

City Council Introduction: **Monday**, April 11, 2011  
Public Hearing: **Monday**, April 18, 2011, at **3:00 p.m.**

Bill No. 11R-90 and  
Bill No. 11R-91

## FACTSHEET

**TITLE:** Resolutions approving and adopting a proposed amendment to the **LINCOLN CENTER REDEVELOPMENT PLAN** (11R-90) and the **ANTELOPE VALLEY REDEVELOPMENT PLAN** (11R-91), requested by the Director of the Urban Development Department, to add the "17<sup>th</sup> and Q/Credit Union Redevelopment Project."

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

**SPONSOR:** Planning Department

**BOARD/COMMITTEE:** Planning Commission  
Public Hearing: Consent Agenda: 03/23/11  
Administrative Action: 03/23/11

**RECOMMENDATION:** A finding of conformance with the Comprehensive Plan (9-0: Partington, Taylor, Gaylor Baird, Cornelius, Lust, Larson, Francis, Esseks and Sunderman voting 'yes').

### FINDINGS:

1. This is a proposed amendment to both the Lincoln Center Redevelopment Plan and the Antelope Valley Redevelopment Plan. The Planning Commission acted upon these proposed amendments as one application, **Comprehensive Plan Conformance No. 11003**.
2. The purpose of this proposed amendment to both the **Lincoln Center Redevelopment Plan** and the **Antelope Valley Redevelopment Plan** is to add the "17<sup>th</sup> and Q/Credit Union Redevelopment Project", which will be listed as Project X in the Lincoln Center Redevelopment Plan and as Project L in the Antelope Valley Redevelopment Plan. The Project includes the relocation of the Credit Union currently located on the northwest corner of 17<sup>th</sup> and Q Streets to a prominent location on the P Street Retail Corridor (the northeast corner of 17<sup>th</sup> and P Streets). The Project Area is located on two blocks bounded by 16<sup>th</sup>, 17<sup>th</sup>, Q and R Streets and by 17<sup>th</sup>, 18<sup>th</sup>, P and Q Streets in Downtown Lincoln.
3. The staff recommendation to find the proposed amendments to be in conformance with the Comprehensive Plan and the Downtown Master Plan is based upon the "Analysis" as set forth on p.4-5. The proposed amendment is found on p.8-13.
4. On March 23, 2011, this application appeared on the Consent Agenda of the Planning Commission and was opened for public hearing. No one came forward to speak.
5. On March 23, 2011, the Planning Commission agreed with the staff recommendation and voted 9-0 to find the proposed amendment to the **Lincoln Center Redevelopment Plan and the Antelope Valley Redevelopment Plan** to be in conformance with the 2030 Comprehensive Plan (Comprehensive Plan Conformance No. 11003).

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

**DATE:** April 4, 2011

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

**DATE:** April 4, 2011

**REFERENCE NUMBER:** FS\CC\2011\1\CPC11003 Redev Plan

## LINCOLN/LANCASTER COUNTY PLANNING STAFF REPORT

### for March 23, 2011 PLANNING COMMISSION MEETING

- PROJECT #:** Comprehensive Plan Conformance No.11003
- PROPOSAL:** To amend the Lincoln Center Redevelopment Plan and Antelope Valley Redevelopment Plan to include the N. 17<sup>th</sup> and Q Street/Credit Union Redevelopment project.
- LOCATION:** Two blocks bound by N. 16<sup>th</sup>, N. 17<sup>th</sup>, Q and R Streets and by N. 17<sup>th</sup>, N. 18<sup>th</sup>, P and Q Streets
- CONCLUSION:** This project is in conformance with the Comprehensive Plan, Downtown Master Plan and the Lincoln Center Redevelopment Plan.

<b><u>RECOMMENDATION:</u></b>	In conformance with the Comprehensive Plan.
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#### **GENERAL INFORMATION:**

**LEGAL DESCRIPTION:** Lots 11 and 12, Chisletts Subdivision, Lots 7 through 10 of Block 11, Kinneys O Street Addition, and right-of-way including; the east- west alley between N. 16<sup>th</sup> to N. 17<sup>th</sup>, R to Q Streets; N.17th Street right-of-way adjacent to Lot 1 Chisletts Subdivision to the south right-of-way line of P Street; east-west alley from N. 17<sup>th</sup> to N. 18<sup>th</sup>, P to Q Streets; and Q Street from the east right-of-way line of N. 17<sup>th</sup> Street to the west lot line of

**SURROUNDING LAND USE AND ZONING:** There is B-4 Lincoln Center Business District zoning on all sides of the redevelopment project area. The project is adjacent to the Newman Center St. Thomas Aquinas Catholic Church, some retail and a bar to the west, a parking lot and gas station to the east and parking lots to both the north and south. There are also two fraternities adjacent to the north side of the project area and The League of Human Dignity adjacent to the south.

