

FACTSHEET

TITLE: CHANGE OF ZONE NO. 09028, from P Public Use District to R-4 Residential District, requested by Lancaster County, on property generally located at the southeast corner of South 10th Street and South Street.

SPONSOR: Planning Department

BOARD/COMMITTEE: Planning Commission
Public Hearing: 12/16/09
Administrative Action: 12/16/09

STAFF RECOMMENDATION: Approval.

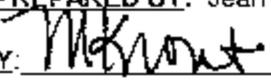
RECOMMENDATION: Approval (9-0: Gaylor Baird, Cornelius, Esseks, Taylor, Larson, Francis, Lust, Partington and Sunderman voting 'yes').

FINDINGS OF FACT:

1. This change of zone request from P Public Use District to R-4 Residential District has been requested due to the pending sale of Lancaster Manor by Lancaster County to a private entity.
2. The staff recommendation of approval is based upon the "Analysis" as set forth on p.3-4, concluding that changing the zoning on the Lancaster Manor property from P Public Use to R-4 Residential will allow the facility to continue to be used as a health care facility, whether it is publicly or privately owned. If Lancaster Manor becomes a private entity, it will automatically become a Pre-Existing Special Permit for a Health Care Facility and will function under such special permit. If any changes are made to the property after it becomes privately owned, those changes will have to be reflected by amending the Pre-Existing Special Permit. Today Lancaster Manor and Trabert Hall share the parking lot on the parcel used by Lancaster Manor. The County will have a permanent parking easement on the southernmost row of parking which will allow parking for Trabert Hall, no matter who owns Lancaster Manor or what zoning district it is. The change of zone is in conformance with the Comprehensive Plan and the Zoning Ordinance and will not have a negative impact on surrounding properties. The staff presentation is found on p.6-7.
3. Testimony by Rick Peo of the City Law Department is found on p.5-6 and supported by the written opinion set forth on p.20-22. Mr. Peo cautioned the Planning Commission to review and evaluate the change of zone based upon the land use and not whether or not Lancaster Manor should be sold.
4. The applicant's testimony is found on p.7-8.
5. Seven individuals testified in opposition to the change of zone based upon the potential impact on the access and parking used by and needed for Trabert Hall, and the record consists of one e-mail in opposition (p.25). Larry Hudkins requested that the Planning Commission revise the boundaries of the change of zone to not include the expanded area beyond what is used for Lancaster Manor (See Minutes, p.8-11). The map submitted by Larry Hudkins is found on p.24.
6. During rebuttal, it was clarified that the boundaries of the change of zone are based upon the Parcel ID Number that currently exists in the County Assessor's office. There will be permanent access and parking easements granted to the County. There are a number of operational options available to the County Board to increase parking for Trabert Hall, if needed (See Minutes, p.15-16).
7. On December 16, 2009, the Planning Commission agreed with the staff recommendation and voted 9-0 to recommend approval, finding that the existing access and parking will be preserved by permanent easements that run with the land (See Minutes, p.17).

FACTSHEET PREPARED BY: Jean L. Preister

DATE: December 28, 2009

REVIEWED BY: 

DATE: December 28, 2009

REFERENCE NUMBER: FSICC\2009\CZ.09028 

LINCOLN/LANCASTER COUNTY PLANNING STAFF REPORT

FOR DECEMBER 16, 2009 PLANNING COMMISSION MEETING

PROJECT #: Change of Zone No. 09028

PROPOSAL: From P Public to R-4 Residential

LOCATION: Southeast corner of S. 10th Street and South Street

LAND AREA: 6 acres more or less

EXISTING ZONING: P Public

CONCLUSION: Changing the zoning on the Lancaster Manor Property from P Public to R-4 Residential will allow the facility to continue to be used as a Healthcare Facility whether it is publicly or privately owned. The change of zone is in conformance with Comprehensive Plan and the Zoning Ordinance and will not have a negative impact on surrounding properties.

RECOMMENDATION:	Approval
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GENERAL INFORMATION:

LEGAL DESCRIPTION: See attached

EXISTING LAND USE: Public nursing facility

SURROUNDING LAND USE AND ZONING:

North:	B-3 Commercial District	Retail and Restaurants
South:	P-Public	Community Corrections Facilities
East:	R-4 Residential	Church
West:	B-3 Commercial District	Retail
	R-6 Residential	Multifamily

COMPREHENSIVE PLAN SPECIFICATIONS:

A safe residential dwelling should be available for each citizen; the efficiency apartment and the country estate, the small single family "starter" home and the large downtown apartment suite, the most affordable and the most expensive dwelling unit, completely independent living and living within the care of others. Provision of the broadest range of housing options throughout the community improves the quality of life in the whole community.(65)

Create housing opportunities for residents with special needs throughout the city that are compatible with residential neighborhoods. *Special Needs - generally include, but are not limited to the following uses: elderly housing, assisted living centers, group homes, domestic shelters and single room occupancy housing.*(66)

It is important to Lancaster County citizens and other surrounding areas to develop Lincoln as a major network of quality regional health care services at reasonable costs.(132)

During the time period covered by this Plan, there will likely be a need to construct, renovate, or abandon certain public buildings and facilities not already discussed in this document. At such time as these events may occur, care should be taken by those public officials making these decisions that the Vision of this Plan is recognized and respected. This may include the siting of a new facility, the abandonment of an existing one, the way renovations are undertaken, the manner of financing used to complete the work, the arrangements made for the facility's operation, the process followed in making the decision, and the timing of the action. (132)

UTILITIES: Existing

TRAFFIC ANALYSIS: Both S. 10th Street and South Street are arterial streets.

ALTERNATIVE USES: If the property is no longer being used for public purposes then the zoning must be changed. In order to avoid a spot zone, it should be changed to that of an abutting district. Abutting districts are R-6, B-3 and R-4.

ANALYSIS:

1. This application is a request to change the zoning from P Public to R-4 Residential on the Lancaster Manor site.
2. The P zoning district is intended to provide a district essentially for mapping purposes which will identify real property presently owned and used by any governmental entity, including local, state, or federal governmental units, and put to some form of public use.
3. If Lancaster Manor becomes a private entity it can no longer be zoned P. If Lancaster Manor stays a public entity it can continue to function under the R-4 zoning or any other zoning district.
4. City staff looked at the surrounding zoning districts to determine what would be an appropriate zoning district for this property. The property located immediately adjacent to the east is zoned R-4 Residential as well as property south of the corrections center which is located directly south of Lancaster Manor. It is logical to continue the R-4 zoning to this property instead of introducing another zoning district. Healthcare facilities such as Lancaster Manor are allowed in any residential zoning district by special permit. If Lancaster Manor becomes a private entity it will automatically become a Pre-Existing Special Permit for a Health Care Facility and will function under such special permit. If any changes are made to the property after it becomes privately owned, those changes will have to be reflected by amending the Pre- Existing Special Permit. Today Lancaster Manor and Trabert Hall share the parking lot on the parcel used by Lancaster Manor. The county will have a permanent parking easement on the southern most row of parking which will allow parking for Trabert Hall no matter who owns Lancaster Manor or what the zoning is.
5. The surrounding residential neighborhoods are zoned R-2 to the north and R-4 to the south and east. The proposed R-4 zoning is compatible with surrounding neighborhoods. R-4 zoning permits a nursing home on this site regardless if the property is public or privately owned.

6. The Lancaster County Board will decide separately on whether the Manor should be publically or privately owned. Changing the zoning to R-4 Residential doesn't impact their decision.

Prepared by:

Christy Eichorn - Planner
(402) 441-7603
ceichorn@lincoln.ne.gov

DATE: December 3, 2009

APPLICANT / CONTACT: Kerry Eagan
555 S. 10th ST
Lincoln, NE 68508
(402) 441-7447

OWNER: Lancaster County

CHANGE OF ZONE NO. 09028

PUBLIC HEARING BEFORE PLANNING COMMISSION:

December 16, 2009

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

Ex Parte Communications: None.

