

## 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: 7/16/08  
Administrative Action: 07/16/08

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

**RECOMMENDATION:** A finding of conformance with the Comprehensive Plan (8-0: Gaylor Baird, Carroll, Cornelius, Francis, Larson, Partington, Sunderman and Taylor voting 'yes'; Esseks absent).

### FINDINGS:

1. The purpose of this proposed amendment to the **Lincoln Center Redevelopment Plan** is for the "Block 85 Redevelopment Project" for the redevelopment of three underutilized buildings into mixed-use commercial buildings and the construction of a new mixed-use residential and commercial building. The Project Area is generally bounded by M Street on the north, Rosa Parks Way on the south, 8<sup>th</sup> Street on the west and 9<sup>th</sup> Street on the east.
2. This proposed project enhances the pedestrian orientation of the area by including streetscape amenities and providing street level retail opportunities. The project may include the vacation of the north/south alley between S. 8<sup>th</sup> and S. 9<sup>th</sup> Streets.
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, concluding that as the project proceeds through the design process, the following issues should be taken into consideration:
  - A. Should vacation of the north/south alley be undertaken as part of the project, utility relocations will be the responsibility of the developer and utility easements may be required.
  - B. Any substantial improvements to existing buildings will have to meet all floodplain regulations pursuant to Section 27.52.03 of the Lincoln Municipal Code.
  - C. In the design phase if this project, it will be important to take into consideration review by the Urban Design Committee.
4. On July 16, 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 July 16, 2008, the Planning Commission agreed with the staff recommendation and voted 8-0 to find the proposed amendment to the **Lincoln Center Redevelopment Plan** to be in conformance with the 2030 Comprehensive Plan (Esseks absent).

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

**DATE:** August 1, 2008

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

**DATE:** August 1, 2008

**REFERENCE NUMBER:** FS\CC\2008\CPC.08013 Redev Plan Amendment

# LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for July 16<sup>th</sup>, 2008 PLANNING COMMISSION MEETING

**PROJECT #:** Comprehensive Plan Conformance CPC08013

**PROPOSAL:** Amendment to Lincoln Center Redevelopment Plan for the establishment of the Block 85 Redevelopment Project Area to determine conformity with the *Lincoln City/Lancaster County 2030 Comprehensive Plan*.

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

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

**LOCATION:** S. 9<sup>th</sup> Street and M Street

## **LEGAL DESCRIPTION:**

Lots 1 through 9, 13 through 15 with all the vacated east/west alley adjacent, and north 67 feet of Lot 18 with the north 67 feet of the vacated North/south alley adjacent, of Block 85, Lincoln Original, and Lots 1 through 3 and north 5 feet of Lot 4, Lincoln Land Co. Subdivision of Lots 16 & 17, and including the associated right of way of S. 8<sup>th</sup> Street, S. 9<sup>th</sup> Street, Rosa Parks Way and M Street, and the North/south alley between S. 8<sup>th</sup> & S. 9<sup>th</sup> Streets.

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

**EXISTING LAND USE:** Commercial, office and parking

**SURROUNDING ZONING:**

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

**SURROUNDING LAND USES:** North - Parking and Commercial  
East - Commercial  
South - Public and Commercial  
West - Industrial and Commercial

**HISTORY:** The Lincoln Center Redevelopment Plan was first adopted in 1975 and has had more than 25 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 7<sup>th</sup> & 8<sup>th</sup> Street Core Redevelopment Projects. The 2005 “Downtown Master Plan” highlights the development of a mix of uses in the South Haymarket area with High Density Residential, Restaurant/Entertainment, Office, Parks and Open Space, and Government land uses.

### **COMPREHENSIVE PLAN SPECIFICATIONS:**

The 2030 Comprehensive Plan identifies this area as Commercial

The 2005 Downtown Master Plan identifies this area as High Density Residential.

*“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*
- Provide additional housing*
- Enhance aesthetics*
- Enhance pedestrian safety (P. 4)*

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

*“Key Requirements*

*A vertical mix- housing over retail and/or parking  
Transit - located within walking distance*

*Amenities - especially nearby parks and open spaces, also neighborhood retail services*

*Parking - on-site” (P. 31)*

*“High-density Housing*

*The south Haymarket District affords a unique opportunity to develop a significant amount of urban housing. The area - offers significant benefits: Industrial or warehouse buildings, Under-utilized or vacant parcels, Amenities such as planned transit, new parks, stores and services within easy walking distance, and Innovative housing opportunities.” (P. 32)*

