

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, to add the "Haymarket Hotel and Tool House Redevelopment Project Area".

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

SPONSOR: Planning Department

BOARD/COMMITTEE: Planning Commission
Public Hearing: 10/07/09
Administrative Action: 10/07/09

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

FINDINGS:

1. The purpose of this proposed amendment to the **Lincoln Center Redevelopment Plan** is to add the "Haymarket Hotel and Tool House Redevelopment Project Area" to include redevelopment of two existing buildings, an addition to the existing buildings and construction of a new building that together will house hotel, residential and other commercial uses. The Project Area is bounded by 8th and 9th Streets and Q and R Streets (northeast corner of 8th & Q Streets).
2. 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 the land uses described in the proposal are in general conformance with the Comprehensive Plan and some of the general goals of the Downtown Master Plan. The staff presentation is found on p.7.
3. The applicant's presentation is found on p.7-8. Dave Landis of Urban Development advised that the only outstanding issues are allocation of TIF funds and the parking for the residential units, which he does not believe should affect the Planning Commission recommendation. A consultant recommendation on the parking issue is forthcoming.
4. Commissioner Esseks expressed concern about the parking issue because the Comprehensive Plan promotes good access to new developments, which includes parking. Marvin Krout, Director of Planning, advised that the parking study found that there are surplus spaces available regardless of whether or not a second parking garage is built, and that the B-4 zoning district has no parking requirements. He believes the project is in conformance with the Plan.
5. On October 7, 2009, 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.

FACTSHEET PREPARED BY: Jean L. Preister

DATE: October 19, 2009

REVIEWED BY: _____

DATE: October 19, 2009

REFERENCE NUMBER: FS\CC\2009\CPC.09010 Redev Plan

LINCOLN/LANCASTER COUNTY PLANNING STAFF REPORT

for October 7, 2009 PLANNING COMMISSION MEETING

- PROJECT #:** Comprehensive Plan Conformance No. 09010
- PROPOSAL:** Add a redevelopment project to the Lincoln Center Redevelopment Plan (see attached proposed amendment to the Lincoln Center Redevelopment Plan for the Haymarket Hotel and Tool House Redevelopment Project)
- LOCATION:** N. 8th Street and Q Street
- LAND AREA:** 0.98 acres
- CONCLUSION:** A generic concept plan was submitted with the proposed land uses (see "Exhibit -IV-157"). The proposed amendment states that the site will include a hotel, residential, and commercial. The land uses described in the proposal are in general conformance with the 2030 Comprehensive Plan and some of the general goals of the Downtown Master Plan.

RECOMMENDATION: In conformance with the Comprehensive Plan.

GENERAL INFORMATION:

LEGAL DESCRIPTION: Block 30, Lots 5 through 9, Block 30, Lincoln Original; the vacated east 18 feet of North 8th Street abutting Lot 6; vacated east 10 feet of North 8th Street abutting Lot 7; vacated south 6 feet of R Street abutting Lots 5 and 6; and adjacent public right-of-way including the remaining one-half of the east-west alley, the west 16 feet of Lots 3 and 10, R Street, North 8th Street, Q Street, North 9th Street, and the intersections of these four streets.

EXISTING ZONING: B-4 Lincoln Center Business District

EXISTING LAND USE: Commercial uses and public alley.

SURROUNDING LAND USE AND ZONING:

- North: B-4 Lincoln Center Business District: commercial uses
- South: B-4 Lincoln Center Business District: commercial uses
- East: B-4 Lincoln Center Business District: public walkway, parking garage, and commercial uses
- West: B-4 Lincoln Center Business District: commercial and residential uses

COMPREHENSIVE PLAN SPECIFICATIONS:

The 2030 Comprehensive Plan Future Land Use map shows this area as Commercial. (P. 19)

Commercial: Areas of retail, office and service uses. Commercial uses may vary widely in their intensity of use and impact, varying from low intensity offices, to warehouses, to more intensive uses such as gas stations, restaurants, grocery stores or automobile repair. Each area designated as commercial in the land use plan may not be appropriate for every commercial zoning district. The appropriateness of a commercial district for a particular piece of property will depend on a review of all the elements of the Comprehensive Plan. (P. 16)

Downtown Lincoln is the heart of our community, a unique common ground for all Lincoln and Lancaster County residents. At the same time, Downtown Lincoln belongs to all residents of Nebraska because “downtown” is synonymous with the University of Nebraska, state government, and the State Capitol building. This state-wide ownership has strong economic implications, and for that reason, as well as the desire to maintain downtown as the “heart” of the community, the Comprehensive Plan will ensure that downtown remains a special place.

The Plan will seek to preserve vistas and institutions of cultural importance, to reinforce the district as a center of entertainment, and to promote a rich diversity of activities and uses, including housing, education, government, offices and commerce. (P. 7)

Many activities of daily living should occur within walking distance. Neighborhoods should include homes, stores, workplaces, schools and places to recreate. Interconnected networks of streets, trails and sidewalks should be designed to encourage walking and bicycling, reduce the number and length of automobile trips, conserve energy and for the convenience of the residents. (P. 10-11)

Transit, pedestrian, and bicycle networks should maximize access and mobility to provide alternatives and reduce dependence upon the automobile. (P. 11)

Streets and public spaces should be safe, comfortable, and interesting to the pedestrian. Properly configured, they encourage walking and enable neighbors to know each other and protect their communities. The street network should facilitate calm traffic conditions, provide multiple connections within and between neighborhoods, using neighborhood development aspects such as four way intersections of residential streets, multiple connections to arterial streets, and reduced block lengths. (P. 11)

Development in the existing and expanded Downtown will maintain the urban environment, including a mix of land uses and residential types. Higher density development with parking areas at the rear of buildings or on upper floors of multi-use parking structures is encouraged. (P. 37)

This area is identified as a “Regional Center” for commerce. (P. 41)

Among existing Regional Centers, Downtown Lincoln stands as a unique community resource. Downtown is the county’s most intensive center of activity, offering a broad mix of retail, office, industrial, residential, and governmental uses. It is home to numerous public facilities — including the Nebraska State Capitol, the University of Nebraska-Lincoln’s main campus, and County-City Building — as well as private endeavors— including financing, insurance, and other business services. Downtown Lincoln has historically served as the community’s dominant center of entertainment. (P. 42)

Streets and public spaces should be designed within each center to enhance pedestrian activity and support multiple modes of transportation. Commerce Centers should have convenient access to the major roadway system and be supported by roads with adequate capacity. (P. 47-48)

Encourage mixed-use commercial centers, including residential uses on upper floors and at the rear of commercial buildings. (P. 49)

Pedestrian Districts - These areas are typically located in settings where people go to walk around, shop, eat, or conduct business. These districts attract large numbers of pedestrians on a regular basis. They include the Downtown (along with the main campus of the University of Nebraska-Lincoln), University Place, College View, and Havelock. Pedestrian level of service standards in these areas should be high. These areas should have direct, continuous sidewalks with safe street crossings. Visual interest and amenities should serve to attract people to these

districts. Future large scale, mixed- use activity districts should be considered members of this category of pedestrian activity centers. (P. 91)

DOWNTOWN MASTER PLAN SPECIFICATIONS:

This area is identified as “Dining/Entertainment Retail” in the Downtown Master Plan Land Use Framework. (P. 20)

Dining/Entertainment

The historic Haymarket District currently provides the greatest concentration of dining and entertainment uses in the Lincoln downtown. The retail framework builds off the existing strength of this district, and its lively and popular restaurants, night clubs, art galleries and specialty shops.

Market analysis anticipates that over the next twenty years 100,000 to 150,000 square feet of additional dining and entertainment uses could be added to downtown. Locations identified for likely expansion include:

- .. 8th Street – the emerging south Haymarket District, extending southward from the Harris Overpass.
- .. New arena and convention center neighborhood – adjacent to these large redevelopment sites. (P. 26)

Active Edges

Focus building activity at street level to animate the public realm and provide a sense of security for pedestrians both day and night. To create active edges:

- .. Front doors – should face the street or public spaces.
-Retail ground floor openings (windows and doors) – should comprise a minimum of 75% of the building’s front facade.
- .. Ground floor retail windows and doors – should open to views in and out of the building without obstructions (tinted or obscured glass).
- .. Curb cuts (into parking lots or structures) – should generally be minimized and located at mid-block. (P.30)

Streetcar Route

Q Street and West

Running westbound on Q Street, the line would travel north of the Lincoln rail station and turn south on 6th Street. It would travel south on 6th Street to N Street, turn east briefly to 7th Street and then traveling south to its terminus at J Street. Returning northbound, the line would remain on 7th Street to P Street. (P. 66)

Pedestrian Emphasis Streetscapes

Several downtown Lincoln streetscapes will receive a “pedestrian emphasis.” These streetscapes are intended to complete a network of pedestrian connections, tying retail streetscapes, promenades, districts and open spaces together.

The pedestrian emphasis streetscapes:

- .. May include distinctive elements depending on district location and use.
- .. Should be consistent with themes established in the Historic Haymarket District.
- .. Should be consistent with themes proposed for primary retail streets. (P. 109)

Eighth Street Pedestrian Streetscape

The City of Lincoln Urban Development Department has completed a separate planning effort for streetscape improvements along five blocks of 8th Street from the Haymarket Park pedestrian bridge down to O Street. Design elements for the Haymarket pedestrian streetscapes attempted to:

- .. Be consistent with existing historic district design for elements such as light fixtures and paving materials.
- .. Be extended, if possible, into the South Haymarket District to L Street.
- .. Provide a gateway or other special treatment as a transition to the Harris Overpass.

ANALYSIS:

1. The proposal compliments the use of the Haymarket by visitors, compliments the Comprehensive Plan’s intention to keep Downtown Lincoln as the heart of the community, and is consistent with the dining/entertainment component of the Downtown Master Plan.

2. The proposal includes 48 dwelling units with a total of 60 bedrooms. The project also includes a hotel and some commercial space. Such a mix of uses is consistent with the Comprehensive Plan, and the active street level uses in the proposal is consistent with the Downtown Master Plan's specifications for building active edges and activity at the street level.
3. Additional parking demands resulting from this intensified land use are expected to be handled by existing parking facilities (both public and private) and with the use of on-street parking spaces. (See attached Carl Walker Parking report that addresses the parking needs of this redevelopment site.)
4. The Historic Preservation Commission reviewed concepts for this redevelopment proposal at its meetings of June 18 and September 17, 2009. The June meeting concentrated on the conceptual design for the historic buildings. The September meeting included more developed designs for the Q Street buildings and conceptual designs for demolition and new construction on the north portion of the property.

The Commission approved the conceptual designs for the Q Street buildings in June and approved the conceptual design for the demolition and the new hotel/retail construction at the September meeting. The September approval also included design details on the entrance, canopy, and dock features of the south buildings, and approval of the building envelope proposed for additions above the historic south buildings. The Commission expects to see and review further design development of the north hotel and the south roof-top additions.