Staff recommendation: Approval.

Staff presentation:

1. **Rick Peo of City Law Department** submitted a written opinion which he prepared for this meeting. There has been a lot of press in the paper and conversations in public regarding the merits of the sale of Lancaster Manor to a private entity. There are a lot of concerns as to the effect that sale will have on the current residents and employees, and whether or not it is proper for the property to be sold. The main concern expressed by Peo is that the Planning Commission and this public hearing is being made a focus of continuing that battle. Peo urged that this forum is not the proper place for that discussion as to the merits of whether Lancaster Manor should or should not be sold. The Planning Commission's function is to be looking at the land use ramifications of changing the zoning from P Public Use to R-4 Residential, as requested.

The Planning Commission's role is limited by certain principles of law. The main features of the law are that zoning deals with land use and not ownership. Over the years, the courts have frequently and unanimously denied decisions made based on the ownership of the property as opposed to the use itself. The enabling statutes allow the city to adopt a zoning code which gives the city the right to regulate land use, but those regulations do not authorize the city to regulate type of ownership.

Peo suggested that one needs to consider the purpose of the P Public Use District. It was adopted in 1979 when the city recodified the zoning code. Prior to that time, public ownership was in the same district as any other use. The P District was created primarily as a way to identify and inventory public property within the city. It was not intended to impose use restrictions or prevent the sale of public property. The zoning committee considered the specific question: What happens if the public decides to sell the property? At that time, it was recognized that the zoning would have to change. P is for public-owned and public-used property. If transferred to private ownership, that private owner has the right to use the property. To do that legally, the new owner needs to be provided with an appropriate change of zone.

What is the appropriate change of zone for Lancaster Manor? Peo observed that the Planning Department has looked at the surrounding properties and finds that R-4 is the appropriate change of zone. It is in conformance with the Comprehensive Plan and does not have any adverse affect on the properties. Pursuant to the Lincoln Municipal Code, the Planning Commission makes a recommendation to the City Council as to the effect on adjacent lands and conformance with the Comprehensive Plan. That is the limit of the Planning Commission's

review. The Planning Commission is not here to view the worthiness of the sale of the property or whether you agree to the sale, but only whether the land use is appropriate in the R-4 District and in conformance with the Comprehensive Plan.

Based on the facts, Peo suggested that the Planning Commission's "hands are pretty well tied." It is Peo's understanding that the property is merely changing ownership; there will not be any change in the land available to Lancaster Manor; there is no change in use; there are no new buildings being constructed; and nothing is changing to impact the abutting properties. It will be the same tomorrow as it is today. He does not want this hearing to become a battle ground for something over which this Planning Commission and the City Council have no authority.

Lust observed that the written opinion talks about opening the city up to litigation by considering the merits of the sale in reviewing the change of zone. She inquired whether the Law Department has reviewed the actual purchase agreement to see if there are any provisions conditioning the sale on the change of zone. Peo stated that he has not read the purchase agreement and that the change of zone might be a typical contingency, but he does not believe that is a way out for the Planning Commission. There are several potential litigations, including whether the decision was arbitrary and capricious; interference with contract rights; interference with the sale of land; inverse condemnation; etc. We must focus on the role and responsibility of the Planning Commission.

Lust did not disagree. She agreed that it is not the role of Planning Commission to make a decision as to whether Lancaster Manor should be sold. But, she is trying to analyze how likely litigation may be in this situation if the purchase agreement has provisions that would allow for the contingency of the change of zone. Peo believes the judgment would be whether the action on the change of zone was arbitrary and capricious. This is not a spot zone to R-4. In Peo's opinion, R-4 is appropriate.

Gaylor Baird inquired whether Peo has any knowledge of the legal arrangements regarding the parking lot that is shared by Lancaster Manor and Trabert Hall. Peo has heard that there is shared parking and that the County intends to retain those rights upon sale of the property. He believes the County Board will be retaining an easement for parking for Trabert Hall. That easement would run with the land. The County has the ability to reserve rights in the deed.

2. Christy Eichorn of Planning staff substantiated the reasons that R-4 zoning is appropriate in this location. In 1979, the city revised their zoning ordinance and made changes to the zoning districts. All of the property surrounding this change of zone prior to 1979 was zoned B (two-family district). The P district was added in 1979, the purpose of which was intended to provide a district essentially for mapping purposes to identify real property presently owned and used by government agencies for some form of public use. However, the P district is not intended to be applied to land used by government agencies on easement or leased basis. If owned by a public agency, it is to be zoned P. If not owned by a public entity, it is to be zoned by something other than P.

This property was rezoned from B two-family to P Public in 1979. The B District is equal to today's R-4 zoning district. All of the property around this P area is zoned R-4. East of Lancaster Manor we see a spot of R-4. Prior to 1998, St. Francis Chapel was owned by Lancaster County and operated by a nonprofit. In 1998, the chapel was sold and intended to operate as a private church. At that time, since the property was no longer owned by the

County, the property was rezoned to R-4. It was said at that time that R-4 would also set a precedent for any future redevelopment of adjacent public properties. It was always the intent that if it was no longer zoned P, it would revert back to R-4. Everything south and east of this area is also zoned R-4. It makes sense to have a cohesive zoning district.

If Lancaster Manor becomes a privately-owned entity, it would be a health care facility. Health care facilities are allowed in R-4 by special permit. If the zoning is changed from P to R-4, the property would be deemed to have a pre-existing use permit. If any changes were ever made to the site, such as expanding the building, etc., then they would need to amend a pre-existing use permit and have a site plan like any other health care facility in the R-4 zoning district.

Lust inquired whether there is anywhere in Lancaster County that has P zoning that is not owned by a public entity. In other words, P is simply a mapping function indicating that the parcel is owned by a public entity. Christy agreed. When the zoning ordinance was updated, it was determined that it would be best for the community to identify those public properties by putting it on the zoning map. There was no regulatory intent other than identification.

Gaylor Baird noted that purportedly the County will have a permanent parking easement on the southernmost parking. How much parking is there now and how much will be available for Trabert Hall? Eichorn suggested that this information would be contained in the purchase agreement. Gaylor Baird pointed out that the staff report does make the case that there will be sufficient parking. Eichorn explained that the applicant had shown staff that they had ample parking and that they intended to use the southernmost parking for Trabert Hall.

Proponents

1. **Kile Johnson** appeared on behalf of Lancaster County and as representative for Lancaster County in the purchase agreement. This is an existing facility. There is no change in the property; no change in use; no change in purpose; same clients; same residents. With reference to parking, Johnson noted that St. Francis Chapel is immediately to the east. Currently, there is no access right to St. Francis to come in off South Street. That road has been there and they have been using it for years, but part of the purchase agreement assumes there will be an access agreement granted to St. Francis to come in off South Street. That same access will be granted to Lancaster County to Trabert Hall. There are 30 stalls on the south edge of the lot which will be retained and leased by Lancaster County. The parking lot contains about 180 stalls; the requirement for Hunter Management to operate Lancaster Manor is one stall for three residents; there are 293 licensed beds; so that would be 98 parking stalls that would be required for Hunter Management. North of the leased area for Trabert Hall, there are over 150 parking stalls, so there is adequate parking for Hunter Management. The 30 stalls for Trabert Hall with the parking on the east and along the east side of Trabert Hall should be adequate for Trabert Hall parking.

Lancaster County has been in contact with St. Francis and there will be continuing access and continued use of parking. Nothing is changed as far as St. Francis is concerned. St. Francis has also been put in contact with the attorney for Hunter Management with regard to any problems that arise in the future. This transaction will give St. Francis access rights off South Street which they clearly did not have before. St. Francis can also use the south lot on Sundays. The purchase agreement gives Hunter Management the right to lease two stalls from the County for bus parking in the parking lot on the east side. Johnson also explained that

Hunter Management will own that strip and lease it back to the County – Hunter Management will be in charge of maintenance and will pay taxes on it.

