new buildings. A variety of pedestrian facilities are possible, including open and enclosed malls, galleries, open spaces, plazas, and widened gathering place sidewalk areas. These should be skillfully combined to create a highly diversified and exciting pedestrian environment and integrated with others such as the Lied Courtyard from 12th to 13th on Q Street and the Lincoln Mall from 10<sup>th</sup> to 14<sup>th</sup> Street.

Provide for development of an appropriate "second level pedestrian/skyway system" consisting of a series of elevated walkways and bridges with grade level vertical access, linking important activity centers within the core area. Skywalks are intended to provide direct, convenient, weather-protected connections for both downtown patrons/visitors and employees.

## **3. Building Heights and Massing**

Provide for the massing of buildings and related open spaces in order to create a distinct and interesting area with internal focal points of identification and orientation for pedestrians.

Provide a maximum floor area ratio in accordance with applicable zoning district regulations in the redevelopment project area.

## **4. Use of Public Right-of-Way**

Where appropriate, encourage development to utilize portions of the existing right-of-way and/or the air rights over the right-of-way. Use of air rights is encouraged.

- Diversity of ownership
- Other environmental and blighting factors.

Consultants further identified the following substandard factors in the 18 1/2 block expanded area:

- Strong Presence of Factors --
  - Dilapidated/deterioration.
  - Age or obsolescence.
  - Existence of conditions which endanger life or property by fire or other causes.
- Reasonable Presence of Factors --
  - Inadequate provision for ventilation, light, air, sanitation, or open spaces.

The following describes the tasks that will be undertaken to remove blight and substandard conditions from: (A) the Q, O, P, R/North Haymarket Redevelopment Project area; (B) the 12th Street Revitalization Area Project; (C) Block 55 Redevelopment Project - Gold's Galleria/Block Balance Sub Project - Phase II; (D) the Haymarket Area Redevelopment Project, (E) the University Square Redevelopment Project, (F) Eagles/Runza Redevelopment Project, (G) Ambassador/President Redevelopment Project, (H) Lincoln Center Public Improvements Project, (I) Cornhusker Square Redevelopment Project - Phase II, (J) The Lincoln Star Buildings Redevelopment Project, (K) Entertainment Center/Old Federal Building Redevelopment Project, (L) Lincoln Mall Redevelopment Project, and the Balance of the Redevelopment Area.

The project will remove blighting and substandard conditions through the following means:

- Acquisition necessary or incidental to the clearance, development or redevelopment in Block 41 or 43;
- Sale and renovation of the City's historically significant Old Federal Building;
- Demolition or removal of several vacant, underutilized and/or deteriorated structures on Block 41;
- Construction of a 160,000 square foot two story entertainment center on Block 41.

### **The Lincoln Mall Redevelopment Project**

The Lincoln Mall Redevelopment Project incorporates portions of or all of eight City blocks adjacent to Lincoln Mall from 10<sup>th</sup> to 14<sup>th</sup> Streets. The purpose of this project is to provide amenities, such as sidewalks, utilities, curbs, plantings, street furniture, street lights and transit improvements to enhance Lincoln Mall.

The project will provide streetscape amenities that will enhance the attractiveness and vitality of Lincoln Mall and nearby neighborhoods. These improvements will promote continued office development in this corridor and will provide neighborhood residents with improved access to Lincoln Mall.

### **Balance of the Community Redevelopment Area**

The remaining 94 blocks of the redevelopment area reflect the finding of the blight factors noted above. It should be noted that the balance of the redevelopment area includes other redevelopments such as Cornhusker Square.

- Speed implementation of the proposed (Block 35, Centerstone and 12th Street Revitalization Area) Projects which will provide numerous spin-off incentives for redevelopment of the balance of the area and reverse the downward trend in downtown retail activity.
- Seek stricter enforcement of applicable building codes in the redevelopment area when such enforcement could reasonably arrest the further deterioration of structures and site improvements in the area.
- Limit/prohibit the further subdivision of lots in the area so as to restrict the diversity of property ownership that currently inhibits the consolidation of lots into sizes better suited for a downtown setting.
- Amend the present City Zoning Ordinance to provide for a minimum lot size for all activities in B-4 zoning.
- Provide a City-designated liaison between potential developers and City departments to speed review and approval of redevelopment proposals in the area.
- Use Community Development Block Grant (CDBG) funds for appropriate public improvements in the area.

