

## LINCOLN/LANCASTER COUNTY PLANNING STAFF REPORT

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for September 13<sup>th</sup>, 2006 PLANNING COMMISSION MEETING

**P.A.S.:** Comprehensive Plan Conformance No. **06010**

**PROPOSAL:** Review an amendment to add a mixed use redevelopment project to the *Antelope Valley Redevelopment Plan* for conformance with the *Lincoln and Lancaster County 2025 Comprehensive Plan*.

**LOCATION:** An area generally bounded by 17<sup>th</sup> Street on the west, the east-west alley between "O" and "P" Streets on the north, 18<sup>th</sup> Street on the East and "O" Street on the south.

**CONCLUSION:** The proposed amendment is in conformance with the goals and policies of the Comprehensive Plan.

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

**LEGAL DESCRIPTION:** Lots 7 - 18, Block 30, Kinneys O Street Addition,

**PURPOSE:** Nebraska Community Development Law, NEB REV STAT § 18-2112 requires the Planning Commission to review a redevelopment plan as to its conformity with the Comprehensive Plan. A recommendation of the Planning Commission is required to be provided to the City Council.

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

**EXISTING LAND USE:** The Redevelopment Project Area consists of commercial property with parking lots and a non-profit organization to the north, across the alley, and commercial property to the east, south and west. The Redevelopment Project Area is outside the current 100 year Floodplain.

**HISTORY:** As required by the Nebraska Community Redevelopment Act, the City commissioned a Blight and Substandard Determination Study which was completed in April, and adopted in July, 2003. The Antelope Valley Redevelopment Plan was adopted by the City Council on November 29, 2004.

The Comprehensive Plan Future Land Use Map shows this area as Commercial development.

*“Maximize the community’s present infrastructure investment by planning for residential and commercial development in areas with available capacity.” (P. F17)*

*“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.” (P. F18)*

*“Encourage pedestrian orientation with parking at rear of residential and neighborhood commercial uses.” (F69)*

The Antelope Valley Redevelopment Plan (AVRP) shows this area as Mixed Use (AVRP Figure 17).

*“The applicable East Downtown future land use designations would encourage mixes of uses - residential/office/retail/services - next to each other as well as a commercial use on the first floor and another land use on the upper floors.” (AVRP, p. 52)*

*“As a major entrance to Traditional Downtown, the “O” Street Corridor between 17<sup>th</sup> and 27<sup>th</sup> Streets needs to be strengthened. A new streetscape and general street appeal are needed, along with stronger general and neighborhood retail and other mixed uses.” (AVRP, p.55)*

**ANALYSIS:**

1. The Antelope Valley Redevelopment Plan has as its purpose the leveraging of Antelope Valley Project flood control and transportation projects to provide an environment attractive to creative, private sector redevelopment.
2. Pursuant to State Statutes, as formal Redevelopment Projects are proposed in the Antelope Valley Area, written amendments to the Redevelopment Plan need to be reviewed for conformity to the Comprehensive Plan.
3. The Antelope Valley Redevelopment Plan identifies this block as being part of the East Downtown area and the “O” Street Corridor. The East Downtown area is defined as a transitional area between Traditional Downtown commercial uses and

residential neighborhoods to the east. The “O” Street Corridor is a sub-area of East Downtown running along “O” Street from 27<sup>th</sup> to 17<sup>th</sup>, according to the plan. This is a major entryway into Traditional Downtown and is identified as being in need of reinvestment and improvements in landscape and general street appeal.

