City Council Introduction: December 14, 2015
Public Hearing: December 21, 2015, 5:30 p.m.

Bill No. 15R-252

FACTSHEET

TITLE: COMPREHENSIVE PLAN AMENDMENT NO. 15003 - Approval of South Haymarket Neighborhood Plan, generally bounded by O Street, 10th Street, G Street and 4th Street.

BOARD/COMMITTEE: Planning Commission

APPLICANT: Planning Department

RECOMMENDATION: Approval (8-0: Harris, Cornelius, Corr, Beecham, Lust, Sunderman, Scheer, and Hove voting 'yes'; Weber absent).

STAFF RECOMMENDATION: Approval of the Proposed Amendment

OTHER DEPARTMENTS AFFECTED: N/A

SPONSOR: Planning Department

OPPONENTS: None present at hearing.

REASON FOR LEGISLATION: Amend the 2005 Downtown Master Plan and by reference in the Lincoln-Lancaster County Comprehensive Plan by adopting the South Haymarket Neighborhood Plan. The area under consideration for this amendment is generally bounded by O Street, South 10th Street, G Street, and South 4th Street.

DISCUSSION/FINDINGS OF FACT:

1. The staff recommendation to approve the comprehensive plan amendment is based upon the "Analysis" as set forth on p.7-10, concluding that the proposal is in conformance with the principles of the 2040 Lincoln/Lancaster County Comprehensive Plan and should be added into the Comprehensive Plan as an approved amendment to the Downtown Master Plan subarea plan. The staff presentation is found on p.11-13.

2. Testimony in support of this application is found on p.13-14.

3. There was no testimony in opposition to the plan, however, there was a request to defer taking action on the plan for 60 days to provide for thorough vetting (See p.14-15).

4. An excerpt of the October 15, 2015, Joint Historic Preservation Commission and Urban Design Committee meeting minutes can be found on p. 18-21.

5. An excerpt of the October 22, 2015, Nebraska Capital Environs Commission meeting minutes can be found on p. 21-24.

6. The Executive Summary of the South Haymarket Neighborhood Plan can be found on p.32-39.

7. On November 18, 2015, the Planning Commission agreed with the staff recommendation and voted 8-0 to recommend approval of this comprehensive plan amendment, as amended by the November 17, 2015, staff memorandum (See p.25-30).

FACTSHEET PREPARED BY: Geri Rorabaugh, Administrative Officer **DATE:** December 7, 2015

REVIEWED BY: David R. Cary, Acting Planning Director **DATE:** December 7, 2015

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LINCOLN/LANCASTER COUNTY PLANNING STAFF REPORT

for November 18, 2015 PLANNING COMMISSION MEETING

PROJECT #: Comprehensive Plan Amendment #15003

PROPOSAL: The Director of the Planning Department requests to amend the 2040 Lincoln/Lancaster County Comprehensive Plan to adopt the proposed "South Haymarket Neighborhood Plan" as a recognized amendment to the 2005 Downtown Master Plan subarea plan of the 2040 Lincoln/Lancaster County Comprehensive Plan.

CONCLUSION: The proposed South Haymarket Neighborhood Plan is in conformance with the principles of the 2040 Lincoln/Lancaster County Comprehensive Plan and should be added into the Comprehensive Plan as an approved amendment to the Downtown Master Plan subarea plan.

RECOMMENDATION: Approval

GENERAL INFORMATION:

LOCATION:
The South Haymarket area is bounded by O Street on the north, 10th Street on the east, G Street on the south and 4th Street and the BNSF railroad on the west.

EXISTING LAND USE:
The predominant land uses in South Haymarket are governmental and industrial in character, but the area also contains an increasing amount of residential and mixed-uses.

HISTORY:

"Master Plan" for Downtown Lincoln
The community's first "Master Plan" for the Downtown Lincoln area was adopted by the Lincoln City Council over 40 years ago. This first Plan – entitled the "Lincoln Center Development Program" – contained a multi-faceted set of development recommendations ranging from broad policy objectives to site specific projects. The Plan's 14-point implementation strategy identified nearly 140 potential downtown improvements. Some of the more notable examples include the conversion of the "Old Town District" (a.k.a., "Haymarket") from an industrial/warehouse area into an entertainment and retail district; the retention of State government offices in the Downtown, including the construction of a new State Office Building; the establishment of a one-way system of streets; the construction of a new performing arts center; the formulation of a program for upgrading streetscape appearance through landscaping and pedestrian-oriented lighting; the creation of an integrated parking program, including the building of the first publicly owned and

operated parking structures; the development of a skywalk system to provide elevated weatherproof connections between office and retail activities; the revamping of the City's public transit services in the Downtown, including an expanded loop route system and provision of a Downtown shuttle service; the development of additional retailing space to support existing retail operations; the reuse of the Old City Hall and Post Office complex; and the first use of "tax increment financing" (TIF) for public improvements. The Plan was instrumental in bringing about significant redevelopment efforts in the Downtown area over the past several decades. The Plan's success is attributable in part to the community's willingness and desire to embrace and actively pursue the vision established by the Plan.

2005 Downtown Master Plan

The "Lincoln Downtown Master Plan" was adopted by the Lincoln City Council in 2005. It provided a comprehensive update on the plan for the Downtown area after an extensive community process. Detailed information and plans were developed for a Land Use Framework, a Transportation Framework, a Public Realm Framework and an Implementation Program. The Implementation Program included both short-term and long-term projects, and it identified Catalyst Projects that were considered higher priorities for Downtown Lincoln. Many of the projects have been implemented including the major West Haymarket development and arena projects, a major Parking/Mixed Use development at 14th and Q Street, the Arbor Day Foundation building development, site clearing and construction of the Civic Square, and various retail improvements. The Plan's success is attributable in part to the community's longstanding willingness and desire to embrace and actively pursue the vision established by the Plan.

The 2005 Downtown Master Plan identified the South Haymarket as an emerging district within Greater Downtown and recommended further study to be conducted. The 2005 Downtown Master Plan suggested future land use types, redevelopment projects and transportation improvements for South Haymarket. These recommendations include:

- *Preserve and renovate historic buildings wherever feasible*
- *Renovate the K Street Power Station Complex for High Density Residential*
- *Study the need for an M Street Extension west of 7th Street*
- *Develop Bicycle Lanes for M Street and N Street*
- *Extend the Jamaica North Trail South of O Street*
- *Expanded dining and entertainment uses on 8th Street south of O Street*
- *An urban style neighborhood marketplace to serve anticipated new housing planned for South Haymarket District*

Further, the 2005 Downtown Master Plan identified South Haymarket as a unique area for high density residential. Specifically, the 2005 Downtown Master Plan states:

The South Haymarket District affords a unique opportunity to develop a significant amount of urban housing. The area – bounded by the Harris Overpass, G Street, the railyards and 9th Street – offers significant benefits:

- *Industrial or warehouse buildings – many existing and historic buildings (such as the K Street Power Station) can be preserved and converted to a higher and better use.*
- *Underutilized or vacant parcels – including a significant number of sites that accommodate infill, high density construction.*
- *Amenities – planned transit, new parks, stores and services within easy walking distance.*
- *Innovative housing opportunities – work-live, "artist lofts" or other unique housing types that are likely to occur only in older, underutilized buildings.*

Lincoln Downtown Master Plan Update (2012)

The Downtown Master Plan Update reflected on completed projects in Downtown Lincoln and identified three main components within the Public Realm Framework of the 2005 Downtown Master Plan that changed downtown's context – the M Street east/west link between Antelope Valley and West Haymarket; the pedestrian Promenade system; and the emphasis on P Street as the primary retail street Downtown. This Plan also reflected the recently adopted Lincoln/Lancaster County 2040 Comprehensive Plan and applied the "Complete Streets Policy" throughout the update. The N Street protected bikeway is under construction, and the P Street improvements have been completed.

Concepts Composite Map from 2012 Update

The concepts composite identifies N Street for the Protected Bikeway and continues to show multiple blocks of open space on the western boundary of South Haymarket.

COMPREHENSIVE PLAN SPECIFICATIONS:

The 2040 Lincoln/Lancaster County Comprehensive Plan identifies an increasing role for Downtown Lincoln in the long term growth and development of the community. The importance of Downtown to the overall success of Lincoln receives special acknowledgment with numerous references in the Plan as a key subarea within the community. A number of these references from various chapters in the Plan are presented below.

P. 1.2 -The community continues its commitment to a strong Downtown. A strong, vital Downtown provides a common center for all of Lincoln and Lancaster County and will be a catalyst for future growth. Plan 2040 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.

P. 1.3 - Downtown Lincoln — the Heart of our Community

Downtown Lincoln is the heart of our community, a unique common ground for all Lincoln and Lancaster County residents. It is also emerging as an attractive place to live, becoming an increasingly vibrant mixed use neighborhood. 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. PLAN 2040 will ensure that downtown remains a special place.

CPA#15003 South Haymarket Neighborhood Plan

P. 1.4 - The following goals are based on the Healthy Community Statement:

- Urban design encourages walking and bicycling which improve environmental and physical health.
- Neighborhoods are friendly to pedestrians, children bicycles, the elderly and people with disabilities.
- Redevelopment projects consider the use of existing infrastructure and buildings in their design.
- Mixed use communities that integrate a variety of housing types and commercial services and serve a variety of income levels allow people to live, work and shop within walking and biking distance.

P. 1.6 - The following goals are based on the Summary of Comprehensive Plan Assumptions:

- Approximately 52,100 dwelling units will need to be added in Lancaster County to support the additional population of 126,000 persons by 2040.
- Approximately 16% of new dwelling units will be built within the existing City, with about 3,000 in the Downtown and Antelope Valley areas, 1,000 in existing neighborhoods, and 4,000 in mixed use redevelopment nodes and corridors.

P. 1.7 - Subarea Planning Process:

Subarea planning for neighborhoods or other small geographic areas can address issues at a more refined scale than can be included in PLAN 2040. Subarea plans may then become incorporated into PLAN 2040 through a formal adoption process. Subarea plans can serve as an official guide for elected decision makers, individuals and various City or County departments to promote improvements in areas such as land use, housing, transportation, parks and recreation, public safety, infrastructure and the built and natural environments.

P. 1.9 – This area is shown as Commercial, Industrial, Residential and Public on the 2040 Lincoln Area Future Land Use Plan.

P. 2.4 – While many single families with children will likely desire suburban development similar to what is seen today, there are indications that other segments of the population may have different housing needs. The large increase in households with a head of household over the age of 65 may create a demand for smaller dwellings with smaller yards, multi-family units such as apartments, condos and townhouses, or assisted living facilities. Generation Y, the children of the Baby Boomers (those born between 1977 and 1994) also express a desire for a more urban setting that includes access to transit, proximity to amenities such as shopping and dining, and smaller dwellings that don't require a great deal of time spent on maintenance.

P. 2.5 – Due to the changes suggested by these trends, PLAN 2040 assumes an increase in the amount of infill and redevelopment, as well as the proportion of dwellings that will be multi-family (apartments, townhouses, condominiums, etc.). Sixteen and one half percent of future dwelling units are expected to be built within the existing built environment, as opposed to 4% as shown in the 2030 Comprehensive Plan. Of the total new dwelling units, 40% are expected to be multi-family and 60% single family (including duplexes).