#### IV. LINCOLN CENTER COMMUNITY REDEVELOPMENT AREA REVITALIZATION

This section of the Lincoln Center Redevelopment Plan discusses projects for redeveloping and revitalizing the designated blighted and substandard areas.

- A. Q, O, P, R/NORTH HAYMARKET REDEVELOPMENT PROJECT
- B. 12TH STREET REVITALIZATION AREA PROJECT
- C. BLOCK 55 REDEVELOPMENT PROJECT
- D. HAYMARKET AREA REDEVELOPMENT PROJECT
- E. UNIVERSITY SQUARE PROJECT
- F. EAGLES/RUNZA REDEVELOPMENT PROJECT
- G. AMBASSADOR/PRESIDENT REDEVELOPMENT PROJECT
- H. LINCOLN CENTER PUBLIC IMPROVEMENT PROJECTS
- I. CORNHUSKER SQUARE REDEVELOPMENT PROJECT - PHASE II
- J. THE LINCOLN STAR BUILDINGS REDEVELOPMENT PROJECT
- K. ENTERTAINMENT CENTER/OLD FEDERAL BUILDING REDEVELOPMENT PROJECT
- L. LINCOLN MALL REDEVELOPMENT PROJECT

This section shall, for each project, cover the following four subsections:

- 1. Revitalization Project Description
- 2. Statutory Elements
- 3. Proposed Cost and Financing
- 4. Implementation Steps

##### A. Q, O, P, R/NORTH HAYMARKET REDEVELOPMENT PROJECT

This downtown project of the revitalization/redevelopment process for Lincoln Center will cover a 11- to 12-block area of the Lincoln Center Redevelopment Plan. The area will involve redevelopment/revitalization of all or a portion of Blocks 6, 9, 18, 21, 22, 29, 30, 34, 35, 36, and 42, Original Plat, and Blocks 10, 11, and 14, North Lincoln Addition as indicated in Exhibit IV-1. The redevelopment/revitalization of portions of this 11- to 12-block area will require a combination of public and private resources detailed in this section.

The primary goals of the redevelopment program are to maintain the considerable public investment that exists in the area and to provide: (a) incentives which make it attractive for businesses to locate and remain in downtown Lincoln, and (b) entrepreneurs the opportunity to undertake real estate development ventures both in substantial reconstruction and restoration of existing buildings. Areas such as downtown are not able to provide comparable investment opportunities with undeveloped areas. Without public support, revitalization/redevelopment will not occur.

This Q, O, P, R/North Haymarket Redevelopment Project incorporates several new and existing activity phases (See Exhibit IV-1) necessary and essential to the revitalization/redevelopment and preservation of the overall downtown Lincoln Center area.

