LINCOLN/LANCASTER COUNTY PLANNING STAFF REPORT

for July 18th, 2007 PLANNING COMMISSION MEETING

P.A.S.: Comprehensive Plan Conformance No.**CPC07016**

PROPOSAL: Review an amendment to add four projects to the Antelope Valley Redevelopment Plan to determine conformity with the *Lincoln and Lancaster County 2030 Comprehensive Plan*.

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

RECOMMENDATION: Find that the proposed amendment is in conformance with the Comprehensive Plan.

GENERAL INFORMATION:

LEGAL DESCRIPTION:

1. Project C: Kinneys O St Add. Block 22, Lots 13 - 18
2. Project D: D.D. Muirs Sub of Lot14 J.G. Millers, Lots 13 - 16 and Yates & Thompson Sub of Lot 13 J.G. Millers, Lots 10 - 12.
3. Project E: Ryans Thos Sub of Lot 10 SW 13-10-06, Block 1, Lots 17 - 20
4. Project F: 10th Street from viaduct south of Charleston St. to Military Road.

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:

Project C: B-3 (Commercial District)
Project D: I- 1 (Industrial District)
Project E: R-4 (Residential District)
Project F: B-3 (Commercial District) - From Charleston St. to alley between Claremont and New Hampshire on both sides; east side from before-mentioned ally to Claremont
R-4 (Residential District) - from before-mentioned alley to ½ block north of Claremont on west side; Claremont to ½ block north on east side.
P (Public Use District) - from ½ block north of Claremont to Military Road.

EXISTING LAND USE: Generally, the redevelopment area is made up of a wide variety of uses from heavy industrial to commercial, public, and residential uses. Specifically:

Project C: The three properties are single family homes that have been converted and are currently used as businesses. Surrounding uses to the east, south, and west are commercial, with a commercial business and two single family residences to the north.

Project D: The eastern parcel is a former manufacturing building, the western parcel is a vacant lot. Surrounding uses are all industrial, with the exception of single family residences to the northwest.

Project E: The area is currently in use as a single family residence. Surrounding uses to the east, south, and west are single family residences, with public uses (State Fair Park) to the north.

Project F: The area is street right-of-way. Surrounding uses are single family residences, commercial and public uses.

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.

COMPREHENSIVE PLAN SPECIFICATIONS:

The Comprehensive Plan Future Land Use Map shows the Project C area as future Commercial, Project D area as future Industrial, Project E area as future Urban Residential, and Project F area as city right-of-way

"*Maximize the community's present infrastructure investment by planning for residential and commercial development in areas with available capacity." (P. 9)*

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

The Urban Design Committee should serve as an advisory board on the design of city buildings and other public projects, major public/private developments, and any private projects constructed on city right of way or other city property.(P. 129)

The Antelope Valley Redevelopment Plan (AVRP) shows the Project C area as Mixed Use, Project D area as Flex/Industrial, Project E area as Medium Density, and Project F area as Mixed Use Retail. (AVRP Figure 18).

" As a major entrance to Traditional Downtown, the "O" Street Corridor between 17th and 27th 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)

Mixed Use *"The Mixed Use designation along "O" Street is intended to provide an attractive entry corridor to and from downtown as well as a central neighborhood amenity...auto-oriented land uses are predominant and will likely continue...Public streetscape improvements can upgrade the appearance of the area and should be matched by higher design standards for private improvements..." (AVRP, p.59)*

Flex/Industrial *"Flex Space and Industrial is currently zoned industrial and that is the predominant land use... Flex-space option is included to allow for some further evolution of these properties...could mean re-use of the existing industrial buildings as future residential, retail, or even industries such as environmental or 'green' research center." (AVRP, p.65)*

Medium Density *"...encourages new mixed-income housing products and mixes with strong design characteristics to strengthen the surrounding and adjacent neighborhoods...replacement of lesser quality housing structures with new quality housing products....should fade in density and blend seamlessly with the adjacent neighborhoods." (AVRP, p.61)*

Neighborhoods *"Furthermore, the design of such new space should enhance and contribute to the aesthetic character and function of the existing buildings and the surrounding neighborhood form." (AVRP, p. 56)*

Mixed Use Retail *"The existing retail developments do not encourage pedestrian traffic ..." (AVRP, p.57)*

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. Project C: The Antelope Valley Redevelopment Plan identifies this area as Mixed Use that provides an entry corridor to downtown, a central neighborhood amenity, which is auto-oriented with public streetscape improvements and higher design standards.
   Project D: The Antelope Valley Redevelopment Plan identifies this area as Flex/Industrial Space that may have some flexibility which could include re-use of

existing industrial buildings as future residential, retail, or industries such as environmental or 'green' research center.