P. 2.6 – The Government sector employment is projected to grow at 1.02 percent annually, similar to the projected population growth rate. This sector's share of the total employment will decrease from about 17 percent in 2010 to 15 percent in 2040.

P. 2.8 – Preservation and renewal of historic buildings, districts, and landscapes is encouraged. Development and redevelopment should respect historical patterns, precedents, and boundaries in towns, cities and existing neighborhoods.

CPA#15003 South Haymarket Neighborhood Plan

P. 2.8 – Mixed use redevelopment, adaptive reuse, and well-designed and appropriately-placed infill development, including residential, commercial and retail uses, are encouraged. These uses may develop along transit routes, at major nodes, and near employment centers to provide residential opportunities for person who do not want to or cannot drive an automobile.

P. 2.9 – Greater Downtown should attract thousands of new residents, while "greyfields" – older commercial and industrial areas reaching obsolescence – should be converted to residential and mixed use.

P. 3.11 – Document historic, cultural and archeological sites throughout the city and county.

P. 4.6 – Public buildings and structures should be well built, durable and highly functional. Most should be designed to blend attractively within the context of surrounding development. Major civic structures should serve as focal points in the community and should be of superior, even iconic, design. All public projects should be worthy to serve as guides for future development or redevelopment.

P. 4.6 – Design standards should be developed, monitored and revised as necessary to express and protect community values without imposing burdensome delays or restrictions on creativity. Well-crafted standards should add predictability and clarity to the development process, rather than imposing a design solution. Design standards for landscape elements should be developed and then monitored and enforced with attention to long-term sustainability, or the benefit of this investment can quickly be lots.

P. 6.3 - 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.

P. 8.9 – 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 public officials making decision that the vision of this Plan is recognized and respected. This may apply to 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.

P. 12.16 - Plan Amendments

The Plan is the community's collective vision. Yet, change is inevitable. New technologies and new community needs will arise during the planning period which were not foreseen during the Plan's development. Jobs, housing, transportation, goods and services will shift over time. The amendment process to the Plan must accommodate and help manage the inevitable change in a way that best promotes, and does not compromise, the community's core values, health and well-being. The Plan amendment process must be an open and fair process, utilizing sound planning, economic, social and ecological principals.

CPA#15003 South Haymarket Neighborhood Plan

ANALYSIS:

1. South Haymarket is a 38-block area located within Greater Downtown Lincoln, and is bounded by O Street on the north, 10th Street on the east, G Street on the south and 4th Street/railroad mainline on the west. South Haymarket is an intriguing area of Lincoln, given its history of development including industrial properties, commercial buildings and residences. Coupled with its desirable location, this pattern of development in South Haymarket provides the foundation for substantial development and redevelopment opportunities.

2. The City of Lincoln, in concert with community stakeholders, has developed this plan for South Haymarket that will continue to encourage and guide redevelopment. The 2005 Downtown Master Plan first acknowledged South Haymarket as an emerging district in Greater Downtown and recommended further study be conducted. The 2005 Downtown Master Plan suggested future land uses, redevelopment projects and transportation improvements that established a vision for an urban neighborhood, including:

   - Preserve and renovate historic buildings when possible
   - Renovate the K Street Power Station Complex for High Density Residential
   - Study the need for an M Street Extension west of 7th Street
   - Develop Bicycle Lanes for M Street and N Street
   - Extend the Jamaica North Trail South of O Street
   - Expanded dining and entertainment uses on 8th Street south of O Street
   - An urban style neighborhood marketplace to serve anticipated new housing planned for South Haymarket District

3. The South Haymarket Plan was undertaken to engage the community and develop a consensus on how South Haymarket will continue to redevelop over the next 25 years. The recommendations derived from this plan support significant residential development in Downtown Lincoln as supported by the Downtown Master Plan and the City/County Comprehensive Plan. Overall, this plan presents a redevelopment strategy to create an urban neighborhood for an additional 1,000 to 2,000 residential units with well-defined streetscapes that connect to trails, an urban plaza, open spaces, and other amenities within Greater Downtown.

4. The South Haymarket Neighborhood Plan process began with an inventory of the area in early 2013. Staff held meetings with multiple public agencies and more than two dozen property owners, business owners, stakeholders, City staff and government agencies including Lincoln Police Department, Lincoln Electric System, District Energy Corporation, StarTran, West Haymarket JPA and Public Building Commission. Additionally, staff toured several business facilities and photographed and inventoried nearly every block within the study boundary. A series of presentations were provided to public boards and commissions in 2014 and 2015, as well as two open houses for South Haymarket stakeholders and the general public.

   Eight overarching goals were developed out of these meetings, presentations and discussions. The main goal for South Haymarket is to create an urban neighborhood, and each of the subsequent goals supports that neighborhood vision as described below:

   - Create an Urban Neighborhood: The vision for South Haymarket is to identify redevelopment opportunities to transform this area into a high-density urban neighborhood. Important neighborhood elements include a variety of housing choices, parks and recreation areas, schools, supportive commercial activity, pleasant streetscapes ideal for walking, biking and driving and thoughtfully designed buildings.

- Consolidate the Government Footprint: All land uses in South Haymarket should be more efficient to encourage opportunities for redevelopment, including publicly-owned properties which currently occupy 24% of the land area in South Haymarket. The concept in the Plan demonstrates how a consolidated government campus would occupy less land, making it available for private development, while still providing an efficient government campus with capacity for future growth.
- Transition from Heavy Industrial Uses: Historically, manufacturing, warehousing and processing facilities have dominated South Haymarket. In order to support residential and mixed-use redevelopment, heavy industrial uses should transition to residential, mixed use, light industrial or office.
- Organize the Streets, Sidewalks & Trails: Consistent street and sidewalk connections are important neighborhood elements and are recommended throughout the South Haymarket Neighborhood. Reestablished streets create urban blocks that are appropriate for urban redevelopment, sidewalks provide safe routes for pedestrians and trails provide recreational opportunities and connect South Haymarket residents to destinations throughout Lincoln.
- Develop Adequate Open Space: The demand and need for additional open space will increase as new residential units are developed in South Haymarket. New open spaces also provide opportunities for floodplain mitigation.
- Preserve Historic Resources: Historic buildings and sites are important to the character of South Haymarket and should be preserved and renovated when possible.
- Implement Site & Building Design: Existing and new design standards for South Haymarket address streetscapes, site development and building design. The intention is for both public and private property owners to comply with the design standards. New design standards would be developed after this plan is adopted.
- Develop a Parking Program: The overall existing parking program in South Haymarket is disjointed. The increase in parking demand is accommodated by a combination of on-street and off-street, public and private facilities.

5. The South Haymarket Neighborhood Plan is organized into six geographic subareas. These subareas are called out separately because they currently contain, or are recommended to contain, unique features that are considered significant to the overall development of the South Haymarket Neighborhood. The vision for the South Haymarket Neighborhood is illustrated by applying the overarching goals from above to each subarea. The six subareas are described below and include development recommendations for each. A map showing all subareas is included as an attachment to this report.

N Street Corridor
High-density residential recommended throughout in new and existing buildings
One-way N Street proposed in conjunction with extending Arena Drive and M Street
Public plaza at the terminus of Canopy Street

Arena Drive Corridor
Extend Arena Drive south to J Street & extend L Street west of 6th Street
Dedicate open space for passive recreation and floodplain storage
Extend the Jamaica North Trail through the open space from J Street to N Street
Develop high-density residential at the corner of 6th and L Streets

Tech & Office Hub
Support existing and new office, tech and light industrial businesses and their expansions
Encourage residential units throughout
Organize the on and off-street parking

9th & 10th Street Corridor
Encourage mixed-use development

Support higher-density development as a transition from the Downtown Core
Implement the 9th Street streetscape recommendations
Consolidate the Government Campus between L Street and G Street

J Street Boulevard
Develop rowhouse units along J Street
Enhance the J Street streetscape with a landscaped median
Encourage westward business expansion of TMCO

South Salt Creek Village
Preserve historic structures
Support historically sensitive development

6. Outreach efforts included meetings with government agencies and appointed and elected officials. The plan was presented at the joint meeting of the Urban Design Commission (UDC) and Historic Preservation Commission (HPC) on October 15, 2015, the Nebraska Capitol Environs Commission on October 22, 2015 and the Pedestrian Bicycle Advisory Committee on November 10, 2015. Support for the plan from these groups is included in the attached draft minutes. Several blocks in South Haymarket are under control of the Public Building Commission (PBC), so the Planning Department invited the PBC members and their staff to presentations, open houses and brainstorming sessions. The plan was presented and/or discussed during regular PBC meetings on September 9, 2014, October 13, 2015 and November 10, 2015.

The South Haymarket Neighborhood Plan presents bold recommendations that are significantly different from existing conditions and requires existing land uses to transition over the next 20 to 25 years. The recommendations differ from the PBC Master Plan documents in several ways.

The last PBC Master Plan was completed in 2002 and subsequent updates have been made in 2012 and 2014. Development patterns have changed significantly in Downtown over the last decade and are now impacting redevelopment opportunities in South Haymarket. Plans and recommendations that were established in master plan documents 10-20 years ago should be reevaluated and updated to reflect more recent trends. The South Haymarket Plan acknowledges and is informed by the Public Building Commission's efforts over the years to centralize government activities and be prudent with taxpayer dollars. These efforts have resulted in government efficiencies and savings to the City of Lincoln and Lancaster County, and are outcomes that are pointed to by the South Haymarket Neighborhood Plan as continued goals.

The concept of consolidating the government footprint is common in both the PBC master plans and the South Haymarket Neighborhood Plan. There is a need for continued and heightened coordination with the Public Building Commission and other County and City agencies to further realize the efforts of the Public Building Commission and the South Haymarket Neighborhood Plan to increase government efficiencies through both phased and incremental approaches and through implementation of the long-term vision of the neighborhood.

The South Haymarket Neighborhood and surrounding areas have seen dramatic change over the past 20 years. This plan recognizes that change happens and can be good if well-planned and thought out. In order to provide direction for the vision set out in the South Haymarket Neighborhood Plan, several changes are recommended to existing government facilities. The concept in the South Haymarket Neighborhood Plan demonstrates how a consolidated government campus would occupy less land and would make land available for private development in South Haymarket while still meeting the needs of government expansion. No changes to government-owned facilities would be made until the financial acceptability of any such transaction would be determined to maximize the value of the publicly held land and provide for replacement costs of the public activity so that the value of the property is retained to the benefit of the taxpayers.

7. The Neighborhood Plan provides a vision for South Haymarket to develop as an urban residential and mixed-use neighborhood over the next 20-25 years. The concepts in this plan require action in order to become realized. Specific action steps are outlined in the Plan including zoning and design standards, floodplain mitigation, historic designations, catalyst projects and phasing. Although the market will heavily influence how the South Haymarket Neighborhood is developed, careful planning and public investments will assist in directing appropriate growth and redevelopment.

Prepared by:

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DATE: November 5, 2015

APPLICANT: Lincoln/Lancaster County Planning Department
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COMPREHENSIVE PLAN AMENDMENT NO. 15003

COMPREHENSIVE PLAN AMENDMENT NO. 15003
SOUTH HAYMARKET NEIGHBORHOOD PLAN
PUBLIC HEARING BEFORE PLANNING COMMISSION: **November 18, 2015**

Members present: Beecham, Cornelius, Corr, Harris, Hove, Lust, Scheer, and Sunderman; Weber absent.

