

City Council Introduction: **Monday**, August 6, 2007
Public Hearing: **Monday**, August 13, 2007, at **1:30 p.m.**

Bill No. 07R-147

FACTSHEET

TITLE: A Resolution approving and adopting proposed amendments to the **LINCOLN CENTER REDEVELOPMENT PLAN**, requested by the Director of the Urban Development Department.

SPONSOR: Planning Department

BOARD/COMMITTEE: Planning Commission
Public Hearing: 07/18/07
Administrative Action: 07/18/07

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

RECOMMENDATION: A finding of conformance with the Comprehensive Plan, as amended on July 18, 2007 (8-0: Carlson, Carroll, Cornelius, Strand, Krieser, Larson, Sunderman and Taylor voting 'yes'; Esseks absent).

FINDINGS:

1. The purpose of these proposed amendments to the **Lincoln Center Redevelopment Plan** is to establish the Sawmill Redevelopment Project Area, Phase One of the North Haymarket Arts and Humanities Center Block, which provides for the redevelopment of an existing building into a modern mixed-use office/retail building on property described as Lincoln Original, Block 21, W ½ Lot 3 and all of Lots 4, 5, and 6, including all of the east-west alley in Block 21, the portion of "S" Street abutting on the north, the portion of the east half of 8th Street abutting on the west and other additional right-of-way, as amended on July 18, 2007, and as shown on the attached maps. The project would also include public streetscape and infrastructure improvements, such as alley paving and improvements to utilities within the amendment area.
2. The staff recommendation to find the proposed amendments to be in conformance with the Comprehensive Plan is based upon the "Analysis" as set forth on p.4-5, concluding that the proposal is in conformance with the goals and policies of the Comprehensive Plan. In the design phase of this project, it will be important to take into consideration the comments of the Public Works & Utilities Department regarding the wastewater and alley paving, as well as review by the Urban Design Committee and/or Historic Preservation Commission.
3. On July 18, 2007, at the public hearing before the Planning Commission, the Urban Development Department submitted revised maps showing additional right-of-way to be included along 8th Street, "S" Street and 9th Street to allow for modifications to existing utilities or relocation of utilities, as needed, when the project is redeveloped (See p.8 and 13-16).
4. There was no testimony in opposition.
5. On July 18, 2007, the Planning Commission agreed with the staff recommendation and voted 8-0 to find the proposed amendments to the **Lincoln Center Redevelopment Plan** to be in conformance with the 2030 Comprehensive Plan.

FACTSHEET PREPARED BY: Jean L. Walker

DATE: July 30, 2007

REVIEWED BY: _____

DATE: July 30, 2007

REFERENCE NUMBER: FS\CC\2006\CPC.07015 Redev Plan Amendment

LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for July 18th, 2007 PLANNING COMMISSION MEETING

P.A.S.#: Comprehensive Plan Conformance No. 07015

PROPOSAL: Amendment to Lincoln Center Redevelopment Plan for the establishment of the Sawmill Redevelopment Project Area, Phase One of the North Haymarket Arts and Humanities Center Block to determine conformity with the *Lincoln City/Lancaster County 2030 Comprehensive Plan*.

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

<u>RECOMMENDATION:</u> Find that this request is in conformance with the Comprehensive Plan.

GENERAL INFORMATION:

LOCATION: Lincoln Original, Block 21, Lots 4, 5, 6 and west half of Lot 3, including additional right of way as shown on the attached map.

EXISTING ZONING: B-4 (Lincoln Center Business District)
I-1 (Industrial District)

SURROUNDING ZONING: North - I-1 (Industrial District)
East and South - B-4 (Lincoln Center Business District)
West - P (Public)

EXISTING LAND USE: Warehouse

SURROUNDING LAND USES: North - Federal Government
East and South - Mixed office and warehouse
West - Post Office, Main Branch

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. Emphasis shifted to smaller, incremental redevelopment efforts, as summarized in "Downtown Master Plan" of 1989. 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. Subsequent redevelopment projects over the past ten years were included by amendment of the Lincoln Center Redevelopment Plan: Cornhusker Square, Lincoln Star Building, Old Federal Building, Lincoln Mall, and Haymarket 7th & 8th Street Core

Redevelopment Projects. The 2005 “Downtown Master Plan” highlights the development of a Dining/Entertainment Retail area in the Haymarket, with special identification of likely improvement in the “New arena and convention center neighborhood”.

COMPREHENSIVE PLAN SPECIFICATIONS:

The 2030 Comprehensive Plan identifies this area as Commercial

The 2005 Downtown Master Plan identifies this area as Dining/Entertainment Retail.

