6 Mixed Use Redevelopment

This chapter lays out the strategy for mixed use redevelopment that strives for compatibility with surroundings while accomplishing various principles of the Plan.

Introduction

LPlan 2040 projects a significant shift in demographics during the planning period, which is expected to create a demand for some smaller dwellings, smaller lots and more walkable neighborhoods that have retail and services integrated to serve residents. The mixed use redevelopment concept for LPlan 2040 focuses on the existing and expected large supplies of undeveloped or under-utilized commercial land with city services already in place.

Based on the projected demographic trends, fiscal constraints for expanding infrastructure, and numerous opportunities for future redevelopment of commercial areas, the Plan identifies the potential for 8,000 new dwelling units to be located within the existing built-out portion of the City by 2040. The primary focus for new dwelling units is the "Greater Downtown" which includes Downtown proper, Antelope Valley, the Haymarket, and Innovation Campus. These areas should accommodate roughly 3,000 new dwelling units by 2040. 1,000 dwelling units are slated for existing residentially-zoned land, primarily on vacant lots (see *"Neighborhoods & Housing"* chapter). The remaining 4,000 dwelling units are anticipated to be located primarily in MIxed Use

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Redevelopment primarily occurs where land is developed with buildings that are cleared from the site, buildings that are converted to a different use, or a combination of the two. *Infill* primarily occurs where land is not presently developed with buildings.

Mixed Use Redevelopment should target underdeveloped or redeveloping commercial and industrial areas.

Special Needs Housing generally includes, but is not limited to the following uses: elderly housing, assisted living facilities, group homes, domestic shelters, and children's homes.

Redevelopment Nodes and Corridors including existing commercial centers and along major transportation corridors.

Increasing residential densities by adding new dwelling units to existing commercial areas in the form of mixed use centers also strengthens the buying power of adjacent neighborhoods by adding more "rooftops." Strengthened buying power may be able to improve the quality and quantity of localized private businesses and services.

The community should plan for sufficient and varied choices for the location of special needs housing. Special needs housing should be encouraged to locate within mixed use commercial centers where it could serve as a transitional use to less intensive residential development and could benefit from closer proximity of services and retail goods within walking distance.

Guiding Principles

- Mixed Use Redevelopment should:
  - Target existing underdeveloped or redeveloping commercial and industrial areas in order to remove blighted conditions and more efficiently utilize existing infrastructure.
  - Occur on sites supported by adequate road and utility capacity.
  - Be located and designed in a manner compatible with existing or planned land uses.
  - Enhance entryways when developing adjacent to these corridors.
  - Preserve existing affordable housing and promote the creation of new affordable housing throughout the community.
  - Provide a diversity of housing types and choices throughout each neighborhood for an increasingly diverse population.
  - Encourage substantial connectivity and convenient access to neighborhood services (stores, schools, parks) from nearby residential areas.
  - Create housing opportunities for residents with special needs throughout the city that are compatible with and integrated into residential neighborhoods.
  - Incorporate and enhance street networks with multiple modes of transportation in order to maximize access and mobility options.
  - Promote activities of daily living within walking distance, and provide sidewalks on both sides of all streets, or in alternative locations as allowed through design standards or review process.
  - Help to create neighborhoods that include homes, stores, workplaces, schools, and places to recreate.
  - Encourage residential mixed use for identified corridors and redeveloping Regional, Community, Neighborhood, and Mixed Use Office Centers identified as nodes.
  - Develop with substantial connectivity between developing or existing neighborhoods and developing or redeveloping commercial centers.
  - Be encouraged to make available opportunities for individuals and/or organizations to raise and market local food.

- Encourage preservation or restoration of natural resources within or adjacent to mixed use redevelopment areas.
- Encourage public/private partnerships with housing entities such as Lincoln Housing Authority, Nebraska Housing Resource, and NeighborWorks.

Mixed Use Redevelopment Approach

The Mixed Use Redevelopment Approach presented below seeks to fulfill three objectives:

1. To provide flexibility to the marketplace in siting future mixed use redevelopment locations;
2. To offer existing neighborhoods, present and future residents, developers, other businesses, and infrastructure providers a level of predictability as to where such mixed use redevelopment concentrations might be located; and
3. To encourage and provide incentives for residential mixed use in redeveloping commercial and industrial areas.