Opposition

1. Becky Gaston, 726 S. 30th, testified in opposition. She works at Trabert Hall and has concerns about the change of zoning for the parking lot. The 30 spots in front of Trabert Hall that will be leased back to the County are not sufficient. There are 20 people in her office alone and many other agencies in the building. She generally has to parking in Lancaster Manor's lot. She is worried that this would then require people to park on Saratoga Street, which is residential and runs next to the school. The only other way into the lot is a one-way street out and onto a residential street. She does not believe the parking lot area should be included in the change of zone.

Gaylor Baird asked whether Gaston knows how many people work in Trabert Hall. Gaston indicated that she had called Property Management and they could not answer that question. She knows that the building offices adult probation and parole, senior day care, VA, child assistance, etc.

2. Larry Hudkins, who serves as a County Commissioner of Lancaster County and chair of the Public Building Commission, indicated that his testimony today is as a private citizen and resident of Lancaster County in opposition. This change of zone is for the area east of 10th & South Street, typically the area which encompasses Lancaster Manor, Trabert Hall, St. Francis Chapel, the old detention center and the recycling center. This change of zone is not in the best interests of the citizens of Lincoln and Lancaster County. He pointed out that in the area immediately east of the Lancaster Manor building (commonly referred to as the parking lot for Lancaster Manor), there are two entrances off of South Street, one directly into the Manor parking lot and another further east which mainly services St. Francis, the recycling center, the transit parking and Trabert Hall. All three floors of Trabert Hall are occupied, including 14 child support attorneys, with a lot of traffic coming in and out. There are 30-36 parking stalls which are almost always utilized by Trabert Hall. There are 120 stalls beyond that that can serve Lancaster Manor. Even if you split the line, there are 150 stalls available.

Hudkins submitted that there is indeed a change. This is a change of zone on ground which has not traditionally been used by Lancaster Manor. In 22 years that he has been a County Commissioner, the bottom area and some of the rest has been used by Trabert Hall. There is a change because the whole area is now being deeded to Hunter Management, including the second entrance. That is a major change.

Hudkins requested that the Planning Commission look at the parking and the signs that designate the parking for Trabert Hall and the use; look at the impacts of the South Street main entrances. He contended that Hunter Management does not need this excessive property. Hunter Management needs a maximum of 100 parking stalls. They would have far in excess just with the old area – they do not need the rest of this area. Access to Trabert Hall and the rest of that property can be diminished if Lancaster County does not own the access. Lancaster County has a 99 year lease in place with St. Francis that provides that Lancaster County will lease it for \$1 each year. That guaranteed that Lancaster County owned it and they had access.

Hudkins further submitted that the area for this change of zone is an expanded area that was not declared surplus and was not subject to public hearing for disposal of additional County property. For example, when the County disposes of a vacated street in a rural town in Lancaster County, the Board is required to have a public hearing before receiving funds for the vacated street. There is much more at stake in this situation. There is change in control of and ownership of the second access from South Street. There is a sign on the exit to Saratoga that says one-way, so the only access is at South Street. You cannot enter off of Saratoga.

Hudkins urged the Planning Commission to reduce the area of the change of zone. He believes that Hunter Management can purchase Lancaster Manor with what has traditionally been used in the parking lot. They do not need the excess land.

Lust noted that Mr. Hudkins' concern seems to be the parking at Trabert Hall. This is a request for change of zone. How would you propose that this body come up with a solution to the parking problem that is within the scope of the Planning Commission authority, which is zoning? Hudkins proposed that the Commission ask the applicant to redefine the area to include only the area necessary to service and to consummate the sale, or ask them to stipulate and put the boundaries back on the map. Lust inquired whether Hudkins is suggesting that the Planning Commission tell the applicant to change the terms of the purchase agreement. Hudkins stated, "no, you simply would change the zone on the area in blue (on the map he submitted) and not the expanded area."

Esseks clarified that the zoning for Lancaster Manor (where people are being taken care of) has to be changed to something besides P because it will no longer be owned by a public entity. He inquired whether Hudkins is proposing that the Planning Commission recommend only a change for that part of the whole area, and then leave the entire parking area in P zoning. Hudkins' response was, "not necessarily, my only concern is the expanded area beyond what is used for Lancaster Manor. The application is for an area that exceeds what is traditionally used for Lancaster Manor." He objects to this area being expanded in the purchase agreement. He sees no reason why Hunter Management needs to own the additional land. They have enough parking without the additional land. There is not an exact legal description because the whole area was owned by the County exclusively.

Cornelius wondered whether Hudkins is suggesting that we have a zoning district that crosses property boundaries. Hudkins does not know where the property line is. But he does know that the boundary could be established with a survey and a property line could outline what has been the historical use of Lancaster Manor. His main concern is that we would be deeding excess property without declaring it surplus and going through the hearing process.

Lust suggested that this issue would be more appropriately addressed in the purchase agreement. If Lancaster Manor has agreed to sell this much property to Hunter, she does not believe that the Planning Commission can arbitrarily change parcel lines and not change the zoning on part of it. Hudkins thought perhaps two different proposals were submitted. If that is the case, he requested that this application be rejected and that the Planning Commission take into consideration a second request for a property line which more accurately portrays and exhibits what is actually used by Lancaster Manor. But, Lust confirmed with Hudkins that he would agree that everything being requested is being deeded to Hunter Management. Hudkins assumes that if this zoning request is granted, it will all be a part of the purchase agreement.

Sunderman reminded the Commission that their role is not to get into the actual sale of the property. The question for the Planning Commission is whether or not R-4 is the appropriate zoning for this parcel that is being sold.

Gaylor Baird observed that Mr. Peo had suggested that the Planning Commission is to look at the affects on adjacent lands and the land use ramifications of a zoning change. She is curious about sufficient parking for Trabert Hall because it is an adjacent land use.

We have someone from Trabert Hall very concerned about sufficient parking; we have the applicant saying it is enough for Trabert Hall and Hunter; and Mr. Hudkins is saying that traditionally, Trabert has needed more. She wants to know whether there has been any study done to determine what is sufficient for Trabert Hall and the adjacent lands. We do have data for Lancaster Manor, but what do the surrounding uses need? Hudkins stated that he does not know that there has been a study done for Trabert Hall and he does not know the number of people going and coming from Trabert Hall, but he does know there have been problems with the amount of parking. Lancaster Manor needs 100 stalls and this change of zone gives them 150 stalls. When you change the zoning, are you changing the zoning in such a way that detracts from the public's access, enjoyment and investment in Trabert Hall, the recycling center, St. Francis and the old detention center.

Taylor believes that the proper boundaries should be related to the property being sold. Since the County is selling the property, he believes they should be considerate enough about the employees of Trabert Hall and the surrounding adjacent uses to make sure of the proper division. It is not the Planning Commission's role to do that. It appears that the Planning Commission is being placed in the middle of this to make a decision. Taylor questions if the County Commissioners are really doing their job or have done their job. This seems to be a very unfair situation for the citizenry. The Planning Commission is not a bureaucratic entity. We are citizens that are concerned about the community and we want to do what is best for the citizens. He is almost of the opinion that this should be somehow tabled or reopened for discussion and then brought back to the Planning Commission in order to make a mindful, considerate, intelligent and inclusive decision. He is not satisfied approving this change of zone just because it is the Planning Commission's job to do so.

Partington inquired about the use of Trabert Hall. Hudkins stated that it has been used for the good of the community. It has been the home of the Lincoln Action Program for many years. Other uses include Cedars Home for Children, county attorney, and excess office space for Lancaster County housing many county offices at about 1/3 rate less than in the County-City building. It is very valuable and highly utilized space for Lancaster County. Partington agrees that any plan for sale should have made adequate provision for parking for the existing county building.