In making these findings, the Commission found that the work as proposed was in keeping with the overall historic character of the Haymarket and the modifications to the south historic buildings respected their historic features. Furthermore, it found that the demolition of the rear addition to 800 Q Street (Henkle & Joyce/Tool House) and the demolition of the "Haymarket Antique Square" at 330 N. 8th Street would not remove significant historic properties. (See attached Historic Preservation Commission staff report for a complete review of these findings, as well as to view multiple visual displays of this proposed redevelopment project.)

Prepared by:

Brandon M. Garrett, AICP
Planner

DATE: September 21, 2009

APPLICANT: David Landis, Director
City of Lincoln Urban Development Department

CONTACT: Hallie Salem
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COMPREHENSIVE PLAN CONFORMANCE NO. 09010

PUBLIC HEARING BEFORE PLANNING COMMISSION:

October 7, 2009

Members present: Gaylor Baird, Cornelius, Esseks, Larson, Lust, Partington, Sunderman and Taylor (Francis absent).

Ex Parte Communications: None.

This application was removed from the Consent Agenda at the request of Commissioner Gaylor Baird.

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

Staff presentation: **Brandon Garrett of Planning staff** presented the proposal requested by the Urban Development Department. The project proposes a mixed use redevelopment of essentially the west half of the block in the Haymarket at North 8th Street and Q Street on the northeast corner. The redevelopment project consists of a hotel with retail on the first floor, and then a mixed use residential and commercial renovation of the existing structure on the corner.

Garrett advised that this project has been reviewed by the Historic Preservation Commission (HPC) and has received a series of approvals in its design, and there are some further approvals that will occur with the HPC beyond this point.

Proponents

1. Dave Landis, Director of Urban Development, the applicant, explained that this is a case in which the plan amendment is proceeding at the same time as the specifics of the project itself. They are working on the site plan and trying to resolve Public Works and Utilities problems as there are a number of technical issues because of utilities and traffic. The developer has brought HPC in early in the process. The Tool House is a historical building and that building is being honored by the proposed design. The last portion (which was later built onto the Tool House) will come down but the Tool House will be kept in its appropriate historical fashion and a number of design elements are being used to link that feel in the rest of the project.

There are two pieces that remain to be solved: 1) how to allocate and spend the TIF because in a project like this there will be any number of expenses that will be TIF eligible (Landis believes they will reach common ground on this issue); and 2) the parking necessary to support a project of this magnitude. This project is very proximate to the Haymarket parking garage and there are several redevelopment agreements that precede this one for the use of that garage. 70 stalls support the hotel and they are now searching a way to meet as much of the additional demands and needs that the developer has. The residential use will need a particularly intense use of parking.

Landis advised that he will be taking a plan to the City Council which will be designed to the comfort of the Historic Preservation Commission, the City and the community.

Esseks pointed out that the Comprehensive Plan promotes good access to new developments, and he believes good access also means parking. He wondered how serious the parking problem is for the housing element. Should it affect the Planning Commission's recommendation? Landis suggested that it should not affect the Planning Commission recommendation - "we are at a conceptual level here." He anticipates having a consultant recommendation on the parking issue this week.

2. Craig Smith, Speedway Properties, the developer for this project, stated that he has been working with a hotel group and is very close to having all of the details worked out with them. He has worked through the design process with the Historic Preservation Commission. The hotel and exteriors are designed. There is one issue as far as the addition on the top of the Tool House that will be before the Historic Preservation Commission for final review. That is the only element that is at issue. Smith believes this is a very viable project and he is excited about the streetscape because it is going to allow some retail spaces all along 8th Street with some smaller retail type operators. We are down to the parking issues. He believes that some of the commitments that have been made on some of the other buildings can be shifted around to relieve some of the pressure on that parking garage to make this work.

Larson inquired as to the number of floors in the hotel. Landis stated that there is a height restriction that is being observed. The current design is four floors of hotel above the first level.

There was no testimony in opposition.

Staff questions

Cornelius referred to the parking study attached to the staff report, and he inquired whether the Planning Department has reviewed that study as part of the staff recommendation. Garrett referred to Analysis #3 in the staff report:

Additional parking demands resulting from this intensified land use are expected to be handled by existing parking facilities (both public and private) and with the use of on-street parking spaces.

It has been determined that the parking demand created by this project could be relieved through future projects if it cannot be handled today.

Cornelius interprets that essentially reallocation of spaces that have previously been allocated but not used, will be reallocated to other parts of the Haymarket – that is an adequate solution to any parking issues connected with development. Garrett believes that to be an adequate solution.

Landis further commented, stating that the 70 parking spaces needed for the hotel have been identified. The 20 spaces for the retail might fit with the existing use. They are still working on a solution for the 60 residential units. That is the focus of their attention at this time. "It is essential and we understand that." However, there is need to be cognizant of the tax-free status of the bond for the existing garage.

Esseks wondered about putting the parking for the residential units in the garage on 8th and Q. Landis suggested that there are tax situations that need to be considered and the City's tax counsel is researching this. One of the chief sources of revenue for a garage is football parking, which is public parking, so there is the opportunity of having one of the two tests met. We will not want to run afoul of the tax status of the bonds. We have a couple of tools to get there.

Lust inquired whether the bond issue was just for the Haymarket garage or for the entire city garage system. Landis believes it was for this garage.

ACTION BY PLANNING COMMISSION:

October 7, 2009

Gaylor Baird moved a finding of conformance with the Comprehensive Plan, seconded by Lust.

Gaylor Baird explained that she pulled this from the Consent Agenda because even though this redevelopment is still in the conceptual phase, it looks like a lot of outstanding work has been done. This project has a number of virtues that make it in conformance – it intensifies use on a low utilized parcel; the mixed use and hotel is good for the Haymarket and good for the Downtown; active street level uses are consistent with the Downtown Master Plan; it integrates nice streetscape and landscape improvements; the design plans respect the historic character of our Haymarket; it appears to be thoughtful development of a historic district while it may truly be a bit more costly for the developer and requires some patience and a lot more time. She understands the developer will continue to work closely with the Historic Preservation Commission and is hopeful that this project turns out as visually vibrant as it seems to be. She believes that it is going to be something special. Gaylor Baird strongly suggested that this project gives the developer an opportunity to be a steward of our community. "When you do redevelopment work, you are setting a standard for other developers and for the community. When you set a high bar and invest in doing redevelopment well, you create something worthy of our tax dollars and TIF financing and worthy of our appreciation in our generation and generations to come." Gaylor Baird stated that she pulled this application from the Consent Agenda to thank the developer for their efforts.

Esseks does not believe the project is in conformance if the parking problem is not solved because the Comprehensive Plan states or implies that adequate public access includes adequate parking. He agrees it is in conformance if they solve the parking situation. That should be part of our public record. We should be aware of the variety of principles that the Plan expects us to uphold.

Larson stated that he will vote in favor because we have a great example of public/private partnership between Speedway and Urban Development. This will provide sort of a gateway into the westward expansion of the Haymarket to meet the proposed expansion with the arena project. He thinks it is great timing.

Taylor stated that he is also concerned about the parking because he believes there is a problem in Haymarket now. But, with the plans for this development, he believes that the parking issue will be worked out. He agrees with Esseks that it is something that needs to be considered and that we need to do due diligence to make sure that we have the parking problem solved, making it convenient and pedestrian friendly. He applauded the developer.

Larson further commented that the parking situation is something that is very important, but in the development of the Haymarket area, we have always been ahead of ourselves or behind ourselves where we can't grow the parking exactly with the growth of the businesses. He had a lot to do with that parking garage and he worried for a long time that we would lose a lot of money, but it is going to be overflowing. He believes these things can work themselves out and as we get more development we will probably have to build another parking garage.

Lust asked for staff clarification. Is the parking problem taken care of or is it not? **Marvin Krout, Director of Planning**, observed that the parking study found that there are surplus spaces available regardless of whether or not we build a second garage. You need to take into consideration that this area is zoned B-4, and B-4 does not have any parking requirements – thus, there is not a requirement for parking. It is the private developer's responsibility from a market standpoint, and the city has some responsibility to keep up over time. Even without the garage, there is evidence in the study that says there are surplus spaces in this area. It is in compliance.

Esseks does not believe the issue is whether it is going to be in conformance with B-4, but whether it is in conformance with the Comprehensive Plan. The Comprehensive Plan is concerned about access, and it's going to be a hotel. Krout pointed out that the Plan also talks about encouraging different modes of transportation, and that includes bicycle, walking and transit. And there are many cities that say you can't build any additional parking, or you have a max that you are allowed to build in order to encourage different kinds of modes of transportation. Downtown and Haymarket are going to be congested at some times, and that is not bad. There are indications in the Plan that places like Downtown and the Haymarket are going to be congested and that will be considered an adequate level of service because it is a bustling area.

Sunderman can't wait to see this project fulfilled. Haymarket has turned into a jewel for the City. He enjoys it because of the life and congestion and hustle and bustle, yet it is real easy to get to. He believes that as this project moves forward, market conditions themselves will assure that there is enough parking. He is comfortable that there are parking issues to take care of, and he is comfortable with the plans and the process to satisfy those issues.

Motion for a finding of conformance with the Comprehensive Plan carried 8-0: Gaylor Baird, Cornelius, Esseks, Larson, Lust, Partington, Sunderman and Taylor voting 'yes'; Francis absent.



Comp Plan Conformance #09010
N 8th & Q St

**Proposed Amendments to the Lincoln Center Redevelopment Plan for the
Haymarket Hotel and Tool House Redevelopment Project**

Section III

Haymarket Hotel and Tool House Redevelopment Project Area

The Haymarket Hotel and Tool House Redevelopment Project Area is located in the Historic Haymarket District on Block 30, bounded by 8th and 9th, Q and R Streets, and is comprised of the Lincoln Original, Block 30, Lots 5 through 9 and the vacated east 18 feet of North 8th Street abutting Lot 6, vacated east 10 feet of North 8th Street abutting Lot 7, vacated south 6 feet of R Street abutting Lots 5 and 6, and adjacent public right-of-way including the remaining one-half of the east-west alley, the west 16 feet of Lots 3 and 10, R Street north to the property line, 8th Street west to the property line, Q Street south to the property line, and 9th Street east to the property line. The goals of this project are to strengthen the Haymarket district with the redevelopment of two existing buildings, an addition to the existing buildings, and construction of a new building that together will house hotel, residential, and other 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 acquisition, demolition, and site preparation; utility improvements, alley, streetscape, and dock improvements; façade improvements; parking and related amenities; and, other related public improvements.