**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 area bounded by M Street on the north, Rosa Parks Way on the south, 8<sup>th</sup> Street on the west, and 9<sup>th</sup> Street on the east, set forth more specifically on the attached map.
2. The amendment would accommodate the redevelopment of three underutilized buildings into mixed-use commercial buildings and the construction of a new mixed-use residential and commercial building.
3. 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 employment opportunities.
4. The project may include the vacation of the north/south alley between S 8<sup>th</sup> and 9<sup>th</sup> Streets. Vacation would require the cooperation of all property owners on the block, including those outside the redevelopment project area.
5. Total cost of this project is estimated at \$8.3 million, this includes approximately \$674,000 of City public investment. The source of these public funds will be Community Improvement Financing (Tax Increment Financing) generated from private development within the project area.
6. The project will preserve the architectural integrity and historic character of the area by supporting development that reuses existing buildings or facades and that is designed to fit the context in which the development will occur.
7. The project area is well served by city transit as it currently lies along a major bus route and is five blocks away from the main transfer station at 11<sup>th</sup> and N Streets.
8. Windstream Communications has significant capital facilities in the alley, including aerial and underground facilities. Relocation of these facilities would be at the expense of the developer. Public Works & Utilities also identifies a wastewater line within the alley right-of-way which would have to be covered by an easement if the alley is vacated.
9. Public Works and Utilities would not recommend approval of any access points to 9<sup>th</sup>

Street as part of this redevelopment project.

10. Lots 13 through 15 are mostly within the 100 year floodplain and any substantial improvements to existing buildings would have to meet all floodplain regulations according to 27.52.03 of the Lincoln Municipal Code. About half of the block lies within the 500 year floodplain.
11. Two parcels along Rosa Parks Way are not included in this redevelopment project. There shouldn't be a negative impact of this redevelopment on them, assuming the property owners of these two parcels agree with the alley vacation.
12. Per the recommendations of the adopted 2030 Comprehensive Plan, as a major public/private development, the Urban Design Committee should review this project as it goes through the design process.

**CONCLUSION:**

This proposal is in conformance with the goals and policies of the 2030 Comprehensive Plan. As the project proceeds through the design process, several items need to be taken into account.

1. Should vacation of the north/south alley be undertaken as part of the project, utility relocations will be the responsibility of the developer and utility easements may be required.
2. Any substantial improvements to existing buildings will have to meet all floodplain regulations according to 27.52.03 of the Lincoln Municipal Code.
3. In the design phase of this project it will be important to take into consideration review by the Urban Design Committee.

Prepared by:

Sara S. Hartzell, Planner  
441-6372, [shartzell@lincoln.ne.gov](mailto:shartzell@lincoln.ne.gov)