Esseks confirmed with Hudkins that Lancaster County owns Trabert Hall, and as a commissioner and private citizen, Hudkins is concerned about the viability of the use of Trabert Hall because of where the zoning line is going to be drawn. Could that viability be secured by permanent easements allowing access to South Street and a permanent easement for the bottom row of parking stalls? Hudkins agreed that would be better than nothing, but why does Hunter Management want to own more than they actually need, and

does this diminish the value of Trabert Hall and other property if you need to ask for permission to do things to the property?

Lust inquired whether Hudkins is indicating that "this" area of parking is actually going to remain as possible parking for Trabert Hall through an easement granted to the County as part of the sale. Hudkins stated that he does not know. Lust then asked Hudkins whether it is his understanding that Trabert Hall can still use all of this parking space because of an easement. Hudkins stated that he does not know.

3. Kim Kaspar, President of AFSCME Local #2468, testified in opposition and advised that there are currently 11 offices in Trabert Hall. In looking at the parking situation faced by Trabert Hall, the 30 spots out front are not enough. What is not being considered is the foot traffic that goes in and out of Trabert Hall – about 3,000 people/month. There is not any parking on Saratoga; there is not a lot of space for employees and that amount of foot traffic. She requested that the Planning Commission give more consideration to just how much room there is available for everyone utilizing this building at this point in time and the access. She expressed confusion about the "permanent" easement. She had understood that it was going to be a 5-year easement in the contract.

4. Bob Van Valkenburg testified, stating that he is not in support and not in opposition. "The people that put your families over a barrel need to straighten this out before they ask you to make a decision." Van Valkenburg stated that he has not been hired by anyone nor asked by anyone to be here. He is just here because anything that appears in the newspaper may or may not be based on fact. Van Valkenburg believes that the Planning Commission has been put over a barrel – the Planning Commission has not been made aware of the fact that the applicant has been fined for Medicare fraud – what else is going to go wrong? We need to tread cautiously. There is going to be litigation on this. He has heard that the only reason one of the County Commissioners wants to get rid of Lancaster Manor is to dump the union. "If you want to be part of the charade to dump the good workers, that's your call, but you will have to account for it." The Planning Commission does not know anything about the mismanagement of that facility and it has never been brought to the public light. He is bothered that one of the County Commissioners has a relative that represents Hunter Management. The Planning Commission needs to be concerned with absolute honesty. Van Valkenburg has never seen a legal description for the parking. "This is a pig in a poke." They don't even know what they are selling, and they are asking for zoning for property that they can't even define.

Van Valkenburg went on to state that Lancaster Manor has been mismanaged for decades. The County Commissioners have been spoon-fed garbage and they don't know the truth.

Van Valkenburg urged that the Planning Commission not be stampeded into "something you will be sorry for." Get the facts before you make the decision. Find out whether the company that wants to do what they want to do is actually the honest citizen that you want to bring to our town. If this is just to dump the union, it is deplorable.

Van Valkenburg also noted that the demographics of a nursing home design used to be 66 2/3 employees for every 100 beds. 293 beds means 193.4 parking places just for staff. What about the people that have friends and relatives that visit them in the nursing home? It is most

prudent not to rush into this. Demand that you get the truth, the whole truth and nothing but the truth before being pressed into making a decision that our City and our Mayor and the County Commissioners may later regret.

*** 5-minute break ***

5. Staff Sergeant Mark French, who uses Trabert Hall all the time, testified in opposition based upon the parking situation. The Planning Commission should hold off on this zone change because it might reduce the amount of parking to Trabert Hall. If it does reduce the parking available for Trabert Hall, it will put a lot of veterans at a disadvantage. He has had to park on the street many times that he has had to visit his VA representative. We need to be able to use the services that are provided to us.

6. Marlene Lauer, a Lancaster County citizen, testified in opposition. The major agencies that she has worked with for the last 20 years have made a lot of referrals to assistance located in Trabert Hall. She is concerned that there will not be ample parking. The parking lot on the far east side is full of rural transit vans so there is no parking available there for Trabert Hall. The only access that would be left that would be maintained by public holdings would be a very, very narrow access one-way out of the property, which she believes is a huge disservice to the county citizens. Most of the veterans of Lancaster County utilizing that agency are elderly and what a disservice to them to have to park on the street or somewhere far away. The County needs to maintain more access and more accessible access to the property. The Planning Commission has been put in a very bad position to make a decision about something where all the facts are not available. We need to protect the city and the citizens of Lancaster County and Lincoln and maintain access to and from Trabert Hall. The general assistance provided by the Welfare Distribution Center is on the rise, receiving 30-50 people a month. The Lancaster County Veterans Administration has 12-15 veterans visiting per day. We need to insure that the citizens have access to Trabert Hall.

7. Lynn Smith, who was born and raised in Lincoln and is now living in San Diego, testified in opposition. Her mother and aunt are residents of Lancaster Manor and she makes this trip every 30-45 days to visit them. What started out to be the sale of the Manor has in fact turned into such a fiasco and the bickering and the arguing goes on and on. Whatever the Planning Commission decides is going to have a domino effect and it will affect everyone in one way or another. She has done her homework; she did get the facts; she knows the truths and the lies; she is very strongly against what is going on. What is going to happen to all that property? What is Hunter Management going to do with it? She believes this is much more than a zoning matter. It is going to affect the people of Lincoln. She is disturbed how this is all coming together. The purchase agreement is not available – nobody has a clue – and the rules are changing every ten minutes. Nobody has the facts. Before making any decisions, we need to know the real facts and the real truth. She is very discouraged about how this has been handled.

Staff questions

Lust asked staff to define the area of the change of zone on the map provided by Commissioner Hudkins. Eichorn clarified that the Planning Commission is making a decision on whether R-4 is an appropriate district for this parcel. She received this assignment on November 30th and since then, "this" has been the boundary provided to the Planning Department as the property

being sold and what would need to be rezoned from P to R-4. It follows the parcel line that was established by the County Assessors office probably years ago. It does not follow a specific lot line. The staff would recommend R-4 as the zoning for anything that would be allowed in R-4 if proposed to go into this location. A public agency is also allowed to function in any other zoning district. It does not have to function just in the P zoning district. If part is zoned to R-4 and used by public agency, it can continue to do so. If there is a permanent easement over the parking currently being used and zoned to R-4, Trabert Hall can still continue to use parking that is in the R-4 zoning district as long as they have a permanent parking easement. Eichorn also pointed out that there are no parking requirements in the P zoning district. This is the forum for discussing the R-4 zoning and not the forum to discuss concerns about the sale of the property.

Eichorn stressed that if this property gets rezoned to R-4, there will be a pre-existing use permit, so any changes made to the site – the building, the parking lot layout, major access, etc. – would have to go through a process to amend that pre-existing use permit.

Lust suggested that some of the members of the public are being misled by the parking situation because as she understands it (using Hudkins' map), the County is selling to a certain point; however, from that line there is a permanent parking easement. Eichorn agreed. Lust believes that parking at Trabert Hall is not going to change at all under the terms of the agreement. This whole issue of parking is another way to get this body to become concerned about the sale.

Francis asked staff to confirm that the legal description on page 65 of the Planning Commission agenda matches the parcel. Eichorn concurred.

Francis then recited from page 63 of the agenda (page 3 of the staff report), Analysis #4:

Today Lancaster Manor and Trabert Hall share the parking lot on the parcel used by Lancaster Manor. The county will have a permanent parking easement on the southernmost row of parking which will allow parking for Trabert Hall no matter who owns Lancaster Manor or what the zoning is.

Eichorn explained that analysis to be based on information given to the Planning Department by the applicant in terms of easements that they will keep on the property to accommodate parking for surrounding properties. All of the questions in relation to who gets to use what parking and when would need to be addressed by the applicant. The Planning Department is only looking at the zoning. She knows about the easements because the applicant volunteered that information in response to whether or not they are impacting the neighbors.