**HISTORY:** The Lincoln Center Redevelopment Plan was first adopted in 1975 and has had more than 20 revisions for specific projects since its major update in 1985. Emphasis shifted to smaller, incremental redevelopment efforts, as summarized in "Downtown Master Plan" of 1989. Major benchmarks have been the 1993 revisions to approve parking structures, the Burnham Yates Conference Center, a childcare center, and the O Street Skywalk, utilizing proceeds from a bond issue of 1985. These smaller, incremental projects followed concepts summarized in the "Downtown Master Plan" of 1989. Subsequent redevelopment projects over the past ten years were included by amendment of the Lincoln Center Redevelopment Plan: Cornhusker Square, Lincoln Star Building, Old Federal Building, Lincoln Mall, and Haymarket 7<sup>th</sup> & 8<sup>th</sup> Street Core Redevelopment Projects. The 2005 "Downtown Master Plan" highlights the development of a Dining/Entertainment Retail area in the Haymarket, with special identification of likely improvement in the "New arena and convention center neighborhood".

## **COMPREHENSIVE PLAN SPECIFICATIONS:**

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

The community continues its commitment to a strong Downtown. A strong, vital Downtown provides a common center for all Lincoln and Lancaster County and will be a catalyst for future growth. The Comprehensive Plan acknowledges Downtown's unique role and will guide decisions that will maintain Downtown's vitality and enhance its contribution to the quality of life of all Lincoln and Lancaster County. (Page 6)

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)

Construction and renovation within the existing urban area should be compatible with the character of the surrounding neighborhood. (Page 10)

Encourage mixed-use redevelopment, adaptive reuse, and in-fill development including residential, commercial and retail uses. These uses may develop along transit routes and provide residential opportunities for persons who do not want to or cannot drive an automobile. Promote residential development, economic development and employment opportunities throughout the City. (Page 10)

Downtown is the heart of the City. A strong Downtown is important to the economic future of the community. Downtown forms a vital core for the City. (p.29)

The City should preserve and enhance Downtown's role as the City's principal cultural, entertainment, and tourism center. (p.36)

Encourage renovation and reuse of existing commercial centers. Infill commercial development should be compatible with the character of the area and pedestrian oriented. As additional centers are built, the City and developers should be proactive in redevelopment of existing centers to make sure that redevelopment is sensitive to the surrounding neighborhood and happens quickly to reduce vacancies. (Page 36)

## **DOWNTOWN MASTER PLAN SPECIFICATIONS:**

The Master Plan lays out both a *short term plan* providing direction for immediate private and public investment opportunities, as well as a long term plan providing guidance for actions and decisions that will shape downtown and Lincoln for the next 20 to 30 years. (Page A)

By identifying a long term vision, the Plan provides a starting point for developing the downtown we would like Lincoln to have in 2025 and beyond. This vision will guide hundreds of decisions, big and small. It provides direction for spending public funds as well as stimulating private investments. The Plan sets the framework from which issues will be evaluated and decisions made. (Page A)

this area is identified as proposed secondary retail meaning entertainment and commercial uses – where these activities already occur, street frontages would be strengthened by being "filled in" with further supporting uses.(Page 25)

P Street at this location is identified as an area with Build to lines Consistent minimum setbacks along the street will create a "street wall" and provide a comfortable sense of enclosure for the pedestrian. Construct buildings up to the right-of- way line and prohibit forecourts, gardens or other setbacks. (Page 29)

P street at this location is also identified as an Active edge which Focus building activity at street level to animate the public realm and provide a sense of security for pedestrians both day and night. (Page 30)