Project E: The Antelope Valley Redevelopment Plan identifies this area as Medium Density which encourages new mixed-income housing products and mixes with strong design characteristics to strengthen surrounding and adjacent neighborhoods.

Project F: The Antelope Valley Redevelopment Plan identifies this area as Mixed Use Retail which allows for a mix of retail, residential, office and services.

4. Project C: The "O" Street Redevelopment Project: 25th to 26th Streets will provide a mixed use office/retail development on three parcels currently occupied by homes that have been converted to, and used as, businesses for many years. Redevelopment activities may include:
   - Voluntary acquisition of property
   - Demolition, disposal/sale of property
   - Site preparation including driveway easements if needed, driveway approaches and sidewalks
   - Relocation of overhead utility lines
   - Rerouting/upgrading of underground utilities
   - Landscaping in public right-of-way
   - Paving the alley

   Project D: The Adaptive Re-Use of Existing Building into Mixed-Use Office/Retail project will provide the adaptive re-use of an old manufacturing building and vacant lot at 2124 "Y" Street into a mixed-use office/retail. Redevelopment activities may include:
   - Voluntary acquisition of property
   - Utility relocation, including installation of fiber optics
   - Parking lot construction
   - Site preparation including driveway easements if needed, driveway approaches and sidewalks
   - Landscaping in public right-of-way
   - Alley paving

   Project E: The Housing Redevelopment Project will remove a substandard house and replace it with up to two new housing units, designed to fit in with the character of the existing neighborhood. Redevelopment activities may include:
   - Voluntary acquisition of property
   - Demolition, disposal/sale of property
   - Site preparation including driveway easements if needed, driveway approaches and sidewalks
   - Relocation of overhead utility lines
   - Rerouting/upgrading of underground utilities
   - Landscaping in public right-of-way
   - Paving the alley

Project F: The Streetscape Project in the North Bottoms Neighborhood will provide streetscape improvements including decorative lighting, sidewalk replacement, trash receptacles, bike racks, and landscaping in the city right-of-way.

5. Engineering Services has reviewed the amendments to the Antelope Valley Redevelopment Plan and has the following comments to the four potential projects:

   5.1 "O" Street Redevelopment 25-26th - New Mixed Use Office Retail - Engineering Services has not reviewed any specific plans but would recommend that the plan not include direct access to "O" Street.

   5.2 Adaptive Re-Use of Existing Building into Mixed Use Office Retail at 2124 "Y" Street - No comment.

   5.3 Housing Redevelopment 1546 North 14th Street - Access to the redeveloped lot/lots needs to be a consideration in the redevelopment plan.

   5.4 Streetscape Project in the North Bottoms Neighborhood - Maintenance, decorative street lighting, etc. are an ongoing expense and needs to be considered with implementation of the plan.

6. The Lincoln-Lancaster County Health Department (LLCHD) has reviewed the comprehensive plan conformance application with the following noted:

   6.1 The LLCHD advises that noise pollution can be an issue when utilizing a mixed-use development concept.

   6.1 Lincoln Municipal Code (LMC) 8.24 Noise Control Ordinance does address noise pollution by regulating source sound levels based upon the receiving land-use category or zoning. However, the LLCHD does have case history involving residential uses and abutting commercial uses in which the commercial source does comply with LMC 8.24, but the residential receptors still perceive the noise pollution as a nuisance. The LLCHD strongly advises the applicant to become with familiar with LMC 8.24. The LLCHD advises against locating loading docks, trash compactors, etc. adjacent to residential zoning. Therefore, creative site design should be utilized to locate potential sources of noise pollution as far as possible from residential zoning.

7. Public Works and Utilities, Watershed Management Division has the following comments on specific projects:

   Overall: Look for opportunities with landscaping, beautification, streetscaping, and trail improvements to include water quality features where possible to provide for multiple benefits and functions.