Esseks believes that among the responsibilities of the Planning Commission is to be concerned about the impact on adjacent properties. Commissioner Hudkins raises the issue of parking, but also access to South Street, and his map shows that P would still be used for the easternmost driveway going out to South Street. Another way of doing this is a permanent easement or other legal condition granting use to Trabert Hall. Esseks believes that the Planning Commission does have a responsibility to be sure that Trabert Hall, an important building property, has adequate access to South Street. How can we achieve that goal? Eichorn suggested that the attorneys can provide the language that is in the easement. From Planning staff's review, the access has not changed – there is still access from South Street to Trabert Hall - the narrow access is there today and that is limited access today, so that is not changing. The access to Trabert Hall from South Street is not changing because of the

permanent access easement. We are not discussing the sale of the property. We are discussing whether or not the zoning proposed is the correct zoning for that property. It is not our duty to use zoning to stop the sale of a property.

Esseks still believes that the access from Trabert Hall to South Street is a liability question and a serious public issue. What do we do? Eichorn suggested that the entity selling the property also owns Trabert Hall. When they made application to the City to change the zoning, they are telling us that they are going to provide adequate parking by permanent easement and we would assume they are not trying to hurt another one of their own properties. Right now, there is no requirement for any particular number of parking stalls for Trabert Hall because it is a public agency. If there are parking issues, they need to deal with those parking issues. The change of zone was submitted to the Planning Department; the applicant and the Planning Department understood it could not remain P. The Planning staff found that there was no detrimental impact to the surrounding properties and that it is in conformance with the Comprehensive Plan. The issues of parking will need to be dealt with within the pre-existing use permit. None of the uses are changing.

If this were a private property and an owner wanted to divide it in such a way that eliminated the capability to have adequate parking, Partington wondered whether that would be allowed. Eichorn suggested that if they were dividing the land as a private entity, they would have to do a final plat and would have to provide access to the lots and the existing buildings. There is no final plat in this case and thus no subdivision requirements. They are still providing access to Trabert Hall through permanent access easements.

Partington expressed confusion about the easements. What do they involve? He has heard that the amount of parking is allowable but the people say it is not enough. Why is this subject before us? Eichorn explained that any site plan issues regarding parking need to be answered by the applicant.

Cornelius inquired whether the "permanent parking easement" implies access to South Street without an access easement. Eichorn confirmed that there is a parking and access easement coming from South Street down past the church, but she does not know for sure where those easements are because in reviewing any change of zone, the staff does not ask the applicant for their purchase papers or sale documents. The applicant must provide the boundary and the proposed use. The staff then makes a determination and recommendation based on that, not based on the sale of the property.

Cornelius confirmed that there is no property subdivision in this situation. Eichorn concurred.

Taylor believes the change of zone from P to R-4 is clear. He needs assurance of what property or easements will belong to Lancaster Manor and that Trabert Hall will have the necessary space they need. He does not see that there is going to be a particular problem with the access. If the County has a permanent parking easement to the southernmost row of parking for Trabert Hall, no matter who owns it or what the zoning is, he does not see a problem. But, if the easement is only for 5 years, then there needs to be some clarification.

Based on discussions he has heard and questions being asked, Peo suggested that the Planning Commission is outside the scope of their authority. He knows one of the criteria is the effect on abutting properties, but the amount of parking retained is not the responsibility of the

Planning Commission. That is the County Board's responsibility to determine. The County Board has indicated that they have retained adequate easements in parking for Trabert Hall. There are no regulations in the P zoning on public use; in fact, we probably don't have the ability under the zoning code to regulate the County. This is not a fight in which the City should be involved. If there is a change of ownership, we have to rezone the property. That zoning does not set any standards for easements, parking rights, etc. It is strictly a mapping of this use as a health care facility under private ownership. P public is a fictitious district – it does not regulate legitimate uses that apply to everyone – it was established as an ownership district and it has created a problem. If the County had only leased this land, it would never have been zoned P. This is just a mandate that sale of public land to a private owner requires the private owner to have the right to use the property and that requires the rezoning.

Cornelius suggested that this is largely an administrative matter. The Planning Commission is a deliberative body, so why does this question come before us? Peo suggested that the city created the problem by creating the P district.

Cornelius wondered whether the Planning Commission could recommend approval of the change of zone, contingent upon the sale of the property. Peo agreed that could be a potential recommendation – that the zone change would not become effective until the date the sale closes.

Esseks wondered why the Planning Commission couldn't also recommend to rezone to R-4, contingent upon evidence that Trabert Hall's users have adequate access to South Street. Peo believes that is a different scenario. It is not our law to impose requirements on the County to suggest they do not know how to protect their property or operate their own facility. The testimony and the map show that Trabert Hall has its own site by County Assessor standards; the Manor has its own parcel site; we believe the County should be sophisticated enough to protect itself and we don't regulate the County. But, Esseks observed that there are various principles in the Comprehensive Plan, one of which is to have adequate access to and from the separate parcels.

Response by the Applicant

Johnson reviewed the lot lines. There will be permanent easements. There will be a permanent easement coming in South Street going south to get into St. Francis, and there will also be a permanent easement that runs with the land and runs down into the area of the driveway in front of Trabert Hall. There will be a permanent easement running with the land covering the 30 stalls at the south end of the parking lot. The County Board has made the determination that there is adequate parking. The east lot currently has vans parked there – that is a management decision. They can be parked elsewhere. There would be another 30 stalls on the east side; another 25 stalls in the center area; another 25 stalls on the other side; there are stalls at the west side of the east lot; there are stalls coming around and down to South Street. As a management decision, the County can also make this two-way, with a permanent easement coming off South Street. Trabert Hall people do have access to and from South Street, and they have an exit access to Saratoga currently that could easily, with management, be two-way. The area south of Trabert Hall is wide open. The County could make a parking lot south of Trabert Hall as a management decision.

Johnson clarified that there has been no discussion about a 5-year easement or lease. The documents are posted on the County Web site; the permanent easements that run with the land are reflected in those documents. The parking required for Lancaster Manor is 98 stalls. There remained about 150 stalls after the parking for Trabert Hall.

There is a lease between St. Francis and the County that allows cross-use of the parking.

Larson does not understand why the County didn't sell less and retain the two southern rows of parking for Trabert Hall.

Gaylor Baird appreciates knowing about the access and the permanent easements. If this is a County building and it does not have a required number of stalls, then that issue diminishes in our discussion.

Kerry Eagan, Chief Administrative Officer for the County Board, the applicant, stated that the tax ID parcel that presently exists is the subject of the change of zone. There was discussion about County ownership across the south 30 stalls, but there is no difference whether we own it fee simple or whether we have a permanent easement. Based on legal advice, it was more expedient to go with the tax parcel, especially with the permanent easement providing the access that Trabert Hall needs for the public. There will be no additional pressure put on the one-way street to Saratoga. In fact, we are trying to discourage that.

With regard to the 99-year lease with the Chapel, Eagan clarified that it was sold. That property was declared surplus in 1998 and it was sold. The Lancaster Manor property was not surplus because there is still a public purpose being served even though in private ownership. There are separate powers that say the County has the power to own, lease buy or sell county property that fulfills a public purpose – providing for the elderly, the young, the disabled, the vulnerable, etc. That type of situation obviates the need to declare the property surplus. The purchase agreement guarantees that there will always be a nursing home operated on that property. The County Board felt it was best to preserve the long term sustainability of this facility. This was not a rush decision. The Board has been looking at the finances of the Manor for many, many, years. This is not a snap decision of the County Board. It has not been taken lightly. The goal is to preserve this property as a nursing home.

Eagan also advised that the Director of Veterans Affairs and General Assistance indicates that he has never had a complaint about the parking. The Board did take that into consideration and Trabert Hall will have adequate parking. If not, we can require the rural transit vans be parked somewhere else, but it has not been necessary.

Eagan does not know where the 5-year easement comment came from. It has always been contemplated as a permanent easement.