## **ANALYSIS:**

1. The 17<sup>th</sup> and Q/Credit Union Project includes the relocation of the Credit Union currently located on the northwest corner of 17<sup>th</sup> and Q Street to a prominent location on the P Street Retail Corridor (the northeast corner of 17<sup>th</sup> and P Street).
2. A fraternity will be constructed at the current location of the Credit Union parking lot and drive-through teller building.
3. The goal of this project is to help revitalize Downtown and the East Downtown/Antelope Valley areas, and improve the connectivity between Traditional Downtown and East Downtown.
4. The project will remove blighted and substandard conditions and will make positive contributions to the continued revitalization of Downtown Lincoln and the Antelope Valley Area.
5. The project is consistent with the goals of the Lincoln Center Redevelopment Plan, Downtown Master Plan, and Antelope Valley Redevelopment Plan and are intended to support private sector commercial and residential development in this redevelopment area.
6. Publicly funded redevelopment activities may include the construction of project related public improvements and related streetscape amenities. These improvements correspond to several of the Downtown Redevelopment Goals/Principles identified in the plans. The redevelopment project addresses these goals by accomplishing the following:
  - ▶ Utilizing an underdeveloped lot in a key location;
  - ▶ Promoting a range of urban commercial building types;
  - ▶ Integrating streetscape and landscape improvements in the project area with existing public and private amenities;
  - ▶ Enhancing the area's walkable, street-level orientation.
7. Both the fraternity house and the credit union are within the B-4 zoning district and therefore the new development will conform with Downtown Design Standards. The existing improvements on both parcels were developed before those standards were implemented and would not meet the current requirements. The new development is therefore anticipated to conform more closely to the community's current goals and standards.
8. The development is not anticipated to adversely affect any Capitol vistas or historic properties.

9. The estimated total cost to implement this mixed-use redevelopment is approximately \$6.6 million, including approximately \$676,000 in public improvements. The source of funds for public improvements will be Community Improvement Financing (commonly referred to as Tax Increment Financing or TIF) generated from the private developments within the project area, and Capital Improvement Program funding.
10. After review no city department had any objections to this application. Two departments made the following comments:

The Lincoln-Lancaster County Health Department supports the approval of this application.

Public Works and Utilities notes, the existing access points to the properties are not guaranteed with this review. A detailed site plan will be needed to be reviewed in the future and access will be determined at that time with the City's Engineer.

Prepared by:

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**DATE:** March 10, 2011

**APPLICANT / CONTACT:** Urban Development  
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# COMPREHENSIVE PLAN CONFORMANCE NO. 11003