Balancing these three objectives in a meaningful way will require diligence, mutual understanding, and an ongoing planning dialogue.

The Mixed Use Redevelopment Approach is divided into two major components:

1. Greater Downtown
2. Mixed Use Redevelopment Nodes and Corridors

Components and strategies for redevelopment associated with other chapters include:

1. Commercial Infill (see *"Business & Economy"* chapter)
2. Existing Neighborhoods (see *"Neighborhoods & Housing"* chapter)

Greater Downtown

A major focus for new residential reuse, infill, and redevelopment is in the Greater Downtown area. The Plan envisions an additional 3,000 dwelling units in this core area by 2040. This area is the main hub of employment, entertainment, and higher education. Over the years, there have been significant public and private investments in new building construction, renovations, and infrastructure. In order to capitalize on these collective investments, further development in the Greater Downtown should be realized.

The Plan envisions an additional 3,000 dwelling units in this core area by 2040.

Strategies for Greater Downtown

- Support development and implementation of the *Downtown Master Plan* and the *Antelope Valley Redevelopment Plan*.
- Ensure that new development is compatible with the existing Downtown and is pedestrian-oriented.
- Maintain the urban environment, including a mix of land uses with a major focus on residential uses.
- Encourage higher density development with parking areas at the rear of buildings, below grade, or on upper floors of multi-use parking structures.

Mixed Use Redevelopment Nodes and Corridors

"Down-zonings" in established neighborhoods to help preserve a mix of single family homes and apartments have occurred in several areas over the past decade. In acknowledgement of this trend and community desire, the City's primary strategy for residential infill and redevelopment outside of the Greater Downtown is to encourage the redevelopment and reuse of sites and buildings in commercial areas in order to create new mixed use centers that are compatible and complementary

to adjacent neighborhoods. Nodes and corridors are mixed use and transit oriented. Residential development is strongly encouraged. This strategy is meant to absorb dwelling unit redevelopment demand from existing residential neighborhoods while enhancing areas with blighted conditions.