“Maximize the community’s present infrastructure investment by planning for residential and commercial development in areas with available capacity.” (P. 9)

“Encourage mixed-use redevelopment, adaptive reuse, and in-fill development including residential, commercial, and retail uses. ” (P. 10)

“The community actively encourages public-private partnerships, strategic alliances and collaborative efforts....as a means to accomplish its future economic objectives.” (P. 30)

“The City should preserve and enhance Downtown’s role as:

- *the major office and service employment center of the City*
- *the City’s principal cultural, entertainment and tourism center*
- *a regional retail center geared toward employees, area residents, convention visitors and University population” (P. 36)*

“Encourage renovation and reuse of existing commercial centers. Infill commercial development should be compatible with the character of the area and pedestrian oriented.” (P. 36)

The Urban Design Committee should serve as an advisory board on the design of city buildings and other public projects, major public/private developments, and any private projects constructed on city right of way or other city property.(P. 129)

And from the 2005 Lincoln Downtown Master Plan:

From “Guiding Principles”:

- *Enhance retail*
- *Enhance aesthetics*
- *Enhance pedestrian safety (P. 4)*

“The framework encourages mixed use development wherever feasible.” (P. 20)

“Locations identified for likely expansion include:

- ***New arena and convention center neighborhood*** - *adjacent to these large redevelopment sites. (P. 24)*

The *Arena/Convention and Hotel Facilities* area is identified as including the area northwest of 8th and “R” Streets, directly west of the proposed project area. (P. 38)

“The City of Lincoln Urban Development Department has organized a separate planning effort for streetscape improvements along five blocks of 8th Street from the Haymarket Park pedestrian bridge down to “O” Street. “ (P. 110)

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. The amendment includes Lincoln Original, Block 21, Lots 4, 5, 6 and west half of Lot 3, including all of S Street abutting on the north, east half of 8th Street abutting on the west, and all of the east-west alley in Block 21. The boundaries of the area are set forth more specifically on the attached map.
2. This area represents Phase One of the North Haymarket Arts and Humanities Center Block. The development activities described in this area are consistent with those described in the Arts and Humanities Center redevelopment project area.
3. The amendment would accommodate the redevelopment of an existing structure into a mixed use office/retail building. This project would include public streetscape and infrastructure improvements, such as alley paving and improvements to utilities within the amendment area.
4. Total cost of this project is estimated at \$3 million, this includes approximately \$254,000 of City public investment. The source of these public funds will be Community Improvement Financing generated from private development within the project area. (A total of 1.4 million in Community Improvement Financing is shown for the North Haymarket Arts and Humanities Center in FY 2007/2008 of the proposed 2007/08 - 2012/13 Capital Improvement Program for the City of Lincoln.)
5. This project enhances the pedestrian orientation of the area by including streetscape amenities and providing street level retail opportunities and provides increased Downtown retail and office opportunities.
6. As previously reported for CPC 06019, North Haymarket Arts and Humanities Center Block, there is a 6" sanitary sewer in the alley of this block. This is the only sewer available to serve the south half of this block where the proposed 40 units of residential are shown as part of the larger project. This sewer may be inadequate to serve the project and may need to be rebuilt. Consideration of this is advised as part of the alley re-paving activity.
7. Public Works and Utilities, Development Services has reviewed the request. The generic proposal to redevelop the block is satisfactory but the following comments are submitted for consideration:

- 7.1 The plan shows the area to include the east-west alley right-of-way projected to the centerline of North 9th Street. The project limits should end at the west line of 9th Street. Public Works will object to opening an access from this alley to 9th Street. Any paving of the alley must end west of the west line of 9th. The applicant has been informed of this concern and the application materials have been altered to end the redevelopment area at the west line of 9th Street, as requested.
- 7.2 Engineering Services has not seen a detailed plan of this proposed development. When such a plan is available, Public Works & Utilities should have an opportunity to review.
8. Per the recommendations of the Adopted 2030 Comprehensive Plan, as a major public/private development, the Urban Design Committee usually would review, but defers to other design boards when appropriate. The Haymarket Landmark District extends to the center of "R" Street to the south of this project area. Projects that are within 300 feet of an historic district have been reviewed by the Historic Preservation Commission for their effect on the district. This project should be reviewed by that commission as part of the design process.
9. In October, 2006, the Historic Preservation Commission reviewed a dock renovation project along the 8th Street side of the Sawmill building (801 "S" Street). There was some conversation at that time about whether or not this block could or should be added to the Haymarket Landmark District. It is important that the architectural character of the Haymarket be respected in the design of this project whether or not the property is zoned as a Landmark District.

CONCLUSION:

This proposal is in conformance with the goals and policies of the 2030 Comprehensive Plan. In the design phase of this project it will be important to take into consideration the comments of the Public Works and Utilities Department regarding the wastewater, alley paving, as well as review by the Urban Design Committee and/or Historic Preservation Commission.

Prepared by:

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441-6372, shartzell@lincoln.ne.gov

DATE: July 3rd, 2007

APPLICANT: David Landis
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CONTACT: Urban Development Dept.
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COMPREHENSIVE PLAN CONFORMANCE NO. 07015

PUBLIC HEARING BEFORE PLANNING COMMISSION:

July 18, 2007

Members present: Cornelius, Larson, Sunderman, Taylor, Krieser, Strand, Carroll and Carlson; Esseks absent.