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

March 23, 2011

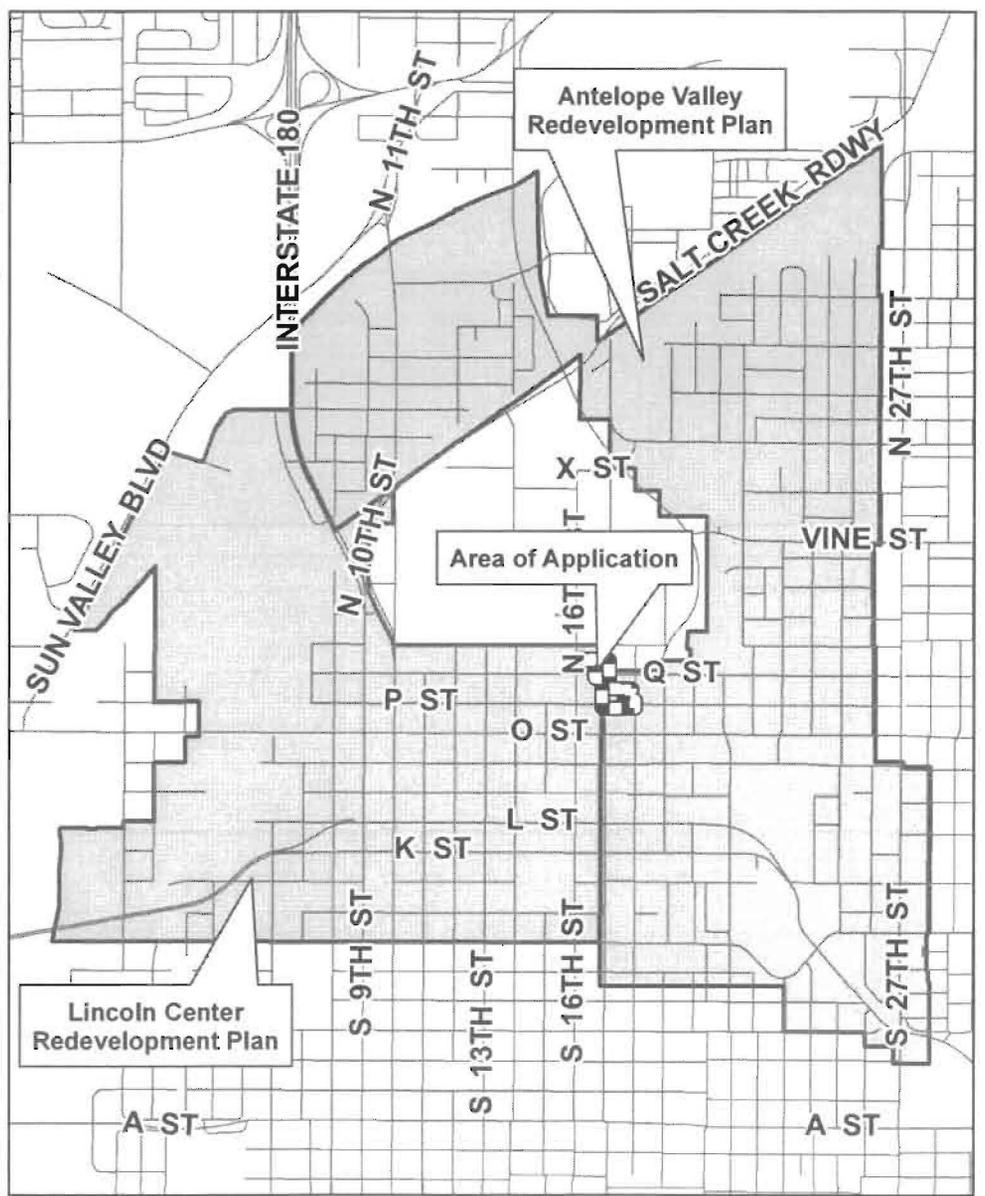
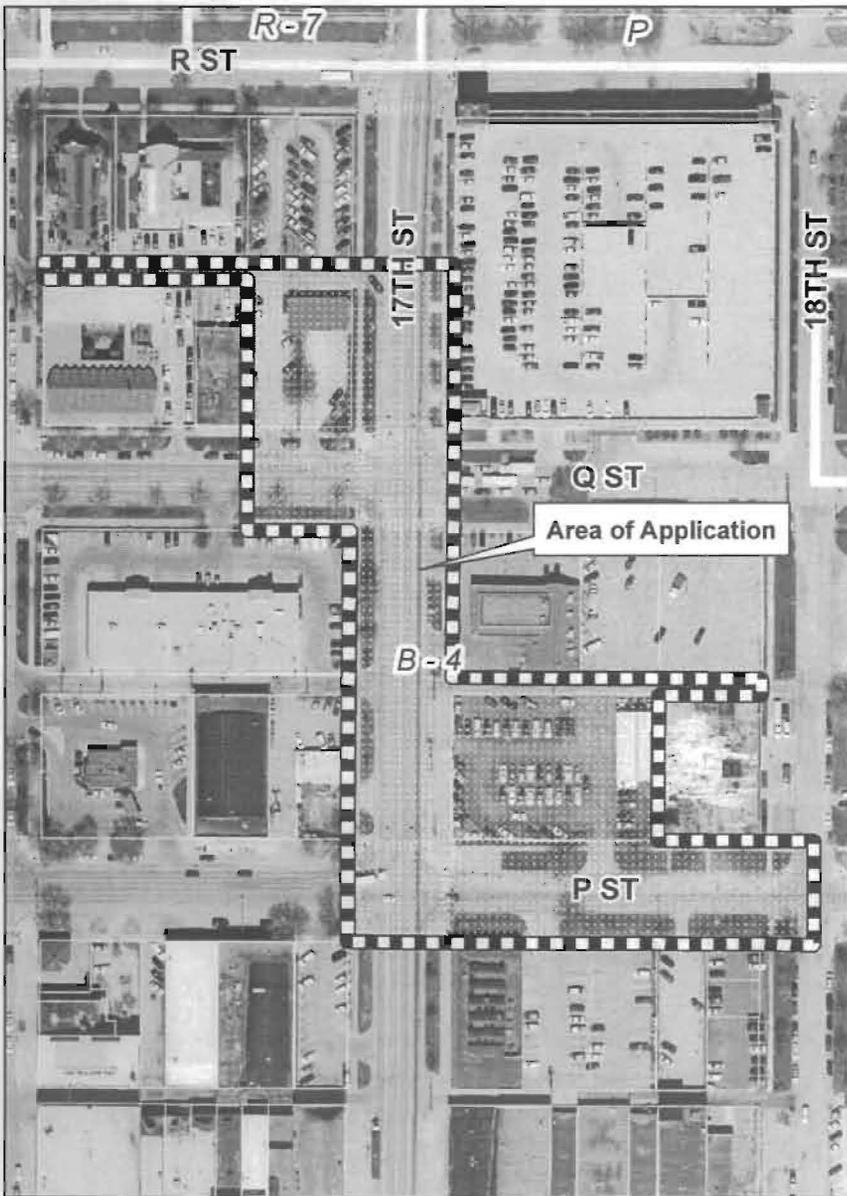
Members present: Gaylor Baird, Cornelius, Esseks, Francis, Larson, Lust, Partington, Sunderman and Taylor.

