

City Council Introduction: **Monday**, June 23, 2008
Public Hearing: **Monday**, July 7, 2008, at **1:30 p.m.**

Bill No. 08R-145

FACTSHEET

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

SPONSOR: Planning Department

BOARD/COMMITTEE: Planning Commission
Public Hearing: Consent Agenda: 06/04/08
Administrative Action: 06/04/08

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

RECOMMENDATION: A finding of conformance with the Comprehensive Plan (6-0: Gaylor Baird, Carroll, Cornelius, Larson, Sunderman and Taylor voting 'yes'; Esseks and Francis absent).

FINDINGS:

1. The purpose of this proposed amendment to the **Lincoln Center Redevelopment Plan** is to establish Phase II of the North Haymarket Arts and Humanities Center Redevelopment Project. This amendment includes Lots 1 and 2 of the Arts and Humanities Block Addition, and includes all of S Street between North 8th and North 9th Streets, the portion of R Street between North 8th and North 9th Streets from the north right-of-way line to the south curb line, North 8th Street between R and S Streets from the east right-of-way line to the west curb line, and North 9th Street between R and S Streets from the west right-of-way line to the east curb line, and all of the east-west alley from North 8th to North 9th Streets.
2. This amendment would accommodate the redevelopment of an existing publicly owned structure and the demolition of an existing warehouse and construction of a mixed-use building with retail on the ground floor and hotel on the floors above. This project would include public streetscape and infrastructure improvements, such as public parking enhancements, plaza improvements, public art and utility relocation and improvements within the amendment area.
3. The staff recommendation to find the proposed amendment to be in conformance with the Comprehensive Plan is based upon the "Analysis" as set forth on p.4-5. In the design phase of this project, it will be important to take into consideration review by the Urban Design Committee and/or Historic Preservation Commission.
4. On June 4, 2008, this amendment appeared on the Consent Agenda of the Planning Commission and was opened for public hearing. No one came forward to speak.
5. On June 4, 2008, the Planning Commission agreed with the staff recommendation and voted 6-0 to find the proposed amendment to the **Lincoln Center Redevelopment Plan** to be in conformance with the 2030 Comprehensive Plan (Esseks and Francis absent).

FACTSHEET PREPARED BY: Jean L. Preister

DATE: June 16, 2008

REVIEWED BY: _____

DATE: June 16, 2008

REFERENCE NUMBER: FS\CC\2008\CPC.08011 Redev Plan Amendment

LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for June 4th, 2008 PLANNING COMMISSION MEETING

PROJECT #: Comprehensive Plan Conformance CPC08011

PROPOSAL: Amendment to Lincoln Center Redevelopment Plan for the establishment of the North Haymarket Mixed-Use Redevelopment Project Area, Phase II 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: The Arts and Humanities Block Addition, Lots 1 and 2 (formerly known as Lincoln Original, Block 21, Lots 7 - 12), including additional right of way as shown on the attached map.

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

EXISTING LAND USE: Warehouse

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

SURROUNDING LAND USES: North - Federal Government
East and South - Mixed office and parking
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”.

More recent history of this block:

May 9, 2008 FPPL08021, Final Plat for The Arts and Humanities Block Addition (formerly Lincoln Original, Block 21, Lots 7-12) approved by Planning Director

August 13, 2007 CPC07015 Comprehensive Plan Conformity determined for the Sawmill Redevelopment Project Area, Phase I of the North Haymarket Arts and Humanities Center Redevelopment Project

February 12, 2007 CPC06019 Comprehensive Plan Conformity determined for the North Haymarket Arts and Humanities Center Redevelopment Project Area on Lincoln Original, Block 21 and associated right of way.

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 The Arts and Humanities Block Addition, Lots 1 and 2, and including all of S Street between N 8th and N 9th Streets, the portion of R Street between N 8th and N 9th Streets from the north right of way line to the south curb line, N 8th Street between R and S Streets from the east right of way line to the west curb line, and N 9th Street between R and S Streets from the west right of way line to the east curb line, and all of the east-west alley from N 8th to N 9th Street. The boundaries of the area are set forth more specifically on the attached map.
2. This area represents Phase II of the North Haymarket Arts and Humanities Center Redevelopment Project. 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 publicly owned structure and the demolition of an existing warehouse and construction of a mixed-use building with retail on the ground floor and hotel on the floors above. This project would include public streetscape and infrastructure improvements, such as public parking enhancements, plaza improvements, public art, and utility relocation and improvements within the amendment area.
4. Total cost of this project is estimated at \$15 million, this includes approximately \$1.2 million 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 current 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 opportunities.
6. The text of the proposal currently refers to the project area as the south half of Block 21 of Lincoln Original. With the approval of final plat FPPL08021, the area should be referred to as The Arts and Humanities Block Addition.
7. Figures included in the application do not include the full extent of the right of way of S Street between N 8th and N 9th Street. Figures also reflect the parcel lines prior to The Arts and Humanities Block Addition plat was approved. Figures should be revised to include all of the right of way as intended and to show the approved parcel lines.
8. The request was reviewed by Lincoln Fire and Rescue, Lincoln Police, Parks and Recreation, Public Works and Utilities, and Lincoln Electric System. None of the reviewing agencies had any objections to the proposal.
9. 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.