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

Ex Parte Communications: None.

This application was removed from the Consent Agenda at the request of the Urban Development Department.

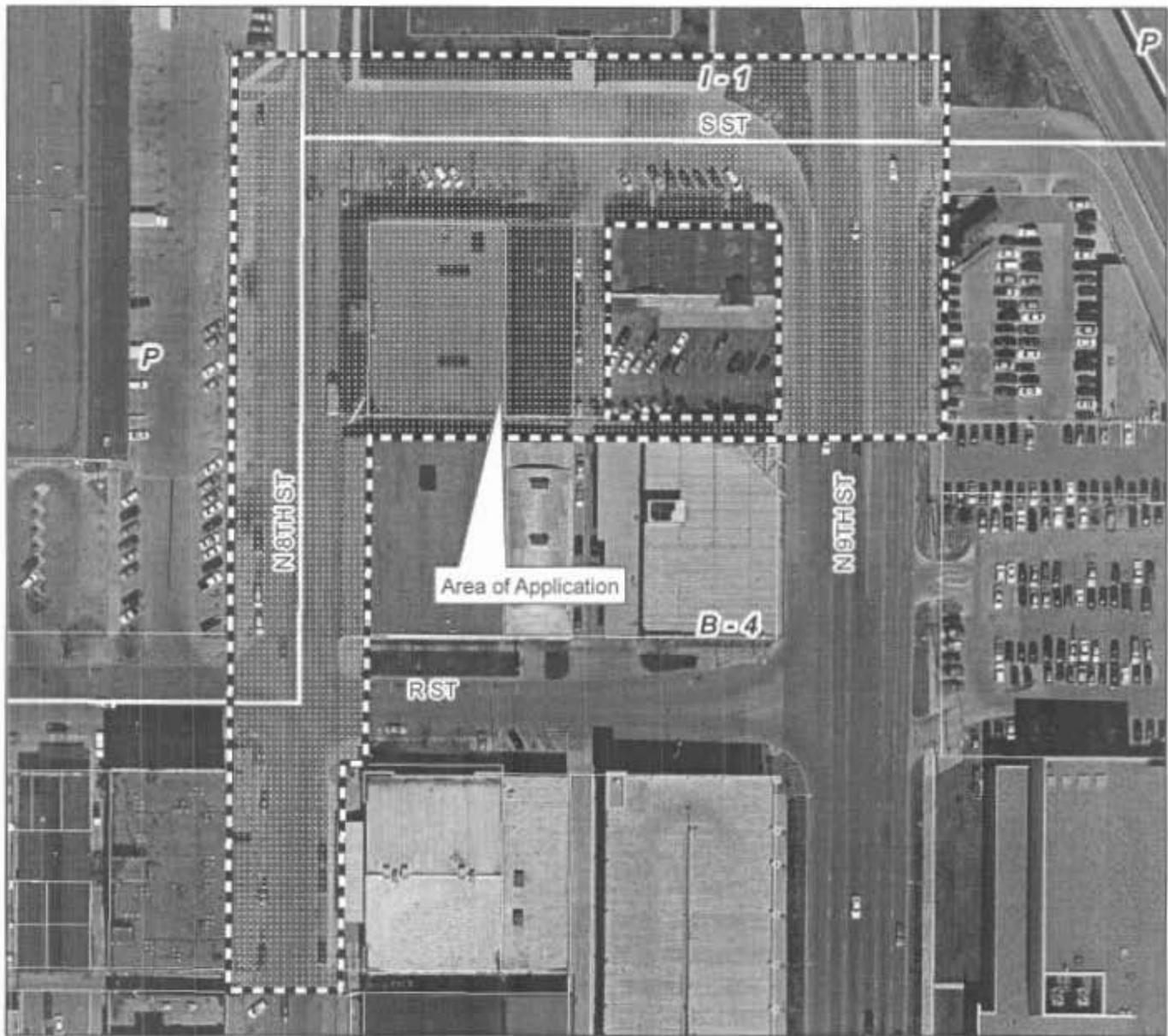
Staff presentation: **Hallie Salem of Urban Development** submitted revised maps expanding the boundaries of the Sawmill Project Area to include additional right-of-way along 8th Street, along S Street and out on 9th Street to allow modifications to existing utilities or relocation of utilities, as needed, when the project is redeveloped. TIF funds will be used to relocate those utilities. The additional right-of-way is not private property.

There was no testimony in opposition.

ACTION BY PLANNING COMMISSION:

July 18, 2007

Carroll moved a finding of conformance, as amended, seconded by Taylor and carried 8-0: Cornelius, Larson, Sunderman, Taylor, Krieser, Strand, Carroll and Carlson voting 'yes'; Esseks absent. This is a recommendation to the City Council.