Partington expressed appreciation to Eagan for clarifying the issues. What is Trabert Hall used for with the veterans? Eagan stated that the Veterans Service Officer offices there and has been combined with General Assistance. That building still has a lot of life and it will continue to be used to serve the County's needs. It is also on the historic registry.

Taylor moved approval, seconded by Esseks.

Taylor believes everything has been clarified and he is well-satisfied listening to the arguments on every side. He thinks it is clear. He believes that the fears are misplaced. It appears that the problems of parking are going to be solved. There is no need for additional parking and it appears that we have more parking than is being used right now.

Lust expressed her frustration that people were attempting to use this body inappropriately. She does not believe there was ever a parking issue based on the permanent easements that are in the purchase documents. She believes the parking issue was brought forward as a last ditch effort to try to somehow stop the sale of Lancaster Manor and she does not appreciate it. This is a body that is to decide the zoning and land use and that is our purpose. She does not believe that this body should be dragged into a political debate over whether Lancaster Manor should or should not have been sold. The R-4 was the only decision to be made by the Planning Commission. The public designation was simply a mapping designation to indicate it was owned by the public body.

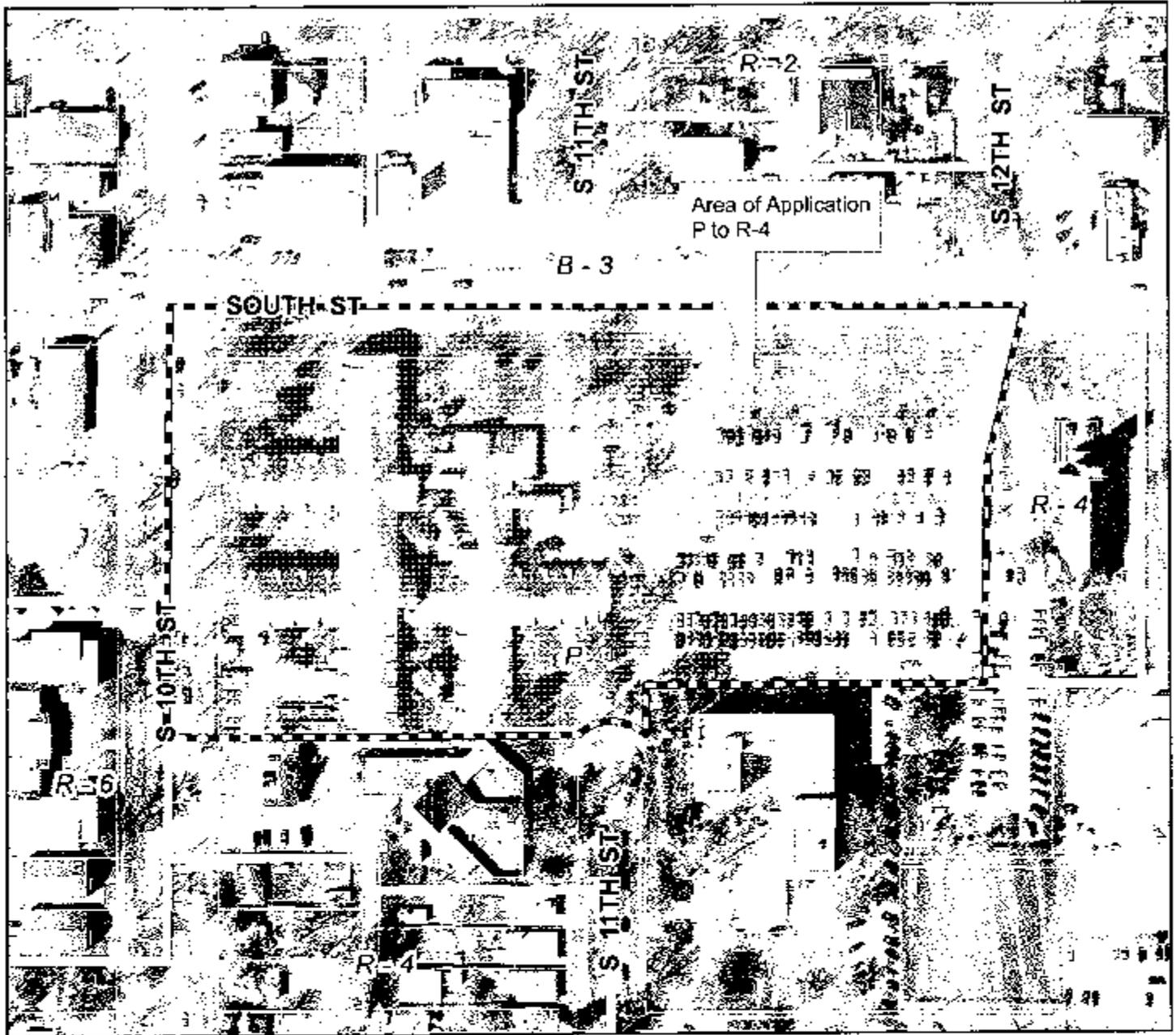
Gaylor Baird believes that this was an important discussion and educational. She has had a lot of things that have been clarified and she believes the easements were valid issues. The Planning Commission's role is to assess whether this did have a negative impact on adjacent land use, and the access to South Street was a valid concern that had to be addressed by the applicant. While some of the comments from the public have to do with the larger question, we were told that we could not address those. It is always nice to have people come to express their concerns. She has come to the conclusion that despite the initial concerns about parking and access, those can be addressed by the County on their existing property and they do have permanent easements in place. Given all of that she feels compelled to vote in favor. But, it was only this discussion that lead her to come to this conclusion.

Partington believes that the County Commissioners are individuals of integrity, including Commissioner Hudkins. It was confusing, but the easements have been clarified. He does not believe it is his duty to tell the County Commissioners how to handle their real estate.

Esseks agreed with Partington and Gaylor Baird.

Sunderman commented that this is simply a case of a landowner (in this case, the County) selling a parcel of land already on the books and any easement issues that were involved were taken into account with the sale price. It goes back to a label. It has to have another zoning under private ownership and R-4 is appropriate.

Motion for approval carried 9-0: Gaylor Baird, Cornelius, Esseks, Francis, Larson, Lust, Partington, Sunderman and Taylor voting 'yes'. This is a recommendation to the City Council.



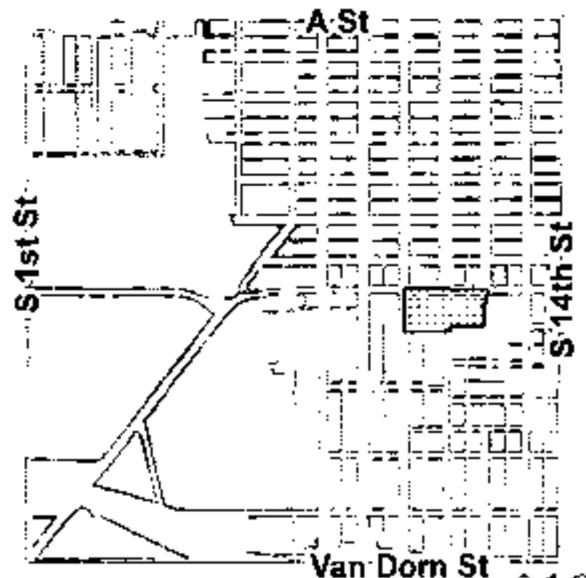
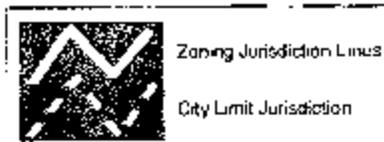
Change of Zone #09028 S 10th & South St

2007 aerial

Zoning:

- 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

One Square Mile
Sec. 35 T10N R6E



LEGAL

The remaining portions of Lots 1, 2, and 3 and Lots 4, 5, 6, and 7, and the north 30.97' of Lot 8, Block 1, the adjacent portions of vacated east-west and north-south alleys in South Park Addition; and Lot 144 I.T., the north 170' of Lot 136 I.T., and the north 316' of Lot 1, Saint Francis Addition, and adjacent vacated South 11th Street; all in the SE 1/4 of Section 35-10-6, Lancaster County, Nebraska.