The Consent Agenda consisted of the following items: **COMPREHENSIVE PLAN CONFORMANCE NO. 11003**, **COMPREHENSIVE PLAN CONFORMANCE NO. 11004** and **STREET AND ALLEY VACATION NO. 11002**.

Ex Parte Communications: None

**Item No. 1.3, Street and Alley Vacation No. 11002**, was removed from the Consent Agenda and scheduled for separate public hearing for further information from staff.

Taylor moved approval of the remaining Consent Agenda, seconded by Francis and carried 9-0: Gaylor Baird, Cornelius, Esseks, Francis, Larson, Lust, Partington, Sunderman and Taylor voting 'yes'.



m:\plan\arcview\CPCRedevelopmentAreaDrawings.mxd (CPC11003)

**Comp Plan Conformance #11003**  
**Lincoln Center & Antelope Valley Redevelopment Plans**  
**17th & Q/Credit Union Project**



## **Proposed Amendments to the Lincoln Center Redevelopment Plan and Antelope Valley Redevelopment Plan for the 17th and Q/Credit Union Redevelopment Project**

**(The project, if approved, will be listed as Project X in the Lincoln Center Redevelopment Plan and Project L in the Antelope Valley Redevelopment Plan.)**

### **17<sup>th</sup> and Q/Credit Union Redevelopment Project**

#### **Revitalization Project and Site Description**

The 17<sup>th</sup> and Q/Credit Union Project includes the relocation of the Credit Union currently located on the northwest corner of 17<sup>th</sup> and Q Street to a prominent location on the P Street Retail Corridor (the northeast corner of 17<sup>th</sup> and P Street). A fraternity will be constructed at the current location of the Credit Union parking lot and drive-through teller building. The 17th and Q/Credit Union Redevelopment Project area, located on two blocks bounded by 16th, 17th, Q, and R Streets and by 17th, 18th, P, and Q Streets in Downtown Lincoln, includes lots 11 and 12 of the Chisletts Subdivision (location of the existing Credit Union drive-through and parking lot) and lots 7 through 10 of block 11, Kinneys O Street Addition (location of the future Credit Union), and adjacent right-of-way including adjacent east-west alleys on both blocks, 17<sup>th</sup> Street to the north side of the east-west alley to the south side of P Street, Q Street adjacent to the existing credit union drive-through and parking lot south to the lot line, and P Street adjacent to the future credit union site south to the lot line as shown on the project area exhibit.

The goal of this project is to help revitalize Downtown and the East Downtown/Antelope Valley areas, and improve the connectivity between Traditional Downtown and East Downtown. The project will remove blighted and substandard conditions and will make positive contributions to the continued revitalization of Downtown Lincoln and the Antelope Valley Area.

The project is consistent with the goals of the Lincoln Center Redevelopment Plan, Downtown Master Plan, and Antelope Valley Redevelopment Plan and are intended to support private sector commercial and residential development in this redevelopment area. Publicly funded redevelopment activities may include the construction of project related public improvements and related streetscape amenities. These improvements correspond to several of the Downtown Redevelopment Goals/Principles identified in the plans. The redevelopment project addresses these goals by accomplishing the following:

- utilizing an underdeveloped lot in a key location;
- promoting a range of urban commercial building types;
- integrating streetscape and landscape improvements in the project area with existing public and private amenities; and,
- enhancing the area's walkable, street-level orientation.

## **Statutory Elements**

Accomplishing the 17<sup>th</sup> and Q/Credit Union Redevelopment Project is expected to involve the assembly of property. The project may involve acquisition, sales, or reconveyances as provided by law and as consistent with the plans.

The current and future land use exhibits identify the changes in the proposed land uses in the project area. Land coverage and building density will be altered with the demolition and relocation of the existing credit union and construction of a fraternity at the credit union's current location. Any demolition or disposition of property will follow policy outlined in the plan. The project site of the existing credit union will be re-platted to create a future site for the fraternity.

The existing street system within the project area may change as a result of this project. Any changes to the existing right-of-way, including on-street parking, lanes, ingress and egress, etc. within the project area will be reviewed by the Public Works Department. Pedestrian streetscape elements will also be enhanced within the project area.