Section IV

T. Haymarket Hotel and Tool House Redevelopment Project Area

Revitalization Project Description

The Haymarket Hotel and Tool House Redevelopment Project Area is located in the Historic Haymarket District on Block 30, bounded by 8th and 9th, Q and R Streets, and is comprised of the Lincoln Original, Block 30, Lots 5 through 9 and the vacated east 18 feet of North 8th Street abutting Lot 6, vacated east 10 feet of North 8th Street abutting Lot 7, vacated south 6 feet of R Street abutting Lots 5 and 6, and adjacent public right-of-way including the remaining one-half of the east-west alley, the west 16 feet of Lots 3 and 10, R Street north to the property line, 8th Street west to the property line, Q Street south to the property line, and 9th Street east to the property line. The goals of this project are to strengthen the Haymarket district with the redevelopment of two existing buildings, an addition to the existing buildings, and construction of a new building that together will house hotel, residential, and other 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 acquisition, demolition, and site preparation; utility improvements, including water, sanitary sewer, and storm sewer improvements, as well as improvements to dry utilities (i.e., electric, cable, telephone, fiber); right-of-way and surplus property improvements, including street, alley, sidewalk, and dock improvements; façade improvements; skywalk; parking and related amenities; and, other related public improvements. The right-of-way and surplus property improvements may also include vault removal, other excavation, overland flow improvements, dock construction and enhancements, accessibility improvements, sidewalk and pavement construction, curb and gutter construction, parking and loading reconfiguration, and streetscape enhancements, including landscaping, pedestrian lighting, benches, trash receptacles, signage, public art, other street furniture, etc.

The project 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. The Downtown Master Plan identifies the block as part of the dining and entertainment retail district, and identifies Q Street as a streetcar and shuttle route and 8th Street as an active edge with retail, ground floor windows and doors.

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 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.

Other Statutory Elements

The Haymarket Hotel and Tool House Redevelopment Project may involve acquisition, demolition, 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-157 identifies the proposed uses in the project area.

A total of 60 residential units (36 studio and 12 two-bedroom) are proposed to be constructed within the project boundaries. No units exist within the boundaries today. There are a total of 118 residential units in the Haymarket area. The Redevelopment Authority considers residential suitable for incorporation into the other proposed uses of this block.

Land coverage will be minimally altered in the project area, as buildings are reconfigured and docks constructed. One building is proposed to be constructed over a portion of the east-west alley. The overall project will be of higher density than that which exists today.

The existing street system within the project area may change as a result of this project, including the possible reconfiguration of on-street parking and loading zones, as well as the potential for a four-way stop at 8th and R Streets. Any changes to street width or realignment will be done in consultation with the Public Works and Planning Departments.

Other right-of-way and utility improvements may include water, sanitary sewer, and storm sewer improvements, as well as improvements to dry utilities (i.e., electric, cable, telephone, fiber); and, alley, sidewalk, and dock improvements.

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, some of which may be altered to accommodate a loading zone and/or additional on-street parking. The project will rely on both on-street parking stalls and the Haymarket Garage. On-site parking may be considered as part of the project.

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.

Proposed Costs and Financing

The estimated total cost to implement the private, mixed-use redevelopment is \$18 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 \$2.9 million, generated from the private developments within the project area.

Funding sources and uses will be negotiated as part of the redevelopment agreement, subject to approval by the Mayor and City Council.

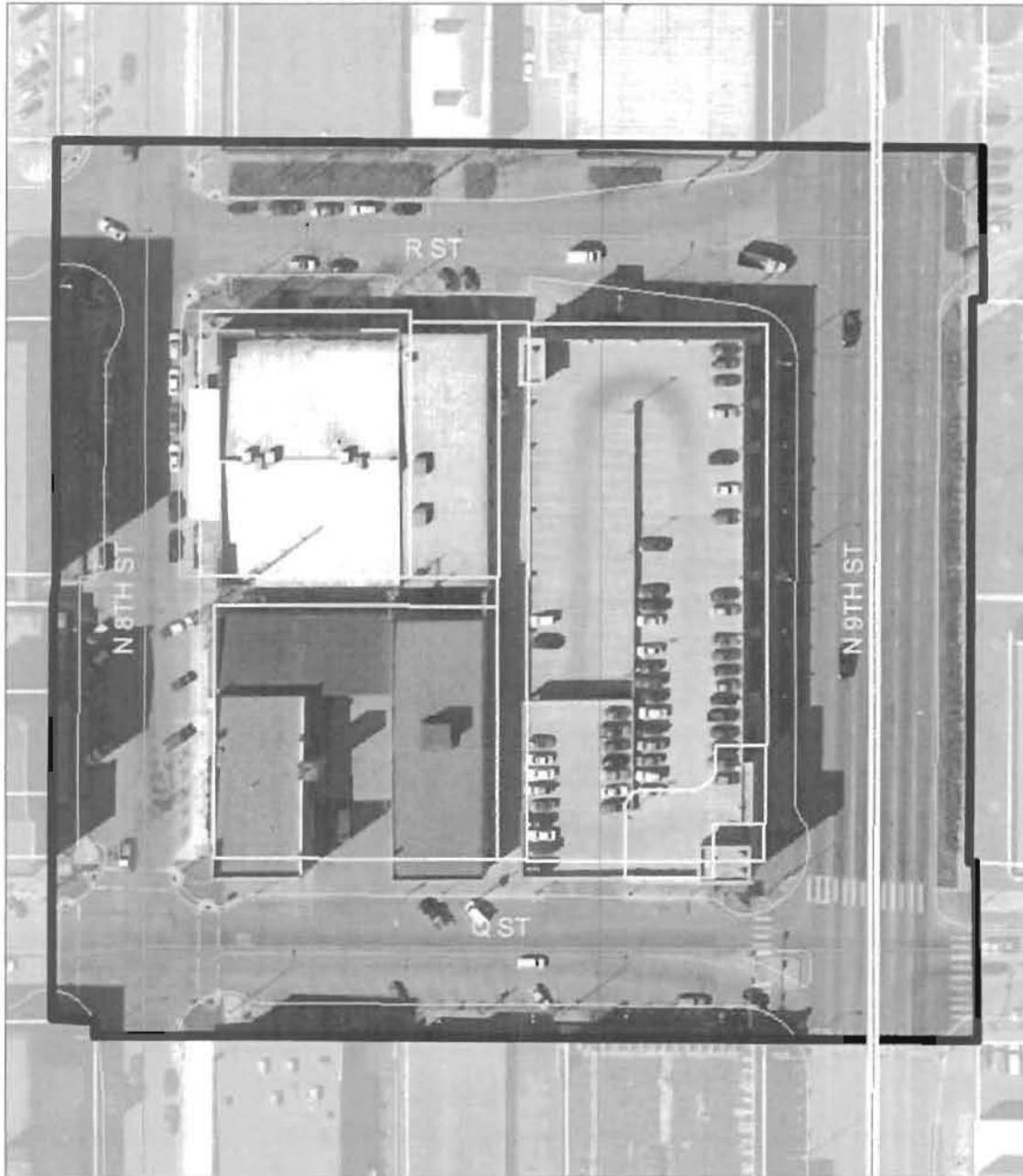


Exhibit - IV - 155

Project Area with existing Parcel Layout



Project Area

Haymarket Hotel and Tool House Redevelopment Project Area

Block 30 Redevelopment Plan

Created/Compiled by
The City of Lincoln, LCO
Created/Compiled on 09/06/09



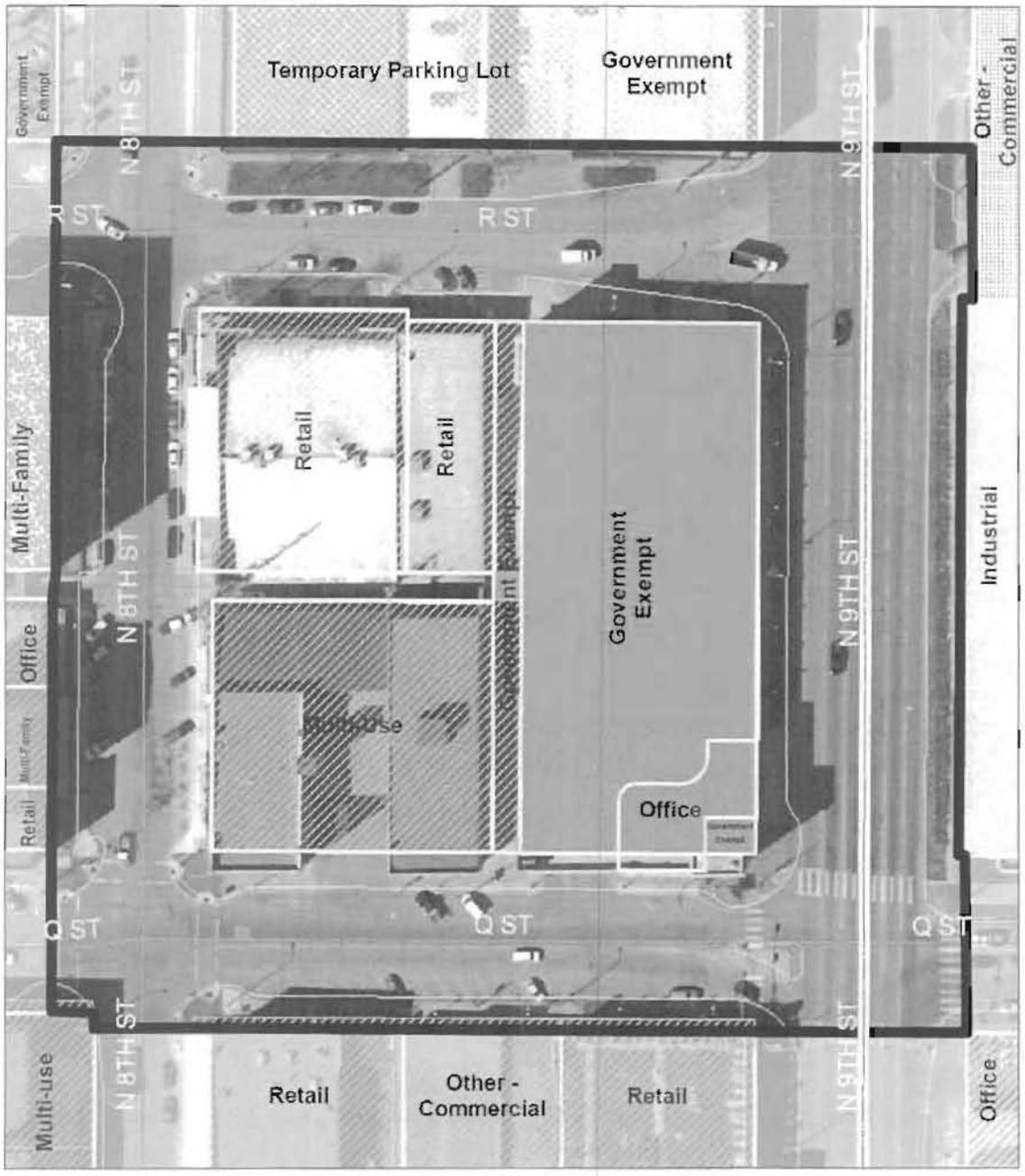


Exhibit - IV - 156

Current Land Use (Pattern) & Primary Parcel Use (Label)