## Attachment A

### L. LINCOLN MALL REDEVELOPMENT PROJECT

#### 1. Revitalization Project Description

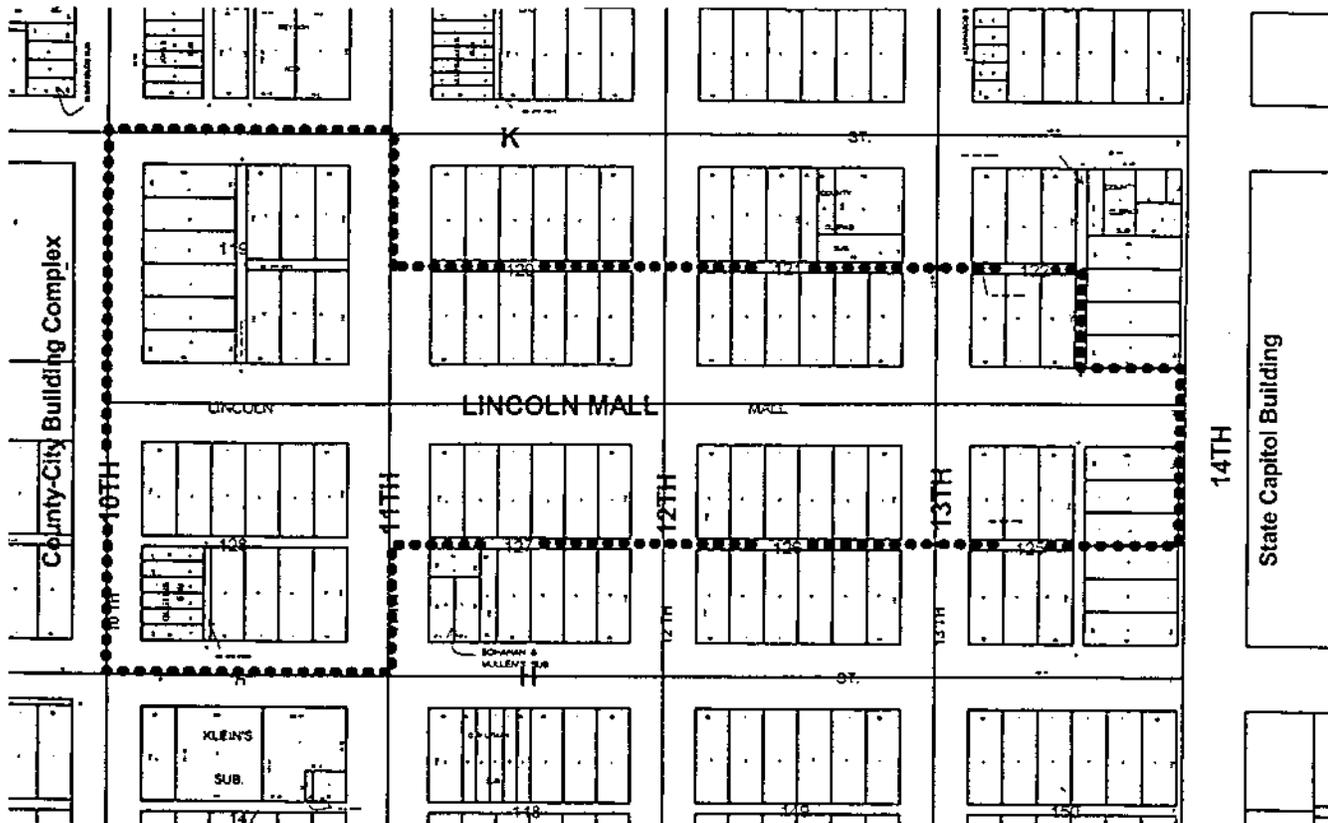
The Lincoln Mall Redevelopment Project incorporates portions of or all of eight city blocks adjacent to the Lincoln Mall from 10<sup>th</sup> to 14<sup>th</sup> Streets. Specifically, it includes all of Block 119, then south ½ of Blocks 120 & 121; the southwest quarter of Block 122 and the north ½ of Blocks 125, 126, 127 and 128, all in the original plat of the City of Lincoln. (See Exhibit IV-123).

The existing land uses in the Lincoln Mall Redevelopment Project area consist of office, surface parking, residential and service retail. Exhibit IV-124 identifies existing land use within the project area.

The goals of this redevelopment project are to provide amenities on Lincoln Mall and in the street right of way serving Block 119. The amenities would include sidewalks, utilities, curbs, plantings, street furniture and transit improvements.

The goals of this redevelopment project are to provide amenities on Lincoln Mall and in the street right of way serving Block 119 and to support the distinctive architectural character of the Capitol Environs district. The amenities included in the project area are sidewalks, utilities, curbs, plantings, street furniture, public transit improvements and improved safety features. These improvements correspond to several of the downtown redevelopment goals identified in Section III. The redevelopment project addresses these goals in the following ways:

- Encourages private development in the project area that supports and enhances the architectural character of both the Capitol Environs district and Capitol view corridor.
- Strengthens linkages between two key functional areas: State Capitol and the County-City Building.
- Provides an attractive, pedestrian-friendly environment that will encourage businesses to locate and remain in Downtown.
- Increases the level of security and safety by improving lighting, installing police call boxes and increasing night time surveillance in the project area.
- Enhances the area's pedestrian-friendly, street level orientation through improved sidewalks, street furnishings and other streetscape amenities.
- Integrates streetscape and landscape improvements in the project area with existing cultural landmarks (State Capitol, Lincoln statues).
- Improves vehicular circulation through new public transit shelters in the project area.