4. The 4-story, 17<sup>th</sup> and “O” Mixed Use Housing Project will provide 40 units of for-sale condominiums with retail/commercial space at the street level. Forty spaces of on-site, covered, off-street parking are also proposed. The project is proposed to be built on Lots 7 - 10 of the redevelopment area. Other properties on this block will remain unaffected by the project.
5. This Redevelopment Project Area is currently zoned B-4. B-4 zoning allows housing above the first floor and has no off-street parking requirement.
6. This project would use Tax Increment Financing to pay for public improvements such as site preparation, utility improvements, and streetscape improvements. The total project cost is estimated to be \$10,000,000. Public improvements are estimated to make up \$900,000 of this total cost, and will be covered entirely by TIF.
7. Public Works and Utilities has reviewed the plan and has no objection to this project. PW&U, the developer, and Urban Development have agreed that a right turn lane will be provided for the “O” Street driveway. This will require the removal of some parking meters on the north side of “O” Street, and will not allow left hand turns from the east bound lane of “O” Street. The curb cut on 17<sup>th</sup> Street will be abandoned. PW&U has also agreed to the rebuilding and reorientation of the alley on the north side of the project in order to allow access to the first floor parking.
8. The Historic Preservation Planner has reviewed the plan and requested the following addition, to which the applicant has agreed:

Under *D. Implementation Steps* as a second bullet:

- G Submit design for building to Urban Design Committee (UDC) for review and advice on this public-private project; consider advice of UDC in City decision whether design meets public goals for area.

Approval is based upon applicant’s agreement to add this note to the final Project proposal.

9. The Mixed Use Housing Project will provide a suitable transition between the Traditional Downtown and the neighborhoods to the east. It includes streetscape improvements, and provides off-street parking for residents in a covered parking area screened from street-level view. It will act as a catalyst for further private investment in the East Downtown area.

**Comprehensive Plan Conformity No. 06010**  
***Amendment to Antelope Valley Redevelopment Plan***

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10. The proposed amendment to the Antelope Valley Redevelopment Plan conforms to the goals and policies of that plan and to the Guiding Principles and Strategies of the Adopted 2025 Lincoln City/Lancaster County Comprehensive Plan.

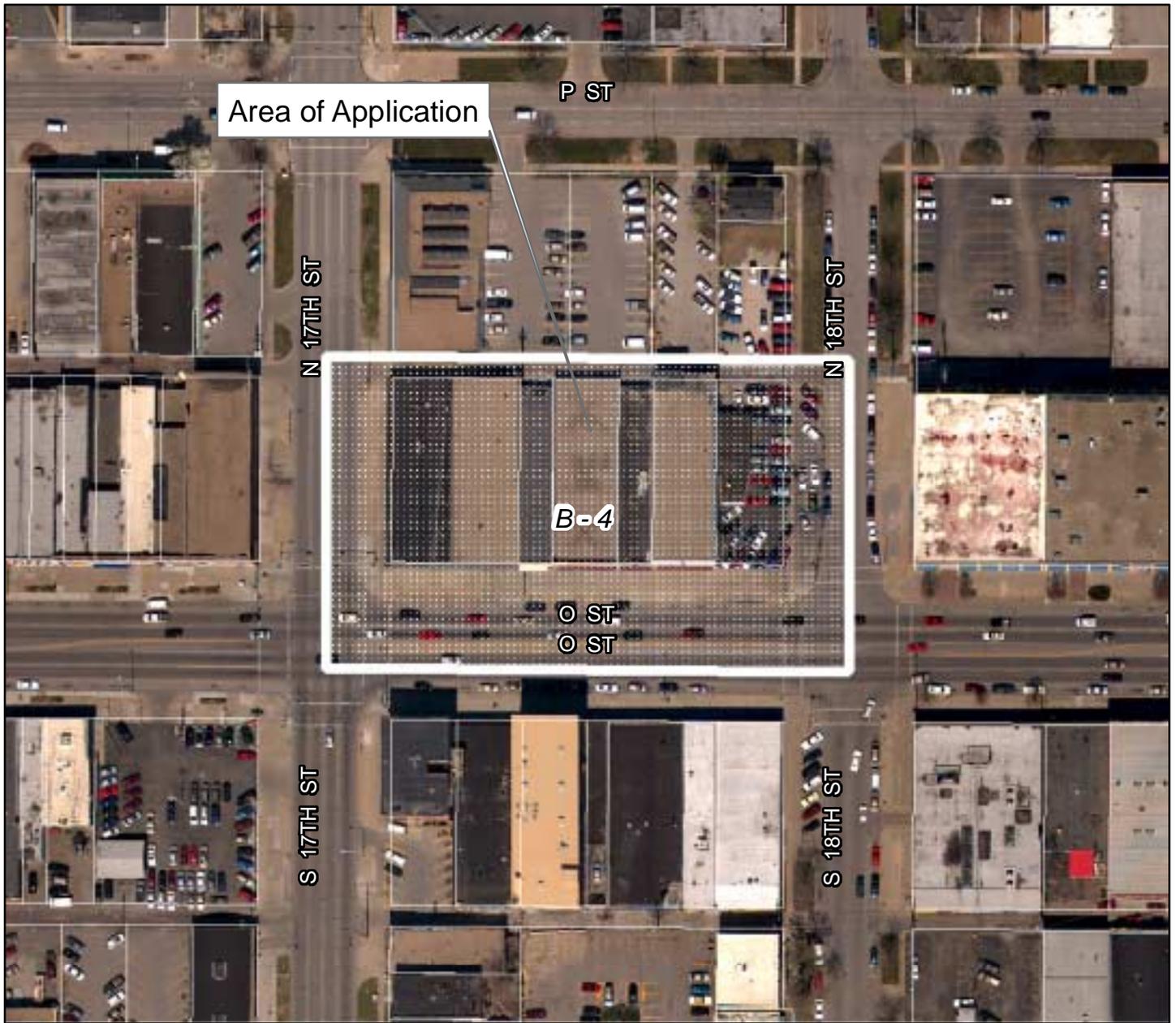
Prepared by:

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

**DATE:** August 29<sup>th</sup>, 2006

**APPLICANT:** Marc Wullschleger, Director  
Urban Development Department  
129 N. 10<sup>th</sup> Street  
Lincoln, NE 68508

**CONTACT:** Dallas McGee  
Urban Development Department  
129 N. 10<sup>th</sup> Street  
Lincoln, NE 68508  
(402) 441-7857



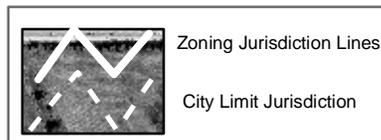
2005 aerial

# Comp. Plan Conformance #06010 17th & O Mixed Use Redevelopment Project Area

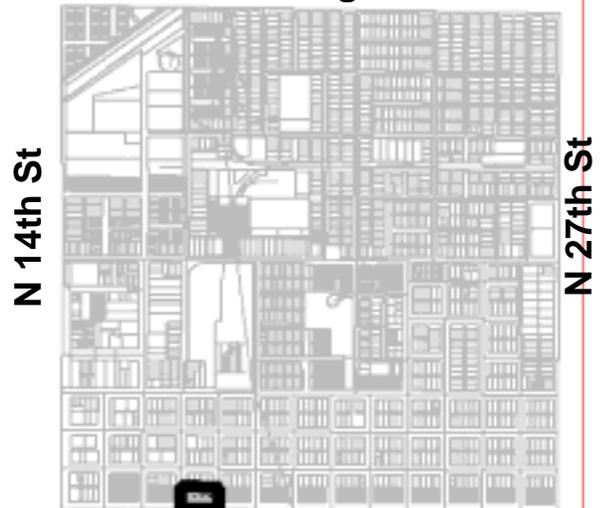
## Zoning:

- R-1 to R-8 Residential District
- AG Agricultural District
- AGR Agricultural Residential District
- R-C Residential Conservation 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. 24 T10N R06E



Holdrege St



## Amendments to the Antelope Valley Redevelopment Plan

### II. 17<sup>th</sup> and O Mixed Use Housing Project

#### A. Site Description and Project Elements:

The 17<sup>th</sup> and O Mixed Use Housing Project Redevelopment Area is bounded by 17<sup>th</sup> to the west, 18<sup>th</sup> Street to the east, O Street to the South and the east – west mid block alley to the north. This area is legally described as Kinneys O Street Addition, Block 30, Lots 7 – 18. See Exhibit AII-1.