Haymarket Hotel and Tool House Redevelopment Project Area

Block 30 Redevelopment Plan

Created/Compiled by
The City of Lincoln, LDD
Created/Compiled on: 09/06/22



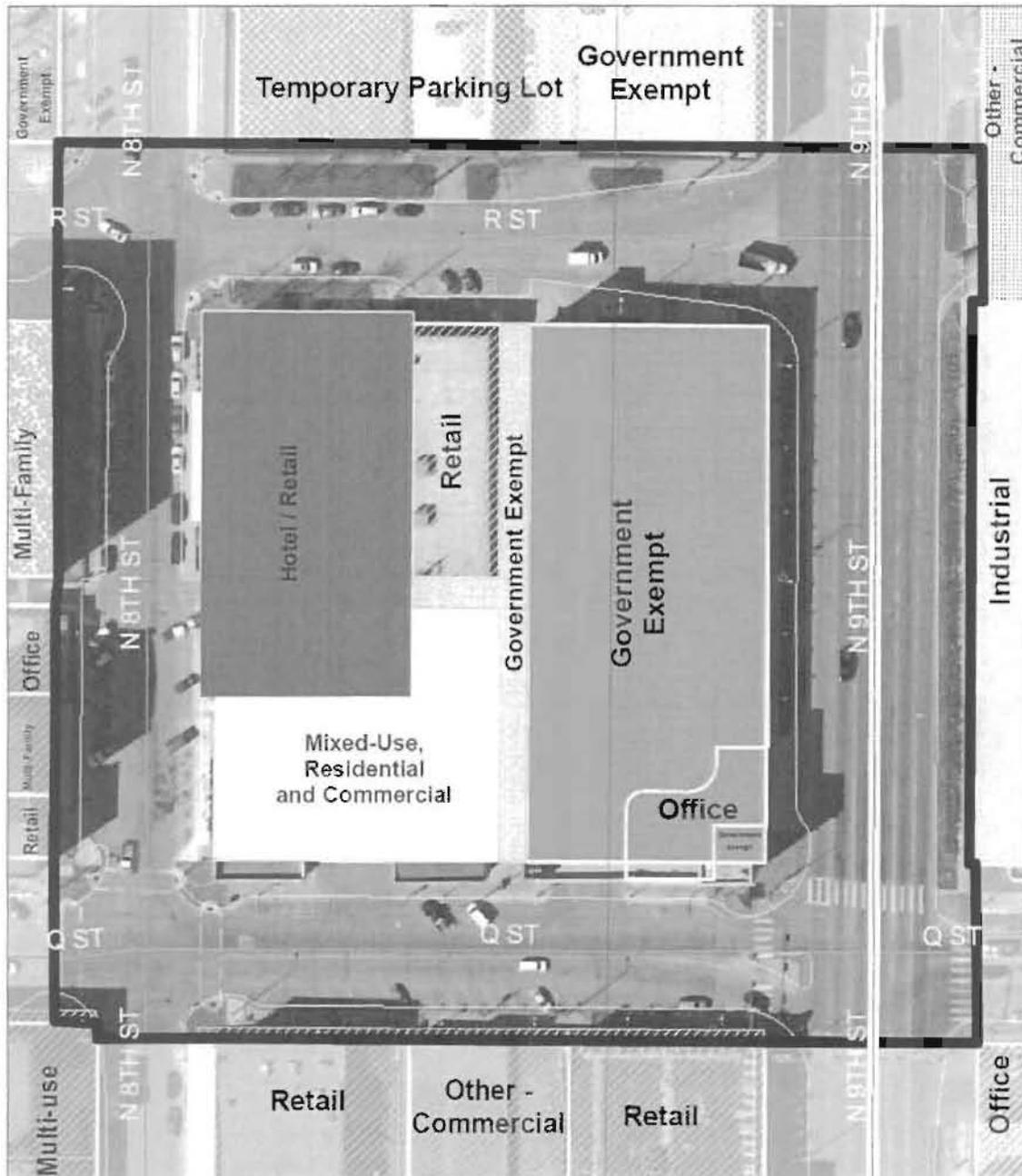
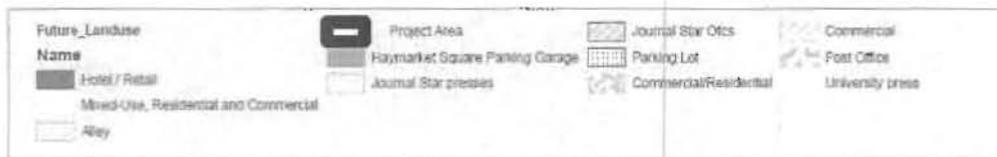


Exhibit - IV - 157

Conceptual Future Land Use (Pattern) & Primary Parcel Use (Label)



Haymarket Hotel and Tool House Redevelopment Project Area

Block 30 Redevelopment Plan

Created/Compiled by
The City of Lincoln, LCO
Created/Compiled on: 3/10/2011





HAYMARKET HOTEL DEVELOPMENT PROJECTS PARKING STUDY

Presented to:
City of Lincoln, NE
Urban Development Department

October 24, 2008



Ideas for parking.
SOLUTIONS FOR PEOPLE.®



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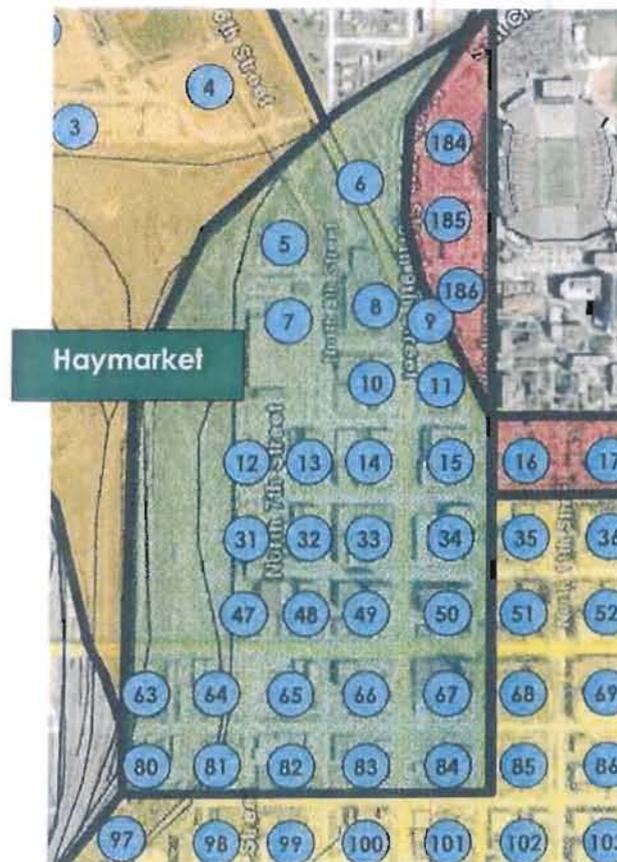
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Introduction

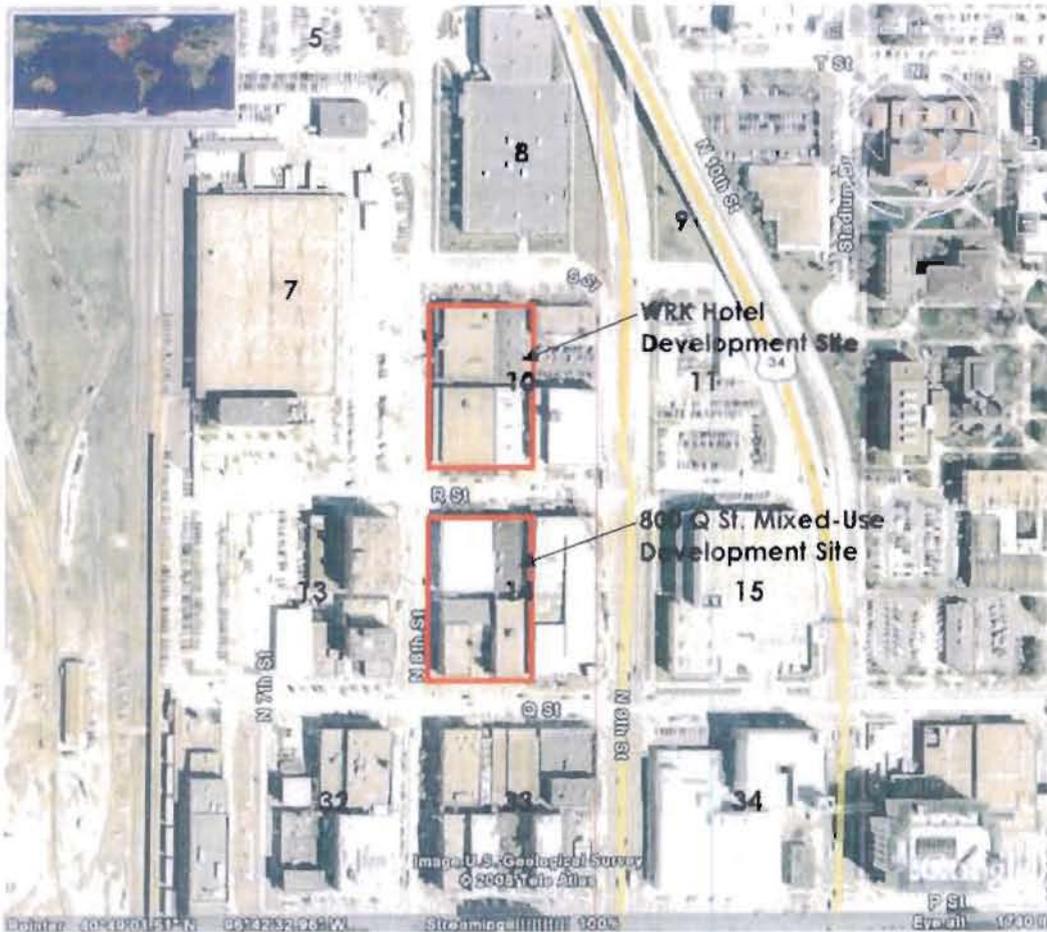
The primary purpose of this parking study is to determine if the 409-space Haymarket Garage has the available capacity to provide parking to support two hotel/mixed-use development projects proposed for the Haymarket District in downtown Lincoln. The Haymarket study area from the comprehensive downtown parking study completed for the city of Lincoln is indicated in Figure 1 below. Numbers were previously assigned to each block for identification purposes. The Haymarket Garage is located on Block 14. The two development projects are to be located on Blocks 10 and 14.

Figure 1.
Haymarket Parking Study Area



The WRK Hotel Development, to be located on Block 10, includes a 166-room hotel, 7,000 square feet of retail space, and a 12,000 square foot conference center. The developers of the WRK project are requesting 100 parking spaces in the Haymarket Garage. The 800 Q Street mixed-use development, to be located on Block 14, includes a 125-room hotel, 17,700 square feet of retail space, 5,000 square feet of restaurant space, 42,700 square feet of office space, and twelve residential units. The developers of the 800 Q Street project are requesting 80 to 90 parking spaces in the Haymarket Garage. The city's Market Place Garage is located on Block 34. Refer to Figure 2 below.

Figure 2.
Location of Proposed Haymarket Development Projects



Haymarket Garage Parking Adequacy

Weekday parking occupancy counts were conducted in the Haymarket District as part of the larger downtown Lincoln parking study. As indicated in Table 1 below, the 409-space Haymarket Garage was 72% occupied at the peak-hour of 12:00 PM on a weekday.