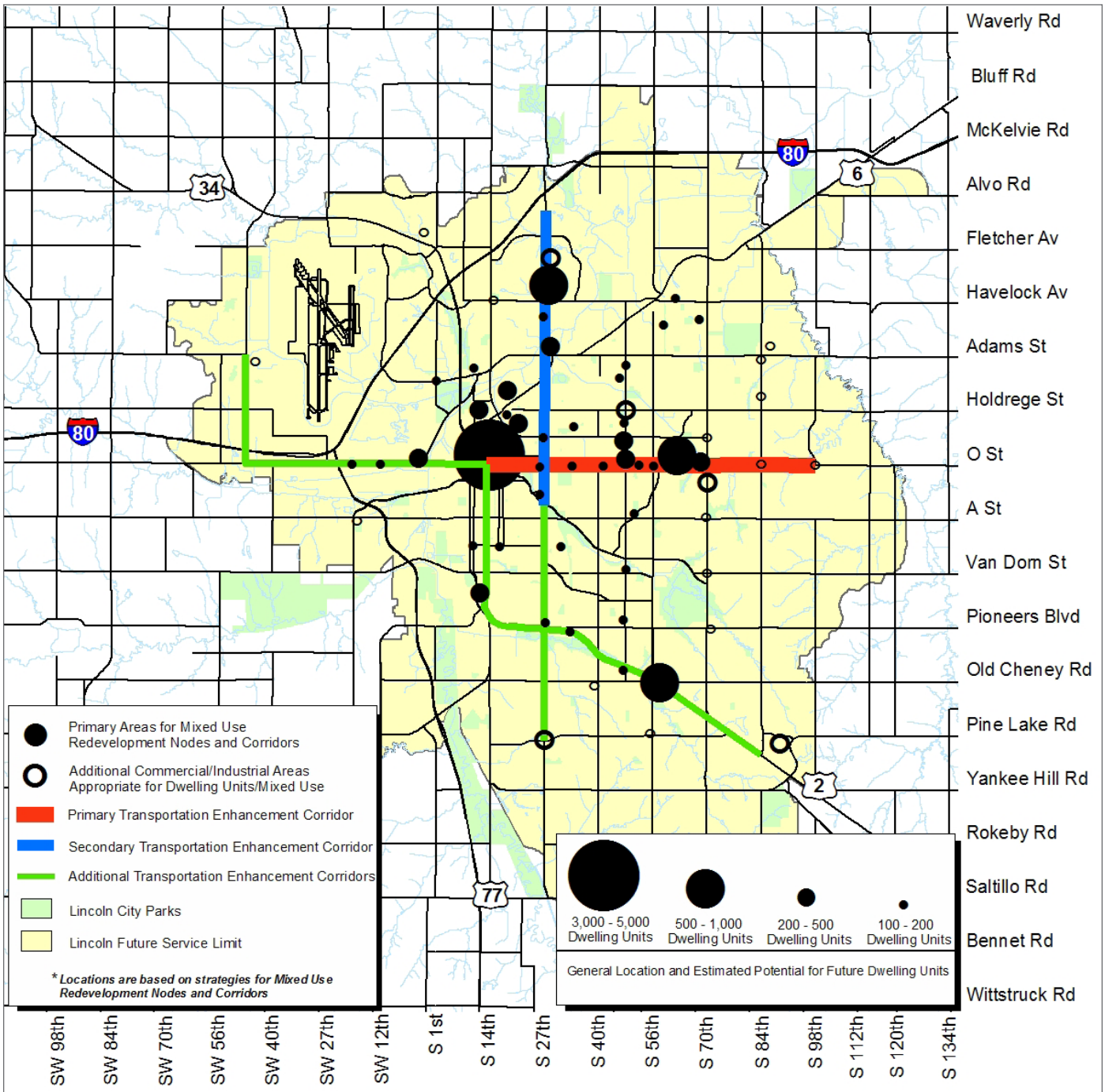
Mixed Use Redevelopment Nodes and Corridors supplement the "Commercial" land use designation on the Future Land Use Map and the Commercial Centers map. Nodes are Commercial Centers that are five acres or larger that are encouraged to be redeveloped into walkable residential mixed use centers. Nodes may be classified as Regional, Community, Neighborhood, or Mixed Use Office Centers, and can be thought of as "villages within the city" with a broad range of land use types including civic, residential, special needs housing, retail, office, and service. Corridors are located along major transportation corridors such as arterials. Corridors often link Mixed Use Redevelopment Nodes and/or other Commercial Centers. Residential mixed use redevelopment should be encouraged in these areas, and transportation enhancements may be targeted to support such redevelopment.

Nodes encompass generalized locations of commercial and industrial land uses with access to arterial streets, public transportation, and proximity to community facilities such as parks and schools. As the foundation of a great new neighborhood, nodes should provide services and retail goods oriented to the residents in and adjacent to the development, with significant pedestrian orientation and access. The adaptive reuse of historic or other existing structures into mixed uses is encouraged. The size, scope, and spacing of a node will depend on the Commercial Center designation. Nodes should be located on arterials and should have access to public transit. They should provide adequate facilities for

Figure 6.1: An architect's depiction of the Mixed Use Redevelopment Nodes and Corridors Concept, Looking West along P Street at about 68th Street

multi-modal transportation including a complete sidewalk network, transit stops, automobile parking and circulation, and storage of bicycles. This concept is designed and intended to be mutually beneficial for existing adjacent neighborhoods and the new mixed use neighborhood created by the redeveloped center. Newer commercial centers that are not yet fully developed are encouraged to utilize this concept as a guide for amending their approved plans to develop as mixed use centers.

Corridors represent priorities for future public transportation enhancements (such as increases in level of service), areas to encourage mixed use redevelopment of commercial strips, and connections for Mixed Use Redevelopment Nodes and/or commercial centers. Corridors are typically



Map 6.1: Mixed Use Redevelopment Nodes and Corridors Map

a half block to a block wide along arterial streets in commercially or industrially-zoned areas. Since they are often located on major arterials between commercial centers, they experience a lot of traffic and usually have transit. Corridors present opportunities for small-scale reuse or redevelopment projects and should include a mix of land use types, especially residential. The adaptive reuse of historic or other existing structures into mixed uses is encouraged. Due to the linear nature of Corridors, existing residential neighborhoods are often next door or across the alley from the commercial strip or industrial remnant. This close relationship makes the adoption of design standards very important in proceeding with this strategy.