Staff recommendation: Approval.

Harris disclosed that she attended an event earlier in the day and City Council member Trent Fellers inquired about today's Planning Commission agenda. He stated that he anticipated some discussion on the topic at the City Council meeting.

Staff Presentation:

Paul Barnes of the Planning Department stated this is an exciting project that staff has worked on for the past two and a half years. It began as a study area identified in the 2005 Downtown Master Plan. That plan covered a much broader area, but identified the thirty-eight blocks of the South Haymarket as an opportunity for infill redevelopment with a focus on residential development. The study area is bounded by the O Street Harris Overpass on the north, 10th Street on the east, 4th Street and the railroad tracks on the west, and G Street on the south. The area is currently a mix of uses today and includes a substantial footprint of government properties. In 2013, staff began meeting with stakeholders for input and eventually came up with eight goals that are included in the draft plan.

Barnes said the first and primary goal is to create an urban neighborhood. The seven other goals contribute to the larger goal, including:

- using the government-occupied land efficiently;
- transitioning from heavy industrial uses to lighter industrial and office uses, which are key to urban neighborhoods;
- organizing streets, sidewalks and trails by reestablishing streets and creating safe urban blocks and routes for bikes and pedestrians;
- having adequate open space for recreational opportunities and floodplain mitigation;
- preserving historic resources to enrich the area;
- implementing appropriate design; and
- developing a parking program.

These goals represent the outcome of the substantial amount of outreach that occurred with stakeholders, businesses, property owners, and public boards and commissions. There were two public open houses with over seventy-five individuals in attendance. This project will complement other substantial projects in the greater downtown area

such as West Haymarket, Historic Haymarket, P Street, and Antelope Valley. This is a big vision that is meant to serve as guidance for implementation over the next twenty years and beyond.

David Cary, Acting Planning Director, stated he wished to enter into the public record a few updates that were made and submitted via a memo dated November 17, 2015, to the Planning Commission, which includes a letter of support from the Pedestrian Bicycle Advisory Committee. Cary noted that there are many pedestrian and bicycle aspects to this plan as part of developing the transportation network in an urban core neighborhood. In addition, it was noted that staff worked with the Public Building Commission (PBC) extensively for the past month. The minutes from two meetings were provided for informational purposes. Cary stated that there were good discussions with them and staff acknowledged their concerns, views, and their work to consolidate government activities and to be efficient with land and taxpayer dollars. Extensive changes were made before the published document was released for review. There is reference to the PBC Master Plan where there is a wealth of information available to the public. Staff also decided to use terms such as “potential reuse”, “potential long-term redevelopment” and “potential redevelopment of surface parking” in “call outs” on examples of current PBC properties. Generally speaking, that was the intent all along since this is a long-term plan. But staff felt it was important to be clearer, which was achieved with the call outs.

Cary noted one more change which incorporates language about the District Energy Corporation. There will be more specific language on their role, moving forward. That is on page 2.58. Cary wanted to make sure the changes were announced before discussion.

Beecham complimented the incorporation of the bike paths. She asked if the middle school on 8th Street was contacted to discuss the idea of 8th Street as a bicycle lane and the idea of keeping kids and bicyclists safe. She advised that they be contacted, if they have not been.

Cary clarified that 8th Street is not proposed as a formal bicycle lane; it is an on-street bike route today. 8th Street is the one street that connects completely from north to south and is therefore important for bicycles, pedestrians, and motor vehicle traffic. It is useful to go to the schools to acknowledge all forms of traffic changes as the area develops.

Beecham asked about the public buildings. By putting them in the plan, we are not recommending that they have to be sold, we are saying that down the road, if City leaders felt that it made fiscal sense, they could be included as part of the plan.

Cary said yes, that is right. The added explanatory language says exactly that. When it is financially beneficial to the public interests, then it becomes more realistic. There is current investment in public buildings and they need to fulfill their own life cycle to get back the benefit of that investment. But incorporation of government buildings in the long-term plan sets the stage for a discussion when the time comes.

Beecham wondered what would happen if they were removed from the plan. Cary said it would become an incomplete neighborhood plan. The flexibility is built into the plan, but staff wants to make sure that consideration is given to that option, when the time comes.

Harris asked for confirmation that this is a conceptual plan for the entire area that depends on potential changes in land ownership, developers willingness to move into the area, and many other factors. It can be adopted as part of the Comprehensive Plan, but that is not a guarantee that any of it will happen if the interest is not there. Cary said that is correct. We take pride in the long-term plans, but they are conceptual and serve as guides. There will be areas that redevelop sooner than others, such as along the northern end on N Street where it is already taking place. There is a more realistic feel to those areas today. In general, it is a vision that staff submits for consideration for how the area could look in the future.

John Kay, Sinclair Hille Architects, appeared at the request of the Public Building Commission. The Public Building Commission was formed in 1990. In 1991, they undertook master planning initiatives and a ten year forecasting of City and County Department growth and how to accommodate that. That led to projects such as the conversion of the former County/City Building into the Justice Center. Roughly seventy department directors were consulted. That process was repeated in 2002. That led to such projects as the Health Department expansion at Woods Park. The process was updated in 2014 with a more narrow focus. It looked again at how to manage growth and included the use of the 605 Building. He introduced Larry Hudkins and Roma Amundson, from the County Board, and Don Killeen, Building Commission Administrator, who were also in attendance. There is general support of the plan with some limited reservations about the properties between 8th and 9th Streets. As mentioned, the investments recently made included the Crisis Center in the former Benesch Building. There is also discussion about the Trabert Hall residents relocating to the 605 Building. The investment already made in properties in this area have a slightly different planning trajectory. He thanked planning for their efforts to reach out and for the productive discussions. Public Building Commissioners appreciate the revised language.

Beecham asked if long-term plans compiled by PBC also go before City Council for approval or if they have a different process. Kay said that they do not go before Council. The presentations are made to the Public Building Commission. Two Council members are part of that commission.

Larry Hudkins, Public Building Commission, expressed appreciation for all of the work done by the Planning Commission and thanked Planning staff for their responsiveness to concerns. The 2005 Downtown Master Plan identifies the South Haymarket area as an opportunity for high-density residential development. The plan developed by Planning staff in response identifies exciting concepts and recommendations for future growth. The concerns of the PBC do not extend beyond 8th Street. Between 8th and 9th Streets, PBC has looked to acquire the properties, not by eminent domain, but when they become available. We look at this area and how we can

consolidate local government. This allows County Board to vacate the property at 2200 St. Mary's and Trabert Hall and relocate those services closer to the County Attorney's office. The South Haymarket plan identifies three governmental buildings for conversion to private use, the K Street Complex, the Benesch Building, and the old Election Commission building. All of these were components in meeting the long-range space needs of City and County government. More than $8 million has been expended and invested in these buildings. The Benesch Building will house the County Mental Health Crisis Center. The 900 Building is being used by the County's Community Corrections Program, and the K Street Complex is a state of the art records center that houses City, County and State records. Evidence and records are stored there and that is very convenient to the courts. PBC is not saying that these buildings should never be looked at, but know that they are being used wisely at this time. He suggested developing the rest of the area but retaining this specific area that has already been set aside for sixteen years.

Richard Meginnis, 2720 Katy Circle, came forward to state that he has unanswered questions regarding zoning and overlay districts. There are owners in the area that have no idea that there is a new zoning plan for the area. Some questions revolve around replacing a building in the event of a catastrophe, and if there would be a fifty percent rule and new design standards in such a case. The idea of planning for the area is great, but taking such a big district and changing it all at once would cause problems. There are concerns about changes in property values as well.

Public Comment:

Tim Hruza, Lincoln Independent Business Association (LIBA), asked that the vote be delayed sixty days to allow for concerns to be investigated. The plan is moving too quickly, with only broad discussion occurring in the past. The plans have not been well publicized or thoroughly vetted. The full draft has been available for public review for only eleven calendar days. LIBA asks that the rights of business owners in the area be preserved. This plan sets the stage for changes in design standards and in zoning. These adjustments could tie the hands of current business owners. There should be assurances that current landowners be allowed flexibility in the application of new requirements. Additionally, LIBA has questions about the mechanisms the City might use to complete the redevelopment of a number of proposed public improvement projects in the area. No mention of specifics was made until the plan was released recently. References are made to the use of a joint public agency (JPA), as was done with the West Haymarket redevelopment area, and there are many unanswered questions such as what public body will join the City, how will funding be obtained, and whether a JPA would use eminent domain to acquire land. LIBA believes the use of a JPA could be too aggressive and could force property owners to move, whether indirectly or directly. Land where some of these ideas are proposed is privately owned and landowners may not be willing to sell in the next twenty-five years. LIBA commends the long-term concepts as they are laid out, but asks the City to remain mindful of those already in the area. He concluded by saying that he is not necessarily testifying in opposition, but asks for more time to review the plan.

Staff Questions:

Beecham asked for the process this plan will follow after Planning Commission votes. Barnes said that after this, there is a City Council briefing on December 7, 2015. It will be introduced on December 14th with Public Hearing and potential Action occurring on December 21, 2015.

Beecham asked who makes the decision to use a Joint Public Agency. Cary remarked that the comment about the JPA was a good one and there is a reason it was mentioned in the implementation section without much detail; it is because this is just an idea. The mechanism has been used, and some of the ideas put forth in this plan are similar to those in the West Haymarket, especially regarding flood storage. This plan does not say with certainty that there will be a JPA. There is an extremely large amount of discussion that would have to happen before that would even become a possibility. The idea is there so that it can be discussed in the future. On the City's side, it would be a City Council decision. Beecham reiterated that this plan is very conceptual.

Harris asked if she was understanding correctly that the job of the Planning Commission is to look at the land use. The JPA question is really out of the Planning Commission's purview. Approving this today is not equal to an endorsement of the use of a JPA, and it is included in the plan as an idea. Cary said that is correct.

Harris asked for elaboration on the questions raised about the design standards. Barnes said that it is important to note that by adopting this plan, that does not automatically make zone changes or establish new design standards. There are existing design standards in South Haymarket today. Those include the Lincoln Downtown Design Standards, the Capitol Environs Standards, and the Neighborhood Residential Design Standards. The plan suggests that as properties redevelop or as owners come forward to the City with redevelopment ideas, there be a review of the zoning at that time. This plan in no way recommends that the entire thirty-eight block area be re-zoned. This is something that will be implemented incrementally. There will be a lot of interaction with all stakeholders and make modifications. These are the concepts.

Beecham asked for a description of the process that would happen if a decision was made to implement new design standards for the area. Barnes said there is a public and planning process that would come together. Staff would reach out to stakeholders and those who would be impacted. Detailed discussions would occur to make sure that what is proposed is in the best interest of the community and all stakeholders. Those would come back before the Planning Commission and be adopted by the City Council.

Beecham noted that there would be at least a couple of opportunities for public hearing. Barnes agreed that would be part of the process. He also noted that by working with property owners one project at a time, Planning is not in favor of creating legal non-conforming uses. If a business that exists legally today and they have they no desire to rezone, they can remain as they are.

Sunderman asked if that included situations in which a building were burned to the

ground and had to rebuilt. Barnes said that if they were legally allowed in their zoning district, and not legal non-conforming today, then they can rebuild if they need to.