7.1 Project C: “O” St Redevelopment Project 25th to 26th. (2530 "O", 2536 "O" and 2544 "O") - These properties are not in the flood plain.

For the remaining 3 projects please note that substantial improvements (those which increase the property value more than 50%) to existing structures in a floodplain must meet all floodplain regulations according to Lincoln Municipal Code, Ordinance 27.52.03.

7.2 Project D: Adaptive Re-Use of Existing Building 2124 Y Street - This reuse of existing buildings involves 2 properties. (2124 Y Street and 1102 N 21st Street). The west half of 1102 is in the 100 year flood plain but not within the Salt Creek flood storage area.

7.3 Project E: Housing redevelopment project 1546 N. 14th Street - This property is in the Salt Creek Storage Area 15 which has 65% allowable fill.

7.4 Project F: Streetscape Project in the North Bottoms - This proposed work along N. 10th Street is all within Salt Creek Flood Storage Area 14 which has 60% allowable fill.

8. All of these above projects, being public/private projects, should seek review by the Urban Design Committee. Project E will also need to conform to Neighborhood Design Standards.

9. Development should conform to the subdivision and zoning ordinances and adopted design standards. Meeting jointly with the Public Works, Building and Safety, and Planning Staffs is strongly encouraged before preparing specific development plans.

10. Project C: This project meets the goals of the Antelope Valley Redevelopment Plan and the Comprehensive Plan. Care should be taken to ensure the project is compatible with the residential uses to the north, as described in the Antelope Valley Redevelopment Plan (p. 59)

Project D: This project meets the goals of the Antelope Valley Redevelopment Plan and the Comprehensive Plan. The project proposes a mixed-use office/retail use, however, the Industrial/Flex space description allows for residential uses. This area is not currently zoned for residential uses, nor would they be appropriate. Uses should be limited to commercial and industrial.

Project E: This project meets the goals of the Antelope Valley Redevelopment Plan and the Comprehensive Plan. Care should be taken to ensure the project blends in both density and design character with the surrounding neighborhood.

Project F: This project meets the goals of the Antelope Valley Redevelopment Plan and the Comprehensive Plan. It supports neighborhood association involvement and will strengthen pedestrian orientation and the identity of the North Bottoms Neighborhood

CONCLUSION: 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 2030 Lincoln City/Lancaster County Comprehensive Plan. It is advised that the comments of Public Works and Utilities Development Services and Watershed Management, Lincoln/Lancaster County Health Department, and the Planning Department are taken into consideration as these projects progress.

Prepared by:

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Planner

DATE:

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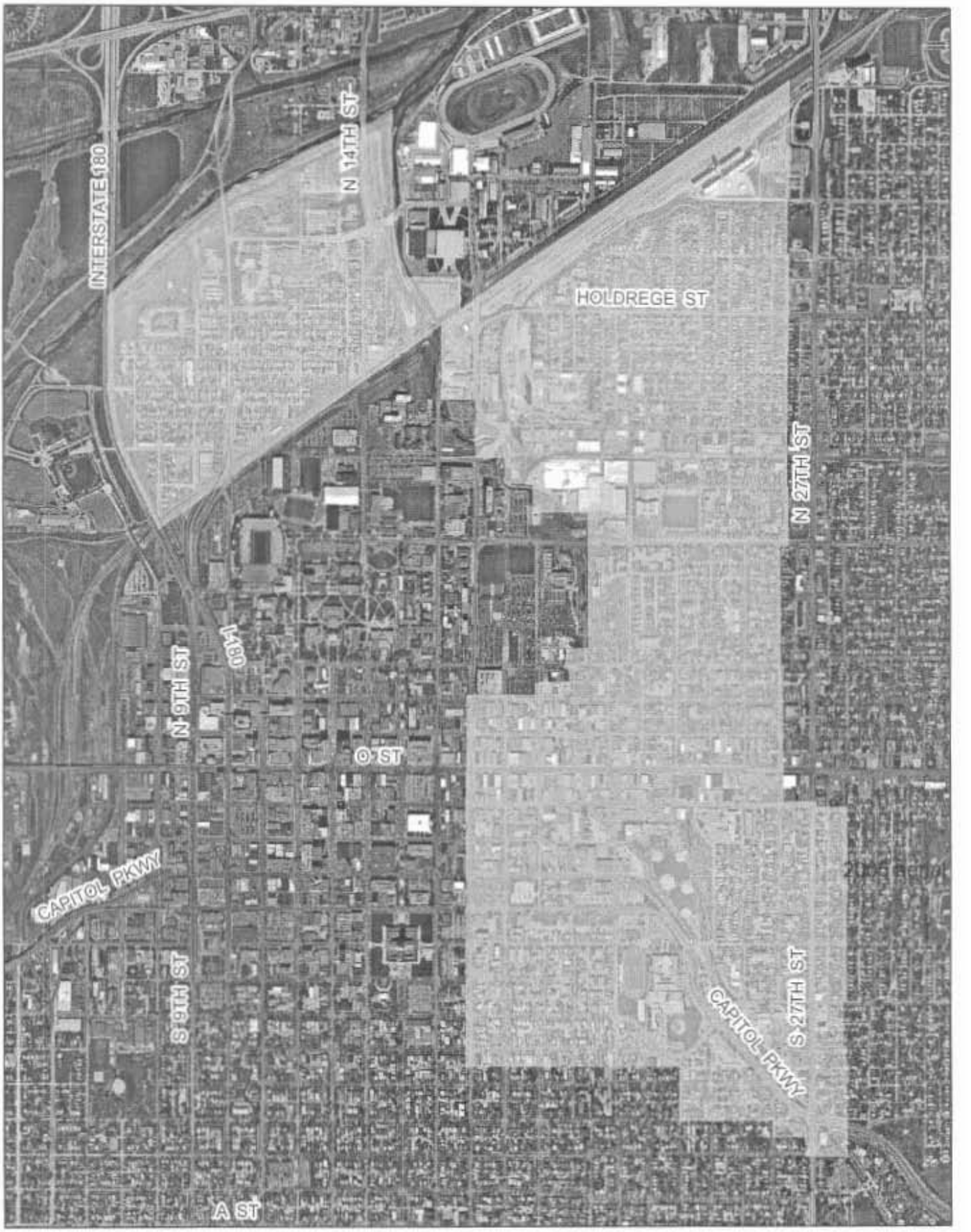