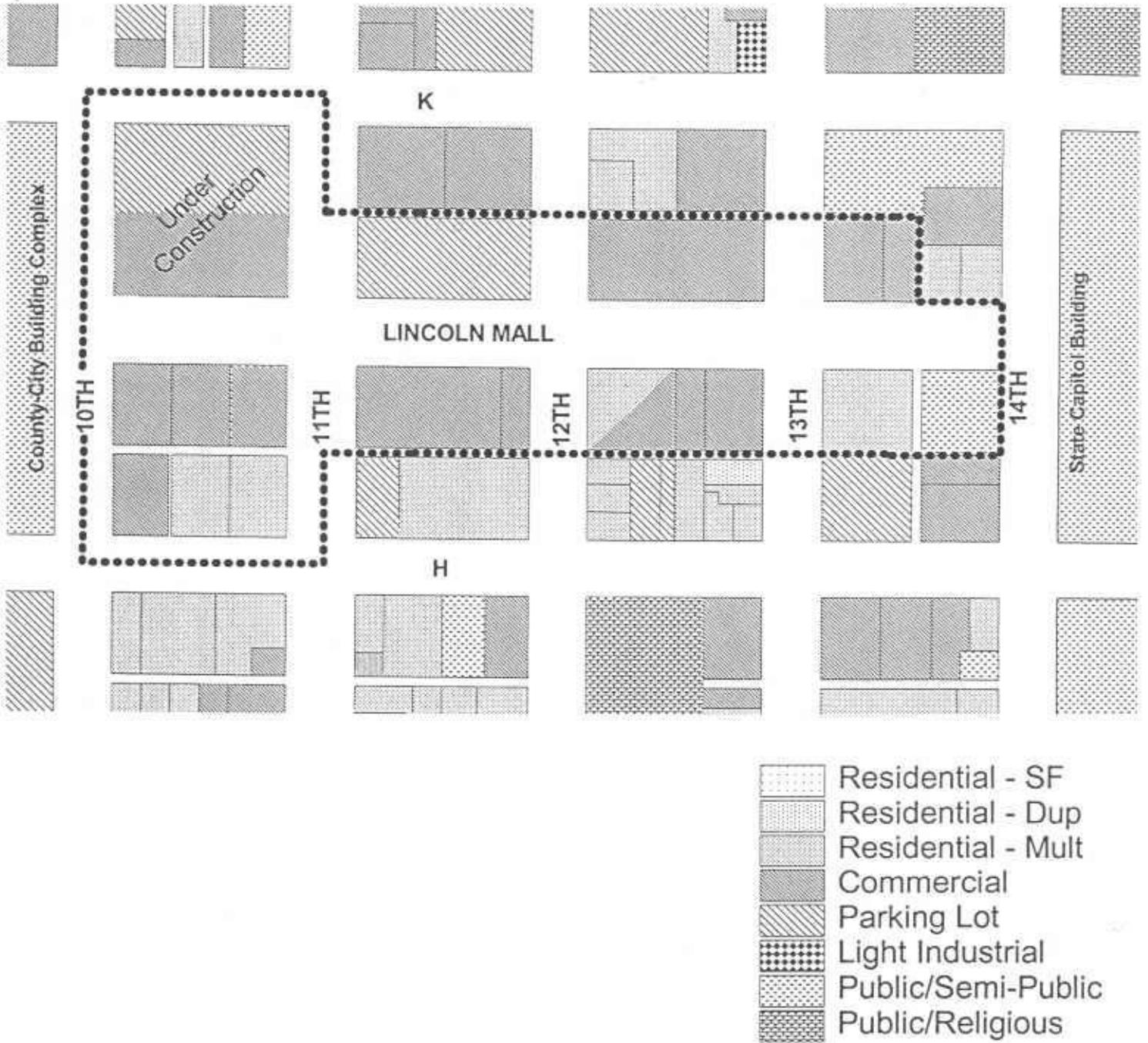


**Exhibit IV- 123**  
**Existing Plat and Project Area**

..... Project Area -- Lincoln Mall

**LINCOLN CENTER Redevelopment Plan**





**Exhibit IV- 124  
Existing Land Use**

..... Project Area -- Lincoln Mall

**LINCOLN CENTER Redevelopment Plan**



## **2. Statutory elements**

### **(A) Property Acquisition Relocation Demolition and Disposal**

No property acquisition relocation demolition or dispersal is anticipated as part of this redevelopment project.