Hove stated that the assurance that the flexibility remains for existing property owners and businesses is that anything currently allowed there can continue for as long as the business operation chooses. Cary and Barnes both agreed.

COMPREHENSIVE PLAN AMENDMENT NO. 15003
ACTION BY PLANNING COMMISSION: **November 18, 2015**

Lust moved approval, seconded by Scheer.

Beecham thanked staff for all the work that went in to this project. This was a good public process. She said that when she thinks back just ten years ago to the West Haymarket area, she would never have dreamed that we would see what we do today. That has opened up opportunities and demand in the area in ways she would not have anticipated. A conceptual plan is important because it allows for the flexibility to respond to changes in demands for land use. It can be intimidating to hear about zoning and design standard changes, but she appreciates that this plan is very conceptual and that there is a strong public process in place for when or if changes take place. She intends to support the motion.

Harris said that if this plan becomes a reality and there is an urban village type of setting, she would love to see some type of playground. That is something that needs to be seen more in downtown Lincoln with the anticipated increase in residents. Maybe millenials with young children will choose to live downtown, or baby boomers with visiting grand children. A plaza setup for people to visit and create an urban village feeling is desirable. She also intends to support this motion. It is important to have a plan. The conceptual nature of it allows it to change as necessary, but this is a great start.

Scheer said he will support the concept and vision and thinks it is great work. There are still many details to be worked out, but you can’t get to the details without a vision in place. It is the right first step.

Lust said this an item that she is enthusiastic to support. The vision and coming together over the last two and a half years is amazing. This is just a plan for what could be, and it is important.

Hove said that he will also support this. The timing is fast, but there will also be additional discussion opportunities available. He is comforted by the fact that people can continue their operations, and to live and work in the area until they decide that they no longer want to be there.

Motion for approval carried 8-0: Beecham, Cornelius, Corr, Harris, Hove, Lust, Scheer, and Sunderman voting 'yes'; Weber absent. This is a recommendation to the City Council.

Excerpt of
MEETING RECORD
RE: Comprehensive Plan Amendment No. 15003

NAME OF GROUP:	JOINT HISTORIC PRESERVATION COMMISSION and URBAN DESIGN COMMITTEE
DATE, TIME AND PLACE OF MEETING:	Thursday, October 15, 2015, 1:30 p.m., Conference Room 214, 2nd Floor, County-City Building, 555 S. 10th Street, Lincoln, Nebraska
MEMBERS IN ATTENDANCE:	Tim Francis, Jim Hewitt, Jim Johnson, Liz Kuhlman, and Jim McKee; (Greg Munn absent). Ed Zimmer and Amy Hana Huffman of the Planning Department; Kevin Abourezk from the *Lincoln Journal Star*.
STATED PURPOSE OF MEETING:	Regular Historic Preservation Commission Meeting

SUMMATIVE BRIEFING ON SOUTH HAYMARKET NEIGHBORHOOD PLAN
PUBLIC HEARING:
October 15, 2015

Members present: HPC - Francis, Hewitt, Johnson, Kuhlman, McKee and Munn.
UDC - Kissel, Peace, Penn and Tilley; Casper, Eagle Bull and Huston absent.

Stacey Groshong-Hageman has been working on this plan for quite some time now. Lots of things have changed in the South Haymarket. The plan area is within the greater downtown area. South of South Haymarket area is Cooper Park. The plan area is 38 blocks bounded by O St., 10th St., G St. and the railroad mainline. There is a lot of opportunity for redevelopment. The plan is divided into six subareas. The main goal is to create an urban neighborhood. The other goals are to consolidate the government footprint, transition from heavy industrial uses, organize the streets, sidewalks & trails, develop adequate open space, preserve historic resources, implement site & building design and develop a parking program.

N Street Corridor is the first area. The main focus for this area would be for high density residential, a one way N street, public plaza and public parking garage. M Street could be converted into a one way pair to work with N Street. She presented some concept images for the area. There could be some additional parking on the Lumberworks Building. The southeast corner of 8th and N Streets is currently under redevelopment for high-density residential. There could be potential reuse of the Midwest Steel Works building.

The next area is the Arena Drive Corridor. The focus of this area would be the extension of Arena Drive and L Street. This area is dominated by a plan for open space that could also be used as floodplain storage. The Jamaica North Trail could be extended. The buildings are shown as more of a high density residential. We don't want to build residential within 300 feet of the railroad. There would probably be more office on that side.

Kissel inquired what is known about the railroad tracks. Hageman is unsure about the train traffic on the lines. Zimmer stated that the crossings have been quieted. These lines run through the South Bottoms area.

Tilley questioned how much property is in the floodplain. Hageman has a floodplain map she can show.

Hageman continued that the next area is the Tech & Office Hub. The focus is on supporting the existing businesses in the area. It also transitions the heavy industrial uses to more of a mixed office or light industrial and supporting residential units throughout. Along 8th Street, StarTran has a lot of property. There is a bus storage facility. There could potentially be a public private facility with some office or residential above that.

Johnson wondered if StarTran is moving. Hageman replied they are most interested in staying here, but they have looked at other options

Hageman continued that the space beneath Rosa Parks Way could be reused for parking.

The next area is the 9th and 10th Street Corridor. This is the eastern boundary of South Haymarket. This is more of a mixed use area, a transition to downtown, and close to government offices. StarTran has identified a site to try and obtain funding for a downtown transit center. The focus of the area is to consolidate the government offices, building out the north and south blocks. Concepts in this area focus heavily on the public properties. The K Street building is used today for storage. Properties at 9th and J Street, we see this as an entryway to the J Street Boulevard Concept. The City parking garage could have more decks added for additional parking. Something similar could be done to the south end of the County/City complex. 9th Street could be made more pedestrian friendly with plantings along the street.

The J Street Boulevard has a vision of a row house development along J Street, with an enhanced streetscape and center median. TMCO would be encouraged to expand to the west away from residential. Staff has met with LES and StarTran and shown them the plan. LPD also has been shown the plan. They have properties in the area.

The last area is South Salt Creek Village. The goal of this area would be mostly to preserve historic structures. Reclaiming a lot of the streetscape space would be a main goal as well.

Hageman stated that the primary goal of this plan is to focus on residential. The plan will be presented to Nebraska Capitol Environs Commission next week. Staff is hoping to take the plan for public hearing at Planning Commission on November 18, 2015, then on to City Council. This would be adopted as an amendment to the downtown masterplan.

Kissel thinks this is a great presentation. Plenty of thought has been put into this presentation. She wondered if there has been push back from anyone. Hageman hasn't seen a lot negative comments. Even industrial area users seem to understand the area is changing. The Public Building Commission has plans to expand the campus to the west. This doesn't go with their plan. Everyone seems to understand there will be a lot of pressure in this area with redevelopment.

Peace wanted to know who the authors are of this plan. Hageman stated that the primary staff is herself and Paul Barnes. We have had a lot of input over the last couple of years. Paul Barnes went out early on and met with a lot of the large property owners.

Peace wondered what will come out of this, as this gets folded into the master plan. What are the specifics of what will be built? Hageman stated this is similar to when something comes in for a redevelopment area. For projects with TIF, this would be a good guide. We would like to create specific South Haymarket design standards.

Zimmer stated that this area is entirely under the downtown design standards. Some area is in the Capitol Environs District.

Peace questioned the options for Arena Drive. He questioned if Public Works Dept. has had any input into this. Zimmer replied that the Planning Department recommendation is for M St. and N St. to be a two way pair, ending at Arena Drive. Public Works response is that they are satisfied with how M St. and N St. are working. They see that a two way pair could work, but the concept is more Planning Dept. driven, than a traffic circulation necessity. Woollam is a valuable employer. They have vacated M St. right-of-way. We are working closely with them on what happens there. M St. and N St. one way pair, with the extension of Arena Drive is the primary recommendation. This also a long term plan.

ACTION:

UDC

Kissel moved to enthusiastically endorse the South Haymarket Neighborhood Plan, seconded by Tilley and carried 4-0: Kissel, Peace, Penn and Tilley voting 'yes'; Casper, Eagle Bull and Houston absent.

HPC:
Johnson moved approval of the plan, seconded by Kuhlman and carried 5-0: Francis, Hewitt, Johnson, Kuhlman and McKee voting 'yes'; Munn absent.

Excerpt of the
MEETING NOTES
RE: Comprehensive Plan Amendment No. 15003

NAME OF GROUP: NEBRASKA CAPITOL ENVIRONS COMMISSION

DATE, TIME AND PLACE OF MEETING: Thursday, October 22, 2015, 8:00 a.m., Conference Room 214, 2nd Floor, County-City Building, 555 S. 10th Street, Lincoln, Nebraska

MEMBERS IN ATTENDANCE: Christie Dionisopoulos, John Kay, Thomas Laging, Karen Nalow and Jeff Searcy; (Gene Crump absent, but phoned in to listen to presentations, Jon Weinberg absent). Ed Zimmer, Stacey Groshong-Hageman and Teresa McKinstry of the Planning Department; Lynn Johnson and J.J. Yost of Parks and Recreation; Robert Ripley, Matt Hansen and Clark deVries from the Office of the Capitol Commission; Mike Smith and Lynne Ireland of the Nebraska State Historical Society; John Heacock of the Nebraska State Building Division; and David Landis, Steve Werthmann, Sean McClatchey and Loren Roberts of Urban Development; and Kevin Abourezk of the Lincoln Journal Star.

STATED PURPOSE OF MEETING: Regular Nebraska Capitol Environs Commission Meeting

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Stacey Groshong-Hageman stated that this plan will appear before Planning Commission on November 18, 2015, for approval as part of the Downtown Master Plan. The plan area is within the greater downtown area. It consists of 38 blocks. The boundaries are O St., 10th St., G St. and 4th St. and the railroad on the west. The plan divides this area into six subareas, each with unique characteristics. The overall goal is to create an urban neighborhood. There are eight overarching goals. They are to consolidate the government footprint, transition from heavy industrial uses, organize the streets, sidewalks & trails, develop adequate open space, preserve historic resources, implement site & building design and develop a parking program. The existing boundary of the Capitol Environs district goes to 5th St. We are proposing extending it to 4th Street.

Searcy questioned if extending the district to 4th St. can be accomplished without legislation. Zimmer believes it needs state legislation. Boundaries can't be adjusted at the local level.

Laging suggested that future boundaries not go down the center of street, but at the lot line.

Searcy would like a feel for the goal of how much of the area would be considered owner occupied housing. Groshong-Hageman stated that we don't have anything specific addressing that in the plan. She believes it could be a mix, particularly in the southern area and the J St. area, could be housing.

Groshong-Hageman stated that the first area is the N Street Corridor. It would be for high density residential. There is a concept for a one way N Street which would pair with a one way M Street. There could be a public plaza and a public parking garage. Throughout the plan are a number of concepts which show the existing conditions and a concept of what it could be. 7th and N St. could have a better pedestrian area and more green space. Canopy Street could become a plaza. The Lumberworks Parking Garage and Liner Building is out for an RFP. We have seen some proposals for how to screen the LES Substation. There is a building under construction at the old Baker Hardware site. We see 8th St. as a primary connection throughout South Haymarket. There could be reuse of the Midwest Steel building. Also in the plan is an alternate for the 7th and N Street site. If not residential, it could be mixed use.