Design standards should be developed for Mixed Use Redevelopment Nodes and Corridors. As of 2011, urban design standards generally only cover residential areas inside the 1950 City limits and the Downtown. Most commercial areas of the city are not under any design review and sometimes create rough edges and poor entryways to neighborhoods. Establishing design standards for Mixed Use Redevelopment Nodes and Corridors should result in better design within commercial centers and soften the transition to surrounding neighborhoods.

Strategies for Mixed Use Redevelopment Nodes and Corridors

- Mixed Use Redevelopment Nodes and Corridors should strive to locate:
  - In areas where there is a predominance of commercial or industrial zoning and/or development, focusing on non-residential areas as opposed to existing neighborhoods.
  - In proximity to planned or existing neighborhoods and community services, to facilitate access to existing community services or to address a deficiency by providing services such as grocery stores, childcare centers, and restaurants.
  - Where there is existing or potential for good access to transit, to enhance the public transit system by making it accessible to residents and to facilitate the development of neighborhood multimodal hubs where residents can drive, bike, or walk to a transit stop, go to work, and then shop for their daily needs before they return home.
  - On at least one arterial street to help provide for traffic and utility capacity and access to transit.
  - In areas appropriate for residential mixed use redevelopment, outside of areas identified as Industrial Centers and Highway Oriented Commercial Areas in LPlan 2040 to avoid conflicts with health and safety.
  - In areas that minimize floodplain and other environmental impacts. Areas within the floodplain that already have buildings and fill are appropriate for redevelopment; projects that receive public assistance should meet a higher standard to preserve flood storage. This criterion encourages redevelopment while protecting sensitive environmental areas.
- Strive for commercial Floor Area Ratios of at least 0.5 within buildable areas designated for commercial development inside the project boundary (including public and semi-public buildings). This strategy encourages significant returns on public investment by developing high-quality properties with sustained value, long-term viable businesses to generate sales tax, and efficient use of land and infrastructure resources.

- Strive for residential densities of at least seven dwelling units per gross acre within buildable areas inside the project boundary. This strategy encourages significant returns on public investment by developing high-quality properties with sustained value, supports new businesses in the mixed use center, makes public transportation more viable, and uses land and infrastructure more efficiently.
- Develop design standards specific to Mixed Use Redevelopment Nodes and Corridors.
- Revise pertinent codes and regulations in order to remove impediments to achieving mixed-use residential and commercial development.