**DATE:** July 2, 2008

**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. 08013  
AMENDMENT TO THE  
LINCOLN CENTER REDEVELOPMENT PLAN**

**CONSENT AGENDA  
PUBLIC HEARING & ADMINISTRATIVE ACTION  
BEFORE PLANNING COMMISSION:**

July 16, 2008

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

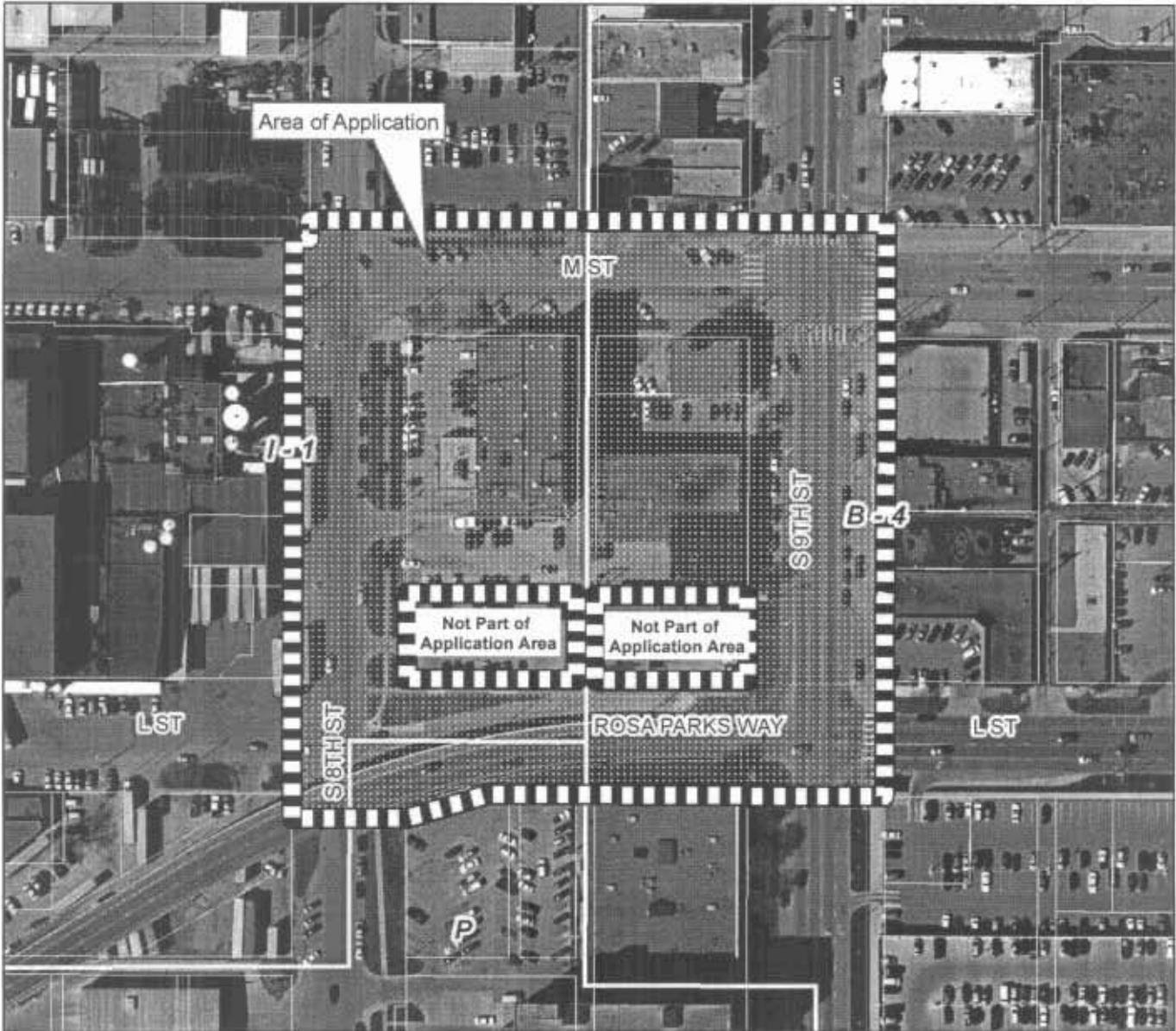
The Consent Agenda consisted of the following items: **COMPREHENSIVE PLAN CONFORMANCE NO. 08013, COMPREHENSIVE PLAN CONFORMANCE NO. 08014, CHANGE OF ZONE NO. 08036, SPECIAL PERMIT NO. 08029, COUNTY SPECIAL PERMIT NO. 08030, SPECIAL PERMIT NO. 08031, and STREET AND ALLEY VACATION NO. 08003.**

Ex Parte Communications: None

**Item No. 1.3, Change of Zone No. 08036; Item No. 1.5, County Special Permit No. 08030; Item No. 1.6, Special Permit No. 08031; and Item No. 1.7, Street and Alley Vacation No. 08003,** were removed from the Consent Agenda and scheduled for separate public hearing.

Larson moved to approve the remaining Consent Agenda, seconded by Francis and carried 8-0: Gaylor Baird, Carroll, Cornelius, Francis, Larson, Partington, Sunderman and Taylor voting 'yes'; Esseks absent.

Note: This is final action on Comprehensive Plan Conformance No. 08014 and Special Permit No. 08029, unless appealed to the City Council by filing a letter of appeal with the City Clerk within 14 days of the action by the Planning Commission.



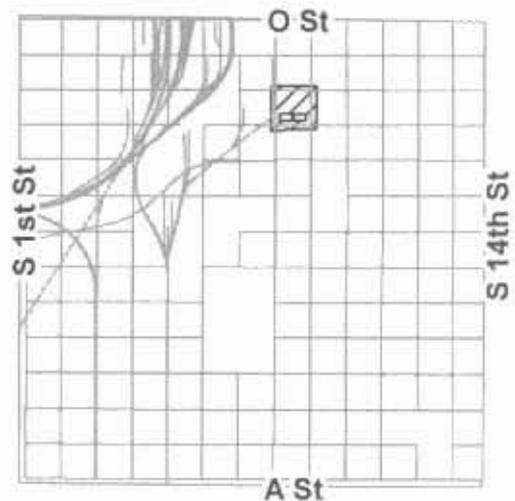
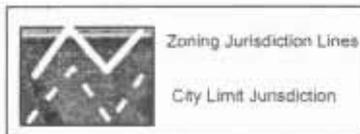
2007 aerial

**Comp Plan Conformance #08013**  
**325 S 9th St**

**Zoning:**

One Square Mile  
 Sec. 26 T10N R06E

- R-1 to R-II 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



## **Proposed Amendments to the Lincoln Center Redevelopment Plan for the Block 85 Redevelopment Project**

### **Section III**

#### **Block 85 Redevelopment Project**

The Block 85 Redevelopment Project area incorporates Lots 1 through 9, 13 through 15, 16 and 17 (now Lincoln Land Company's subdivision lots 1 through 3 and North 5 feet of lot 4), the North 67 feet of Lot 18, and the vacated East-West alley and North 67 feet of the North-South alley on Block 85 between 8th and 9th Streets and M Street and Rosa Parks Way in Downtown Lincoln. The goal of this project is to strengthen South Haymarket in the redevelopment of three underutilized buildings into mixed-use commercial buildings, and the construction of a new mixed-use residential and commercial building. The project will remove blighted and substandard conditions and will make positive contributions to the continued revitalization of Downtown Lincoln. City support may include the construction of project-related public improvements.