### **(B) Population density**

A total of 137 dwelling units exist in the redevelopment project area. These consist of 72 units in the Skypark Manor at 13<sup>th</sup> and Lincoln Mall and 65 units in the Century House at 12<sup>th</sup> and Lincoln Mall. All of these units will remain after implementation of the redevelopment agreement.

### **(C) Land Coverage and Building Density**

The land coverage and building density will not be impacted by the redevelopment project. All existing buildings in the project area will remain upon completion of the project. The proposed uses are all shown on Exhibit IV-125.

### **(D) Traffic Flow, Street Layout and Street Grades**

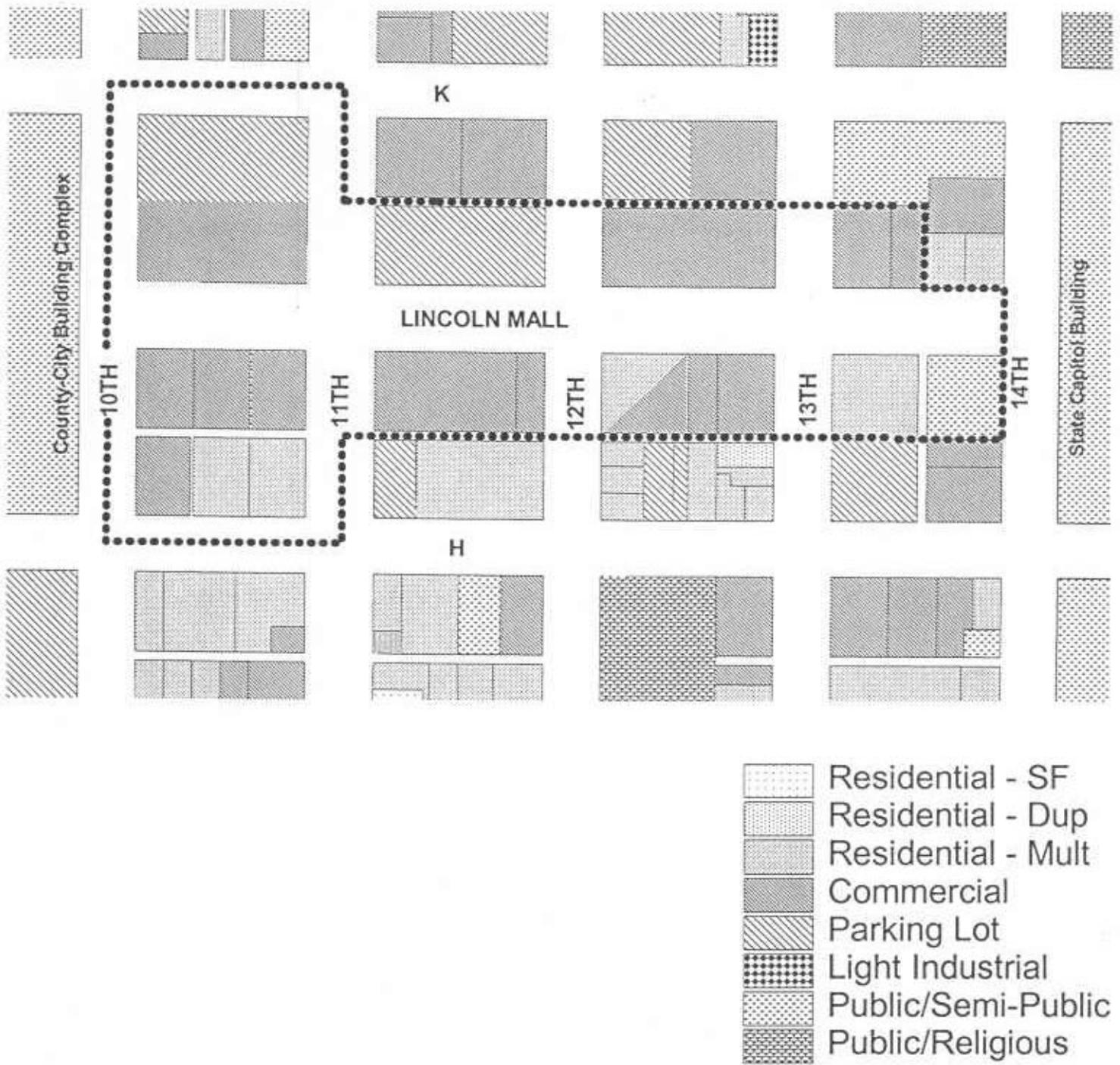
The existing street system within the project area will remain unchanged as a result of implementation of this project. Pedestrian amenities will be constructed on the right of way throughout the project area including in the median of Lincoln Mall from 10<sup>th</sup> to 14<sup>th</sup> Streets. New public transit shelters are planned to enhance traffic flow and user convenience in the project area.