***Floor Area Ratio* is the total square feet of a building divided by the square feet of the parcel it occupies.**

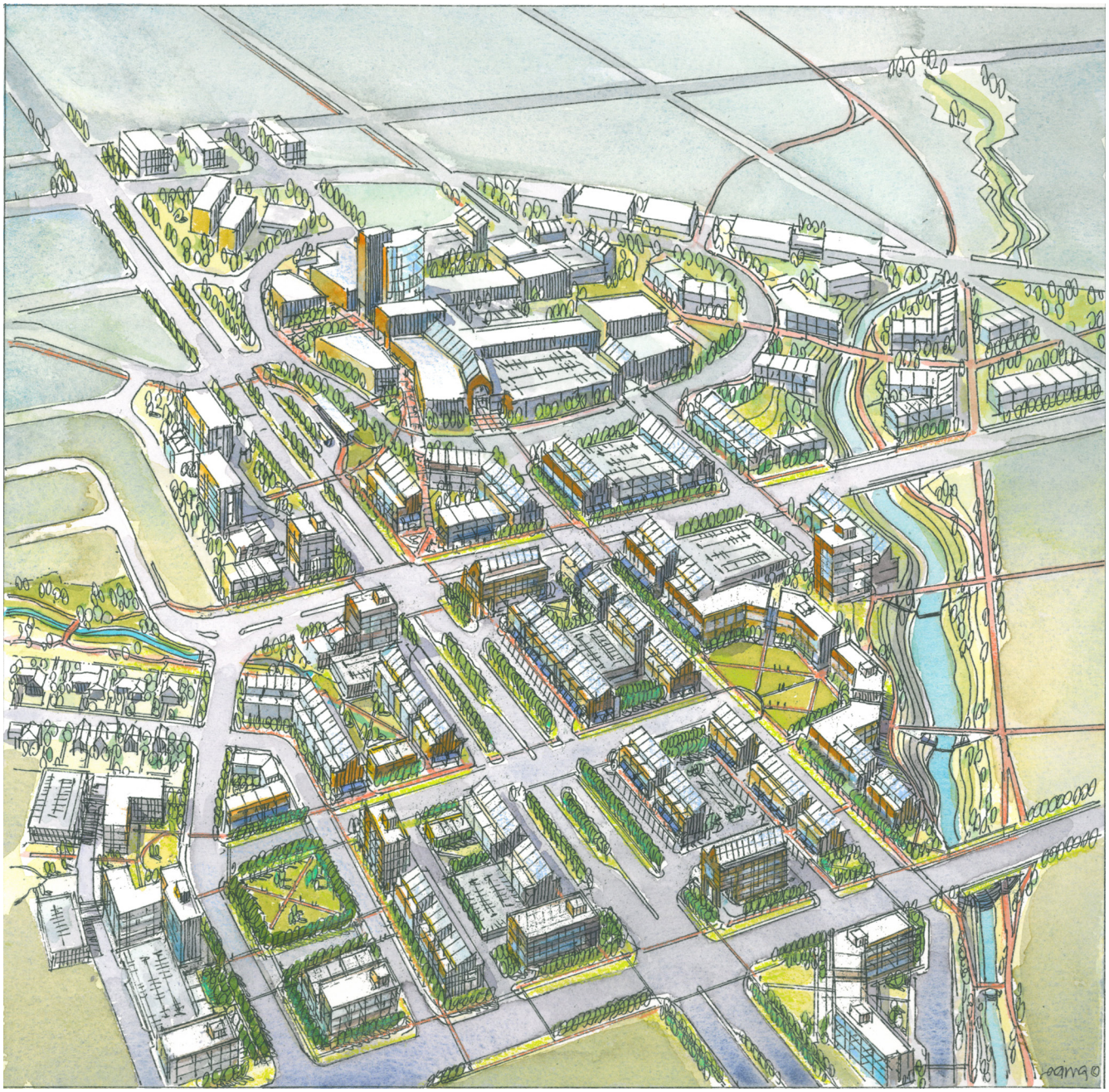


Figure 6.2: An architect's depiction of the Mixed Use Redevelopment Nodes and Corridors Concept for the Gateway/East Park area (looking northwest from 70th and O Streets)