CONCLUSION:

This proposal is in conformance with the goals and policies of the 2030 Comprehensive Plan. The following changes should be made to the amendment:

1. All reference to the legal description of the project area should be revised to refer to The Arts and Humanities Block Addition, Lots 1 and 2.
2. Exhibits IV-137 through IV-140 should be revised to show the project area as extending north to the north right of way line of S Street between N 8th and N 9th Streets and to show the lot lines as approved in The Arts and Humanities Block Addition final plat.

In the design phase of this project it will be important to take into consideration review by the Urban Design Committee and/or Historic Preservation Commission.

Prepared by:

Sara S. Hartzell, Planner
441-6372, shartzell@lincoln.ne.gov

DATE: May 20, 2007

APPLICANT: David Landis
Director of Urban Development
808 "P" Street, Ste. 400
Lincoln NE 68508
(402) 441-7126

CONTACT: Urban Development Dept.
Hallie Salem
808 "P" Street, Ste. 400
Lincoln NE 68508
(402) 441-7866

COMPREHENSIVE PLAN CONFORMANCE NO. 08011

CONSENT AGENDA
PUBLIC HEARING & ADMINISTRATIVE ACTION
BEFORE PLANNING COMMISSION:

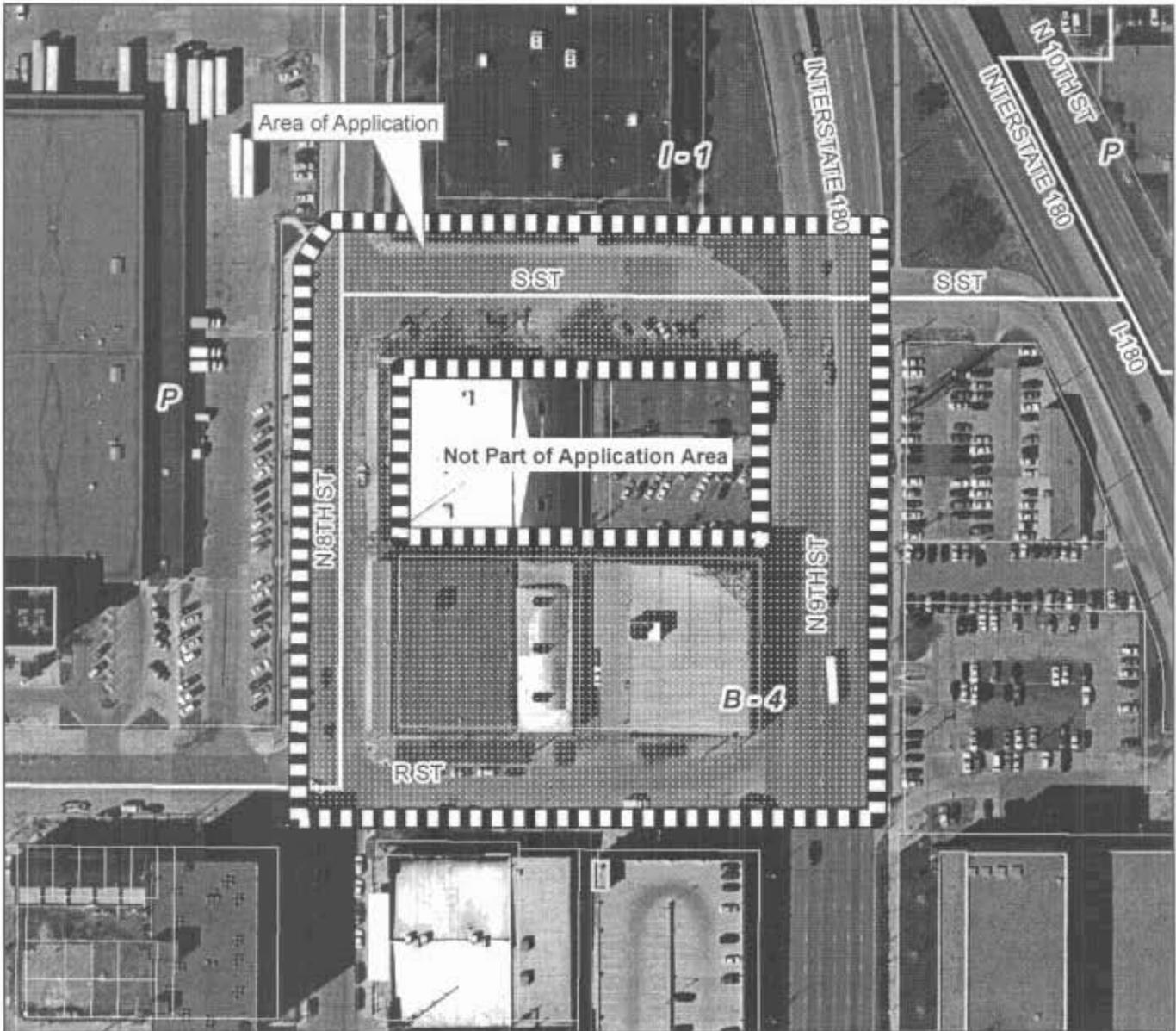
June 4, 2008

Members present: Gaylor Baird, Carroll, Cornelius, Larson, Sunderman and Taylor; Esseks and Francis absent.

The Consent Agenda consisted of the following items: **COMPREHENSIVE PLAN CONFORMANCE NO. 08011, CHANGE OF ZONE NO. 08022HP and CHANGE OF ZONE NO. 08023.**

Ex Parte Communications: None