There are no residential units within the proposed project boundaries today. The existing land use in the project area is commercial. The relocation of the credit union will allow for the creation of approximately 60 beds of student housing within the project area. The resulting land uses will be a mix of commercial and residential.

Parking in the adjacent area includes the existing university parking garage with 1,700 parking stalls. Another University-owned garage will be completed in 2014 at 18<sup>th</sup> and Q Streets. The developer is laying out a plan for on-site parking for the credit union. Various on-street parking configurations surround the project area blocks.

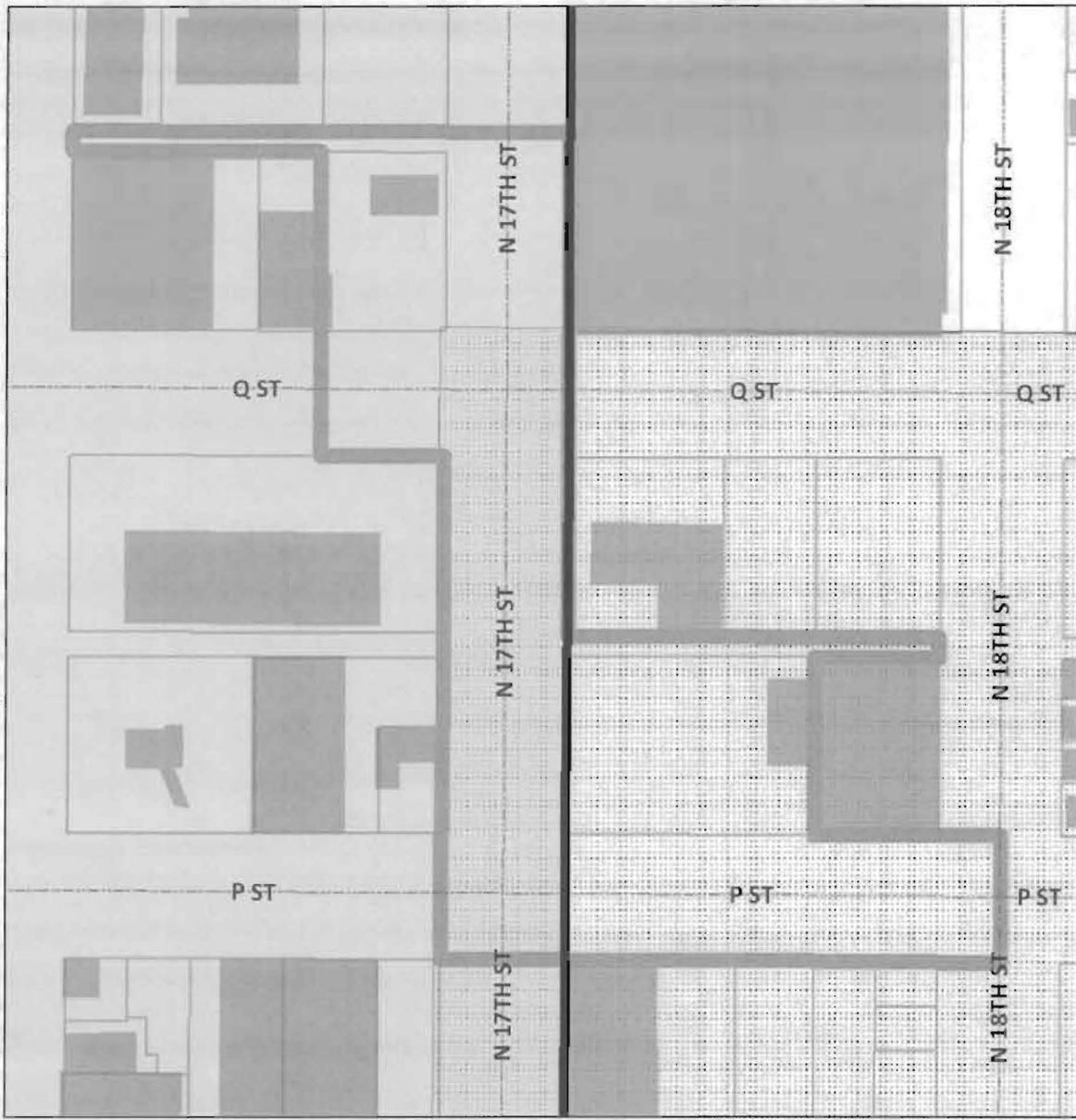
The area is located within the downtown B-4 business zone that allows for a wide range of uses including the developments that are being proposed. Zoning will remain unchanged as a result of this project.