Searcy inquired if there would be a capitol vista on the green space. Zimmer doesn't believe so.

Nalow questioned if that has been looked into throughout the plan. Searcy stated that we need to preserve all opportunities to preserve or create, a capitol vista.

Ripley stated that around the County-City Building, there is street lighting on both sides that are almost impossible to look through. If it was moved to a single pole lighting where it starts to curve in, it would eliminate the visual barrier. That is just his thought for LES, Public Works and the Building Commission.

The next area is the Arena Drive Corridor. This area could have an extension of Arena Drive and L St. The area is mostly greenspace that could also be used for floodplain storage, an extension of the Jamaica North Trail and high density residential. A concept for 6th and L St. shows redevelopment of the industrial for residential uses.

Laging wondered if the alignment of the road should follow the rail. It would make it more accessible. Ripley thinks it should be parallel to the Jamaica North Trail.

Groshong-Hageman continued that Tech & Office Hub is the next area. It would support existing and new office, tech and light industrial businesses. We would encourage residential units throughout to make it more of a mixed use area and organize the parking. A lot of reuse is

suggested in the area. Under the viaduct, the parking could be organized and reused for public parking.

Next is the 9th & 10th St. Corridor. This is a transition from downtown into South Haymarket. It would be more mixed use and government campus.

Ripley had to leave. He thanked everyone for the presentation. He thinks it is really great.

Groshong-Hageman continued that a concept is to consolidate the government campus and build out the north and south blocks. Decks could be added to the north parking garage and development could happen in the south parking lot. We recommend a reuse of the K St. Power Plant building to residential. 9th and J St. could have multi-story buildings.

J St. Boulevard is the next area. Staff is recommending row houses along J St., an enhanced streetscape and westward business expansion. TMCO could expand to the west. J St. has the potential to accommodate medium density residential and row houses.

The last area is the South Salt Creek Village. This area would focus on preserving historic structures and historically sensitive development. These would be small residential lots. The South Bottoms Historic Area extends into this neighborhood.

The expectation for this plan is a 20 to 25 year change. There is already a lot of change on the north side.

Searcy finds that this could be accelerated. These things can happen very quickly. He complimented staff for a beautiful job on this plan.

Searcy had to leave.

Groshong-Hageman stated that the main goal of this plan is to create an urban neighborhood. It will have public hearing before Planning Commission on Nov. 18, 2015 and then it will go on to City Council.

Kay would like to hear a summarization of other comments that staff has heard. Groshong-Hageman stated that overall there has been a lot of support. We met with a lot of property owners. A lot of business owners realize that their location won't make sense in this area in the future. The Public Building Commission has already had plans in place. They would prefer we leave out the mostly government area between 8th and 9th St.

Kay knows that the Public Building Commission expressed strong opposition. They have made investment in the area. They do bonding for these projects. They want a longer investment. Perhaps there is a phasing opportunity for a period longer than 25 years, but less than 40 years. That would be one way to alleviate their concerns. Groshong-Hageman stated that perhaps we could revise some text. In general, we don't address phasing in this plan. Zimmer believes that a 20-25 year horizon is a way of saying long range. Staff is trying to give long term guidance. This would suggest a robust public conversation about what the right step would be for expansion.

Laging thinks Groshong-Hageman did a great job. He is concerned there is no energy sustainability issue in the goal statement. That, and infrastructure is not addressed. There is a lot of old infrastructure in this area. Tie that in with trees and aesthetic. Sustainability should be a goal. Groshong-Hageman stated that related to that, Planning staff just met with Public Works Stormwater staff and the District Energy folks. Those are things we will add to the plan.

Zimmer stated that the proposal is to adopt this as an amendment to the Downtown Master Plan. That is a subset of the Comprehensive Plan. This plan is catching a lot of things that are already happening. Sustainability was a high item in the discussion.

The Commission complimented Groshong-Hageman on a job well done.

MEMORANDUM

TO: Planning Commission Members

FROM: Paul Barnes, Planner

SUBJECT: South Haymarket Neighborhood Plan

DATE: November 17, 2015

CC: David Cary, Geri Rorabaugh, Steve Henrichsen, Stacey Hageman

The purpose of this memo is to provide additional information to the Planning Commission regarding the South Haymarket Neighborhood Plan. This Comprehensive Plan Amendment will be heard at the November 18, 2015 Planning Commission meeting.

The Planning staff provides additional information for this item as follows:

1) PBAC Letter: The Pedestrian and Bicycle Advisory Committee reviewed the South Haymarket Neighborhood Plan at their meeting on November 10, 2015. The letter of support was not prepared at the time the staff report was drafted, so it is included as an attachment at this time.

2) Public Building Commission (PBC) Minutes: Planning staff presented the South Haymarket Neighborhood Plan at the October and November meetings of the PBC. The minutes are being forwarded as an attachment to the staff report.

3) Proposed Changes: In response to the November PBC meeting, Planning staff have prepared changes to two pages in the draft Plan. The changes include recommended text from the PBC members as identified on Pages 2.53 and 2.54.

4) Proposed Change: Page 2.58 has been modified to add text about the recent District Energy Corporation Master Planning effort.

The staff recommendation is hereby amended to include the replacements for Pages 2.53, 2.54 and 2.58 in the South Haymarket Neighborhood Plan.

Lincoln City-Lancaster County Planning Department
555 S. 10th St., Rm. #213 • Lincoln NE 68508
Phone: (402) 441-7491 • Fax: (402) 441-6377

Mayor's Pedestrian/Bicycle Advisory Committee

2740 "A" Street

Lincoln, NE 68502

November 10, 2015

Mayor Chris Beutler
City of Lincoln
555 South 10th Street, Suite 301
Lincoln, NE 68508

Dear Mayor Beutler:

The Lincoln/Lancaster County Planning Department recently released the draft of the South Haymarket Neighborhood Plan as a subarea plan amendment to the Lincoln Downtown Master Plan and a Comprehensive Plan Amendment. This subarea plan recognizes that mobility plays a large role in the redevelopment and growth for both for residential and employment uses in Downtown Lincoln, and a well-balanced, well-maintained transportation system is critical for sustaining Lincoln's high quality of life. A well-balanced transportation system includes choice of travel, including walking and bicycling, in addition to the automobile and public transit.

The Pedestrian Bicycle Advisory Committee (PBAC) supports the overall vision of the South Haymarket Neighborhood Plan to develop into an urban neighborhood in Downtown Lincoln. Specifically, the PBAC supports the Plan's vision to support and develop pedestrian friendly blocks and streets to serve this redeveloping neighborhood, along with the integration of the planned final connection of the Jamaica North Trail from J Street to N Street. Also important to the PBAC is the further development of N Street bikeway as a tool to calm the design of N Street as redevelopment projects occur and provide opportunities to add planting areas and raised curb for this facility. Finally, the emphasis on 8th Street as an important continuous connection through this emerging neighborhood from Historic Haymarket to Cooper Park and the South Salt Creek Neighborhood as both a pedestrian and on-street bicycle facility is supported by the PBAC. This committee supports the approval of the South Haymarket Neighborhood Plan and looks forward to the implementation of the many important pedestrian and bicycle concepts contained in its vision.

Sincerely,

Gary Bentrup

Gary Bentrup, Chair
Mayor's Pedestrian Bicycle Advisory Committee

Geri K. Rorabaugh

From: Margaret L. Bohy
Sent: Tuesday, November 17, 2015 8:59 AM
To: Geri K. Rorabaugh
Subject: PBC Minutes

10/13/15 Meeting minutes (these have been approved):

David Cary & Paul Barnes joined the meeting to give a presentation of their South Haymarket Neighborhood plan. They did a brief explanation of all the changes since 2009 and handed out a brochure that detailed out the sub areas. N STREET Corridor-High density residential, One-way N Street, Public Plaza & Public Parking garage. ARENA DRIVE Corridor-Expansion of Arena Drive & L Street, Green space/floodplain storage, Trail extension of the Jamaican Trail along with more high density residential area. TECH & OFFICE HUB-Support existing & new businesses, residential units throughout & organized on & off street parking. 9th & 10th STREET CORRIDOR-Mixed use development, transition to downtown proper, enhanced streetscapes & consolidated government campus. During this slideshow they showed redevelopment of K-Street building and the 8th & 9th between H & J streets buildings. There was much concern from the commission that all the investment & remodeling that is currently being done in that area has been completely disregarded by this plan. It was expressed that the planning commission has ignored previous requests to take these buildings off their long range planning as the current remodeling and investment the PBC is putting into this area is considered long range & that the PBC has been planning and expanding the area for the last 17-20 years to meet the needs of a consolidated government campus. Jon Camp made a motion to recommend that the Planning Commission remove the 2 ½ blocks from this area from their comprehensive plan. Larry Hudkins seconded the motion and the vote carried. Planning Commission then finished their presentation with the J STREET BOULEVARD-Row house development, enhanced streetscape & westward business expansion and then to the SOUTH SALT CREEK VILLAGE-preserve historic structures and historically sensitive development. The PBC asked the Planning Commission to report back at the November meeting that the request of removing the outlined blocks from their plan had been completed.

11/10/15 Meeting minutes (not approved):

David Cary & Paul Barnes joined the meeting to give an update on the South Haymarket Neighborhood plan. Jane Raybould met with Dave Cary about the concerns the PBC had from the last meeting. Dave thanked the Commission for the opportunity to return. They took the recommendations & presented to the PBC an updated sheet for the 9th & 10th Street corridor-highlighted text was added or changed from the previous plan. They acknowledged the PBC investments and efforts to keep a consolidated government campus. He stated their long-term vision is to enhance what the PBC is trying to accomplish and the language in the plan was changed to reflect that. There was some discussion of concerns with the wording on 2.56 with the redevelopment on the Benesch building and the K Street facility to be repurposed as residential. Mr. Cary explained some of the wording and stated the purpose of the plan is to put is to open it up for consideration and possibilities not to dictate what will happen in the future. There was some discussion about adding the wording of "financially acceptable" to those areas of redevelopment. There was further discussion about taking the area out of the comprehensive plan and having the area being used as government campus along with mixed use. There was a statement to the Planning Commission that they should have included someone with from the PBC as well as considering the Master Plan that the PBC had published. Rick Hoppe supported the changes that Dave Cary had made to the plan reflecting the interests of the PBC. Jane thanked David and staff for taking our recommendations and including them in the plan and asked him to make a few further changes and come back to the PBC.