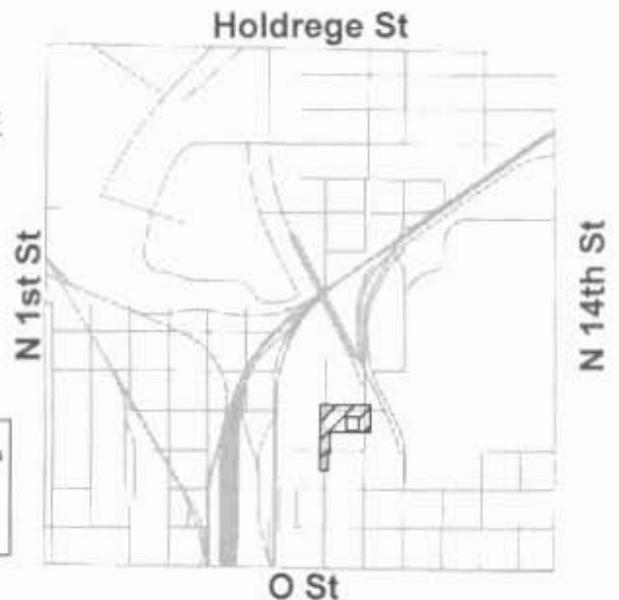
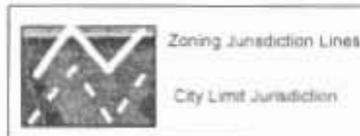
Comp Plan Conformance #07015 -- AS REVISED ON 7/18/07
N 8th & S St

2005 aerial

Zoning:

One Square Mile
 Sec. 23 T10N R06E

- R-1 to R-8 Residential District
- AG Agricultural District
- AGR Agricultural Residential District
- O-1 Office District
- O-2 Suburban Office District
- O-3 Office Park District
- R-T Residential Transition District
- B-1 Local Business District
- B-2 Planned Neighborhood Business District
- B-3 Commercial District
- B-4 Lincoln Center Business District
- B-5 Planned Regional Business District
- H-1 Interstate Commercial District
- H-2 Highway Business District
- H-3 Highway Commercial District
- H-4 General Commercial District
- I-1 Industrial District
- I-2 Industrial Park District
- E-1 Employment Center District
- P Public Use District



Proposed Amendments to the Lincoln Center Redevelopment Plan for the Sawmill Redevelopment Project, Phase One of the North Haymarket Arts and Humanities Center Block

Section III

Sawmill Redevelopment Project (p.III – 19b)

The Sawmill Redevelopment Project Area, Phase One of the North Haymarket Arts and Humanities Center Block, is comprised of the three parcels in the northwest quadrant of Block 21, located between 8th and 9th Streets and R and S Streets in Downtown Lincoln. The goals of this project are to strengthen and extend the Haymarket district with the redevelopment of an existing building into a modern, mixed-use office/retail building. This project will remove blighted and substandard conditions and will make positive contributions to the continued revitalization of the Haymarket district in downtown Lincoln. This project will also create the new north entrance to the Haymarket district. City support may include, site acquisition and preparation, utility improvements, and other related public improvements. These improvements will support the continued revitalization of the Haymarket District and downtown Lincoln.

Section IV

P. Sawmill Redevelopment Project

1. Revitalization Project Description

The Sawmill Redevelopment Project Area, Phase One of the North Haymarket Arts and Humanities Center Block, incorporates the three parcels in the northwest quadrant of Block 21, located between 8th and 9th Streets and R and S Streets in Downtown Lincoln (see Exhibit IV-137).

Before redevelopment began, the land use in the Sawmill Redevelopment Project Area consisted of warehouse uses. Exhibit IV-138 identifies the most recent land use within the project area.

The goal of this project is to strengthen the Haymarket district through the redevelopment of an existing building into a modern, mixed-use office/retail building. This project will remove blighted and substandard conditions, will make positive contributions to the continued revitalization of the Haymarket district in downtown Lincoln, and create a vibrant entrance to the Haymarket.

The project will support the continued revitalization of the Haymarket, is consistent with the goals of the Lincoln Center Redevelopment Plan, and is intended to support private sector retail and commercial development and amenities in this redevelopment area. Publicly funded redevelopment activities may include site acquisition and preparation, utility improvements, and other related public improvements. These improvements

correspond to several of the Downtown Redevelopment Goals identified in Section III. The redevelopment project addresses these goals by accomplishing the following:

- encouraging private redevelopment in and enhancing the architectural character of downtown Lincoln;
- utilizing an underdeveloped lot and removing blight;
- supporting the vision of a revitalized Downtown and Haymarket District, which is a specialty retail, cultural, and entertainment core of our city and a regional destination; and,
- supporting downtown business recruitment efforts.

2. Statutory elements

(A) Property Acquisition Relocation Demolition and Disposal

Accomplishing the Sawmill Redevelopment Project will involve the redevelopment of an existing building on Block 21. This project may involve acquisition, sales, or reconveyances as provided by law and consistent with the plan. The City may acquire property for public infrastructure and other needs. Exhibit IV-139 identifies the proposed uses in the project area.