The University / East Downtown Future Land Use map shows this area as a mixed use zone, including uses such as “residential / office / retail / services next to each other as well as commercial use on the first floor and other land uses on the upper floors” (Antelope Valley Redevelopment Plan, AVRP, p. 52). The 17<sup>th</sup> and O Mixed Use Housing project being proposed for lots 7 thru 10 of this block (other properties on this block would remain unaffected by this project) meet this future land use goal for providing a mixed use building with first floor commercial on the corner and 40 units of for sale housing. While this parcel’s B-4 zone does not require any on-site parking, this project will also include approximately 40 dedicated, on-site, covered parking stalls.

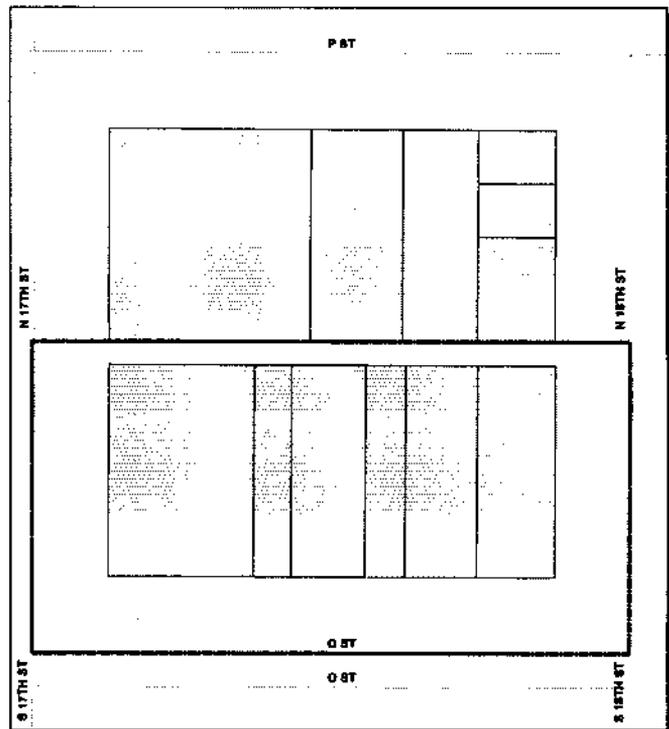


Exhibit A II -1 Project Area

17th & O Mixed Use Redevelopment Project Area

Project Area Streets Parcels



Located outside of the current boundaries of the 100 year flood plain (see AVRP, figure 5, p.18), the proposed four-story approximately \$9,100,000 mixed-use housing project being proposed on lots 7 thru 10 should act as a catalyst for further investment that supports the redevelopment goals outlined in the AVRP. This project is within the area described in the AVRP as Proposed Redevelopment Concept A (see p.76-80). The plan notes that this area would be ideal for residential housing given its proximity to both the University and downtown. A four-story mixed use building with a predominant housing orientation would meet the AVRP’s goal of facilitating medium density developments and the proposed 1<sup>st</sup> floor parking would meet the plans goal of shielding parking with buildings or other structures so “that passerby pedestrians and motorists don’t have to view parked cars or blank wall parking garages.” (AVRP, p.75)

Project elements may include:

- Relocation of overhead utility lines
- Alley enhancements
- Rerouting / upgrading of underground utilities
- Streetscape improvements / landscaping in the public right of way