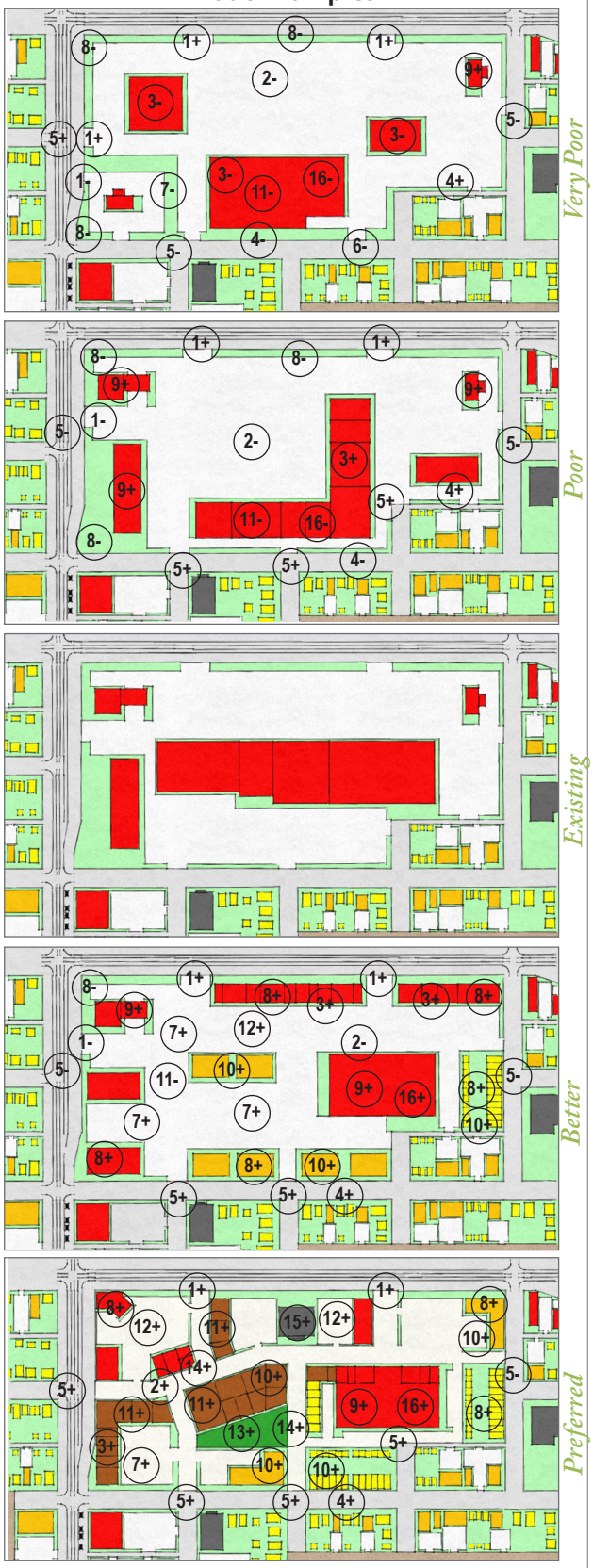
Figure 6.3: Detailed Strategies for Mixed Use Redevelopment Nodes and Corridors (pages 6.8 and 6.9)

A "+" sign next to the number means the example illustrates the strategy; a "-" sign means the example does not.

1. Maintain existing vehicular access, relocate drives as needed, share access where possible, and discourage additional vehicular access to an arterial street.
2. Encourage a higher Floor Area Ratio for commercial redevelopment.
3. Encourage a wide variety of commercial tenants.
4. Face existing residential uses with new residential uses rather than the backs of buildings, unless existing residential faces the opposite direction such as along an alley.
5. Align commercial driveways with existing streets where possible.
6. Discourage commercial driveways that interrupt the blockface of a residential street, especially when residences face the street.
7. Encourage shared driveways and interconnected parking lots where possible.
8. Orient buildings to the street, especially corners
9. Maintain or adaptively reuse existing structures (especially historic structures) where possible.
10. Incorporate a variety of residential use types such as rowhouses, apartment buildings, apartments in mixed use buildings, live-work units, and special needs housing. These buildings could also serve as a transition to the existing neighborhood.
11. Encourage a vertical mix of residential and commercial use types.
12. Encourage shared parking between land uses with different peak demand periods.
13. Create public/semi-public green or open spaces such as parks, plazas, or community gardens.
14. Establish or re-establish an internal public or private street network within the node that has substantial connectivity to adjacent neighborhoods.
15. Encourage public/semi-public uses.
16. Encourage supermarkets or specialty grocery stores to locate within nodes.

- Single-Family/Duplexes/Rowhouses/Garages
- Multi-Family/Assisted Living
- Residential/Commercial Mixed Use
- Commercial Uses
- Industrial Uses
- Public/Semi-Public Buildings
- Green Space/Natural Resources
- Other Open Space
- Public Right of Way: includes sidewalks, street trees, on-street parking, and street paving
- Parking Lots
- On-Street Parking Examples
- Arterial Streets

Node Examples



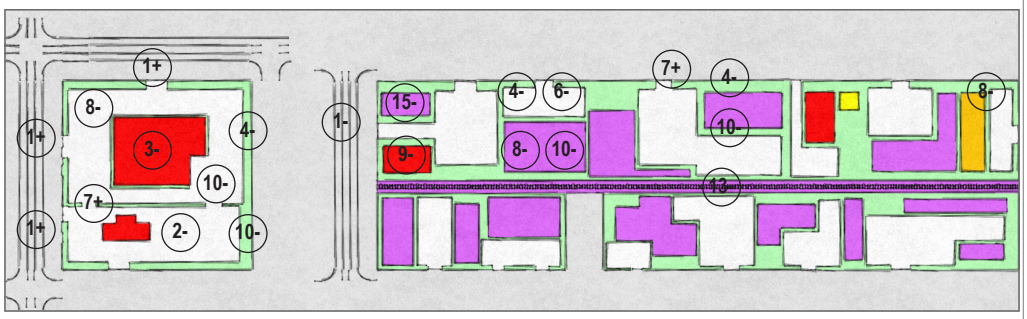
Note: General ratings for drawings on page 6.9.