Comp Plan Conformance #07016
Antelope Valley Redevelopment Plan

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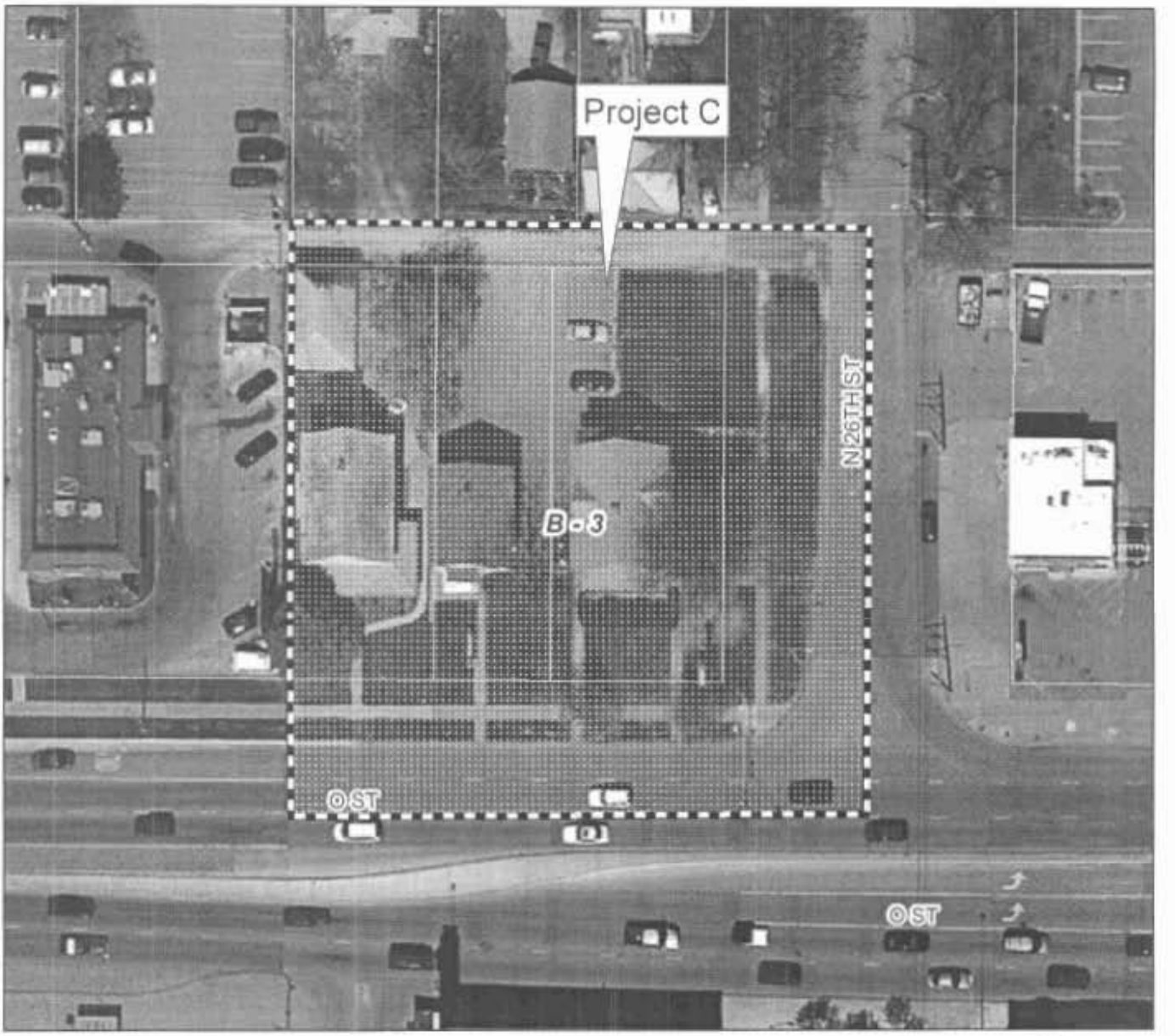
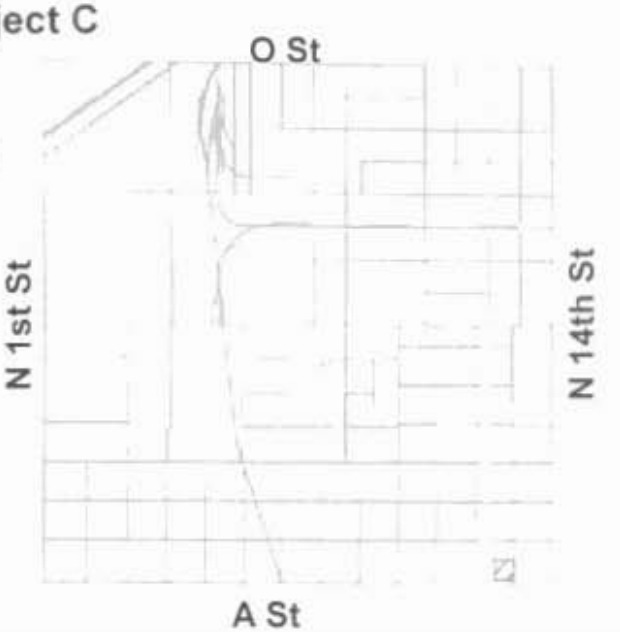


Comp Plan Conformance #07016
Antelope Valley Redevelopment Plan - Project C
N 26th & O St

2005 aerial

Zoning:

One Square Mile
Sec. 24 T10N R06E



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

Zoning Jurisdiction Lines

City Limit Jurisdiction

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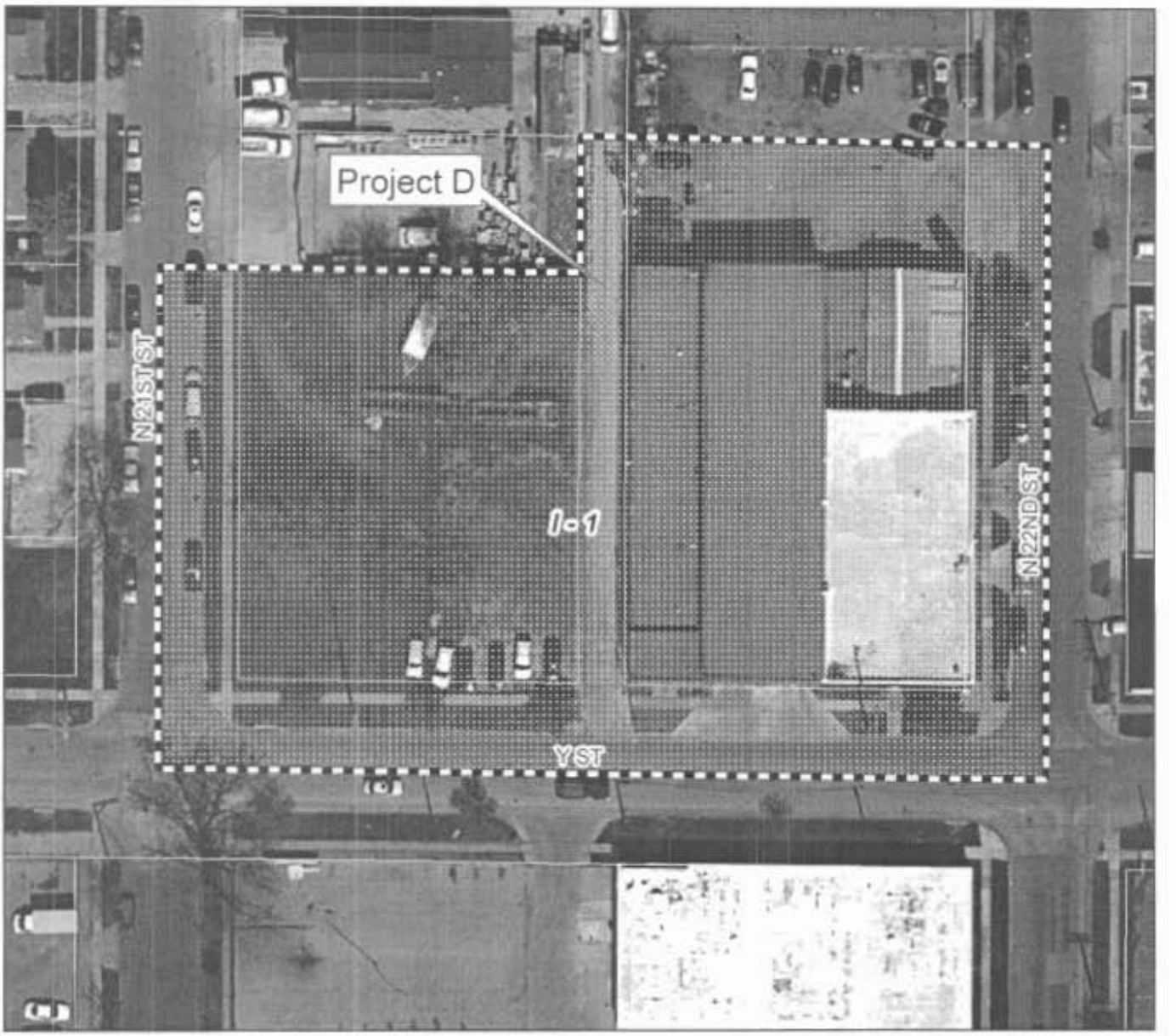

Comp Plan Conformance #07016
Antelope Valley Redevelopment Plan - Project D
N 21st & Y St

2005 aerial

Zoning:

One Square Mile
Sec. 24 T10N R06E

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
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H-1	Interstate Commercial District
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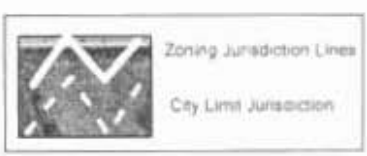
H-4	General Commercial District
I-1	Industrial District
I-2	Industrial Park District
I-3	Employment Center District
P	Public Use District