**B. Statutory elements**

**(1) Property Acquisition Relocation Demolition and Disposal**

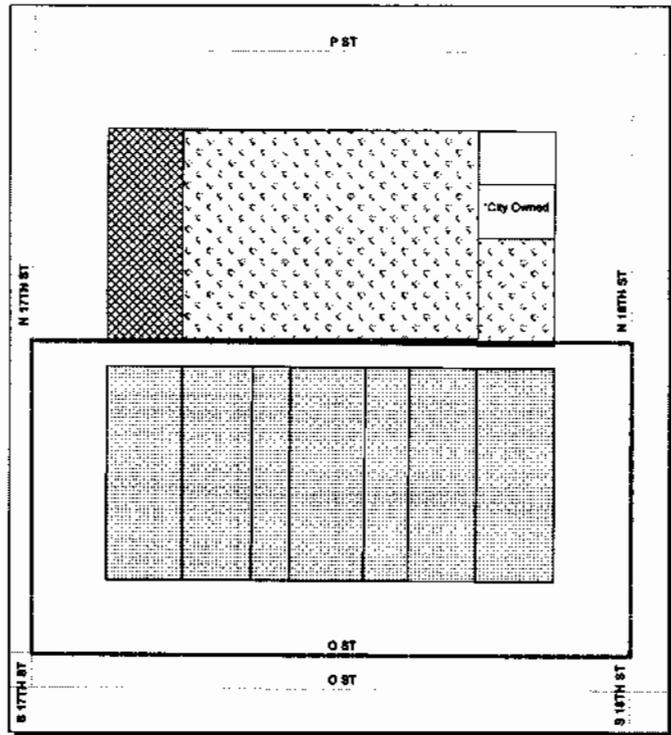
Accomplishing the 17<sup>th</sup> and O Mixed Use Housing Project will not require the City to assemble any property or relocate any of the existing tenants of the affected properties.

**(2) Population density**

There are no occupied residential units in the project area today. The project will result in the construction of 40 one and two bedroom condominium units.

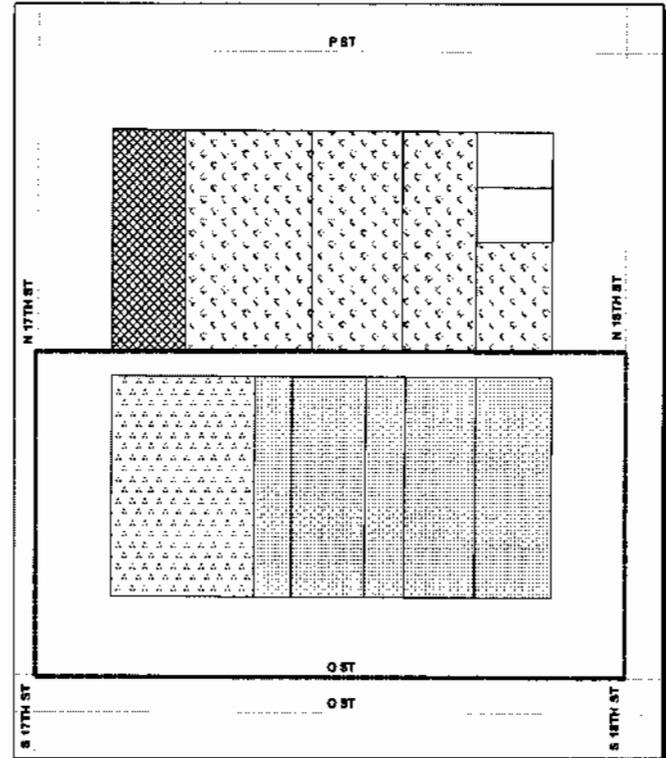
**(3) Land Coverage and Building Density**

Land coverage and building density will be altered with the implementation of this project. The existing building on Kinney's O Street Addition, Block 30 lots 7 – 10 will be demolished and replaced with a new four story mixed use building that will contain a 40 stall enclosed parking facility. The other existing buildings on this block will not be affected by this project. The existing and proposed uses are shown on Exhibits AII-2 & AII-3.