(B) Population density

There are no residential units within the proposed project boundaries. However, there are a total of 105 residential units in the adjacent area today, all of which are located in mixed-use buildings. These include 60 units in the Hardy Building at 335 N 8th Street, 16 units in the Haymarket Loft Building at 311 N 8th Street, 26 units in the Grainger Building at 105 N 8th Street, and 3 units in the Burkholder Project at 719 P Street. All of these units will remain after implementation of the redevelopment project. In addition, there are 13 units proposed at the new Option 13 project at 727 R Street. Additional housing units are planned for the Salvation Army building complex at 151 N 8th Street. Construction of these units will continue during and after implementation of the project envisioned in this redevelopment plan amendment. We anticipate this project will be completed in 2007.

(C) Land Coverage and Building Density

Land coverage and building density will not be altered with the implementation of this project. The building within the project area, while subject to significant investment and redevelopment, will remain. The proposed uses are shown on Exhibit IV-139.

(D) Traffic Flow, Street Layout and Street Grades

The existing street system within the project area will not be changed as a result of this project.

(E) Parking

Currently, there are approximately 13 stalls of surface parking on the project block. Parking in the adjacent area includes the 409-stall Haymarket public garage and 159 stalls at the City's Iron Horse lot. Various on-street parking configurations surround each block in the project area.

(F) Zoning, Building Codes and Ordinances

The area is located within the downtown B-4 business zone that allows for a wide range of uses including the mixed-use developments that are being proposed. See Exhibit IV-140.

The International Building Code and its local amendments, as well as other City Construction Codes will be followed in the demolition, redevelopment, and construction of these buildings to properly protect the health, safety, and welfare of the people. Leadership in Energy and Environmental Design (LEED) Certification will be sought on this property.

Zoning will remain unchanged as a result of this project. At this time, there are no contemplated changes in the City zoning laws or building codes to implement this project.

(G) Public Infrastructure

New infrastructure improvements are anticipated to be needed as a result of this project. These improvements may include alley reconstruction. The City may also work with developers to improve public utilities serving these developments.

(H) Cost Benefit Analysis

A cost-benefit analysis will be prepared and included as a part of the material that will be presented to City Council.

3. Proposed Costs and Financing

The proposed cost and financing of the Sawmill Redevelopment Project Area, Phase One of North Haymarket Arts and Humanities Center Project, is identified below:

The estimated total cost to implement this redevelopment is \$3.0 million; this includes approximately \$800,000 for land acquisition, \$1.9 million in improvements, and \$254,000 of City public investment.

Public investment may assist in acquisition, site preparation/remediation, and public improvements throughout the project area. Those improvements are likely to include the relocation of public utilities and any related improvements.

Funding Sources

The source of public funds for these improvements will be Community Improvement Financing, estimated to be \$254,000, generated from the private developments within the project area.

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 and revitalization. The Lincoln City Council completed this first step by declaring the Downtown Area, including the proposed redevelopment 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 Sawmill Redevelopment Project :

- Negotiate Redevelopment Agreement with the developers of the Sawmill Redevelopment Area.
- Issue and sell Community Improvement Financing bonds or notes, if needed.
- Select engineers pursuant to city standard practice to design public improvements.
- Approve the public improvement design.
- Competitively select primary contractor to construct public improvements.
- Construct public facilities and improvements.