Supplemental parking occupancy counts were recently conducted to determine the current utilization of the parking garage on weekday and weekend evenings. As indicated below, the garage was 80% occupied on the weekday evening and 54% occupied on the weekend evening.

Table 1.
Haymarket Garage Parking Adequacy

Time period	Parking Supply	Parking Occupancy	Percent Occupied	Effective Supply (1)	Surplus/Deficit
Weekday	409	296	72%	368	72
Weekday Evening	409	326	80%	368	42
Weekend Evening	409	221	54%	368	147

(1) 90% of the actual parking supply.

A parking facility or system operates at optimum efficiency at a level somewhat below its actual capacity. The occupancy level at which peak efficiency is generally reached is at 90% of the actual capacity. This cushion of spaces allows for variations in parking activity, reduces the time to search for the last few available spaces, and allows for the dynamics of vehicles moving in and out of parking stalls during peak periods. It also allows for the loss of parking due to mis-parked vehicles, construction, the assignment of spaces, and other factors. As a result, the effective supply is used to determine the adequacy of a parking facility or system rather than the actual supply.

Based on the effective supply of 368 spaces (90% of the actual supply of 409 spaces), the Haymarket Garage has a current surplus of parking ranging from a low of 42 parking spaces



on weekday evenings to a high of 147 spaces on weekend evenings. There is a 72-space surplus on weekdays.

Although the existing effective supply falls short of fully accommodating either project on weekdays and weekday evenings, it is believed that additional parking could be made available in the Haymarket Garage by increasing rates and discontinuing a current program to increase occupancy levels. The ability to accommodate one or both development projects in the garage will also be dependant upon moving existing garage patrons to other nearby parking facilities. Within an approximate two-block walking distance of the Haymarket Garage on Block 14 are 1,206 public off-street parking spaces on Blocks 5, 12, 34, 47, and 49.

Current Parking Rates

Because the Haymarket Garage has historically had lower occupancy rates than the city's other downtown garages, lower monthly rates have been offered at the Haymarket garage. The current monthly rate is \$55. The average monthly rate at the city's other garages is approximately \$65 for unreserved parking and approximately \$80 for reserved parking. Discounted employee parking is also provided on the top level of the garage to discourage Haymarket District employees from parking at the on-street meters. This program is currently limited to 50 spaces and the employees pay only \$1.00 for approximately four hours of parking. The hourly rate at all of the city's garages, including the Haymarket garage, is \$1.00 with a daily maximum of \$6.00. Special event (football) rates are generally \$11.00 or \$12.00 in the downtown garages. The special event rate at the Haymarket Garage is \$12.00.

Weekday Parking Adequacy

As indicated in Table 2 (next page), the 1,059 nearby public parking spaces were approximately 60% occupied at the peak hour on a weekday. Based on the effective supply of 1,059 spaces (90% of the actual supply), there is a current surplus of 349 spaces in the nearby parking facilities on a weekday.



Table 2.
Weekday Public Off-Street Parking Adequacy

Block	Parking Supply	Spaces Occupied	Percent Occupied	Effective Supply (1)	Surplus/Deficit
5	281	165	59%	253	88
12	161	64	40%	145	81
34	385	286	74%	347	61
47	93	39	42%	84	45
49	255	156	61%	230	74
Total	1,175	710	60%	1,059	349

*- North of Post D/C
 - Iron Horse
 - Market Place
 - Dept South
 - Holiday Inn*

(1) 90% of the actual parking supply.

Weekday Evening Parking Adequacy

As indicated in Table 3 below, the 1,059 nearby public parking spaces were approximately 41% occupied on a weekday evening. Based on the effective supply of 1,059 spaces, there is a current surplus of 580 spaces in the nearby parking facilities on a weekday evening.

Table 3.
Weekday Evening Public Off-Street Parking Adequacy

Block	Parking Supply	Spaces Occupied	Percent Occupied	Effective Supply (1)	Surplus/Deficit
5	281	65	23%	253	188
12	161	25	16%	145	120
34	385	153	40%	347	194
47	93	68	73%	84	16
49	255	168	66%	230	62
Total	1,175	479	41%	1,059	580

(1) 90% of the actual parking supply.



Weekend Evening Parking Adequacy

As indicated in Table 4 below, the 1,059 nearby public parking spaces were approximately 43% occupied on a weekend evening. Based on the effective supply of 1,059 spaces, there is a current surplus of 554 spaces in the nearby parking facilities on a weekend evening.

Table 4.
Weekend Evening Public Off-Street Parking Adequacy

Block	Parking Supply	Spaces Occupied	Percent Occupied	Effective Supply (1)	Surplus/Deficit
5	281	30	11%	253	223
12	161	73	45%	145	72
34	385	95	25%	347	252
47	93	89	96%	84	-5
49	255	218	85%	230	12
Total	1,175	505	43%	1,059	554

(1) 90% of the actual parking supply.

Conclusion

There is sufficient nearby parking capacity in the existing public parking system to accommodate users that would move from the Haymarket Garage to other parking facilities in order to accommodate the development projects. Increasing rates and discontinuing the employee parking program at the Haymarket Garage will undoubtedly persuade patrons to park elsewhere, particularly if they are provided with an incentive to do so, such as discounted rates at nearby parking facilities. There are also 52 reserved parking spaces in the Haymarket Garage that should be converted to non-reserved spaces if possible. While it is not possible to predict the number of patrons that will move from the Haymarket Garage to other parking facilities in advance of the rate increases, we believe that it will be possible to accommodate the 100 spaces for the WRK project in the Haymarket Garage. There should still be parking available in the Haymarket Garage for customers of the businesses in the Haymarket District.



and this study demonstrates that there are nearby parking spaces available for those who choose not to park in the Haymarket Garage due to higher rates.

It may also be possible to accommodate the 800 Q Street project in the Haymarket Garage with the proper rate structure. If possible, it is recommended not to commit to the 80 to 90 parking spaces for the 800 Q Street project until rate increases are implemented and the reduction in parking demand is known.

It should be noted that the fulfillment of the current lease agreements for existing parking in the Haymarket Garage are not expected to change the results of this study and the recommendations outlined herein.



Application for Certificates of Appropriateness

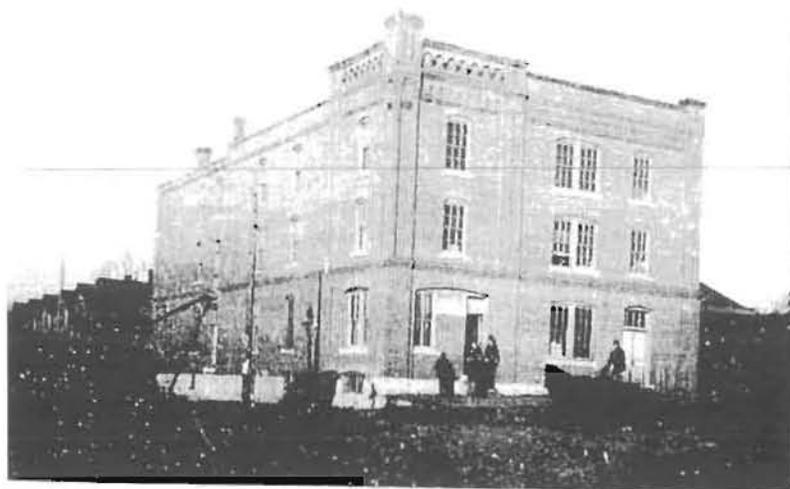
PROPOSAL:

Craig Smith on behalf of Speedway Properties requests certificates of appropriateness for work at 800 Q Street and 330 N. 8th Street in the Haymarket Landmark District.

DISCUSSION:

The Commission reviewed the design concepts for renovations at the Henkle & Joyce and Star Transfers buildings on the northeast corner of 8th & Q Streets at the June 2009 meeting and approved the general direction of the renovations. The Commission indicated that canopies, demolitions, and additions would all require further review.

The applicant has submitted further design details on the Q Street buildings, along with massing studies for a rooftop addition to those structures. In addition, the applicant has provided design concepts for a major new building on the southeast corner of 8th and R Streets. This report first reviews the history of the various buildings involved, then considers the design proposals in relation to the district Preservation Guidelines.



JONES, DOUGLAS & CO. CRACKER MANUFACTORY

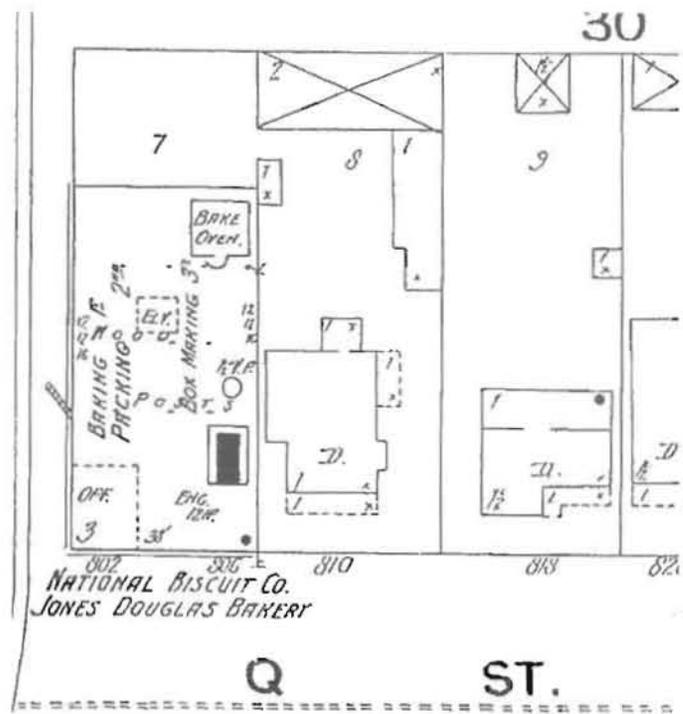
Left: 800 Q as Jones, Douglas & Co. Cracker Manufactory, 1890s



*Right: Henkle & Joyce Hardware Co. at 800 Q St., 1923.
Note rear addition and 8th St. canopy*