INTER-DEPARTMENT COMMUNICATION

TO	Lincoln City Lancaster County Planning Commission	DATE	December 15, 2009
DEPARTMENT		FROM	Rick Peo
ATTENTION		DEPARTMENT	City Law
COPIES TO	Mayor Beutler Marvin Krout	SUBJECT	Change of Zone No. 09028 – Lancaster Manor Property

An issue has arisen as to whether or not the decision of the County Board of Lancaster County to sell its Lancaster Manor property may be thwarted by obtaining a denial of the proposed change of zone. It is the opinion of this office that the public hearing on the change of zone application is not a proper forum for continuing debate on the merits of the sale. The purpose of this opinion is to guide and remind the Planning Commission members of their limited role in the review of the proposed rezoning of the Lancaster Manor property from P Public Use District to R-4 Residential District.

DISCUSSION

It is a general principle of law that, "zoning is concerned with the use of specific existing buildings and lots and not primarily with their ownership. Furthermore, the zoning power, in its proper exercise is not operative upon the alienation of land, whatever the size of the parcel transferred, but is concerned solely with the manner in which it is used or sought to be used." *McQuillan Mun. Corp.* §25.07 (3d ed.). "Zoning restrictions, conditions, or decisions which limit the use of land based on the identity or the status of the users of land generally will be held invalid by the courts." *Rathkopf's, The Law of Zoning and Planning*, § 2:15, Zoning regulates the use of land – Identity or status of land users. (2009). Most cases dealing with the effect of a change in ownership on the use of land have dealt with non-conforming uses. The general rule is that, "an established non-conforming use runs with the land, and hence a change of ownership will not destroy the right to continue the use." *McQuillan Mun. Corp.* § 25.183.50 (3d ed.)

Arbitrary restrictions on change of ownership "may be held ultra vires as being beyond the scope of authority delegated by a zoning enabling act. On this ultra vires issue, state courts have held that a zoning enabling act authorizes a municipality to regulate the use of land but not the status or identity of land users. Zoning deals with land use, not the owner, operator or occupant of the land." *Rathkopf, Supra*. The City of Lincoln's enabling authority is found in Article IX-B, Section 8, of the City Charter and *Neb. Rev. Stat.* § 15-902. Section 15-902 provides in pertinent part that:

- (1) Every city of the primary class shall have power in the area which is within the city or within three miles of the corporate limits of the city . . . to regulate and restrict: (a) the location, height, bulk and size of buildings and other structures; (b) the percentage of lot that may be occupied; (c)

the size of yards, courts, and other open spaces; (d) the density of population; and (e) the locations and uses of building structures and land for trade, industry, business, residences, and other purposes. Such cities shall have the power to divide the area zoned into districts of such number, shape, and area as may best suit it to carry out the purposes of this section and to regulate, restrict, or prohibit the erection, construction, re-construction, alteration, or use of buildings, structures or land within the total area zoned or within districts. All such regulations shall be uniform for each class or kind of buildings throughout each district, but regulations applicable to one district may differ from those applicable to other districts. Such zoning regulations shall be designed to secure safety from fire, flood, and other dangers and to promote the public health, safety and general welfare and shall be made with consideration having been given to the character of the various parts of the area zoned and their peculiar suitability for particular uses and types of development and with a view to conserving property values and encouraging the most appropriate use of land throughout the area zoned in accordance with the comprehensive plan.

Article IX-B, Section 8, has language substantially identical to Section 15-902.

On their face, Section 15-902 and Article IX-B, Section 8, only authorize the city to regulate the use, not the ownership of land. The Nebraska Supreme Court has held that, "The right to full and free use and enjoyment of ones property in a manner and for such purposes as the owner may choose, so long as it is not for the maintenance of a nuisance or injurious to others, is a privilege protected by law." *State v. Champoux*, 252 Neb. 769, 778, 566 N.W.2d 763, 769 (1997). Thus, an arbitrary and capricious refusal to rezone the Lancaster Manor property from P Public to an appropriate district to allow continuation of an existing lawful use of Lancaster Manor by a private entity would amount to an invalid exercise of the City's police power. It is the opinion of this office that, where, as here, a project or development after a change of ownership is physically identical, where its impact on adjacent land is the same, and where the change of zone requested merely continues an existing legally permitted use, a denial of a change of zone from P Public Use District to R-4 Residential District to prevent the sale of Lancaster Manor to a private entity deprives Lancaster County of its right to dispose of its property and would arguably constitute a regulatory taking and/or arbitrary and capricious conduct denying Lancaster County and/or the purchaser substantive due process of law. See *Scofield v. State Department of Natural Resources*, 276 Neb. 215, 753 N.W.2d 345 (2008) for a discussion of those two causes of action.

Presently, the Lancaster Manor property is zoned P Public Use District as it is under public ownership. The P Public Use District was initially adopted as part of the recodification of the zoning code in 1979 as part of Ordinance No. 12571. The introductory paragraph of the P Public Use District regulations (LMC Chapter 27.54) provides that, "This district is intended to provide a district essentially for mapping purposes which will identify real property presently owned and used by any governmental entity, including local, state, or federal governmental units, and put to some form of public use." Section 27.54.020 provides that, "A building or premises

owned by any governmental entity including local, county, state, federal governmental units and their subdivisions, and in some form of public use shall be permitted to located in the P Public Use District." In a technical sense the P Public Use District violates the principle of law that zoning is concerned with the use of land, not its ownership. Since the permitted uses in the P Public Use District do not allow for the operation of the Lancaster Manor property under private ownership the property must be re-zoned to some other zoning district. The legislative history regarding the inclusion of the P Public Use District as part of the 1979 Zoning Code recodification reveals that the City Council working committee raised the question of what would happen if public property was declared surplus and sold to a private entity. It was pointed out to the committee that in such an event a change of zone would be adopted. It was never contemplated nor could it be that public property once zoned P Public Use must remain so zoned forever. Therefore, the only question for the Planning Commission to decide is whether R-4 zoning is the correct zoning district for the Lancaster Manor property.

In addition, the City of Lincoln has specifically provided that a change of ownership is not a factor in the Planning Commission's review of a change of zone. Proposed amendments to the zoning code, including the rezoning of a particular parcel of property, are governed by § 27.81.040 of the Lincoln Municipal Code. Section 27.81.040 provides in part that, "Any such proposed amendment, supplement, or modification shall first be submitted to the Planning Commission for its recommendations and report. Said report shall contain the findings of the Commission regarding the effect of a proposed amendment, supplement, or modification upon adjacent property and upon the Comprehensive Plan of the City of Lincoln. A change of ownership is not part of that analysis.

In conclusion, the change of ownership of Lancaster Manor will not effect the use itself. The property will continue to be operated for the same purpose. The Planning staff has found that changing the zone on the Lancaster Manor property from P Public to R-4 Residential District will allow the facility to continue to be used as health care facility whether publicly or privately owned. The Planning staff has further found that the change of zone is in conformance with the Comprehensive Plan and that the zoning ordinance will not have a negative impact on surrounding properties. Without convincing evidence to the contrary and a finding by the Planning Commission that the conclusions of the Planning staff are in error, the change of zone should be recommended for approval. Refusal to rezone the Lancaster Manor property from P Public Use District to R-4 Residential District in an attempt to retain public ownership would expose the City to several potential causes of action. Those could include, but not be limited to, an injunction to enjoin enforcement of the P Public Use district regulations as applied to the Lancaster Manor property under private ownership; and an action for inverse condemnation and award of damages and attorney fees for a regulatory taking of the property.