Larson moved to approve the Consent Agenda, seconded by Cornelius and carried 6-0: Gaylor Baird, Carroll, Cornelius, Larson, Taylor and Sunderman voting 'yes'; Esseks and Francis absent.



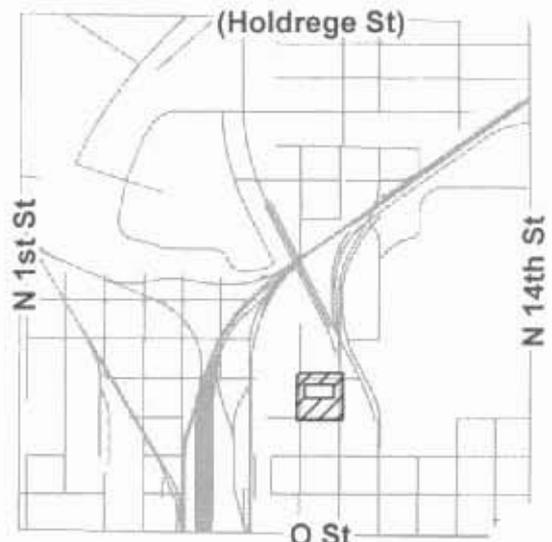
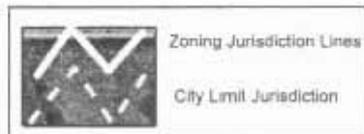
2007 aerial

Comp Plan Conformance #08011 N 9th & R St

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
- I-3 Employment Center District
- P Public Use District





CITY OF LINCOLN
NEBRASKA

MAYOR CHRIS BEUTLER

lincoln.ne.gov

Urban Development Department
David Landis, Director
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Lincoln, Nebraska 68508
402-441-7606
fax: 402-441-8211

May 7, 2008

Jean Walker
Planning Department
City / County Building
555 S 10th Street
Lincoln, NE 68508

Dear Jean:

Please find 12 copies of the proposed amendment to the Lincoln Center Redevelopment Plan for the North Haymarket Mixed-Use Redevelopment Project, Phase II of the North Haymarket Arts and Humanities Center Redevelopment Project Area.

This amendment modifies the description of the North Haymarket Arts and Humanities Center Redevelopment Project (established by resolution number A-84238 on February 12, 2007) to reflect the need to phase the project. The amendment for Phase I was adopted on August 13, 2007, with resolution number A-84478 to allow for the redevelopment of the Sawmill building. The addition of phase II with the attached amendment will allow for the redevelopment of the southwest corner of the block.