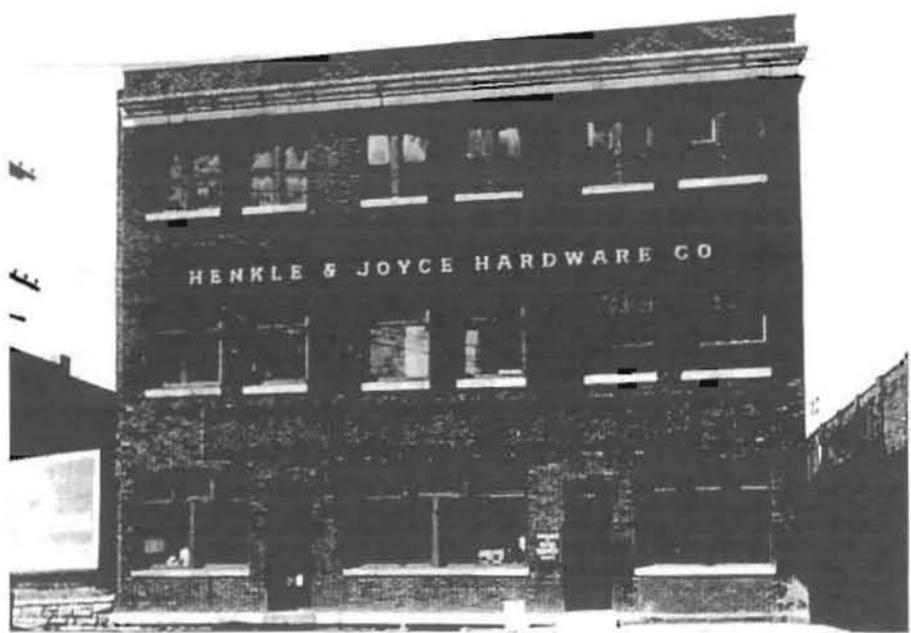
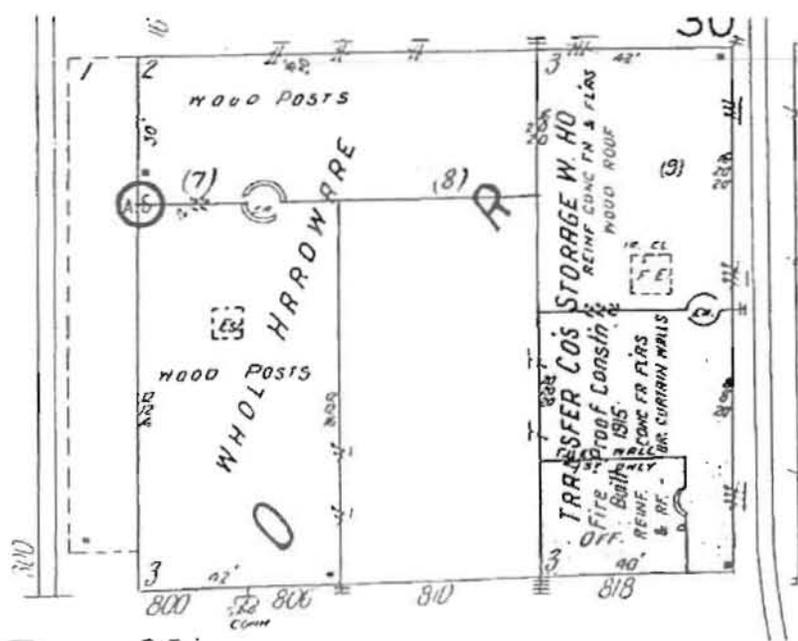
The Sanborn atlases illustrate the addition of a east-west wing at the north/rear of the original building during Henkle & Joyce's tenure. A building permit of 1906 describes a metal-clad building of the appropriate dimensions (42'x100'); perhaps it was either brick-clad later or built at variance with the permit.

The "Transfer Company Storage Ware[are]Ho[use]" shown by 1928 east of the original building (forming a "U" shape with the addition) was added as a two-story building in 1907 and remodeled to three stories in 1915. The one story loading dock that filled in a portion of the "U" was added in the 1940s; hence it is not yet present in the 1931 image (below, right).



1903

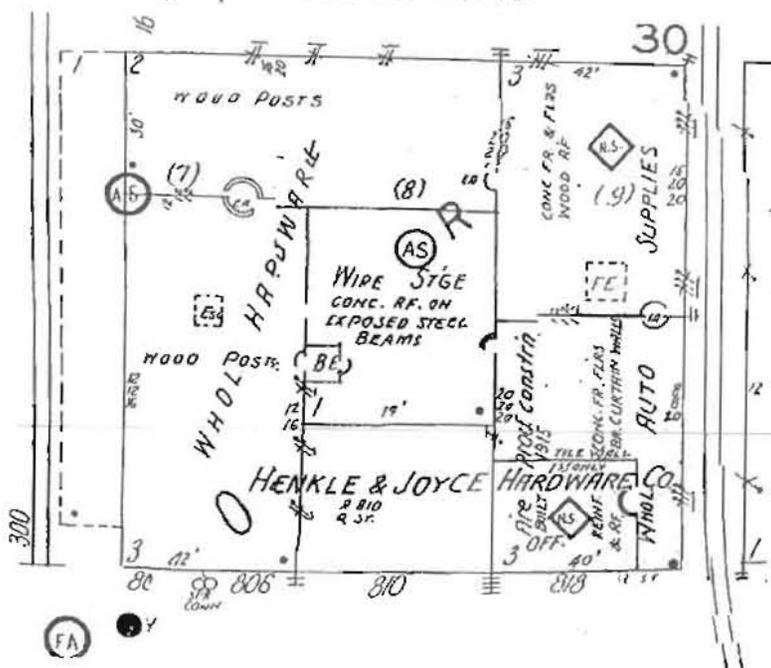
1928



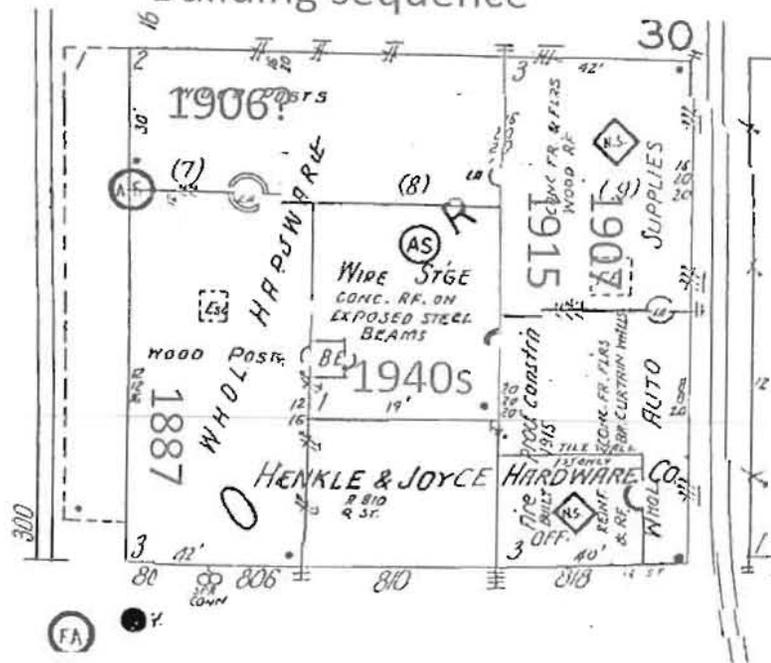
1931

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1928, updated to 1949

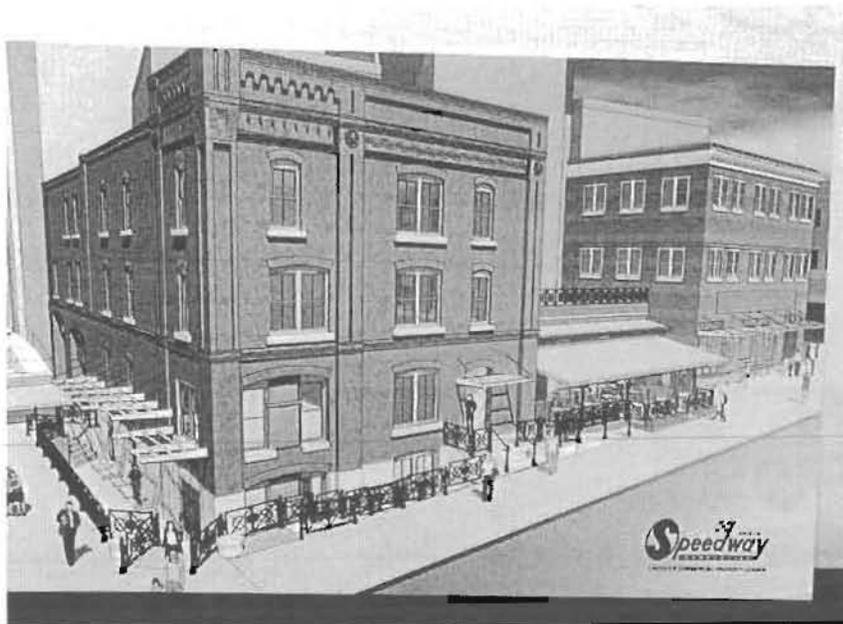


Building sequence



The proposals provide the Commission with further detail of the entrance, dock and canopy features. The canopies are proposed to be support with ironwork trusses reminiscent of the Armour Building at 8th & O Streets—an industrial/warehouse esthetic characteristic of Haymarket. The 8th St. dock reinstates an early 20th century feature (in re-interpreted manner) and reinforces the strong 8th Street feature of covered docks.

The rooftop additions indicated in the massing diagrams appear to be subordinate to the main buildings. The Commission might consider accepting them in general concept and discussing with the applicant design concepts for their finished appearance.



Renovation design concept approved June 2009 (except canopy details)



Sept. 2009 proposal with canopy and dock details. Rooftop addition illustrates proposed massing only, not finished details.





034

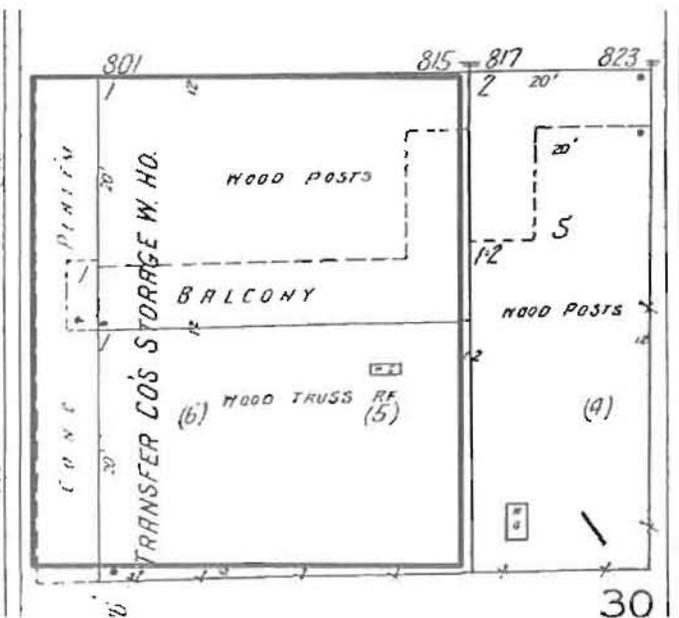


350 North 8th St. from southwest, ca. 1920s

In addition to the renovation of the Q Street buildings, Speedway Properties proposes demolition of the 1906 rear addition to 800 Q, the vacation of the east-west alley (which extends only from 8th St. to the pedestrian passageway behind the parking garage, and demolition of "Haymarket Antique Square" at 330 N. 8th St., to accommodate construction of a hotel at the southeast corner of 8th & R Streets.

The building at 330 N. 8th. was substantially remodeled on the west (main) façade about a decade ago, with Commission approval. The underlying historic building was begun in 1904 as a brick warehouse on the corner of 8th & R and approximately doubled in length before 1928 to its present dimensions. It served for many years as a paper warehouse for *Lincoln Star* newspaper and was heavily altered in appearance before the recent remodeling, with few of the historic features seen in the old photo (left) still visible.