### **(E) Parking**

The project area contains surface parking on portions of Blocks 119, 120, 121 and covered parking for residents of Skypark Manor. Other nearby parking facilities that serve the area include the Carriage Park Garage (710 spaces) and the Cornhusker Square garage (405 spaces).

### **(F) Zoning, Building Codes and Ordinances**

The project area is zoned O-1, with the exception of the northeast quarter of Block 119, which is zoned B-4 (See Exhibit IV-126). The entire area is located within the Capitol Environs Overlay Zoning District. Zoning will remain unchanged as a result of this project (See Exhibit IV-127). The Uniform building code for the abatement of dangerous buildings, the Uniform Building Code and their specific City amendments will properly protect the health, safety and welfare of the people. At this time, there are no contemplated changes in the City zoning laws or building codes to implement this project.

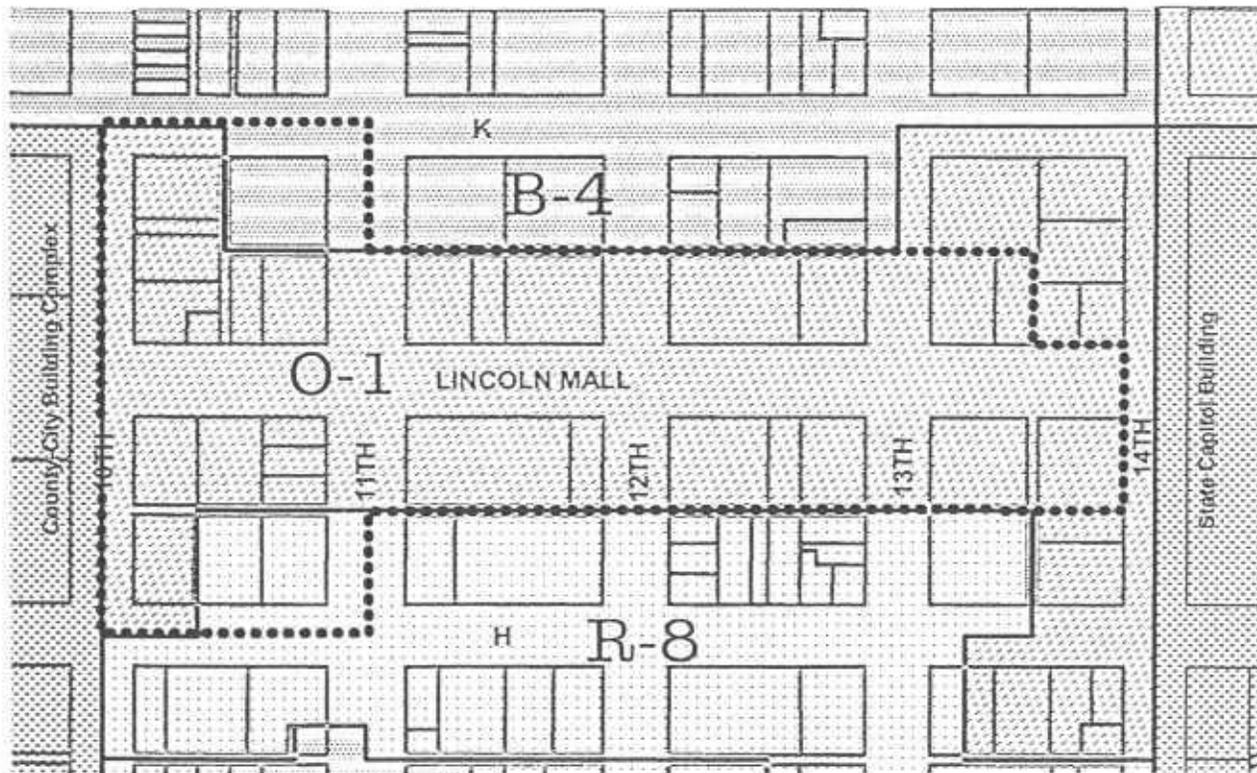


**Exhibit IV- 125**  
**Proposed Land Use**

..... Project Area -- Lincoln Mall

# LINCOLN CENTER Redevelopment Plan





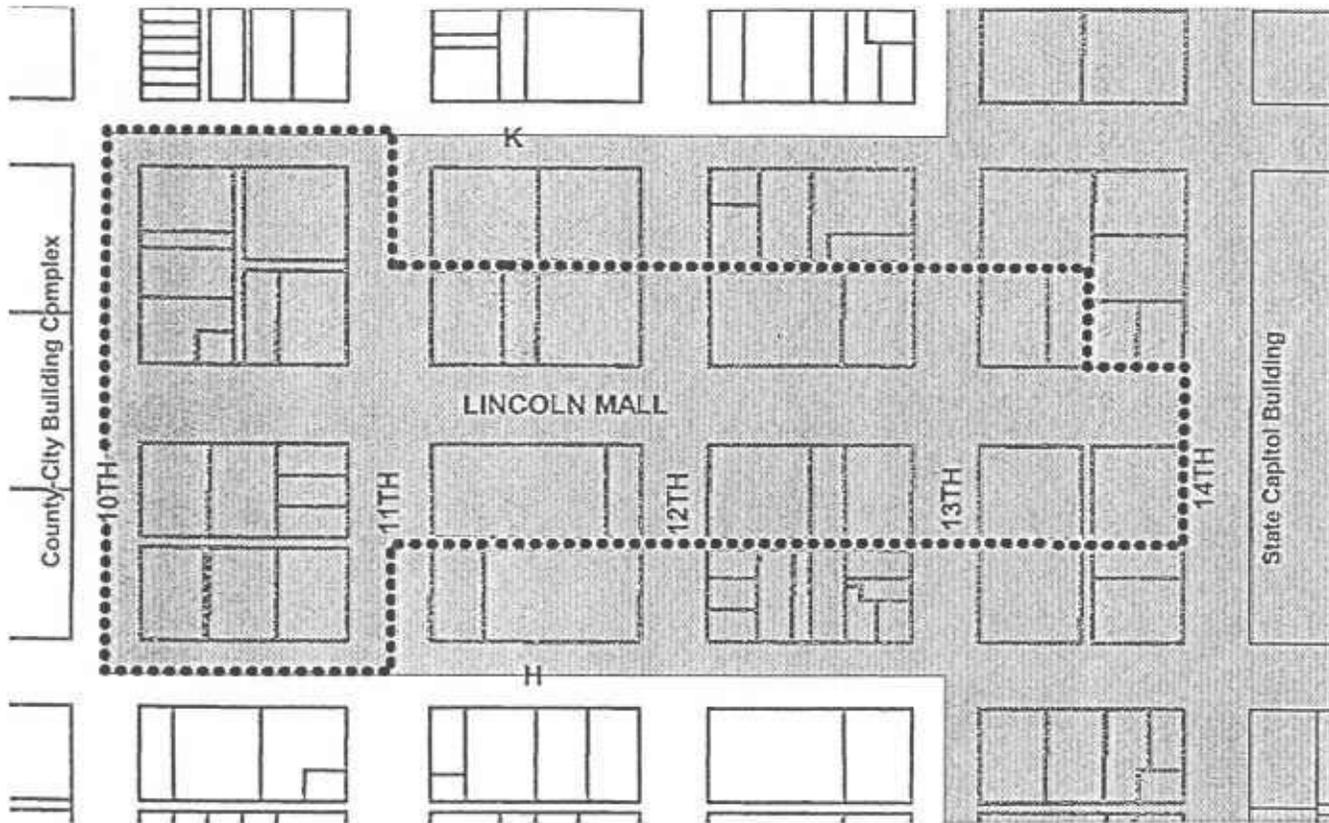
**Exhibit IV- 126  
Existing Zoning**

..... Project Area -- Lincoln Mall

-  Property Ownership
- Existing Zoning
-  Business
-  Office
-  Public
-  Residential