## **Proposed Costs and Financing**

The estimated total cost to implement this mixed-use redevelopment is approximately \$6.6 million, including approximately \$676,000 in public improvements. The source of funds for public improvements will be Community Improvement Financing (commonly referred to as Tax Increment Financing or TIF) generated from the private developments within the project area, and Capital Improvement Program funding.

Public investment may assist in acquisition, demolition, and site preparation; design and construction of utility improvements; design and construction of streetscape and right-of-way improvements; and, other public improvements and enhancements allowed under the law.

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



17th & Q St / Credit Union Project Area  
Exhibit A

— Streets    □ Parcel    ■ Project Area    ■ LCRA    ▨ Antelope Valley Redev Area    ■ Building Footprints

Urban Development

Created by: UDD  
Created on: 02/22/2011





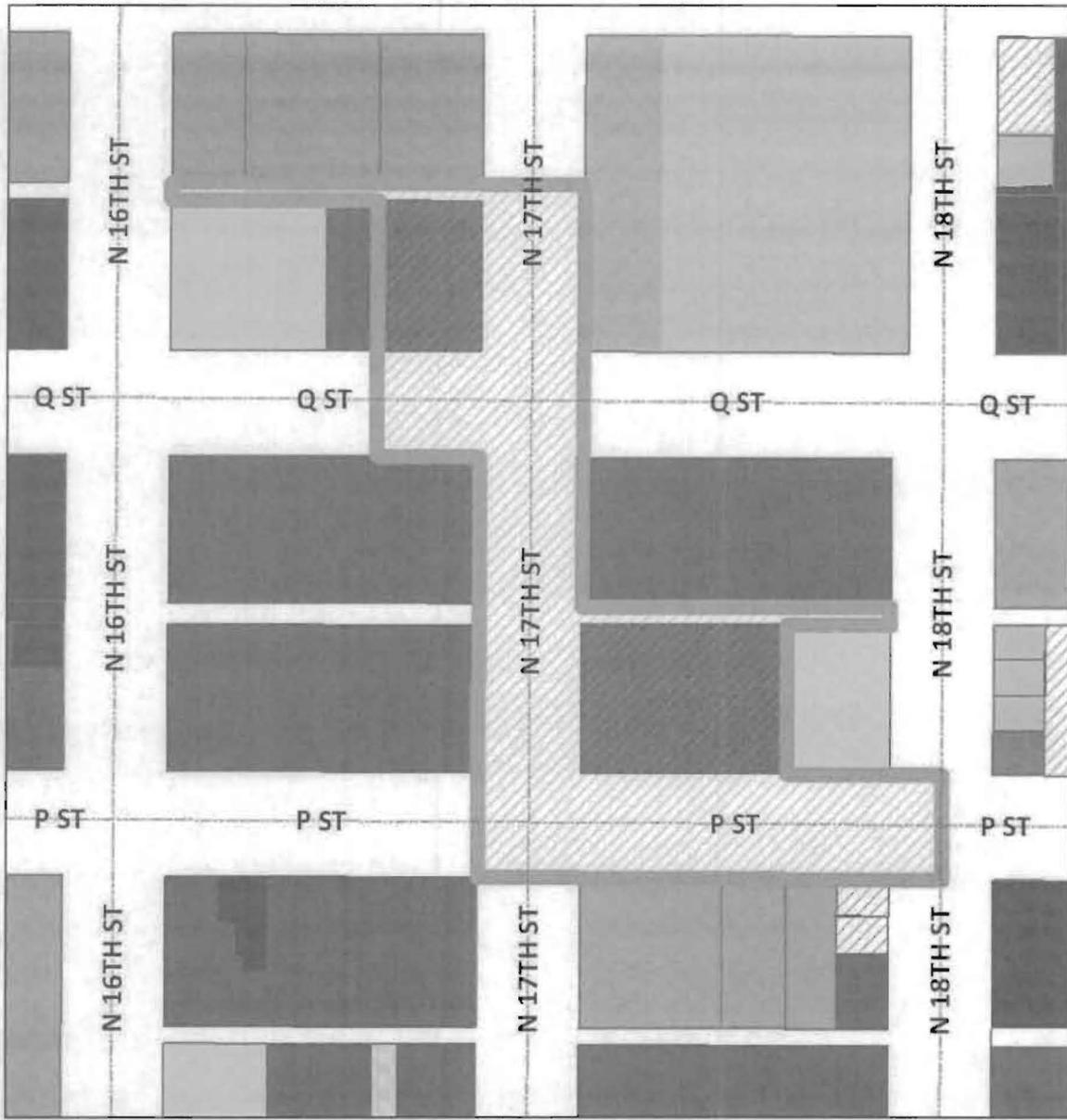
17th & Q St / Credit Union: Aerial Map  
Exhibit B