Margaret Bohy
County City Property Management
Public Building Commission
402-441-7355

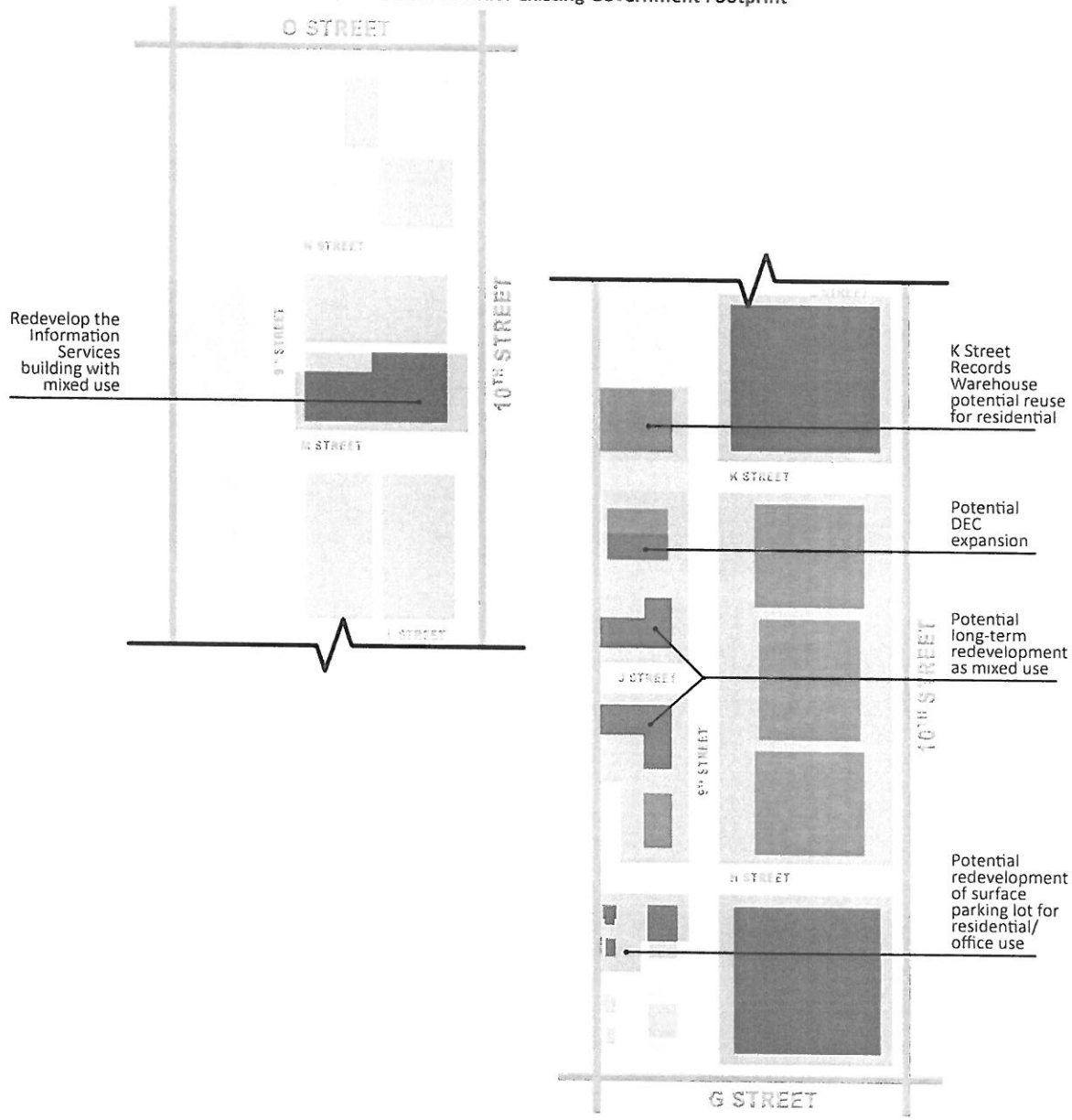
Consolidate the Government Footprint

Consolidation of the County/City Office Campus between 9th and 10th Streets supports the goal of providing additional land for private redevelopment. The conceptual additional office buildings and parking garages on the north and south lots provide adequate office space and parking to consolidate surrounding government offices and provide for long-term growth in government activity. Any consolidation or reorganizing of government properties should respect the capital investment made in Public Building Commission and other government facilities when determining when to proceed with possible private redevelopment. In publicly held properties where significant financial resources, both in terms of new construction and renovations of existing buildings, have been invested, the timing of potential redevelopment on these properties will be dependent on the maximization of the investment in the property and the level of benefit provided by the potential private development.

The last PBC Master Plan was completed in 2002 and subsequent updates have been made in 2012 and 2014. (Please see the PBC Master Plan for more information.) Development patterns have changed significantly in Downtown over the last decade and are now impacting redevelopment opportunities in South Haymarket. Plans and recommendations that were established in master plan documents 10-20 years ago should be reevaluated and updated to reflect more recent trends. The South Haymarket Plan acknowledges and is informed by the Public Building Commission's efforts over the years to centralize government activities and be prudent with taxpayer dollars. These efforts have resulted in government efficiencies and savings to the City of Lincoln and Lancaster County, and are outcomes that are pointed to by the South Haymarket Neighborhood Plan as continued goals.

The concept of consolidating the government footprint is common in both the PBC master plans and the South Haymarket Neighborhood Plan. There is a need for continued and heightened coordination with the Public Building Commission and other County and

9th & 10th Street Corridor Existing Government Footprint



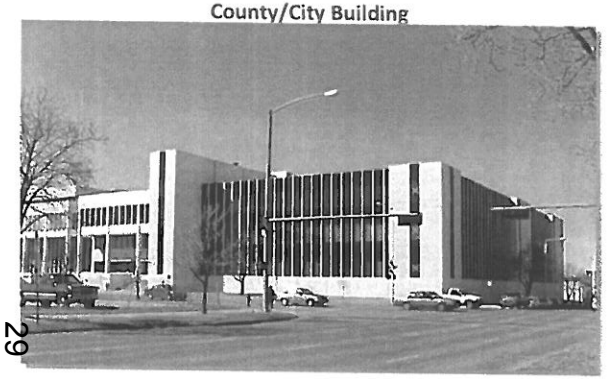
City agencies to further realize the efforts of the Public Building Commission and the South Haymarket Neighborhood Plan to increase government efficiencies through both phased and incremental approaches and through implementation of the long-term vision of the neighborhood.

The South Haymarket Neighborhood and surrounding areas have seen dramatic change over the past 20 years. This plan recognizes that change happens and can be good if well-planned and thought out. In order to provide direction for the vision set out in the South Haymarket Neighborhood Plan, several changes are recommended to existing government facilities. The concept in the South Haymarket Neighborhood Plan demonstrates how a consolidated government campus would occupy less land and would make land available for private development in South Haymarket while still meeting the needs of government expansion. See the Alternates Section of the Implementation Chapter for an alternate concept for consolidating government offices.

County/City Office Campus

The South Haymarket Neighborhood Plan recommends that the government footprint be consolidated to a north/south campus between L, 10th, G and 9th Streets with additional parking garages and office space developed on the existing north and south parking lots. Multi-story parking structures and office buildings would not only allow consolidation of existing government offices west of 9th Street, but would also provide for additional office space and parking as government grows overtime. The existing government footprint lies mainly on a north/south campus east of 9th Street with other properties scattered west of 9th Street. Consolidation of government offices would allow for redevelopment opportunities in South Haymarket, and could also increase the iconic presence of government offices in Downtown Lincoln.

County/City Building

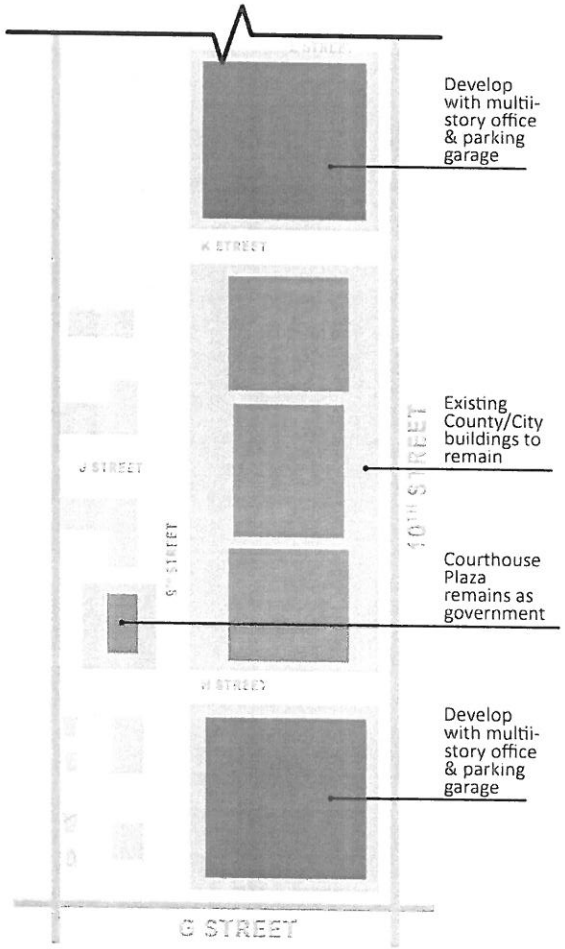


The existing government campus contains over 500,000 square feet of office space and more than 1,200 parking stalls for employee and public use. The recommendations of this plan utilize the parking lots located north and south of the existing government campus for additional parking structures and government offices. The parking lot located north of the County/City Building has been designed to add two additional floors of parking above the existing parking deck. A portion of the north parking lot is also suitable for an additional office building.

The concept to consolidate the government footprint can provide between 200,000 to 250,000 additional square feet of office and 500 to 600 parking spaces on the blocks located north and south of the existing government campus. This recommendation, as depicted, demonstrates that the government campus concept in the South Haymarket Neighborhood Plan is flexible and could accommodate more or less office and parking.

The concept of consolidating the government footprint is common in both the Public Building Commission master plans and the South Haymarket Neighborhood Plan. This concept should be further refined with input from the Public Building Commission and other elected officials to establish a shared vision for South Haymarket.

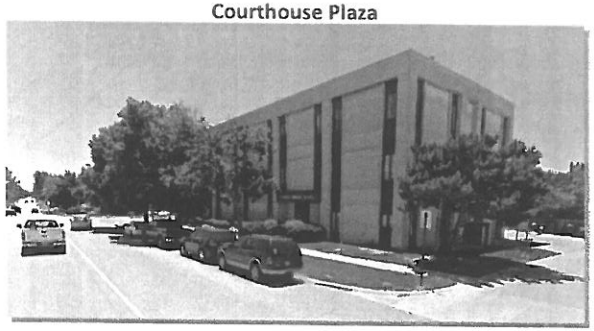
Consolidated County/City Campus



Courthouse Plaza

Courthouse Plaza is located at the northwest corner of 9th and H Streets. This is a three-story office building located on a major arterial street across from the main County/City Government Campus. This office building is an appropriate use near residential areas and should continue to be used for government or general offices.

Courthouse Plaza



Parking Lot at 8th & H Streets

Demand for off-street parking surrounding the County/City complex continues to increase as offices are relocated Downtown and the courts continue to expand. While the parking lot at 8th and H will serve near-term demand, a long-term solution should be sought which would meet parking demands of future employees and the general public in the consolidated County/City office campus. The surface parking lot could then be sold for private redevelopment which would generate additional property tax and would meet the goals of providing additional housing options.

Transit Center

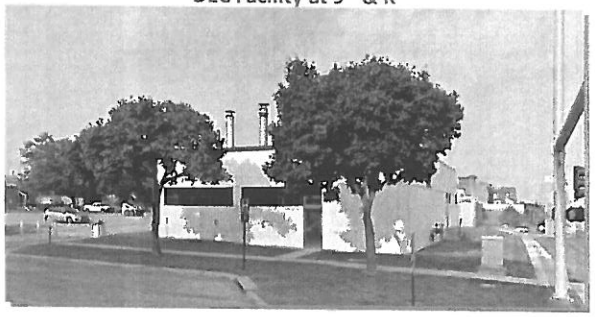
The City is interested in creating a new Downtown transit center. The current operation is split between administration offices on J Street and a transfer station on 11th & N Streets. A new transit center would consolidate the administrative functions and transfer station into one location to provide more efficient service. This would also make other public properties available for private redevelopment.