1928
Sanborn
Map Co.



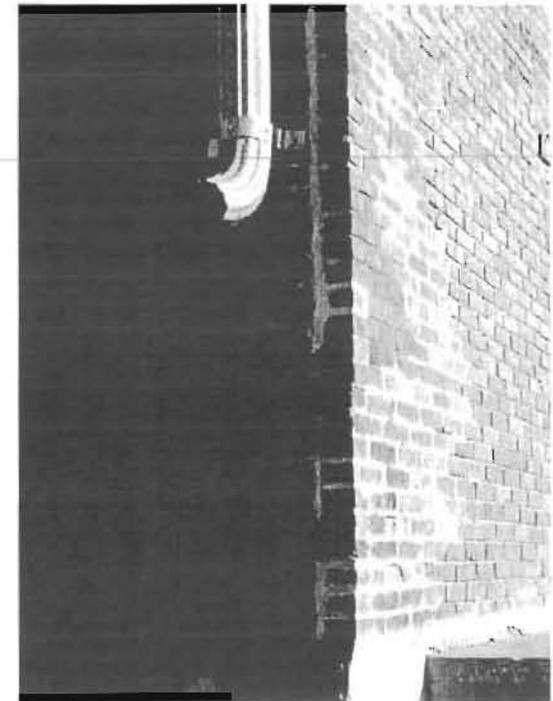
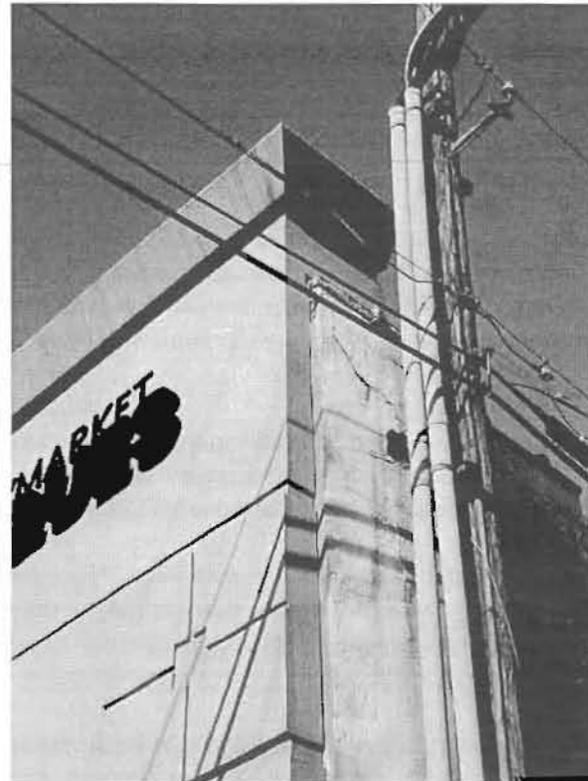
035

2009



The first consideration in reviewing this major proposal is the question of removing the addition to 800 Q and demolishing 330 N. 8th. The Tool House addition is two stories tall and has two doors facing 8th St. at loading dock level and two small windows at the second story. It appears the brickwork of the west side may be of later date than that along the alley (north side) as the bonding patterns are different even though both are common brick, and the corner is poorly bonded. The addition reflects part of the evolution of the building and the district but can be regarded as of secondary architectural character and significance, in comparison to the 1887 building to which it is attached. The applicant will present information about the structural condition of the addition, which he describes as very poor.

The larger building at 330 N. 8th arguably contributes less to the historic character of Haymarket than the small Tool House addition, as it has been altered repeatedly and was not regarded as a contributing element of the district when it was locally designated and federally certified in 1983.



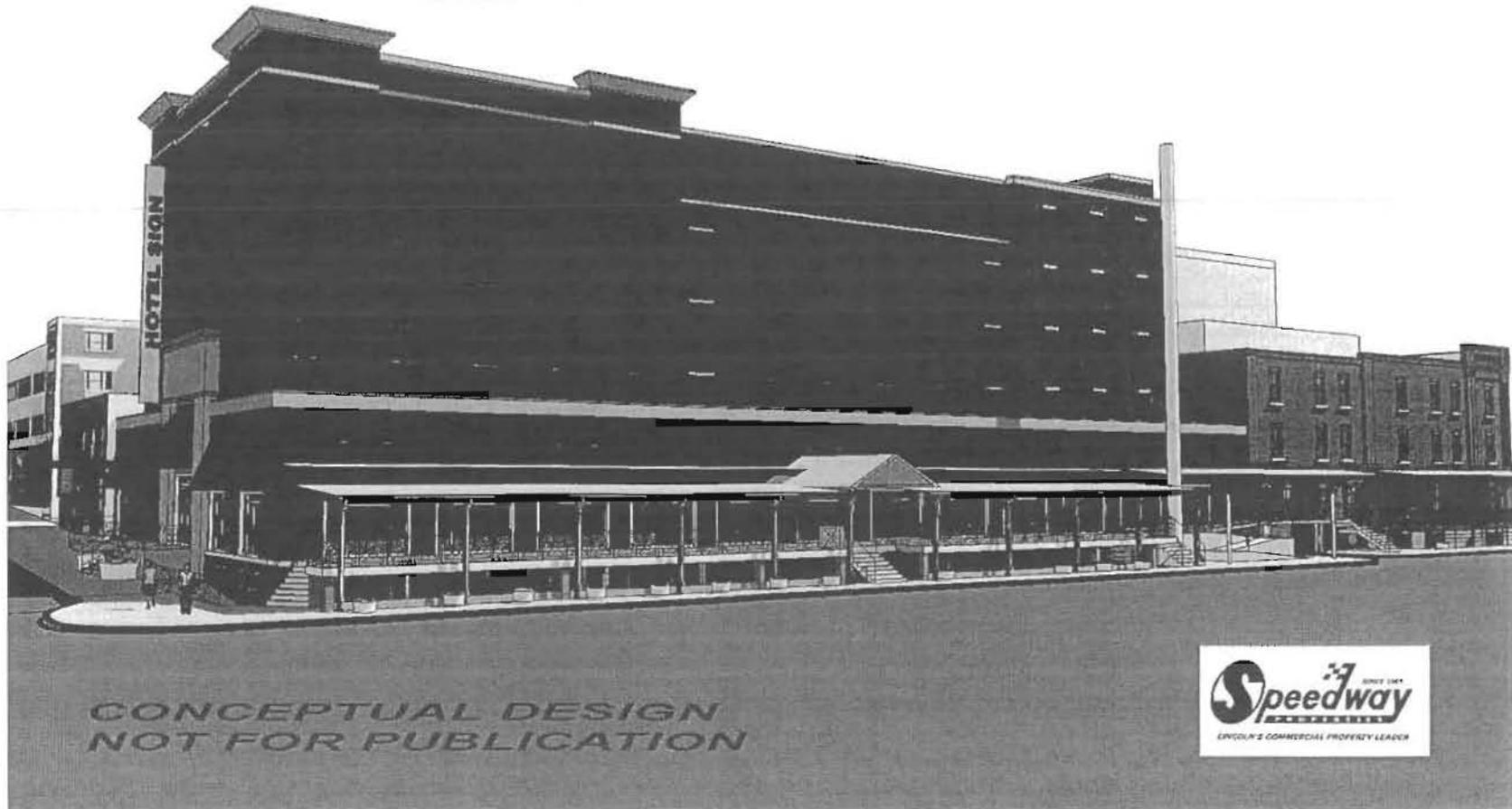


The proposal includes two levels of retail space along 8th Street accessed across and below a covered "loading" dock, and a 5-story hotel of approximately 110 rooms. The hotel's west façade would be set back about 12 feet from the 8th St. façade of the retail spaces.

Brick is proposed for the full height of both street facades, with a lighter color at the south four bays. The center portion (6-bays) would be detailed with a minor cornice at the 4th floor level and a slight set-back to the top floor. The northernmost 5 bays would treat the end bays as "pavilions," emphasizing the north end and the R Street elevation as the front of the hotel.

The Haymarket guidelines recommend that "new work be compatible in materials, size, scale, color and texture with the earlier building and the neighborhood" and further recommend "Using contemporary designs compatible with the character and mood of the building or the neighborhood."

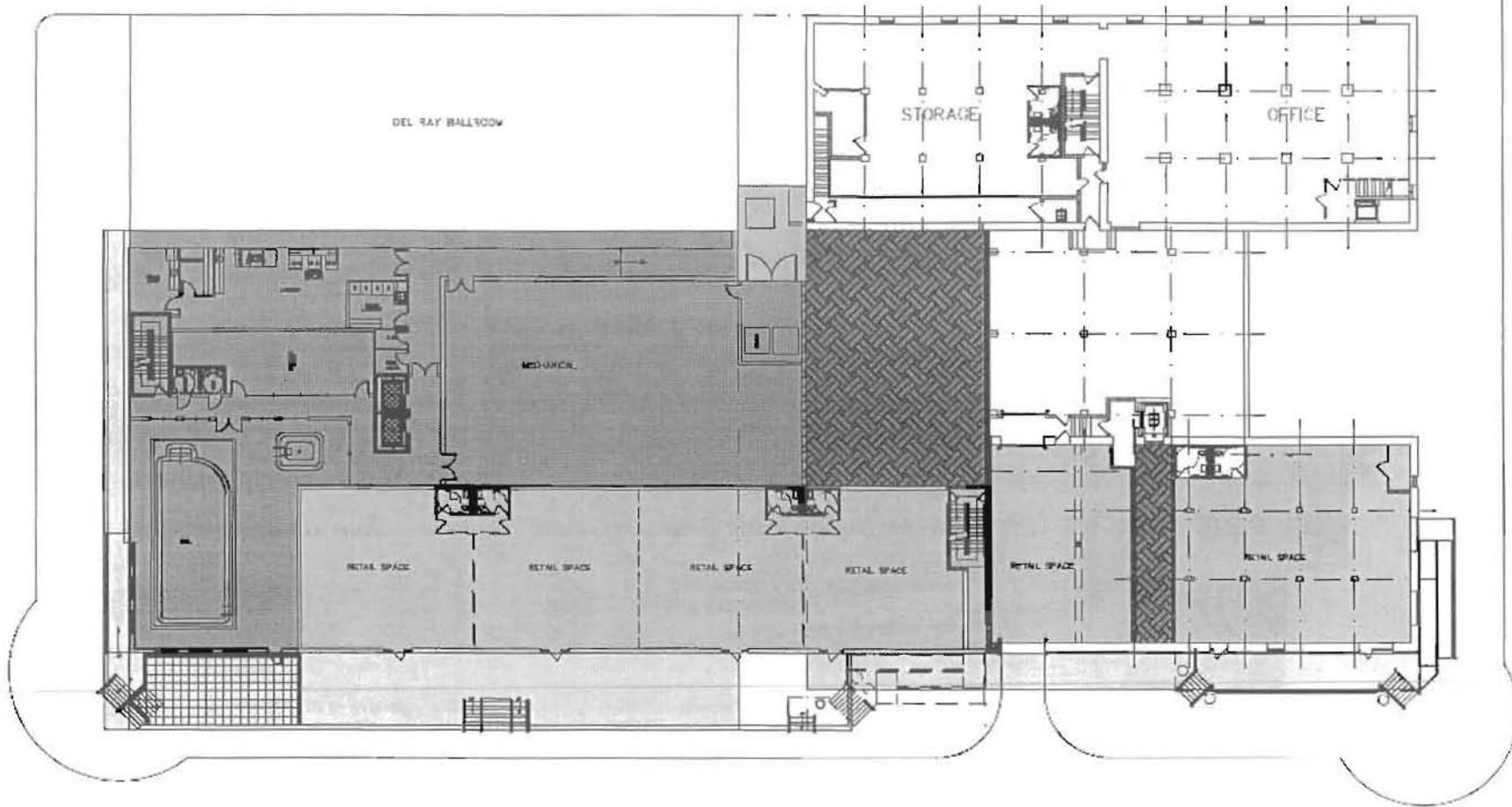
These variations along the 8th Street façade are intended to break-up the considerable length of that side and to respect the typical scale of Haymarket's larger warehouses, such as the Harding Building west across 8th Street. The variations also echo the common Haymarket pattern of warehouses growing through additions, both vertical and horizontal.