**Exhibit A II -2 Existing Land Use**  
17th & O Mixed Use Redevelopment Project Area

Project Area Commercial Vacant  
Non-Profit Parking



**Exhibit A II -3 Proposed Land Use**  
17th & O Mixed Use Redevelopment Project Area

Project Area Parking Commercial  
Non-Profit Mixed Use/Residential



**(4) Traffic Flow, Street Layout and Street Grades**

The existing street system within the project area will remain unchanged as a result of implementation of this project. Pedestrian amenities may be constructed in the right of way adjacent to the proposed hotel project. The applicant intends to abandon one of the 17<sup>th</sup> Street curb cuts as part of this project, but will retain the curb cut on O Street to support resident parking. The east-west alley on the block is projected to be rebuilt and reoriented to provide better access to the building's first floor parking.

**(5) Parking**

This project's location in the B-4 zone district does not require any on site parking. 40 on-site parking stalls will, however, be provided inside the proposed development.

Nearby covered public parking facilities that serve the area are limited to the University of Nebraska's 17<sup>th</sup> and R Streets Garage (2000 spaces, open by permit to UNL students and staff) and surface parking is available at the University operated lot just to the east of the 17<sup>th</sup> Street facility. On street metered and unmetered parking is available in the project area.

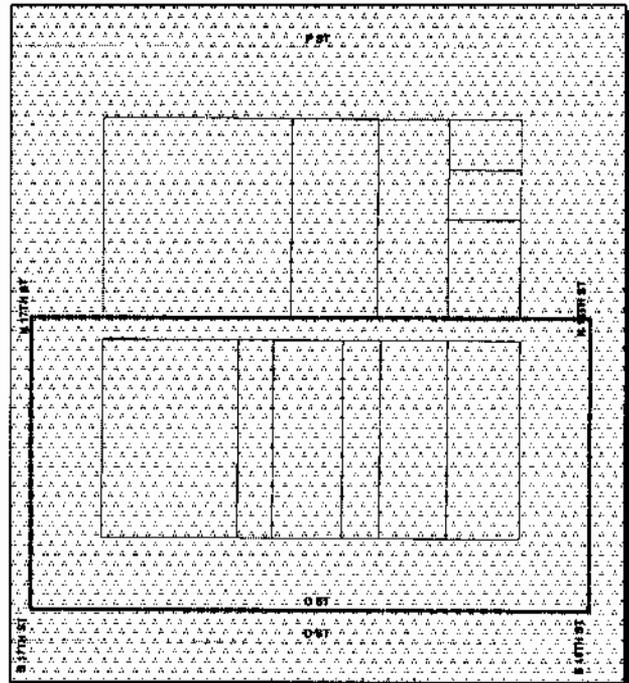
**(6) Zoning, Building Codes and Ordinances**

The area is located in an area zoned B-4, a business zone that allows for a wide range of uses including the mixed use commercial and housing developments that are being proposed. See Exhibit AII-4.

Zoning will remain unchanged as a result of this project. At this time, there are no contemplated changes in the City zoning laws or building codes to implement this project.

**(7) Public Infrastructure**

New infrastructure improvements are anticipated to be needed as a result of this project. These improvements may include reorientation of utilities located in the alley, alley reconstruction, new curbs, sidewalks, lighting, plant material, street furniture and other streetscape improvements. The City may also work with the developer to improve public utilities serving this project area.



**Exhibit A II -4 Zoning**  
17th & O Mixed Use Redevelopment Project Area

Project Area B-4



**(8) Cost Benefit Analysis**

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

**C. Proposed Costs and Financing**

**(1) Overview**

Estimated cost of implementation of the 17<sup>th</sup> and O Mixed Use Housing Project is \$10,000,000. This includes an estimated private investment of \$9,100,000 and \$900,000 of public infrastructure investment.