### **Section IV**

#### **R. Block 85 Redevelopment Project**

##### **Revitalization Project Description**

The Block 85 Redevelopment Project area incorporates Lots 1 through 9, 13 through 15, 16 and 17 (now Lincoln Land Company's subdivision lots 1 through 3 and North 5 feet of lot 4), the North 67 feet of Lot 18, and the vacated East-West alley and North 67 feet of the North-South alley on Block 85 of the Lincoln Original Plat between 8th and 9th Streets and M Street and Rosa Parks Way in Downtown Lincoln (see Exhibit IV-145). The existing land use in the area is commercial and private parking.

The goal of this project is to strengthen South Haymarket in the redevelopment of three underutilized buildings into mixed-use commercial buildings, and the construction of a new mixed-use residential and commercial building. The project will remove blighted and substandard conditions and will make positive contributions to the continued revitalization of Downtown Lincoln.

The project is consistent with the goals of the Lincoln Center Redevelopment Plan and Downtown Master Plan and is intended to support private sector commercial development in this redevelopment area. The project, including both public and private improvements made, will address the goals of the Lincoln Center Redevelopment Plan in the following ways:

- encouraging the preservation of the architectural integrity and historic character of the area by supporting development that reuses existing buildings or facades and that is designed to fit the context in which the development will occur;
- increasing Downtown business and activity recruitment and retention efforts;
- utilizing underdeveloped lots and removing blight;
- enhancing the physical characteristics of Downtown that increase the feeling of security and safety by encouraging street level active spaces; and,
- enhancing the aesthetics of Downtown and Haymarket to improve the pedestrian environment.

## **Statutory elements**

The developer currently owns the land and buildings in the project area that will be improved. The parcels on the block that are not owned by the developer are not included in this project. The project may include the vacation of the north-south alley, should the placement of utilities and use allow for vacation. The developer will follow proper vacation procedures. Currently, there are no plans to acquire, relocate, demolish, or dispose of any additional real property. Should any of these occur, the City will follow policy outlined in the Plan. Land coverage will be altered with the construction of a new building on Lots 3 and 4, Lincoln Original Plat.

The east half of the block is zoned B-4, allowing for various uses including the mixed-use developments that are being proposed. The west half of the block is zoned I-1. The developer will file for a zoning change on the west half of the block from I-1 to B-4.

There are no residential units within the proposed project boundaries, or immediate vicinity. The mixed-use building proposed to be constructed as part of the project is expected to include one to two residential units. The other buildings may include residential units as part of the project.

The developer will work with City staff to address any changes in the existing street system, including the north-south alley and any street right-of-way, to accommodate the project (i.e., streetscape, parking).