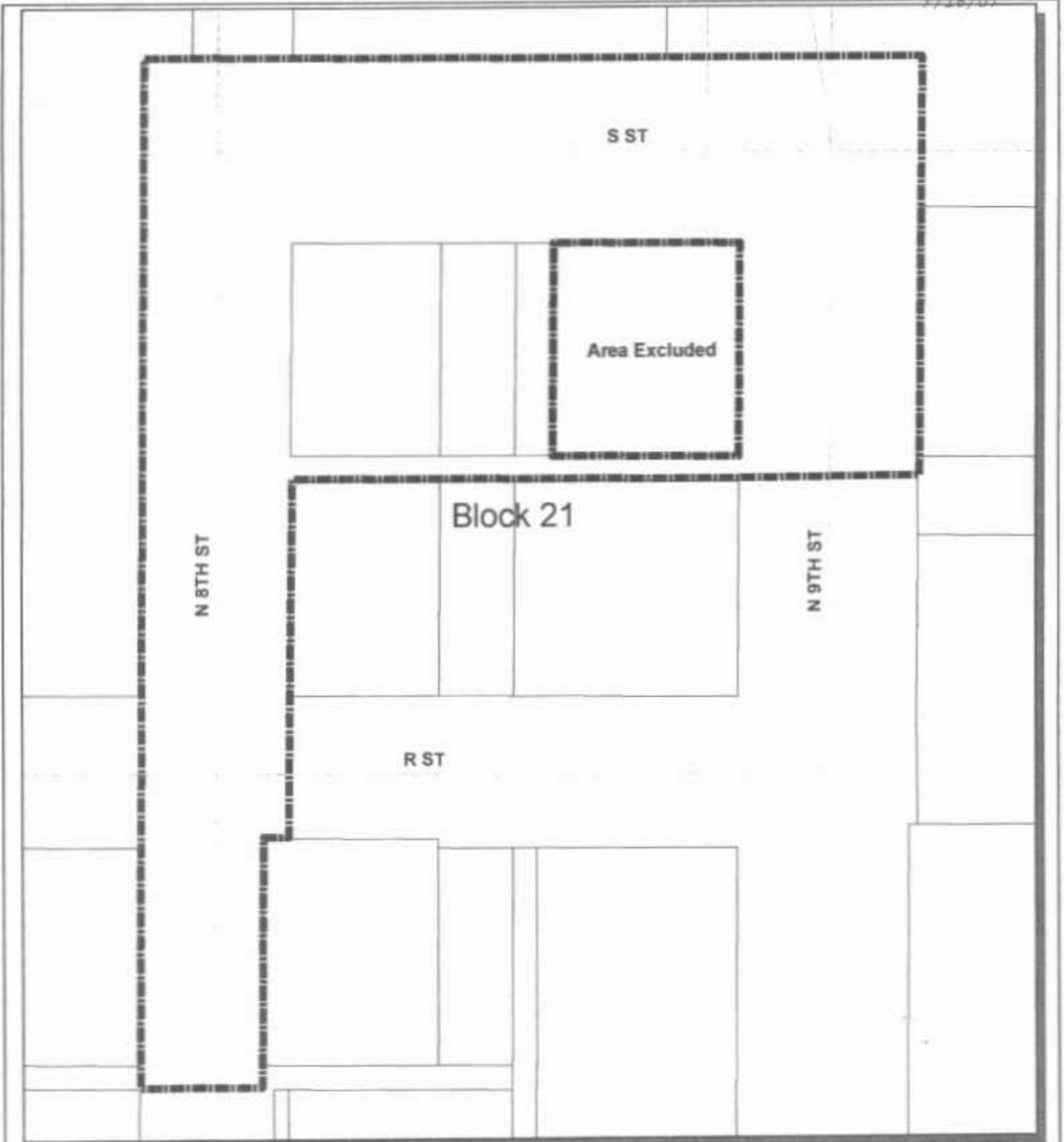
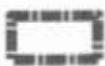