Public Investment could include: site preparations, utility improvements, and streetscape improvements. The streetscape improvements could include alley and sidewalk construction, curb and gutter construction, parking reconfiguration, landscaping, installation of pedestrian lighting, benches, trash receptacles, bike racks, signage and other street furniture and landscape plantings. The amounts and uses of public funding will be more specifically identified as part of redevelopment agreement that will be prepared with the developer of the Kinney's O Street Addition Block 30, lots 7 thru 10.

**(2) Estimated Uses and Sources of Funds:**

The overall cost of this project is approximately \$10,000,000. Initial estimates suggest a need for up to \$900,000 in public improvements to prepare this site for private development, as follows:

Estimated Potential Uses:

site preparations, utility improvements, and streetscape improvements.	\$ 900,000
<b>Total Est. Public Uses</b>	<b>\$ 900,000</b>

Estimated Sources of Public Funds:

TIF from investment	\$ 900,000
<b>Total Est. Public Sources</b>	<b>\$ 900,000</b>

**D. Implementation Steps**

Under Nebraska Community Development Law, the first step in the redeveloping an area is for the City to declare the area blighted and substandard and in need of redevelopment / revitalization. The Lincoln City Council completed this first step by declaring the Antelope Valley Redevelopment Area blighted on July 21, 2003, affirming that this area was "blighted and substandard." The City Council determined that private enterprise could not redevelop this area without the assistance provided by the Community Development Law (see Blight Resolutions, Appendix 2). On November 29<sup>th</sup>, 2004, the City Council approved the Antelope

Valley Redevelopment Plan, thus providing the legal framework for future redevelopment projects.

Implementation steps for the 17<sup>th</sup> and O Mixed Use Housing Project:

- Negotiate redevelopment agreements with developers of Kinney's O Street Addition, Block 30, lots 7 thru 10 and receive City Council approval of redevelopment agreements.
- Issue and sell Community Improvement Financing bonds or notes.
- Select and execute agreements with architects, engineers and construction firms, pursuant to city standard practice, to design and build publicly financed portions of the redevelopment.



**Dallas A Mcgee/Notes**  
08/24/2006 04:38 PM

To Sara S Hartzell/Notes@Notes  
cc  
bcc  
Subject Re: 17th and O st. 

Sara  
This sounds fine to me.  
Dallas  
Sara S Hartzell/Notes

**Sara S Hartzell/Notes**  
08/24/2006 04:35 PM

To Dallas A Mcgee/Notes@Notes  
cc  
Subject 17th and O st.

Dallas,

I gave the submittal for this project to Ed Zimmer for review. He would like to see an item added to the Implementation Steps on the final page:

After "Negotiate redevelopment agreements...." Add as a second bullet:

"Submit design for building to Urban Design Committee for review and advice on this public-private project; consider advice of UDC in City decision whether design meets public goals for area."

Is this agreeable to you?

Sara S. Hartzell  
shartzell@lincoln.ne.gov

## Memorandum

**To:** Sara Hartzell, Planning Department  
**From:** Charles W. Baker, Public Works and Utilities  
**Subject:** Comp Plan Conformance #06010 Antelope Valley Redevelopment Plan Amendment  
**Date:** August 28, 2006  
**cc:** Randy Hoskins

The City Engineer's Office of the Department of Public Works and Utilities has reviewed the Comp Plan Conformance #06010 Antelope Valley Redevelopment Plan Amendment for the property located at 1700 "O" Street. Public Works has no objections to the Amendment.

Meetings with our department, the developer and Urban Development have ironed out the scope of the project details. Please note in the report as a reminder that a right turn lane is to be provided for the "O" Street driveway. This will be accomplished by the removal of the parking meters on the north side of "O" Street, and that left turn maneuvers from east bound "O" Street will be prohibited.