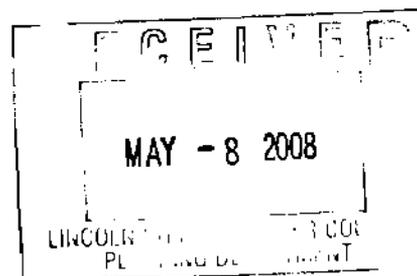
If you have any questions about the plan amendment, please contact me at 441.7866.

Sincerely,



Hallie Salem, AICP
Community Development Program Specialist

encl.



Proposed Amendments to the Lincoln Center Redevelopment Plan for the North Haymarket Mixed-Use Redevelopment Project, Phase Two of the North Haymarket Arts and Humanities Center Block

Section III

North Haymarket Arts and Humanities Center Redevelopment Project Area

The North Haymarket Arts and Humanities Center Redevelopment Project area incorporates all 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 by removal of blighted structures; redevelopment of an existing building into a modern, mixed-use office/retail building; construction of a public-private center for the promotion of modern arts and humanities assembly; and, the construction of a mixed-use commercial building. These projects 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 property acquisition, site preparation and remediation, property demolition, utility improvements, parking improvements, and the construction of project related public amenities and related streetscape amenities. These improvements will support the continued revitalization of the Haymarket District and Downtown Lincoln.

Phase II - North Haymarket Mixed-Use Redevelopment Project

The North Haymarket Mixed-Use Redevelopment Project Area, Phase Two of the North Haymarket Arts and Humanities Center Block, is comprised of the south half 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 addition of a mixed-use building that will house commercial uses. This project will remove blighted and substandard conditions and will make a positive contribution to the continued revitalization of the Haymarket District in Downtown Lincoln. City support may include demolition, site preparation, utility improvements, streetscape/dock improvements, parking and related amenities, public art, and other related public improvements.

Section IV

O. North Haymarket Arts and Humanities Center Redevelopment Project Area
(The following wording will replace existing text under the North Haymarket Arts and Humanities Center Project, which has been broken up into phases.)

The North Haymarket Arts and Humanities Center Redevelopment Project area incorporates all of Block 21, located between 8th and 9th Streets and R and S Streets in Downtown Lincoln. The goal of this project is to strengthen and extend the Haymarket

district. Activities over phases of the project include removal of blighted structures; redevelopment of an existing building into a modern, mixed-use office/retail building; construction of a public-private center for the promotion of modern arts and humanities assembly; and, the construction of a mixed-use commercial building. This project will also create the new north entrance to the Haymarket district.

City support may include property acquisition, site preparation and remediation, property demolition, utility improvements, parking improvements, public art, and the construction of project related public amenities and related streetscape amenities.

Each phase of the project will support the continued revitalization of the Haymarket, is consistent with the goals of the Lincoln Center Redevelopment Plan and Downtown Master Plan, and is intended to support private sector retail and commercial development and amenities in this redevelopment area. Project improvements correspond to several of the Downtown Redevelopment Goals identified in the Lincoln Center Redevelopment Plan. 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;
- encouraging development of mixed-use projects that attract and maintain commercial activity and residential developments in the Downtown and Haymarket District;
- integrating streetscape and landscape improvements in the project area with existing public and private amenities;
- 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.

Phase II - North Haymarket Mixed-Use Redevelopment Project

1. Revitalization Project Description

The North Haymarket Mixed-Use Redevelopment Project Area, Phase Two of the North Haymarket Arts and Humanities Center Block, is located on the south half of Block 21, located between 8th and 9th Streets and R and S Streets in Downtown Lincoln (see Exhibit IV-137) and includes adjacent right-of-way.

The existing land use in the North Haymarket Mixed-Use Redevelopment Project Area is warehouse and parking. Exhibit IV-138 identifies the most recent land use within the project area.

The goal of this project is to strengthen the Haymarket district with the addition of a mixed-use building which will have retail uses on the ground floor and hotel on the floors

above. This project will remove blighted and substandard conditions through the demolition of an existing warehouse building and construction of a new structure, and renovation of an existing publicly-owned building that will remain publicly-owned.

2. Statutory Elements

Accomplishing the North Haymarket Mixed-Use Redevelopment Project will involve the demolition 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.

Residential units may be proposed to be constructed within the project boundaries of Phase II. No units exist within the boundaries today. There are a total of 118 residential units in the adjacent Haymarket area. The Redevelopment Authority considers this block to be a suitable location for residential units, should residential units be considered for Phase II.

Land coverage will be altered somewhat with the construction of a new building that will have a similar building footprint and will also be of higher density than that which exists today. The land coverage of the publicly-owned building will remain the same.