Exhibit IV - 137

**Sawmill
Redevelopment Project Area**



Project Area

Streets



Parcels



013

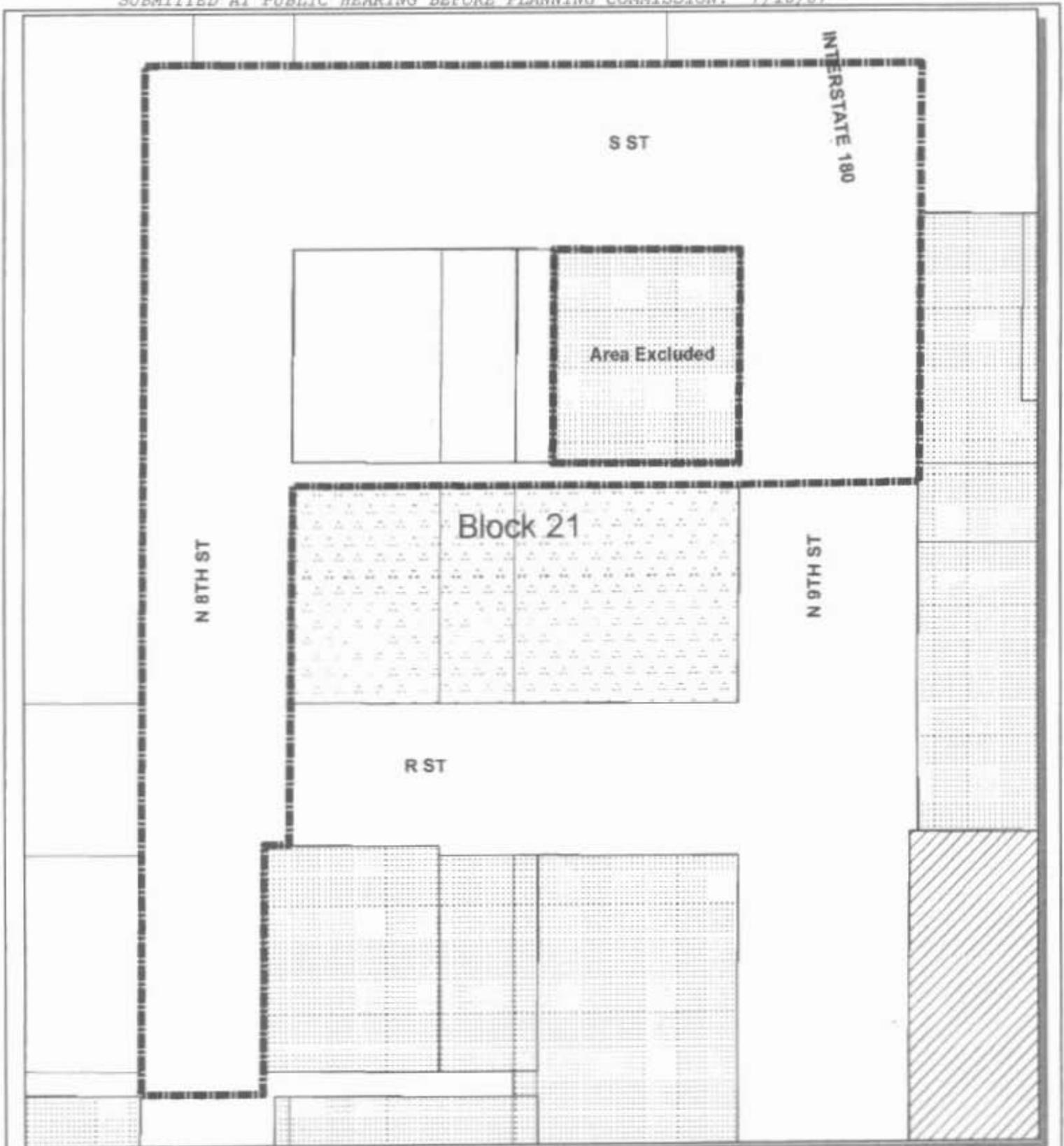


Exhibit IV - 138

Sawmill
 Redevelopment Project Area
 Existing Land Use

- Project Area
- Commercial
- Educational Institution
- Vacated ROW
- Vacant Streets