**LINCOLN CENTER Redevelopment Plan**





**Exhibit IV- 127  
Capitol Environs District**

..... Project Area -- Lincoln Mall

**INCOLN CENTER Redevelopment Plan**



### **(G) Public Infrastructure**

New curbs, sidewalks, lighting, police call boxes, public transit shelters, plant material, street furniture and other streetscape improvements are anticipated throughout the four block span of Lincoln Mall and around Block 119 as a result of the implementation of this project.

### **3. Proposed Costs and Financing**

The estimated cost of the Lincoln Mall Redevelopment Project is \$900,000. These funds will be used for the following public improvements, which could include the following:

- Public transit shelters
- Sidewalk construction
- Street curbs
- Street lighting
- Public call boxes
- Landscaping improvements
- Irrigation
- Street furniture and other amenities

The source of public funds for these improvements will be community improvement financing generated from the private development within the project area. Community investment financing is estimated to be \$900,000.

### **4. Implementation Steps**

Under Nebraska Community Development Law, the first step in the redeveloping an area is for the City to declare the area blighted and substandard and in need of redevelopment / revitalization. The Lincoln City Council completed this first step by declaring the Downtown Area blighted on October 22, 1984, and affirmed by resolution on October 19, 1987, the area as "blighted and substandard." The City Council determined that private enterprise could not redevelop this area without the assistance provided by the Community Development Law (see Blight Resolutions, Appendix 1 and Appendix 9).

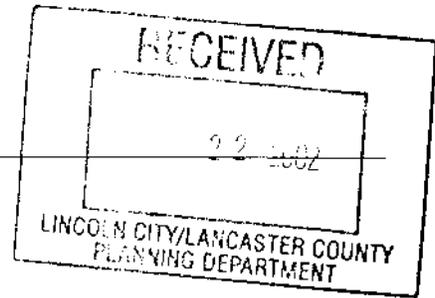
Implementation steps for the Lincoln Mall Redevelopment Project:

- Negotiate redevelopment agreements with developer of Block 119
- Issue and sell Community Improvement Financing bonds or notes
- Select architects and engineers pursuant to city standard practice to design streetscape improvements

- Approve the streetscape improvement design.
- Competitively select primary contractor to construct public improvements
- Construction of public facilities and improvements

# M e m o r a n d u m

[REDACTED]



**To:** Ed Zimmer, Planning

**From:**  Dennis Bartels, Public Works and Utilities

**Subject:** Lincoln Center Redevelopment Plan

**Date:** July 22, 2002

**cc:** Roger Figard  
Randy Hoskins  
Virendra Singh  
Jim Visger

The proposal to add the Lincoln Mall area to the Lincoln Center Redevelopment Plan is satisfactory to Engineering Services.

# INTER-DEPARTMENTAL MEMORANDUM

DATE: 7-11-02

TO: ~~County Health Department~~  
~~Larry Worrell, County Engineering~~  
~~Rodger Harris, Building and Safety~~  
Dennis Bartels, Public Works & Utilities  
Ray Hill, Planning Department  
Mark Canney, Parks and Recreation Dept.  
Sharon Theobald L.E.S.

FROM: ED Zimmer, Planning Department.

SUBJECT: Application No. C-PC 02004 Review

Please find attached a request for \_\_\_\_\_

Please review this application and return your comments to me by 7-21-02

If you have any questions, please feel free to contact me.

Please note the only comments/concerns by Lincoln Electric System is as follows:

Relocation/Adjustments to existing facilities will be at the City's/Developer's expense.

*Sharon Theobald*  
7-23-02