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

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 the project area. Phase II will rely on both on-street parking stalls and the Haymarket Garage.

The area is located within the downtown B-4 business zone that allows for a wide range of uses, including the mixed-use development being proposed. Zoning will remain unchanged as a result of this project.

New infrastructure improvements are anticipated to be needed as a result of this project. Investment by the City may assist in acquisition, demolition, and site preparation/remediation; utility relocation and improvements; public parking enhancements; plaza improvements; public art; streetscape improvements; and other public improvements throughout the project area. The streetscape improvements could include façade enhancements, dock construction, sidewalk construction, curb and gutter construction, parking reconfiguration, landscape enhancements, and installation of pedestrian lighting, benches, trash receptacles, signage, and other street furniture.

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 estimated total cost to implement the private, mixed-use redevelopment is \$15 million. The source of funds for public improvements will be Community Improvement Financing (commonly referred to as Tax Increment Financing or TIF), estimated to be \$1.2 million, generated from the private developments within the project area. Private investment in the public-private arts center will not contribute to the TIF available toward the overall project, because it will remain publicly-owned.

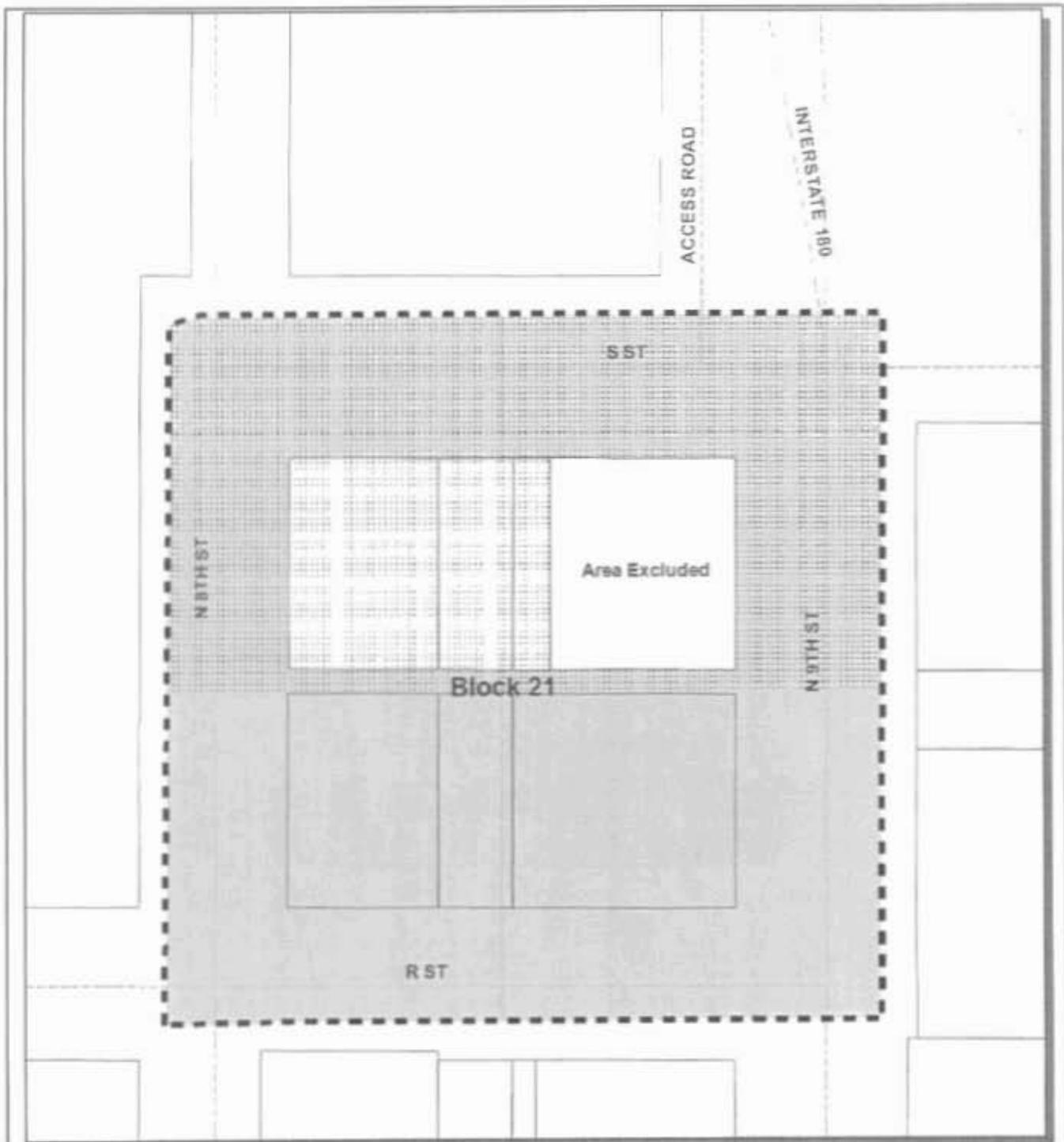


Exhibit IV - 137

**North Haymarket Arts & Humanities Center
Redevelopment Project Area**

- North Haymarket Arts & Humanities Center Redevelopment Area
- Parcels
- Phase I - Sawmill
- Phase II - North Haymarket Mixed Use



City of Lincoln
Urban Dev. GIS
Revised 5/08/2008

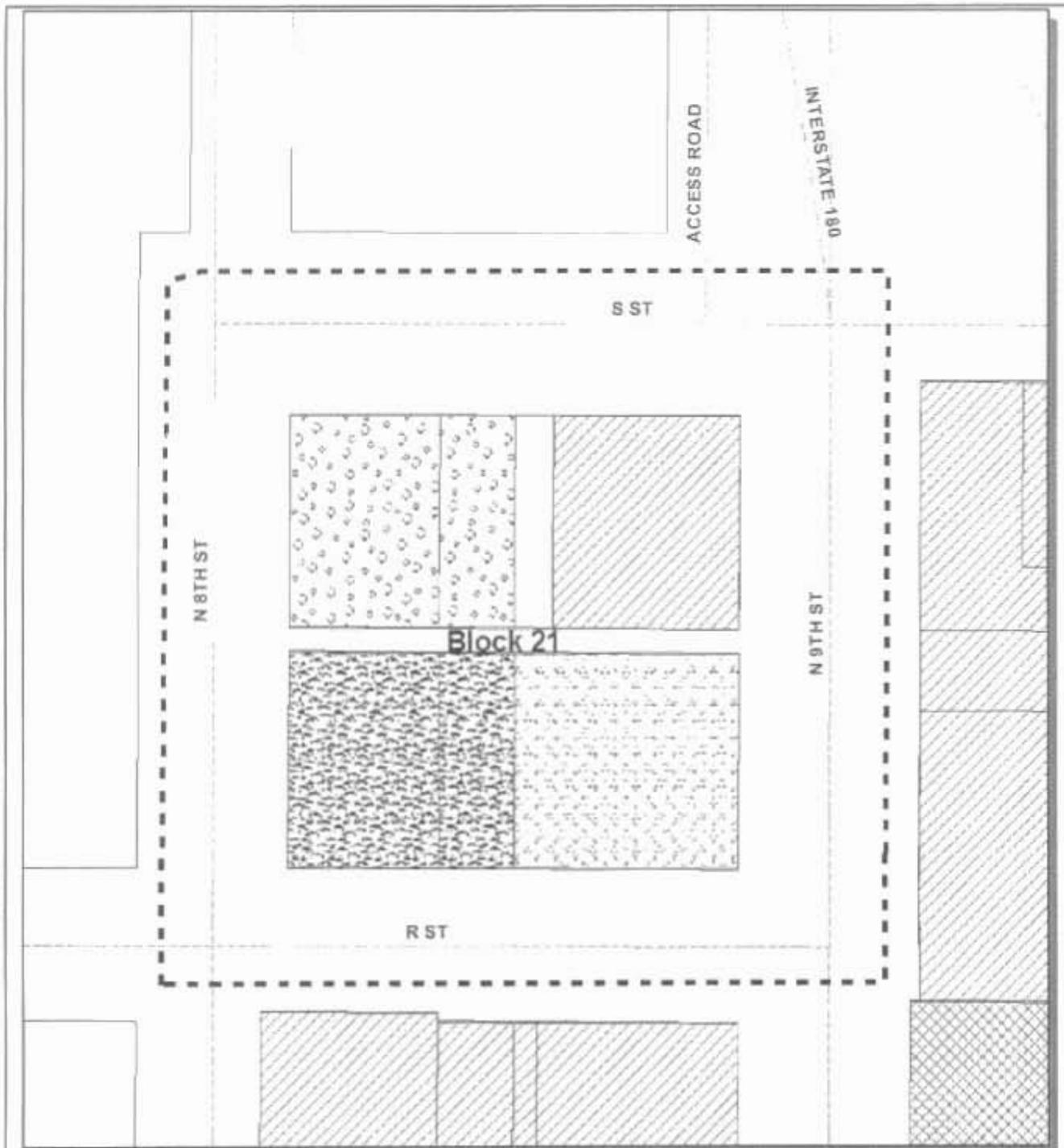


Exhibit IV - 138

**North Haymarket Arts & Humanities Center Redevelopment Project Area
Existing Land Use**

- | | | |
|---|---------------------------|-------------|
| North Haymarket Arts & Humanities Center Redevelopment Area | Educational Institution | Vacated ROW |
| Commercial | Ed. Institution Warehouse | Vacant |
| | | Streets |