If a transit center were to locate in South Haymarket, it should incorporate private development as much as possible. For example, a parking structure could be developed in conjunction with the transit center. If a site in South Haymarket is not chosen for the transit center, a location further east should be explored that would increase operational efficiencies.

District Energy Corporation

The District Energy Corporation facility at 9th & K Streets provides service to surrounding public properties. As redevelopment occurs in South Haymarket additional properties should be served, including private developments. A future expansion area for DEC is shown when additional capacity is needed. Vertical expansion of this facility should also be considered.

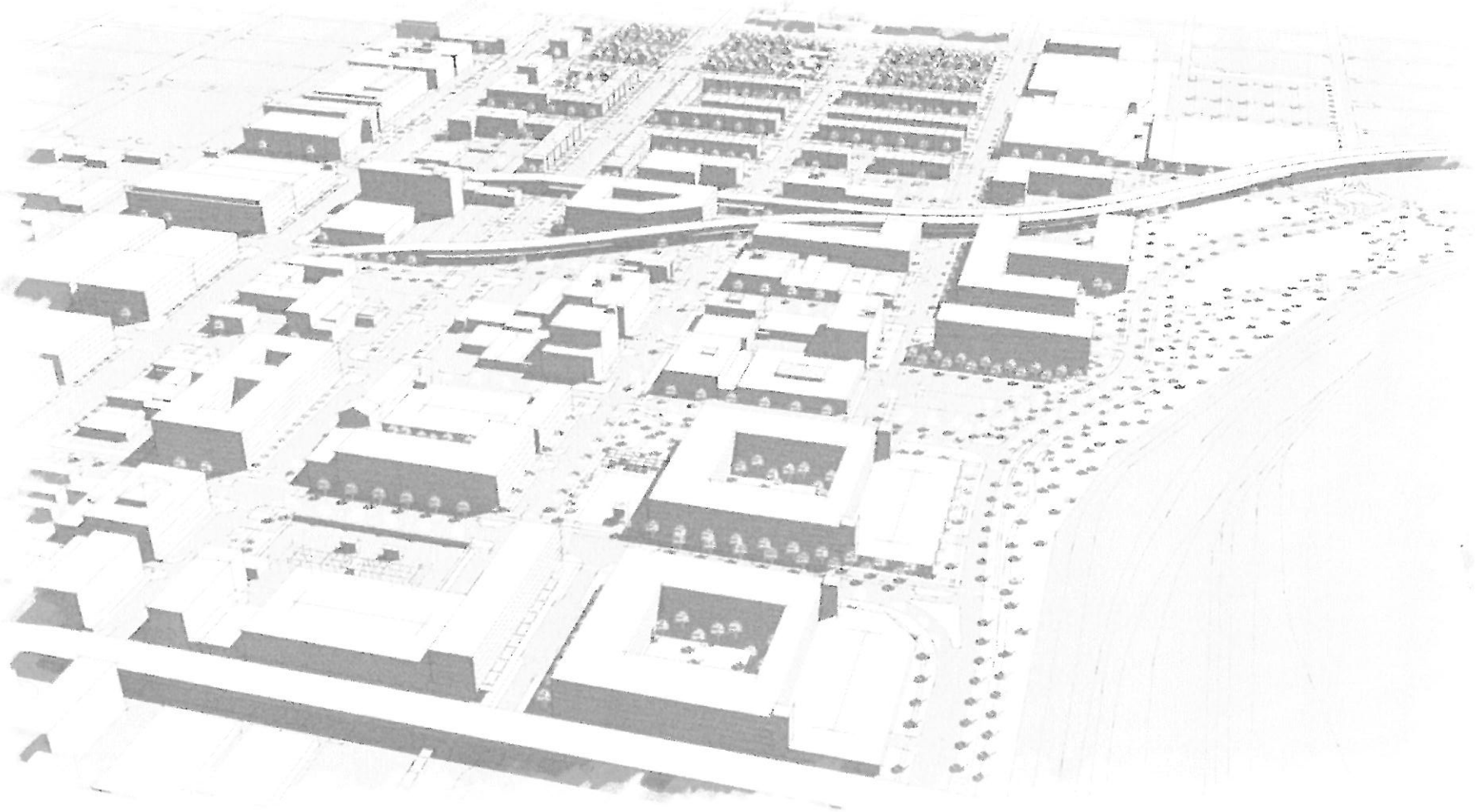
DEC Facility at 9th & K



The DEC is undergoing a master planning process at this time to review all DEC facilities and make recommendations to the DEC Board. The process is anticipated to take approximately 6 months. The master plan should recommend ways for existing facilities in South Haymarket to become more efficient through redesign or consolidation, and should also provide options on how DEC facilities can serve additional private users.

South Haymarket Neighborhood Plan Subareas

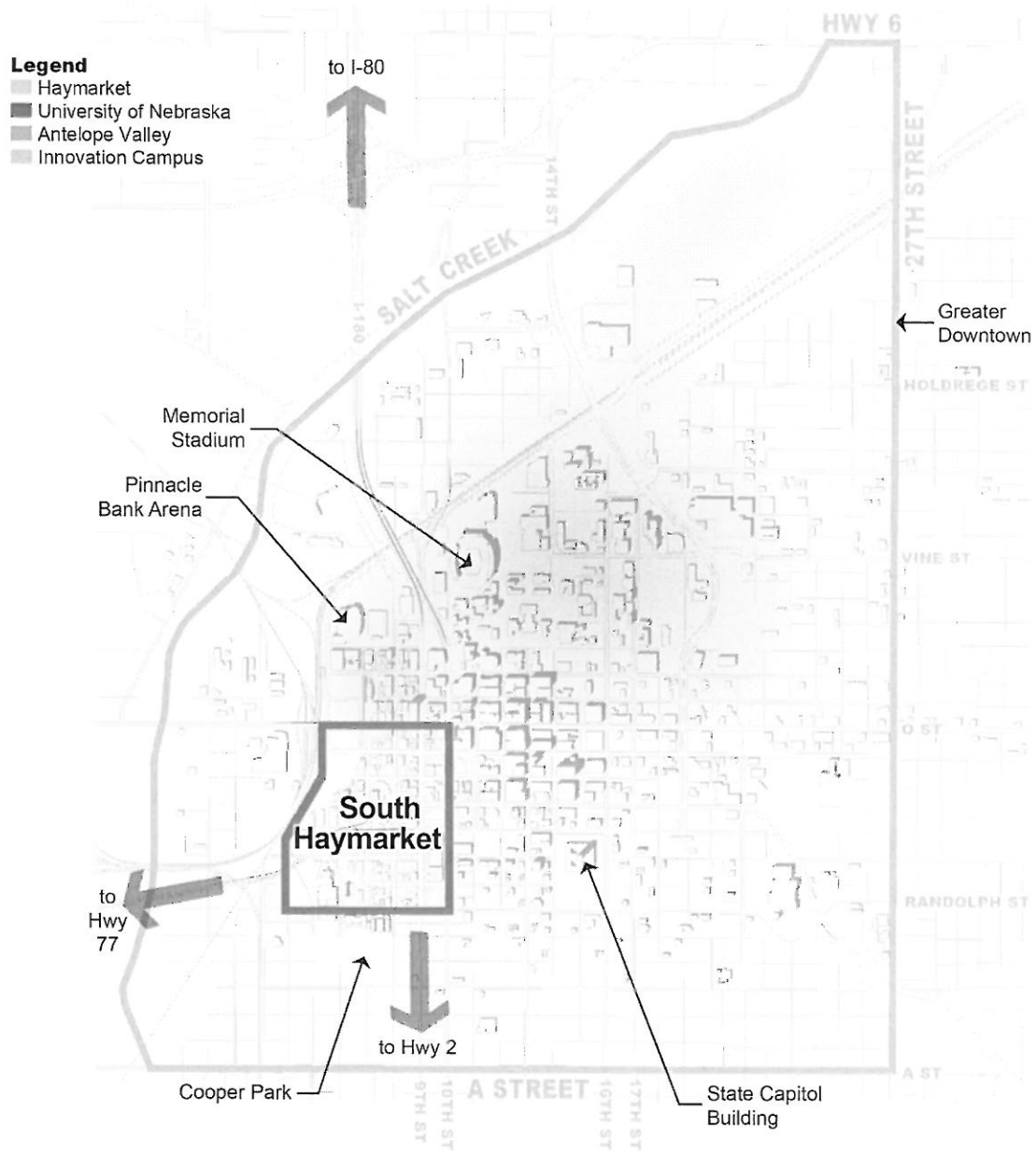
Executive Summary



Project Background

The City of Lincoln, in concert with community stakeholders, has developed this plan for South Haymarket that will continue to encourage and guide redevelopment. The 2005 Downtown Master Plan first acknowledged South Haymarket as an emerging district in Greater Downtown and recommended further study be conducted. The 2005 Downtown Master Plan suggested future land uses, redevelopment projects and transportation improvements that established a vision for an urban neighborhood. The Lincoln/Lancaster County Comprehensive Plan further states that areas within Greater Downtown should accommodate around 3,000 new dwelling units by 2040. The South Haymarket Plan was undertaken to engage the community and develop a consensus on how South Haymarket will continue to redevelop over the next 25 years. The recommendations derived from this plan support significant residential development in Downtown Lincoln as supported by the Downtown Master Plan and the City-County Comprehensive Plan.

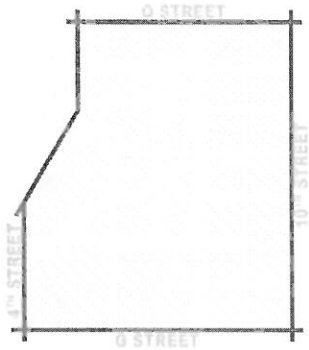
South Haymarket Area & Greater Downtown



Location

South Haymarket is a 38 block subarea located in the southwest area of Greater Downtown. The boundaries of the subarea are O Street on the north, 10th Street on the east, G Street on the south and 4th Street and the railroad on the west. South Haymarket is adjacent to Historic Haymarket and West Haymarket to the north and is within walking distance to other Downtown destinations including the UNL Downtown Campus and the state Capitol.

South Haymarket Plan Area

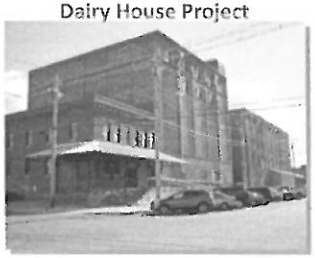


Purpose

South Haymarket is an intriguing area of Lincoln, given its history of development including industrial properties, commercial buildings and residences along 9th and 10th Streets. Coupled with its desirable location, this pattern of development provides the foundation for substantial development and redevelopment opportunities. The South Haymarket area has already been experiencing successful redevelopment projects such as the Color Court Project, Dairy House Project, N Street Protected Bikeway, Schwarz Paper Building, Lumberworks parking garage, 8|N Lofts, and Structural Design Group redevelopment.