— Streets  Project Area  Parcel

Urban Development

Created by: UD0  
Created on: 02/22/2011





17th & Q St / Credit Union: Current Landuse

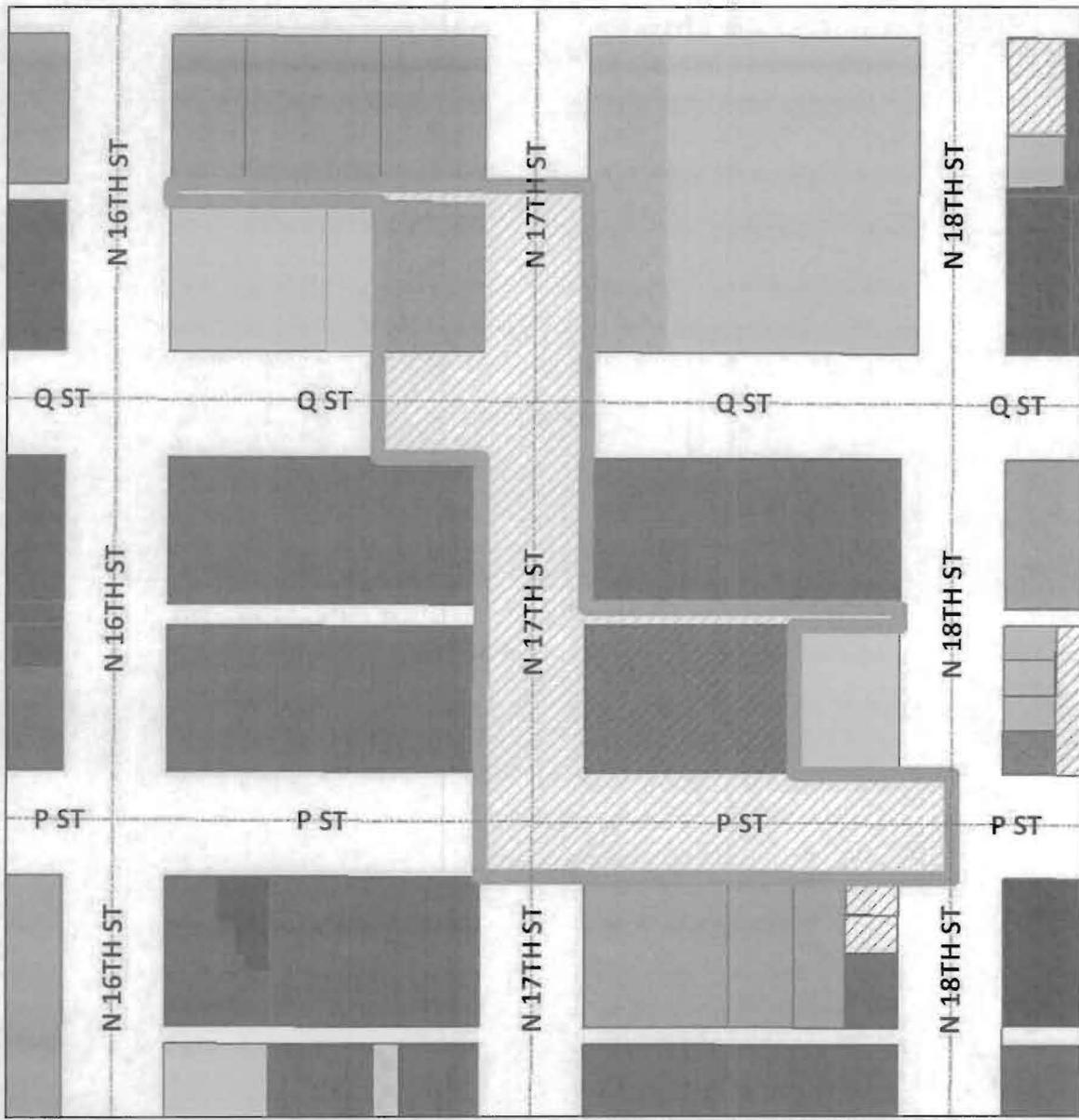
Exhibit C



Urban Development

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17th & Q St / Credit Union: Future Landuse

Exhibit D



Urban Development

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