City of Lincoln, Urban Development GIS, Revised 05/07/2008

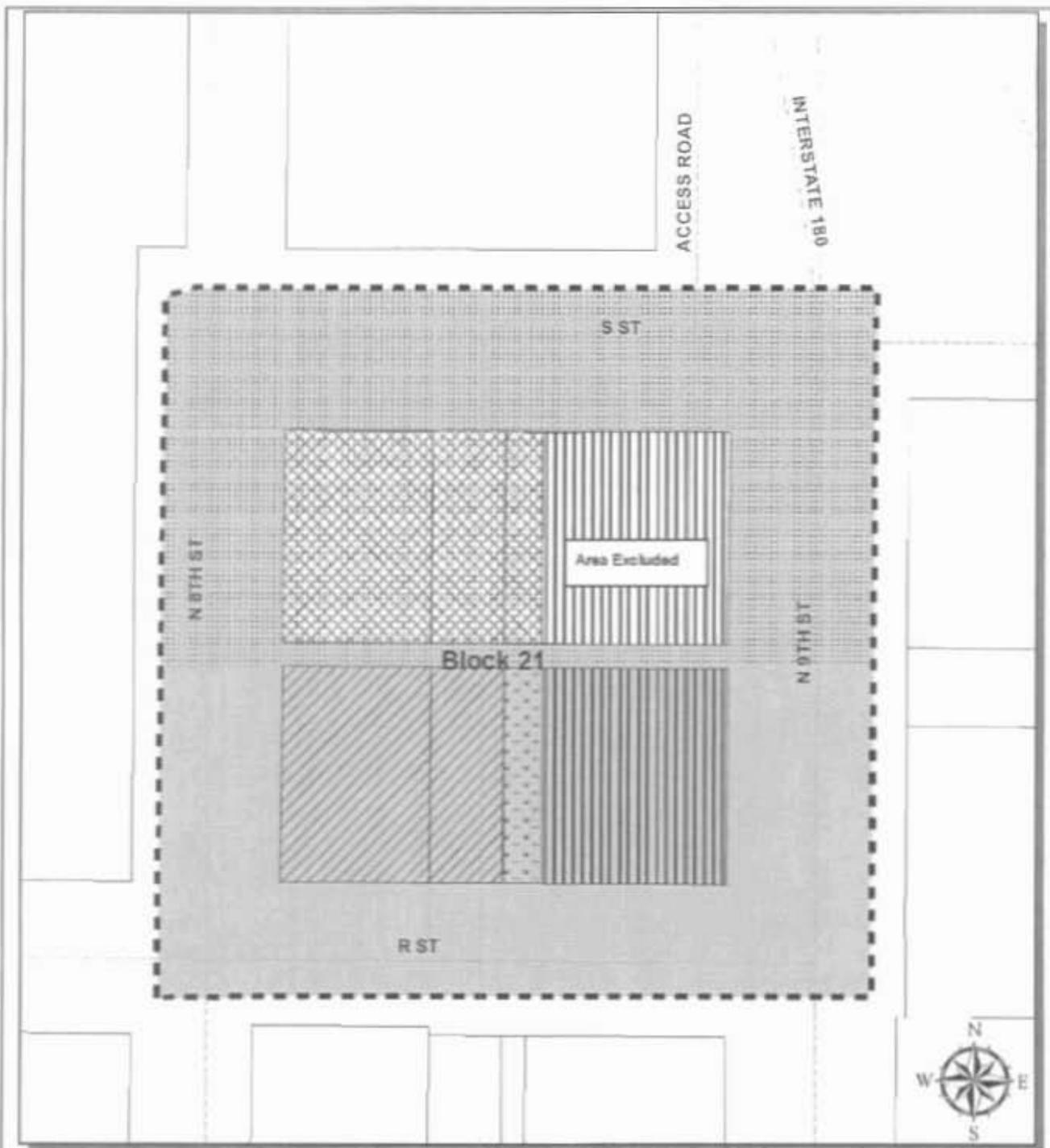


Exhibit IV - 139

**North Haymarket Arts & Humanities Center Redevelopment Project Area
Proposed Uses**



City of Lincoln, Urban Development GIS, Revised 05/08/2008