ERP/tb

SUBMITTED AT PUBLIC HEARING
BEFORE PLANNING COMMISSION: 12/16/09
BY THE APPLICANT

CHANGE OF ZONE NO. 0902B

ATTORNEYS AT LAW
JOHNSON, FLODMAN, GUENZEL & WIDGER

1277 LINCOLN MALL
P.O. BOX 81686
LINCOLN, NEBRASKA 68501-1686

KIRK W. JOHNSON
STEPHEN J. FLODMAN
STEVEN E. GUENZEL
ABBIE J. WIDGER
STEPHANIE S. FLODMAN

PHONE
(402) 475-0200
FAX
(402) 475-0325

ROBERT A. BARLOW
202.141.1111

December 14, 2009

Father Cano
Saint Francis of Assisi
3400 South 17th Street
Lincoln, Nebraska 68502

In Re: Parking and Access Easements

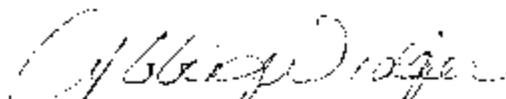
Dear Father Cano:

Thank you for visiting with me on December 14, 2009, regarding parking and access easements at Saint Francis of Assisi Chapel. It was a pleasure to visit with you. Enclosed is a copy of the Lease between Saint Francis and Lancaster County for parking to the south of the Chapel. If you have any questions regarding the Lease, the Deputy County Attorney available to answer questions is Tom Fox, and his telephone number is 402-441-8240.

After speaking with you, I contacted attorney Steve Sher who represents the buyer. Mr. Sher stated he sees no changes in the parking situation. Mr. Sher stated that if you have any questions, you should feel free to call him. Mr. Sher's telephone number is 847-324-7979. Mr. Sher indicated that if parking became an issue down the road, he would like you to contact him to discuss the issue. At this time, Mr. Sher does not see the need to make any changes to the parking and wants to work with you in the future.

Again, thank you for taking the time to return my telephone call. If you have other questions, you may always contact me.

Very truly yours,



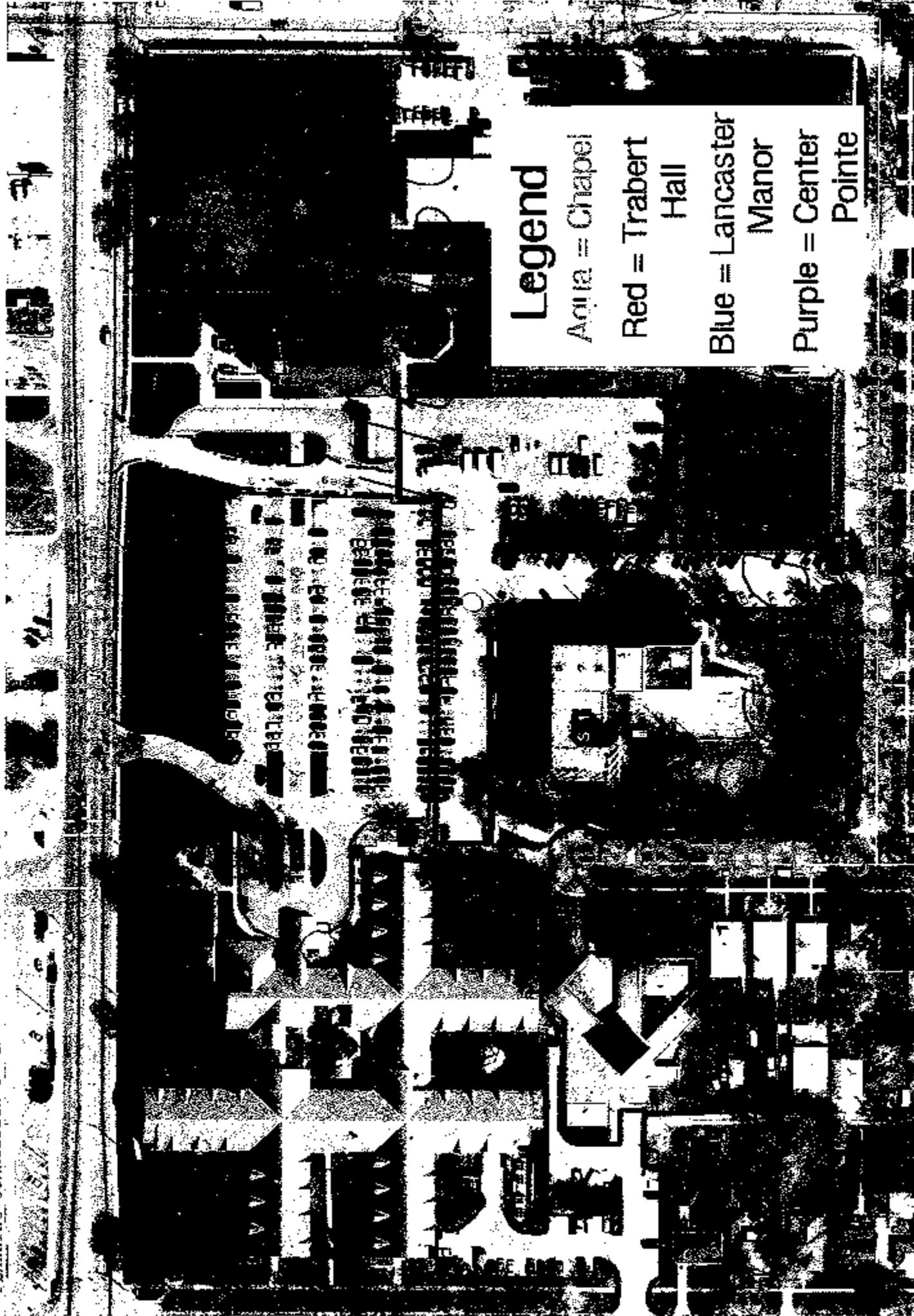
Abbie J. Widger

AJW/sma

Enclosure

cc: Tom Fox w/o enc. via email
Steve Sher w/o enc. via email

023



Legend
 Acita = Chapel
 Red = Trabert Hall
 Blue = Lancaster Manor
 Purple = Center Pointe

Jean Preister

From: plvbeek@aol.com
Sent: Wednesday, December 16, 2009 7:06 AM
To: Jean Preister
Subject: Lancaster Manor Rezoning

Hopefully this will reach the proper persons before the hearing this afternoon. I along with numerous other citizens of Lincoln/Lancaster County oppose the sale of Lancaster Manor to Hunter Management. Therefore, please do not make a rezoning decision at this time. Rather review what is really the best for the City, County, citizens and residents and employees at Lancaster Manor.

I have a daughter who has resided there since 2006. She had been in other homes but she did not make the progress she has made since coming to Lancaster Manor. She suffered a stroke in 2003 is unable to walk and could not speak. While she does still have some speech problems, she is now able to walk with assistance and a walker. Before she couldn't even walk with a walker, assisted or not.

The atmosphere at Lancaster Manor and the kindness of the employees there make it seem more like a home rather than a 'nursing home'. The employees are all very friendly, warm and caring with all the residents and visitors alike. I have never seen this in any other similar type homes here in Lincoln, or in California, our prior residence. With the sale of the Manor, these employees are losing not only their County pay, they are also losing benefits. Many of the employees there are single, single parents, etc. and will have a real struggle in obtaining medical, dental and vision benefits outside the County.

The Board of Commissioners have stated they do not know how to run a nursing home and their one shot at hiring a qualified administrator failed, so they seem to have just thrown their hands in the air and said sell the Manor without the thought to anyone else but themselves. With the numbers that have been publicized, the sale appears to be a very bad idea in the long run. At the price that apparently has been agreed on the County is losing money over the next few years. Yes, Hunter Management will have to pay some taxes, but how long will it be before they have 'repaid' the total equity the County has in the Manor as of this date?

While there have been some problems at Lancaster Manor in the past, I believe it is turning around and would be a valuable asset if more effort was put into finding a qualified administrator and one who is interested in making the Manor a success.

As a recap, please do not approve the rezoning at this time and consider all of the people involved if the zoning is changed so Hunter Management can assume ownership of Lancaster Manor.