Commercial Corridor Examples	Industrial Corridor Examples

Note: General ratings for drawings on pages 6.8 and 6.9.

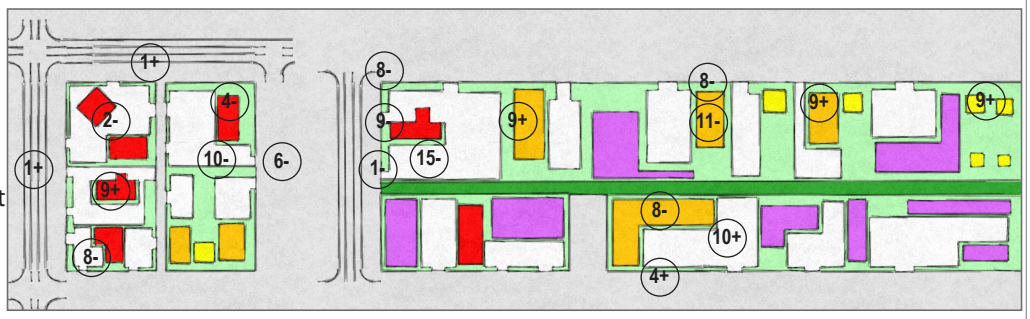
Very Poor

Redevelopment fails to meet or undermines several Mixed Use Redevelopment principles and/or strategies.



Poor

Redevelopment does not result in broad change that strives to meet Mixed Use Redevelopment principles and/or strategies.

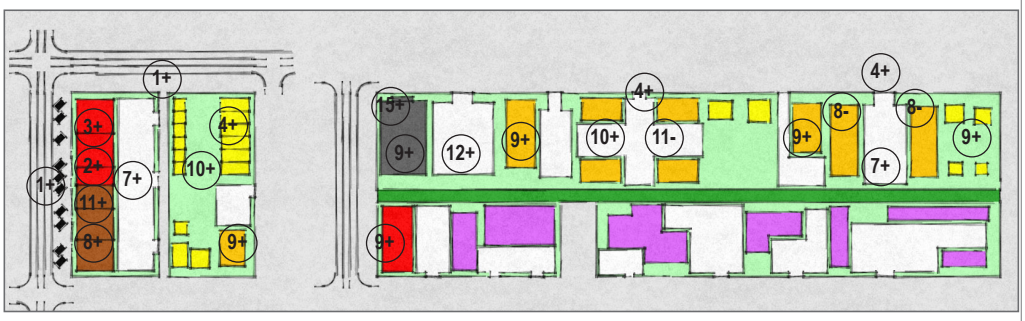


Existing

Existing site prior to infill or redevelopment.

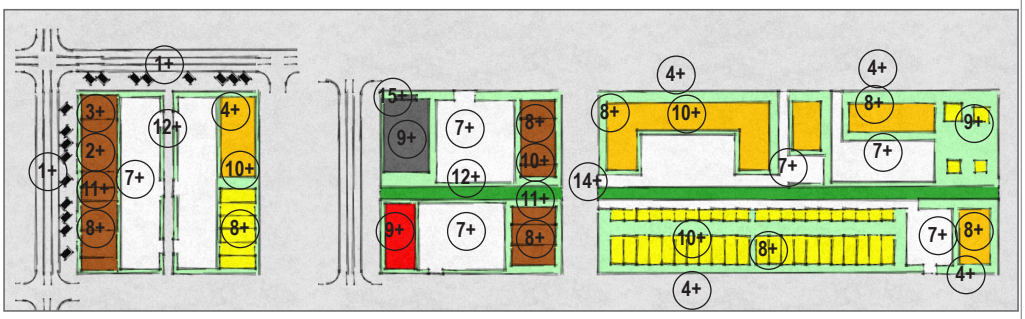
Better

Redevelopment accomplishes or incorporates a few Mixed Use Redevelopment principles and/or strategies.