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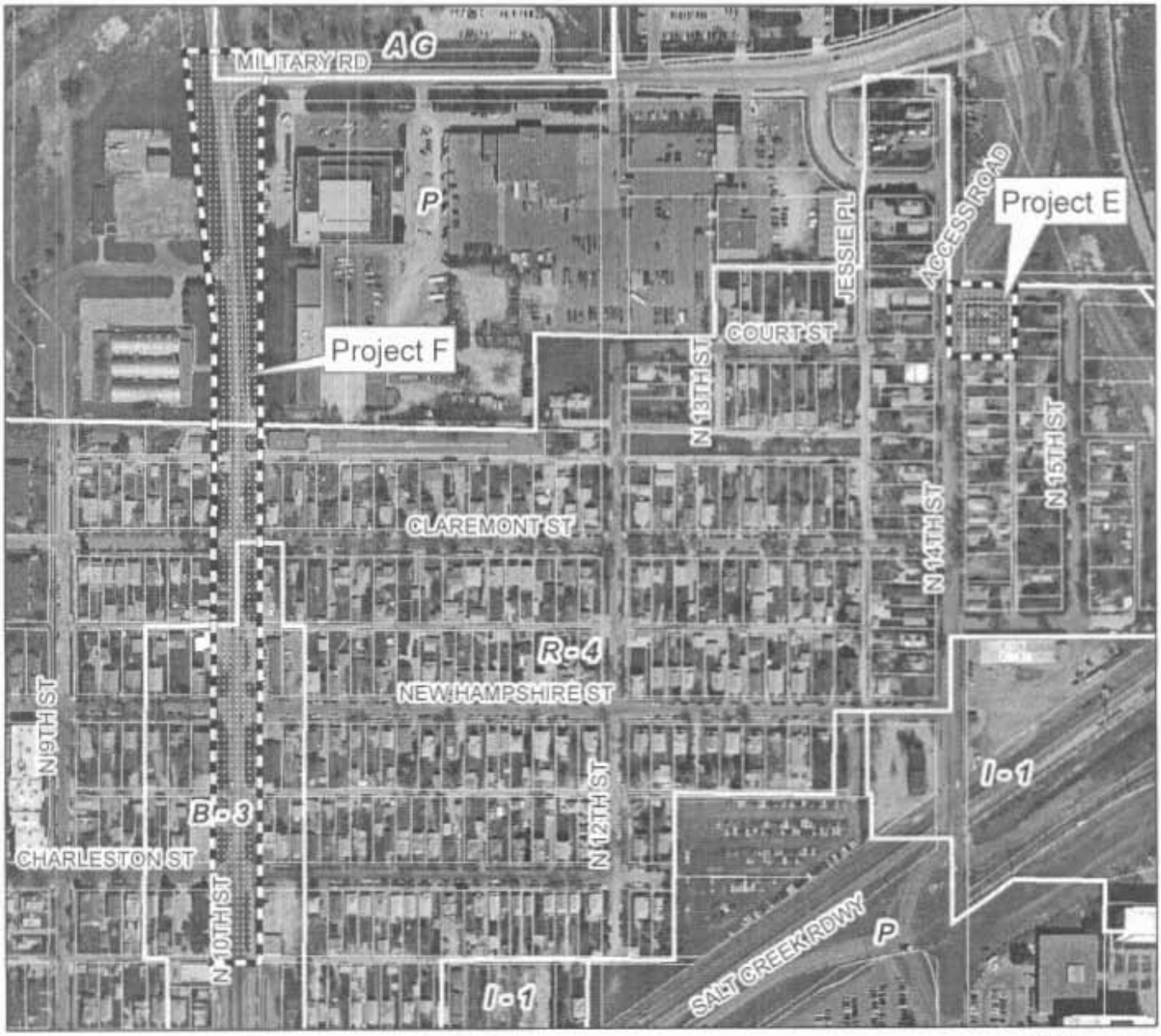

2005 aerial

Comp Plan Conformance #07016
Antelope Valley Redevelopment Plan
Project E - N 10th & Charleston St
Project F - N 14th & Court St

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

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Three Square Miles
Sec. 13 T10N R06E
Sec. 14 T10N R06E
Sec. 23 T10N R06E

N

Zoning Jurisdiction Lines

City Limit Jurisdiction

C. "O" Street Redevelopment Project: 25th to 26th Streets–New Mixed Use Office/Retail

1. *Site Description:*

This project is located on the north side of "O" Street and includes the three lots west of 26th Street. The Future Land Use Map, Figure 18, page 54, shows this area as Mixed Use. The Mixed Use designation on this portion of "O" Street is intended to provide an attractive entry corridor to and from downtown and improve the area for the benefit of the adjacent neighborhoods. The site is currently zoned B-3 and contains three houses that have been converted to businesses.