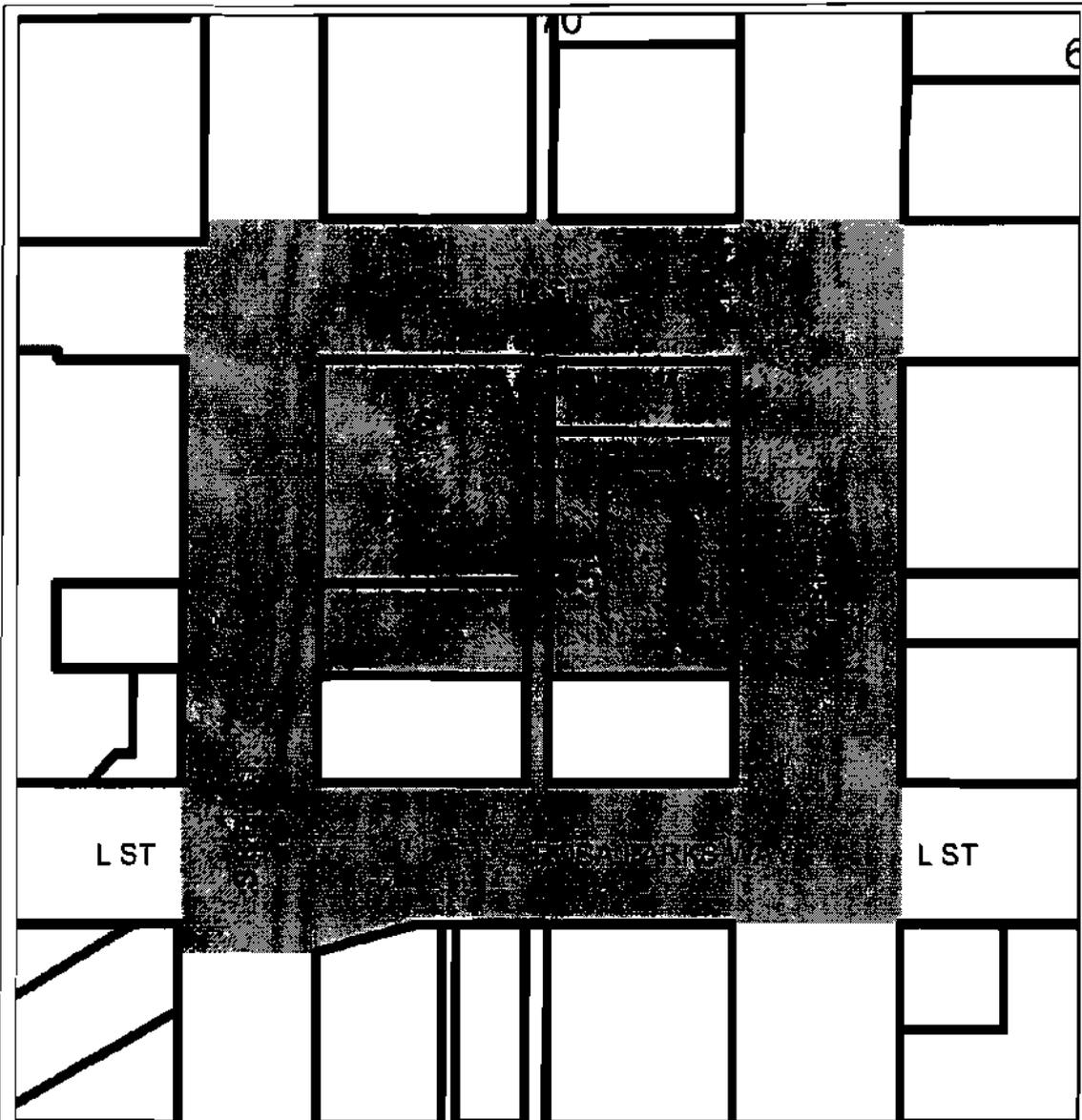
Approximately 74 parking spaces will remain on-site after the project is completed, which meets the existing parking requirements. On-street parking will continue to be located adjacent to Block 85 after completion.

Investment by the City may assist in acquisition, demolition, and site preparation; utility relocation and improvements; streetscape improvements; and other public improvements throughout the project area. The streetscape improvements could include façade enhancements, sidewalk construction, curb and gutter construction, parking reconfiguration, landscape enhancements, and installation of pedestrian lighting, signage, and other street amenities.

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

## **Proposed Costs and Financing**

The estimated total cost to implement the redevelopment project is \$8.3 million, \$7.6 million of which will be privately funded. The source of funds for public improvements will be Community Improvement Financing (commonly referred to as Tax Increment Financing or TIF), estimated to be \$674,000 million, generated from the private improvements within the project area.