Color Court Project

Dairy House Project



The Lincoln/Lancaster County Comprehensive Plan states that subarea plans should be developed for specific areas that set a framework for development.

This planning document recognizes the increasing development interest and future development potential of the South Haymarket area and offers guidance to ensure the redevelopment efforts meet the expectations of the stakeholders and the community. The concepts in this plan are explained in some detail but are not intended to convey only one development pattern. This plan addresses elements of land use, access, transportation, connectivity, zoning and design standards. Several questions about the future direction of South Haymarket are answered here, but the details must be discussed at the time redevelopment is proposed.

Outreach

The South Haymarket Neighborhood Plan process began with an inventory of the area in early 2013. Staff held meetings with multiple public agencies and more than two dozen property owners, business owners and stakeholders. Additionally, staff toured several business facilities and photographed and inventoried nearly every block in the study boundary. A series of presentations were provided to public boards and commissions in the summer of 2014, as well as an open house for South Haymarket stakeholders and the general public. Four key findings resonate from these discussions:

- South Haymarket should be a mixed-use district with an emphasis on urban infill housing in support of Greater Downtown.
- South Haymarket's proximity to Haymarket and other Downtown attractions make it a desirable place to live.
- Public rights-of-way should be upgraded to identify pedestrian, bicyclist and vehicular routes and to enhance connections within and across the neighborhood.
- The government and industrial footprints in South Haymarket have an impact on redevelopment opportunities.

A second round of discussions and a public open house occurred in late 2015 to review the findings of the Plan.

Vision

The South Haymarket Neighborhood Plan presents a vision for the future that is based on consultation with and input from property owners, community representatives and elected officials. South Haymarket is an opportunity area for high-density residential and mixed-use development which will support the redevelopment efforts in the Lincoln Historic Haymarket District, West Haymarket, Antelope Valley, UNL Downtown Campus, Innovation Campus and Downtown Lincoln. Some of the redevelopment recommendations in this plan may occur in the next 5 years or less, and some may occur over the next 20 years and beyond. Overall, this plan presents a redevelopment strategy to create an urban neighborhood for an additional 1,000 to 2,000 residential units, well-defined streetscapes that connect to trails, an urban plaza, open spaces, expanded commercial and office space, adequate parking for the new uses and other amenities within Greater Downtown.

Goals & Recommendations

The vision for the South Haymarket Neighborhood is driven by the eight goals listed below. These goals were developed out of meetings with property and business owners, City staff and other stakeholders. Each goal represents a key component to developing the vision for South Haymarket. Each goal of the South Haymarket Neighborhood Plan includes a description and is applied to the identified subareas in The Neighborhood section of the plan.

Create an Urban Neighborhood

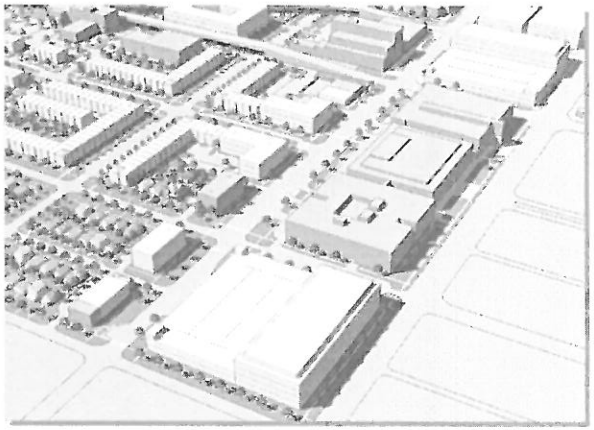
Successful neighborhoods contain key elements to make them desirable places for people to live. Together, these elements create neighborhoods that become popular places in a community. Important neighborhood elements include a variety of housing choices, parks and recreation areas, schools, supportive commercial activity, pleasant streetscapes ideal for walking, biking and driving and thoughtfully designed buildings. The goal for South Haymarket is to transform this area into a high-density, urban neighborhood. The basis of this vision is shown on the future land use map, which transitions from more heavy industrial and government uses to residential and mixed-uses. Recommendations include:

- Build a variety of high-density residential units, but within the maximum height limits per the zoning districts
- Decrease development density and height from north to south in the South Haymarket Neighborhood
- Respect the 300' buffer between new residential units and the rail lines
- Develop first floor residential and/or active uses where identified
- Support and encourage appropriate expansion of existing businesses
- Elevate residential structures 1 foot above base flood elevation
- Encourage "slip-in" apartments to provide new exterior facades that blend in with the surrounding dwellings
- Implement the Village redevelopment by supporting a Community Unit Plan

Consolidate the Government Footprint

The South Haymarket Neighborhood Plan states that all land uses should be more efficient to encourage opportunities for redevelopment, including publicly-owned properties. The concept in the South Haymarket Neighborhood Plan demonstrates how a consolidated government campus would occupy less land in order to make land available for private development in South Haymarket, while still providing an efficient government campus with capacity for future growth. The timing of potential redevelopment of public properties will be dependent on the maximization of the investment in the property and the level of benefit provided by the potential private development. Continued and heightened coordination with the Public Building Commission and other County and City agencies is required to further realize the recommendations and vision of the neighborhood. Recommendations include:

- Work in concert with County/City government offices, including the PBC, to seek redevelopment opportunities of identified publicly-owned properties for residential and mixed uses including:
  - LPD Maintenance Facility
  - StarTran Administrative Offices and Bus Garage
  - LES Substation and Peak Facility at 8th & J Streets
  - 9th & J Street Building and 825 J Street
  - 8th & H Street Parking Lot
- Support consolidation of the County/City Offices between L, 10th, G and 9th Streets
- Promote the K Street Records Warehouse for reuse and determine alternate locations for records storage
- Request development proposals for the JPA-owned land on the western edge of the N Street Corridor



Transition from Heavy Industrial Uses

South Haymarket has historically been an industrial district. Over the years, manufacturing, warehousing and processing facilities have dominated this area. A handful of heavy industrial uses still exist today in South Haymarket while most other industrial areas have transitioned to other uses. In order to allow for residential redevelopment, most heavy industrial uses should transition to residential or mixed uses. Recommendations include:

- Continue to communicate with heavy industrial uses, such as Sprenger Lumber, Midlands Recycling, and Midwest Steel Works, Inc., regarding their current and future business needs
- Explore acquisition opportunities for the public plaza at Canopy Street
- Recommend a westward expansion on future TMCO projects
- Coordinate and explore funding opportunities for demolition of the grain elevators
- Support continued expansion of office/light industrial/mixed-use properties
- Coordinate with J.A. Woollam on their business expansion and potential land exchange
- Encourage office and light industrial uses that:
  - Do not contain outdoor storage;
  - Have minimal noise and odor; and,
  - Operate mainly during normal business hours

Organize the Streets, Sidewalks & Trails

Additional street and sidewalk connections are recommended in the South Haymarket Neighborhood. Reestablished streets begin to create urban blocks that are appropriate for high-density redevelopment, and sidewalks provide safe routes for pedestrians within and adjacent to South Haymarket. New or expanded transit routes should be reviewed for South Haymarket. New trails provide recreational opportunities and connect South Haymarket residents to destinations throughout Lincoln. Recommendations include:

- Plan for N and M Street one-way couplet and implement the N Street streetscape
- Plan for significant streetscape upgrades to J Street, including a landscaped median
- Implement the streetscape recommendations along 9th Street and 10th Street

- Plan for construction of the L Street slip road
- Implement streetscape recommendations on 8th Street
- Dedicate right-of-way and construct Arena Drive from N Street to 4th Street incrementally as redevelopment occurs
- Dedicate right-of-way and construct L Street west of 6th Street to Arena Drive
- Provide a green connection for the Jamaica North Trail extension
- Develop a roundabout design for the intersection of Arena Drive, J Street and 4th Street
- Implement the 7th Street streetscape concept
- Incorporate on-site amenities and connections in public right-of-way for pedestrians and bicyclists
- Dedicate right-of-way for 7th Street between J and H Streets and H Street between 6th and 7th Streets

Develop Adequate Open Space

As new residential units are developed in South Haymarket the demand for open space will increase. The City should plan for this demand and incorporate places for residents to recreate in South Haymarket. New open spaces also provide opportunities for floodplain mitigation. Recommendations include:

- Program a public plaza space at Canopy Street and 7th Street with green connections to the N Street Protected Bikeway and the Jamaica North Trail
- Dedicate open space along the western boundary of the South Haymarket Neighborhood as compensatory floodplain storage to encourage redevelopment and for passive open space use by the neighborhood
- Program open space for neighborhood amenities

Preserve Historic Resources

Historic buildings are important to the character of South Haymarket and should be preserved and renovated whenever possible. The historic assets of South Haymarket enrich the area and provide some of the sense of place which this plan seeks to strengthen through revitalization and redevelopment. Recommendations include:

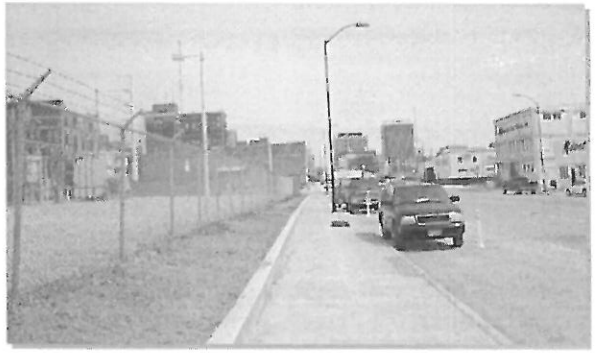
- Support reuse of National Register and Local Landmark properties
- Encourage owners to pursue historic designation on properties determined to be eligible or designate the site as a Local Landmark
- Respectful redevelopment should occur around the contributing historic structures in the South Bottoms Historic District

Implement Site & Building Design

Existing and new design standards for the South Haymarket Neighborhood should address streetscapes, site development, and building design. The intention is for both public and private property owners to comply with South Haymarket design standards to enhance the livability of the neighborhood. Recommendations include:

- Develop South Haymarket Design Standards for site and building design with application as redevelopment projects occur
- Extend the Capitol Environs District west along J Street to 4th Street
- Screen the LES substation facility on N Street
- Apply Downtown Lincoln, Neighborhood, and Capitol Environs Design Standards where applicable
- Respect the 57 foot height maximum in the Capitol Environs District

Develop a Parking Program

More than 4,000 parking spaces exist in South Haymarket today, including approximately 870 on-street spaces. However, the current parking program for South Haymarket is disjointed and haphazard. The South Haymarket Neighborhood Plan recommends significant redevelopment to occur, so parking will be a key factor to the neighborhood's success and a coherent parking program will be needed. Recommendations include:

- Develop parking stalls beneath the Rosa Parks Way viaduct to offset the loss of parking lot stalls needed for residential development
- Provide for parking on-street and on-site, preferably in parking garages versus surface lots
- Access the off-street parking from an alley behind the homes in the South Salt Creek Village and/or provide additional angled parking on 7th and 8th Streets
- Anticipate private structured parking with major redevelopment projects
- Study the block bounded by N, 8th, M and 7th to determine feasibility for a public parking facility
- Study the site between the Rosa Parks Way viaducts for mixed-use and parking structure once StarTran relocates this facility
- Add additional decks to the lot north of the County/City Building and add a public parking structure to the south surface parking lot when future growth requires additional parking