CONCEPTUAL DESIGN
NOT FOR PUBLICATION



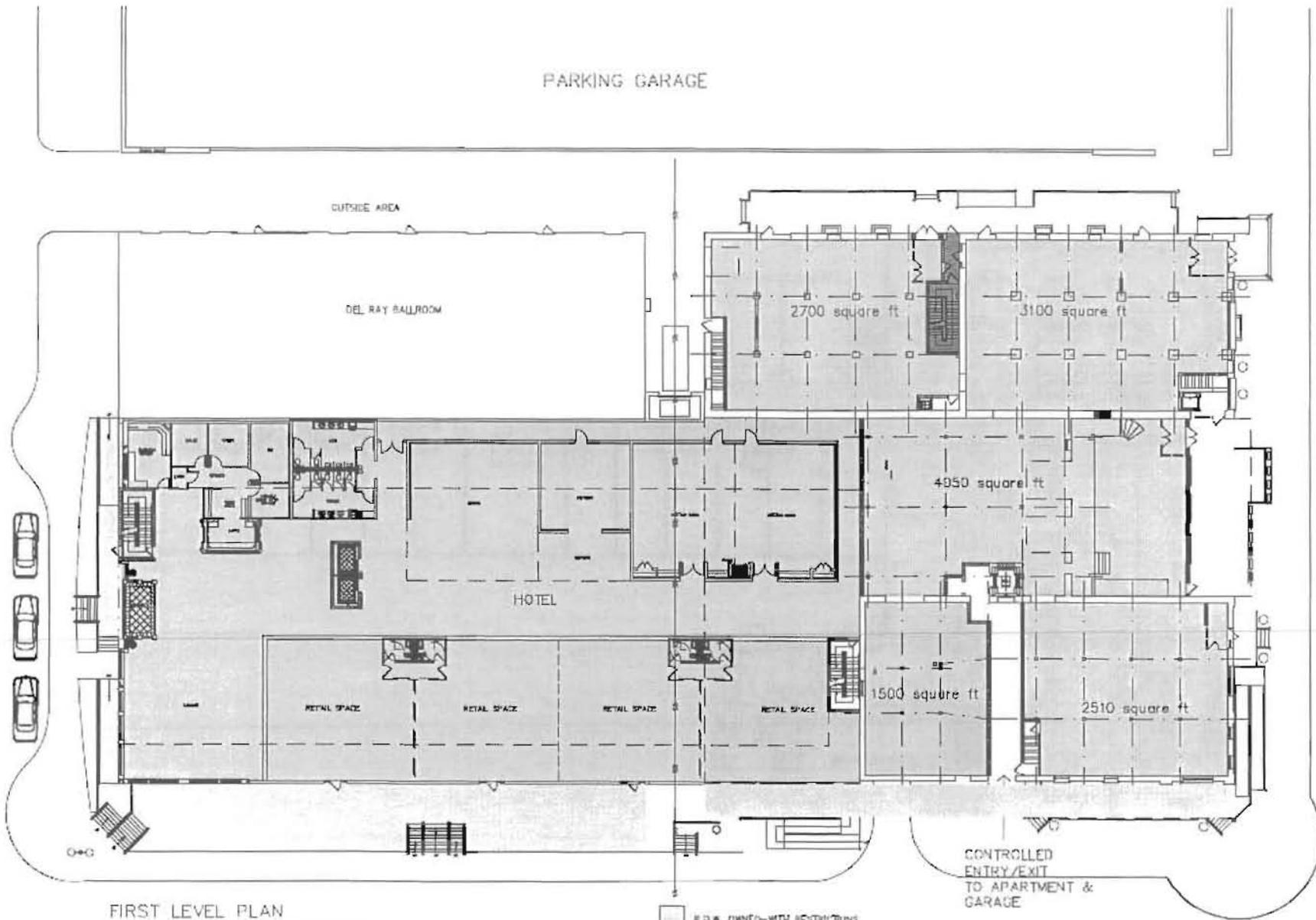


LOWER LEVEL PLAN
SCALE: 1/8" = 1'-0"



-  BELOW DECK AREA
-  HOTEL
-  RAU PARTNERSHIP
-  COMMON AREA

039



FIRST LEVEL PLAN

SCALE: 1/16" = 1'-0"

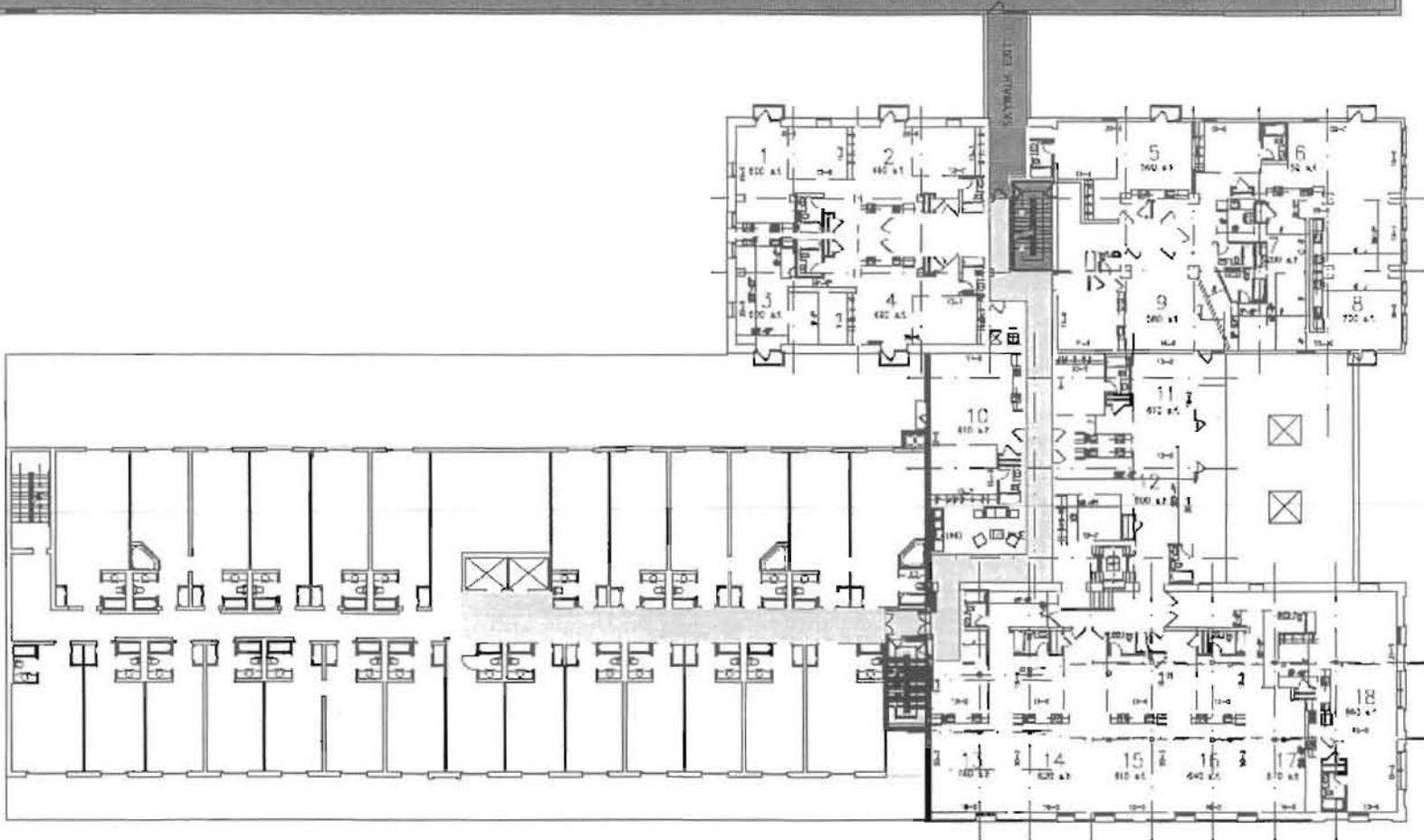
- R.O.W. OWNED--WITH RESTRICTIONS
- R.O.W. CITY--REQUIREMENT FOR ADA ACCESS--LEVEL ENTRY

CONTROLLED
ENTRY/EXIT
TO APARTMENT &
GARAGE

040

**CONCEPTUAL DESIGN
NOT FOR PUBLICATION**

PARKING GARAGE



THIRD LEVEL PLAN
SCALE: 1/16" = 1'-0"



□ HOTEL ACCESS

CONCEPTUAL DESIGN
NOT FOR PUBLICATION



In conclusion, the Commission might consider these proposals in four parts:

- The design details of the docks and canopies for the Q Street buildings, as the overall concepts have already been encouraged;
- The mass, setback, and heights suggested for the rooftop additions above the Q Street buildings, reserving for further review any details of those elements;
- The demolition of the Tool House north addition and the demolition of 330 N. 8th Street;
- The design concepts of the 8th & R hotel (and associated dock and retail space).

Recommended findings:

- 1) The canopies and docks proposed for the former Tool House buildings re-establish a missing 8th St. dock and appear compatible with the historic character of Haymarket in their design detailing;
- 2) The overall placement and scale of the additions to the former Tool House buildings have minimal appearance from primary views of the main facades; however the Commission stipulates the exterior features of those features are subject to review and need to reflect a subordinate character;
- 3) The north addition to the Tool House makes only a minor contribution to the character of the Haymarket District and (if established) its structural deficiencies support its replacement;
- 4) The overall design concepts of the hotel meet the Haymarket guidelines for compatible new construction.

Recommended action:

Approval of certificates of appropriateness for the proposed work, on the conditions that the Tool House additions are approved as a building envelope only, requiring further design review; and the hotel design is recognized as conceptual and will require further review of signs and other details as developed.

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