014

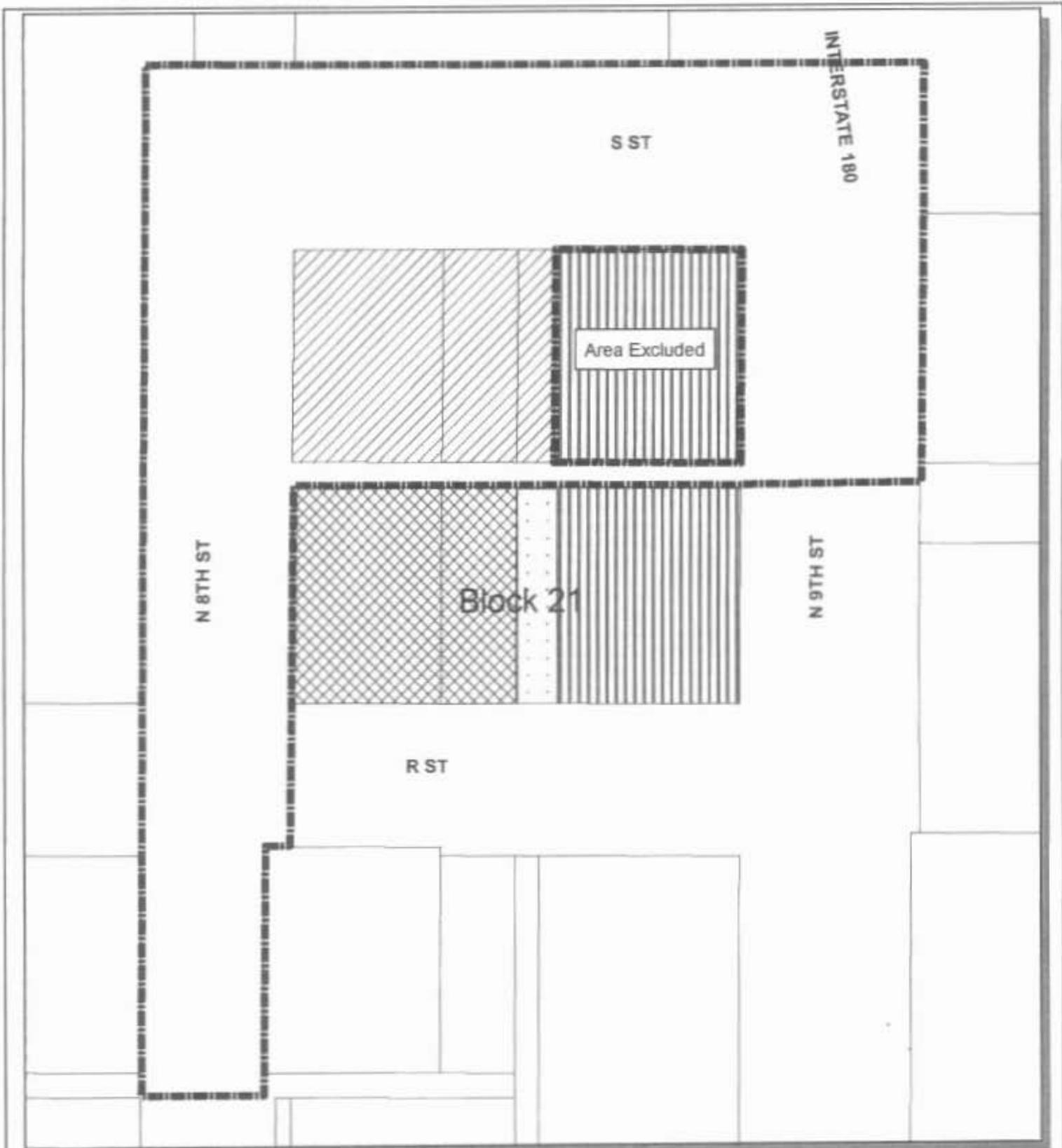


Exhibit IV - 139

Sawmill

Redevelopment Project Area

Proposed Changes in Uses from Existing Uses

- | | | |
|---|---|--|
|  Project Area |  Mixed Use Residential |  Mixed Use, Public/Private Sector |
|  Streets |  Mixed Use Commercial |  Public/Private Space |



City of Lincoln
Urban Development GIS
Revised 7/18/2007

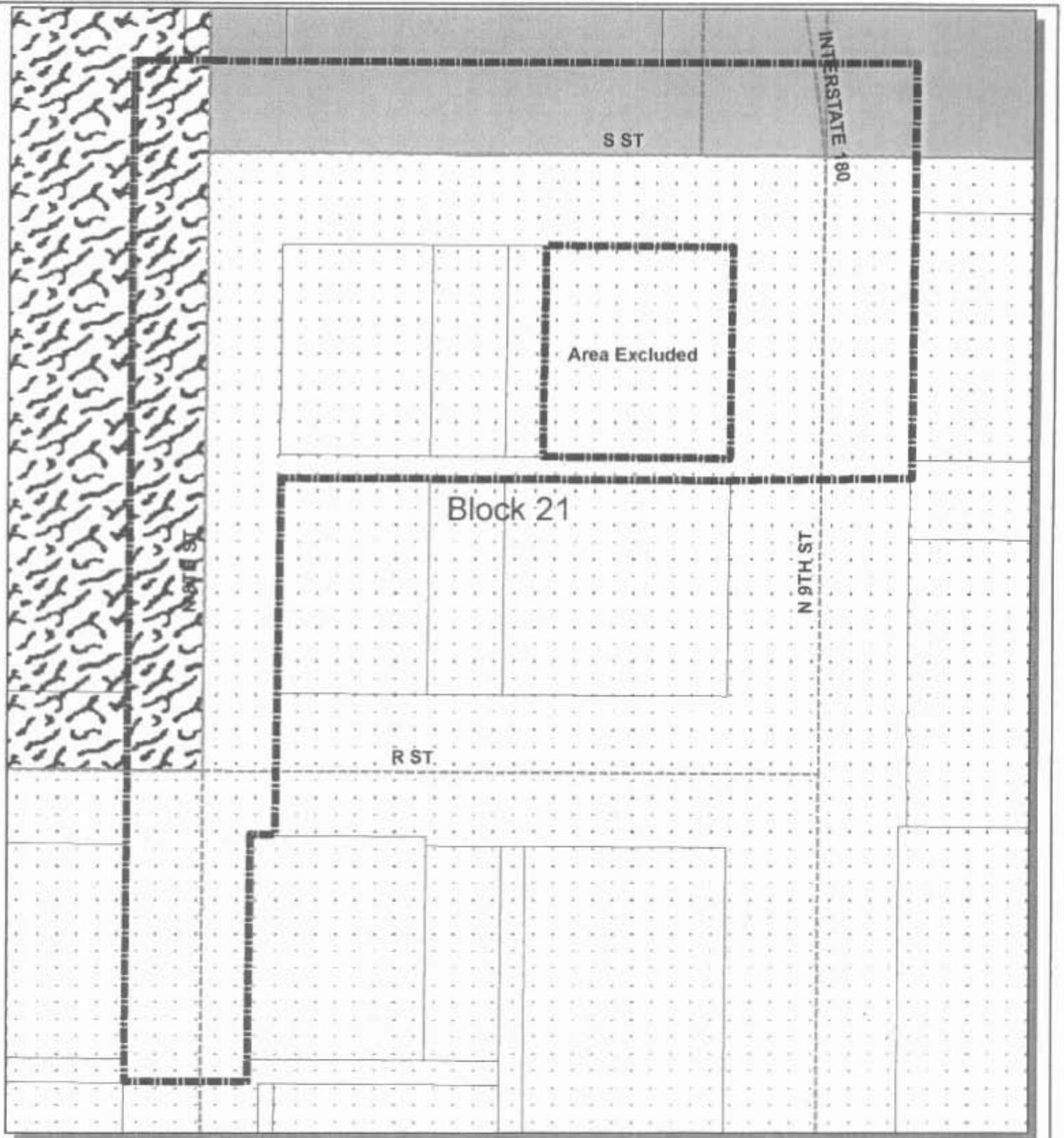


Exhibit IV - 140

Sawmill
Redevelopment Project Area
Current Zoning