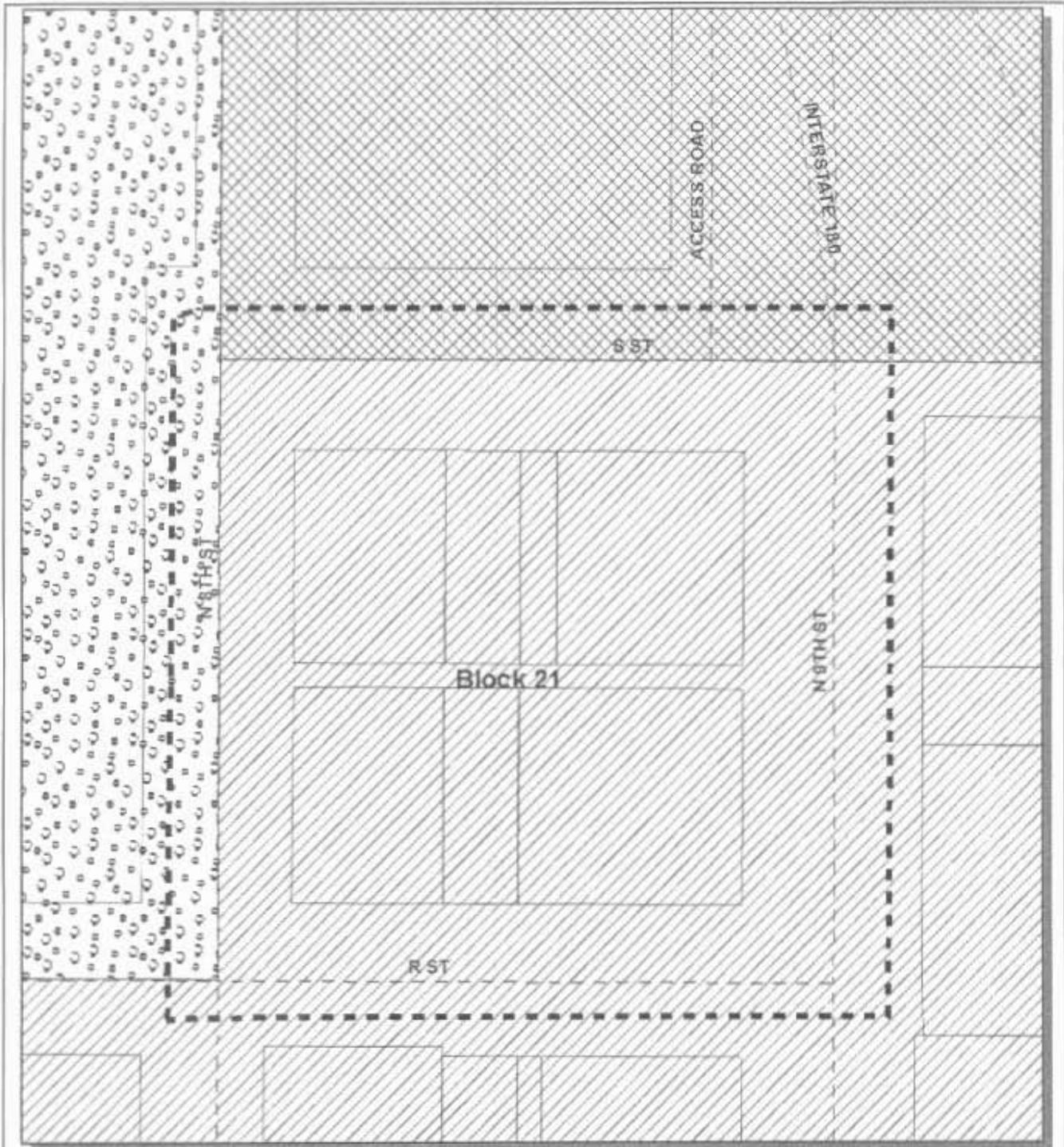


Exhibit IV - 140

North Haymarket Arts & Humanities Center Redevelopment Project Area Current Zoning

- North Haymarket Arts & Humanities Center Redevelopment Area
- B-4
- I-1
- P
- Streets



City of Lincoln
Urban Development GIS
Revised 05/07/2008