**Exhibit IV-145 - Project Area**

**Block 85 Redevelopment Project**



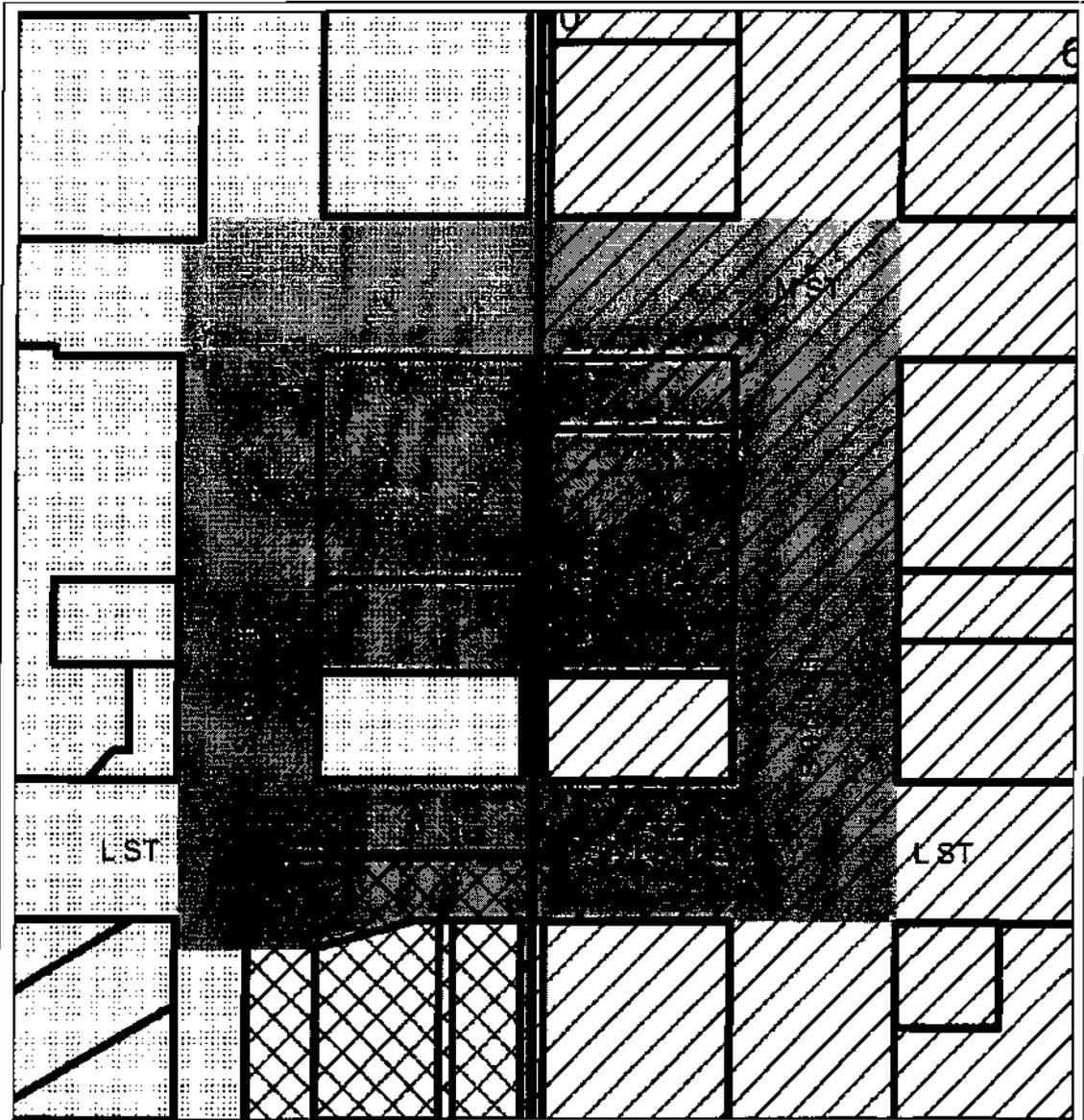
Block 85 Project Boundary



Lincoln Center  
Redevelopment Plan

Prepared by City of Lincoln, Urban Development Dept 6708

1 inch equals 100 feet



**Exhibit IV-146 - Existing Zoning**

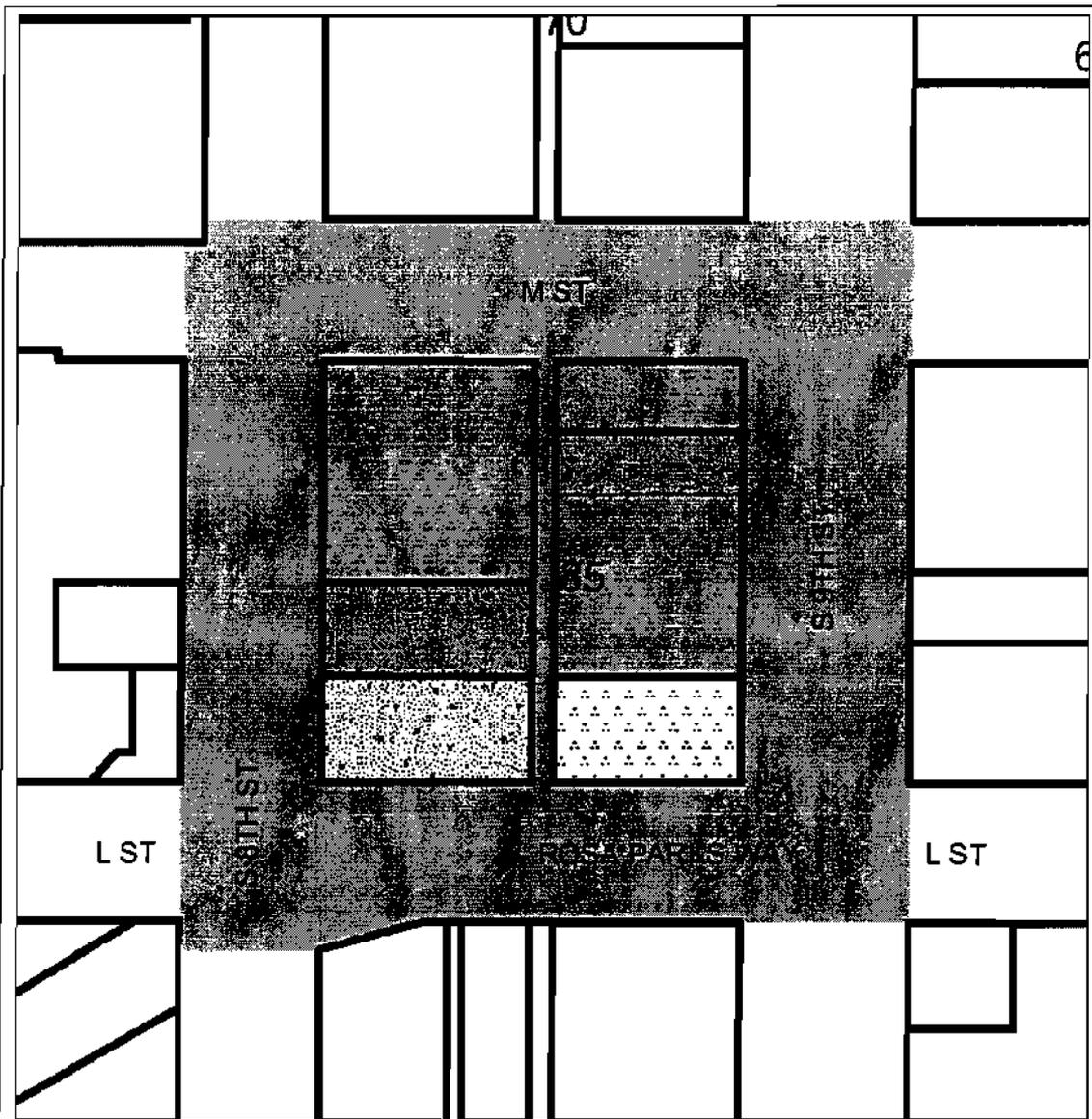