Preferred

Redevelopment accomplishes or incorporates numerous Mixed Use Redevelopment principles and/or strategies.



Note: The images are conceptual and do not depict a specific Lincoln neighborhood, but have been developed as examples from several nodes and corridors throughout the city and elsewhere. The intent of the images is to provide examples of situations in existing nodes and corridors that illustrate a range of development outcomes.

Strategies for Facilitating Redevelopment

Facilitating infill and redevelopment in the existing city requires both a nuanced understanding of the challenges associated with redevelopment projects and a well-thought out set of strategies to overcome them. Commonly cited challenges to infill and redevelopment include land cost and assembly, access to financing, zoning requirements, and consensus building among project stakeholders, including neighbors. The Comprehensive Plan seeks to address these concerns and encourage successful infill and redevelopment through the following strategies:

- Raise public awareness of and support for infill and redevelopment.
  - Develop subarea plans for specific areas that set a framework for development, including advance blight studies, redevelopment plans, identification of infrastructure needs and public/private roles.
  - Establish stronger design standards for redevelopment projects to provide assurance that they will blend into the context of, or enhance, the surrounding neighborhood and avoid conflicting visions among developers, neighbors, and city officials.
  - Formally assign responsibility for implementing the Mixed Use Redevelopment strategies in this chapter of the Comprehensive Plan to the Urban Development Department.
  - Establish a new Mayor's Advisory Committee to oversee progress and provide support for infill and redevelopment projects.
  - Raise awareness among local developers and learn from other communities. Invite local and out-of-town developers to share their experiences and identify the necessary ingredients for successful redevelopment with city officials, local developers, lenders, architects, and neighborhood groups.
- Work with state and local government to extend financial incentives to designated locations within the built environment.
  - Revise policies to extend Tax Increment Financing (TIF) eligibility to additional defined areas.
  - Examine opportunities to simplify the state redevelopment law, such as revising the requirement for a finding of "blight and substandard" conditions.
  - Offer property tax abatement as an alternative to TIF (the City's current financial incentive) because it does not require studies, contracts, or negotiations and can be used on smaller projects. This would require a constitutional amendment to the previously approved provision which applies only to historic properties.
  - Examine new tax policies such as a "land value tax" that taxes the land and not the improvements, to discourage holding unimproved property and encourage development at higher densities; this would require a constitutional amendment.
- Develop incentives to reduce the cost and risk of infill and redevelopment.
  - Encourage the establishment of a Community Development Corporation (CDC) or incorporated nonprofit organization that could raise equity for projects, purchase land, offer services, and engage in other activities that promote and support community development.

- Consider reducing building and zoning fees for infill and redevelopment projects.
- Examine the potential for extending impact fee exclusions beyond Downtown/Antelope Valley to other designated redevelopment areas.
- Reduce the time it takes to move city-assisted projects through the City review process.

- Encourage land assembly for redevelopment that is sensitive to the existing built environment.
  - Implement a strategic land banking program to purchase and hold land for future development to reduce developer risk associated with land assembly and enhance development potential.
  - Maintain a current and accurate inventory of vacant property.
- Revise the Zoning Ordinance to provide more flexibility, particularly in commercial districts.
  - Provide a mechanism for adjustments in older zoning districts to lot area, height, setbacks, and parking standards, similar to the provisions already available for newer districts.
  - Provide for accessory dwelling units that meet appropriate standards as a conditional use in residential zoning districts.
  - Where compatible mixes of uses, appropriate site layout, and quality design standards still can be upheld, reduce the minimum size for Planned Unit Developments to promote mixed use redevelopment on smaller parcels in identified Mixed Use Redevelopment Nodes and Corridors.
- Support and enhance existing infrastructure and amenities.
  - Consider opportunities for centralized, shared public parking lots and structures beyond the downtown area.
  - Attract infill and redevelopment with complementary public improvements such as plazas and enhanced streetscapes.
  - Provide convenient transit service and pedestrian/bicycle connections and facilities.