2. *Project Elements:*

The is a mixed-use redevelopment project containing office and/or retail. Project elements may include:

- Voluntary acquisition of Kinneys O St. Add, block 22, lot 16, E10' & all lots 17 &18; Kinneys O St. Add, block 22, lot 15, & W15' lot 16; and Kinneys O St. Add, block 22, lot 13-14; generally known as 2544 O Street,2536 O Street, and 2530 O Street.
- Demolition, disposal/sale of property.
- Site preparation including driveway easements if needed, driveway approaches and sidewalks.
- Relocation of overhead utility lines.
- Rerouting/upgrading of underground utilities.
- Landscaping in public right-of-way.
- Paving the alley.

D. Adaptive Re-Use of Existing Building into Mixed-Use Office/Retail, 2124 Y Street

1. *Site Description:*

The site is comprised of an old manufacturing building and a vacant lot. It is currently zoned I-1 Industrial. The Future Land Use map, Figure 18, page 54, identifies the site as Flex/Industrial. This land use option allows for flexible uses meaning reuse of existing industrial buildings as residential, retail, or other uses.

2. *Project Elements:*

Adaptive re-use of an old manufacturing building into a mixed-use office/retail use. Project elements may include:

- Voluntary property acquisition at Muirs Sub L14 Millers Sub, Lot 13-16 and Yates & Thompsons Sub, Lot 13, Millers 24106, Lot 10-12, more generally known as 2124 Y Street and 1102 N. 21st Street.
- Utility relocation, including installation of fiber optics.
- Parking lot construction.
- Site preparation including driveway easements if needed, driveway approaches and sidewalks.
- Landscaping in public right-of-way.
- Alley paving.

E. Housing Redevelopment Project, 1546 N. 14th Street

1. *Site Description:*

This site is currently zoned R-4 and includes a vacant lot and single family house. The Future Land Use map, Figure 18, page 54, identifies the site as Medium Density. This category encourages new mixed-income housing with strong design characteristics to strengthen the surrounding neighborhoods.

2. *Project Elements:*

A housing redevelopment project that will replace a substandard house and vacant lot with up to two new housing units, designed to fit in with the character of the neighborhood. Project elements may include the following elements:

- Voluntary acquisition of Ryans Thos Sub L10 SW 13-10-6, block 1, Lot 17-20, more generally known as 1546 N. 14th Street.
- Demolition, disposal/sale of property.
- Site preparation including driveway easements if needed, driveway approaches and sidewalks.
- Relocation of overhead utility lines.
- Rerouting/upgrading of underground utilities.
- Landscaping in public right-of-way.
- Paving the alley.

F. Streetscape Project in the North Bottoms Neighborhood

The North Bottoms neighborhood is a City designated Focus Area. The neighborhood partnered with the City to develop a Focus Area plan that has been adopted by the

neighborhood association. The Plan identifies a streetscape project on 10th Street, between the viaduct (just to the south of Charleston Street) and extending to Military Road. Preliminary design of the streetscape has been completed and through this redevelopment project, should be constructed. Project elements include decorative lighting, sidewalk replacement, trash receptacles, bike racks, and landscaping, all in the City's right-of-way.

CITY OF LINCOLN
NEBRASKA

MAYOR CHRIS BEUTLER

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June 22, 2007

Marvin Krout, Planning Director
Lincoln Lancaster County Planning Department
555 S. 10th
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Dear Marvin:

Enclosed please find an amendment to *The Antelope Valley Redevelopment Plan*. The amendment adds four projects to the plan:

- A mixed-use office/retail development on "O" Street, between 25th and 26th Streets.
- Adaptive re-use of an old manufacturing building and vacant lot at 2124 "Y" Street into mixed-use office/retail.
- A housing redevelopment project in the North Bottoms neighborhood at 1546 N. 14th Street. The project will remove a substandard house and replace it with up to two new housing units, designed to fit in with the character of the existing neighborhood.
- A streetscape project in the North Bottoms neighborhood, generally located from just south of Charleston Street to Military Road.

Please forward the amendment to the Planning Commission for their consideration of its consistency with the Comprehensive Plan. My understanding is that the amendment will be on the July 18th Planning Commission agenda. If you have questions, please contact me at 441-7606 or whjermstad@lincoln.ne.gov. Thank you.

Sincerely,

Wynn S. Hjermstad

Wynn S. Hjermstad, AICP
Community Development Manager

enc.

cc: David Landis, Director, Urban Development Department

LINCOLN
The Community of Opportunity