**Block 85 Redevelopment Project**



Lincoln Center  
Redevelopment Plan

Prepared by City of Lincoln, Urban Development Dept 8/08

1 Inch equals 100 feet



**Exhibit IV-147 - Existing Landuse**

**Block 85 Redevelopment Project**

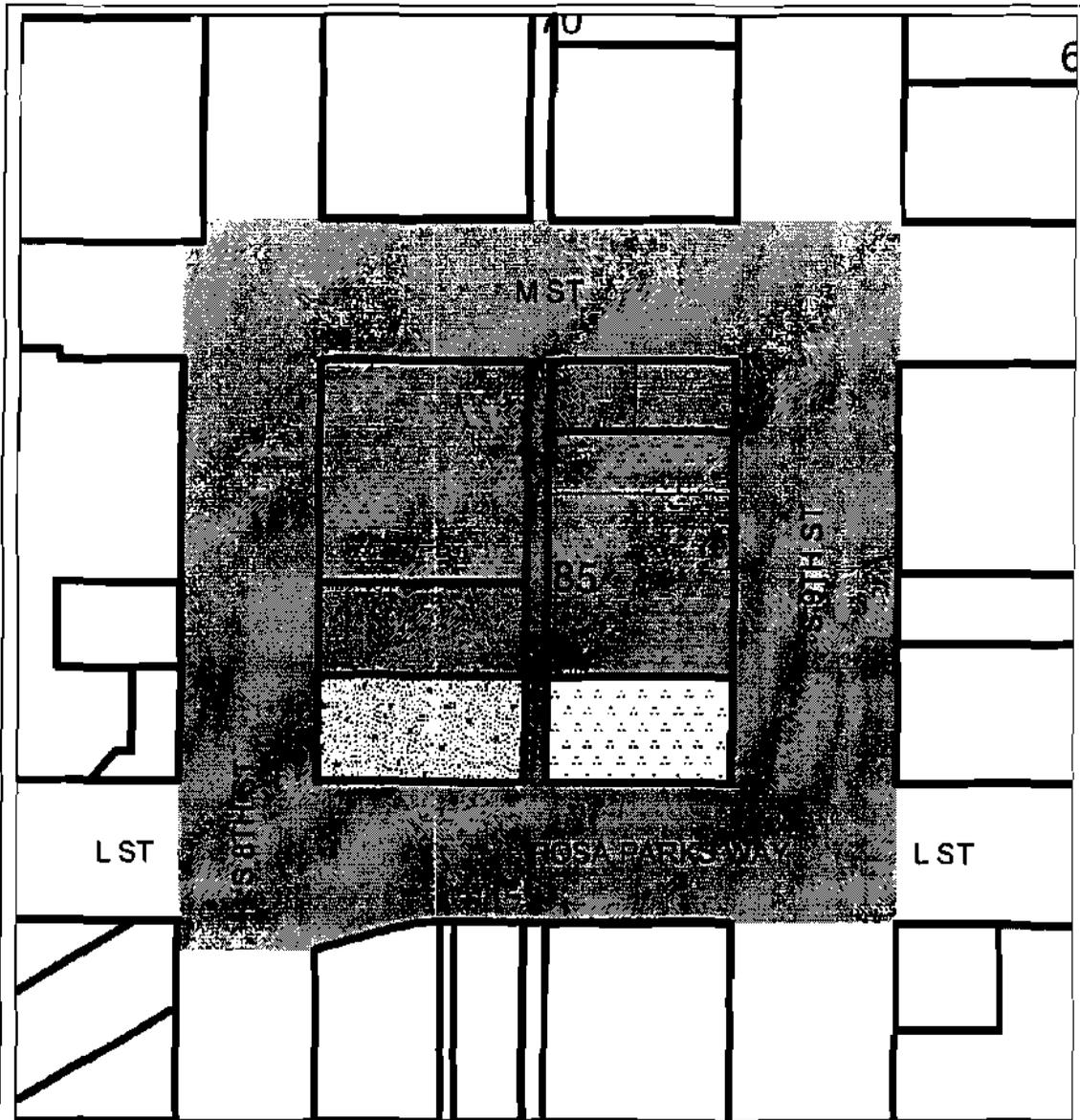
-  Block 85 Project Boundary
-  Existing Landuse
-  Commercial
-  Parking Lot



Lincoln Center  
Redevelopment Plan

Prepared by City of Lincoln, Urban Development Dept. 608

1 Inch equals 100 feet



**Exhibit IV-148 - Future Landuse**

**Block 85 Redevelopment Project**

-  Block 85 Project Boundary
-  Commercial
-  Parking Lot

Lincoln Center  
Redevelopment Plan

Prepared by City of Lincoln, Urban Development Dept 6/08



1 Inch equals 100 feet



June 9, 2008

Sara Hertzell  
City of Lincoln  
Project Planner  
Lincoln – Lancaster County Planning Department  
555 S. 10<sup>th</sup> Street  
Lincoln, Nebraska 68508

RE: Special Permit (CUP) #CPC08013, Block 85 Redevelopment Project amendment to the Lincoln Center Redevelopment Plan. In the area of 8<sup>th</sup> Street to 9<sup>th</sup> Street & “L” Street to “M” Street in Lincoln, Nebraska

Ms. Hertzell

Windstream has a significant number of underground and aerial facilities in the 8<sup>th</sup>-9<sup>th</sup> alley and along the south side of “M” Street from the north south alley to the west. Windstream also has service facilities to the existing buildings that would be impacted.

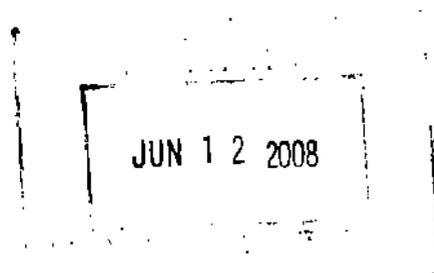
If Windstream Facilities would need to be relocated for the proposed work the property owner will be responsible for cost of relocation and providing routes for new service facilities to proposed or existing buildings.

For the location of Windstream underground facilities please call Nebraska One Call at 1-800-331-5666. This will allow your firm to have underground facilities directly surveyed into the plans.

Please direct any questions or concerns to Ken Adams (436-5794).

Sincerely,  
Ken Adams

For Manager – OSP Engineering



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# M e m o r a n d u m

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**To:** Sara Hartzell, Planning Department  
**From:** Dennis Bartels, Engineering Services  
**Subject:** Block 85 Redevelopment Project CPC #08013  
**Date:** June 10, 2008  
**cc:** Roger Figard  
Randy Hoskins  
Steve Masters

Engineering Services has reviewed the proposed redevelopment project for a portion of Block 85, Original Lincoln, located between 8th and 9th Streets south of M Street and has the following comments:

1. The plan mentions the possibility of vacating the alley through this block. There is an existing public sewer in this block that serves upstream property. If the alley is vacated, an easement will need to be retained for this sewer. This sewer provides sewer service for this block.
2. Although not mentioned in the text of the redevelopment amendment, it should be noted that Public Works will not recommend approval of access from 9th Street for redevelopment of this block.