Item 5—Agenda of June 19, 2014 **June 13, 2014**

PROPOSAL:
WRK requests a certificate of appropriateness of demolition of 700 O Street in the Haymarket Landmark District and construction of a new building at the site, incorporating the east wall of the existing structure.

DISCUSSION:
Brett West of WRK, representing the owners of 700 O Street, visited with the Commission last month to provide an initial briefing on a current proposal to remove the building and construct a new 3-story structure on the site. He described the design as preliminary. It would include potential retail space on the first floor with offices above. The alley façade of the existing brick building would be retained, with two additional metal-clad stories above. The full presentation provided at the May 15, 2014 meeting follows this report.

700 O Street in Haymarket Landmark District was constructed in 1915 by Proudfit Lumber Company on the site of earlier lumberyards of Stewart Chute & Co. and others. (The adjacent 720 O Street was constructed in 1924 by R. S. Proudfit Co., then a wholesaler of radios and refrigerators.) By the 1930s meatpackers including Cudahy Co. and John Morrell Co. occupied portions of the building, which were adapted for cold storage. Bluestem Books used bookstore was a long-time tenant in more recent years, along with Crawdaddy's restaurant. A wrought-iron railing was installed on the O Street dock in the 1990s, utilizing materials from the old 10th Street viaduct over the railroad tracks north of Memorial Stadium. The south façade of the brick structure has been painted, while the variegated brown brick is exposed on the east side along the pedestrian alley and on the west side facing a parking lot and Canopy Street.

700 O St. from SW, 2013

View of north side of O Street, looking west from 9th towards 7th, ca. 1930. 700 O Street is at left, with a rooftop billboard.

A proposal was made in 2012 to use this property as part of the site for a city-owned parking garage. The Commission denied the request for demolition and it was withdrawn. Lumberworks Garage has since been constructed on the south side of O Street, across from the site. The minutes from the HPC discussion of January 2012 are attached.

The building was classified as a "contributing property" in the 1982 designation of Haymarket as a Landmark District. The pending National Register nomination for the district concurs with this classification. Its demolition cannot be recommended by staff without specific documentation that its reuse is not feasible.

The Commission's adopted procedures call for two public hearings on requests for demolition and for construction of new buildings in designated historic districts. The process is designed to allow for additional public input and to seek mutually acceptable solutions. Recognizing that the Lincoln preservation ordinance balances the public interest in preservation of buildings and areas of historic significance, with the private interest in making final decisions on use of, investment in, and return on investment in private property, the questions of demolition and new construction must be weighed separately.

The conceptual design for a new building should be evaluated based on the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings, adopted as the Haymarket guidelines in 1982. Standard 9 is directly relevant:

Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material, and such design is compatible with the size, scale, color, material, and character of the property, neighborhood or environment.

Based on Mr. West's description of the design as conceptual and preliminary, I will not make a recommendation on a finding and action at this time, but will make suggestions for consideration by both the applicant and the Commission.

Rendering of proposed design, viewed from west.

As proposed, the west façade combines the most and the least compatible features of the design. The brick portion appears to be responsive to the design of historic Haymarket warehouses, especially the Grainger complex which occupies the east side of this block.

Grainger Warehouse, 8th & O Sts.

The southwest corner element, and especially its winged roof, is incompatible with the district in scale, apparent material, and character. It is apparently designed to be eyecatching, especially from the west. Mr. West noted this property's role as Haymarket's west portal. It is worth considering that new structures in "west" Haymarket between Arena Drive and Canopy Street have changed vistas of the area from east-bound travelers on Harris Overpass. When the open quarter-block south of the new Olsson Associates office is developed, it will further lessen this property's visibility as the gateway to Haymarket.

(2) View Down Alley Toward P Street

O Street façade.

The proposal to use metal sheathing on the upper stories of the east (alley) façade and on the rear/north façade is without historic precedent on major Haymarket buildings, but has relatively little impact on significant vistas in the area. Metal cladding on secondary elements such as penthouses and on inconspicuous new features such as skywalks in the area does provide context for this element, which may be viewed as within the industrial design vocabulary of the area.

1 Northeast Corner

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WRK LLC.
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Site Location

Existing Site Maps

700 O Street

The 700 O street project is located in the Historic Haymarket area next to the O street overpass. It has a unique opportunity to be the new billboard for the City of Lincoln as you enter downtown across the train tracks from the east. The project has surface parking to the west and a new 500 car garage to the south. The city is also planning a new art walk alley to the east of the project.

Overpass Views

700 O Street

Conceptual Design 2/5/14

WRK LLC.
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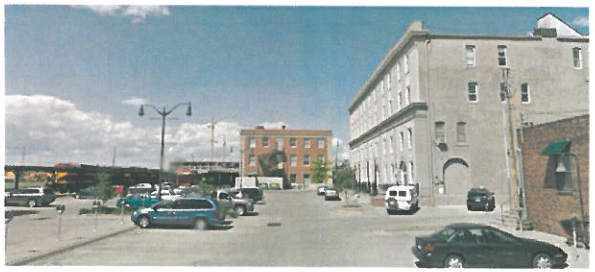
South View



Existing Building

700 O Street

Conceptual Design 2/5/14

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Canopy Street View

700 O Street

Conceptual Design 2/5/14

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O Street Overpass View

700 O Street

Conceptual Design 2/5/14

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A1

FIRST FLOOR LEVEL

SCALE: 1 : 150

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700 O Street
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FIRST FLOOR PLAN
Issue Date: Jan 31, 2014

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A2

SECOND FLOOR LEVEL

SCALE: 1 : 150

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SECOND FLOOR LEVEL
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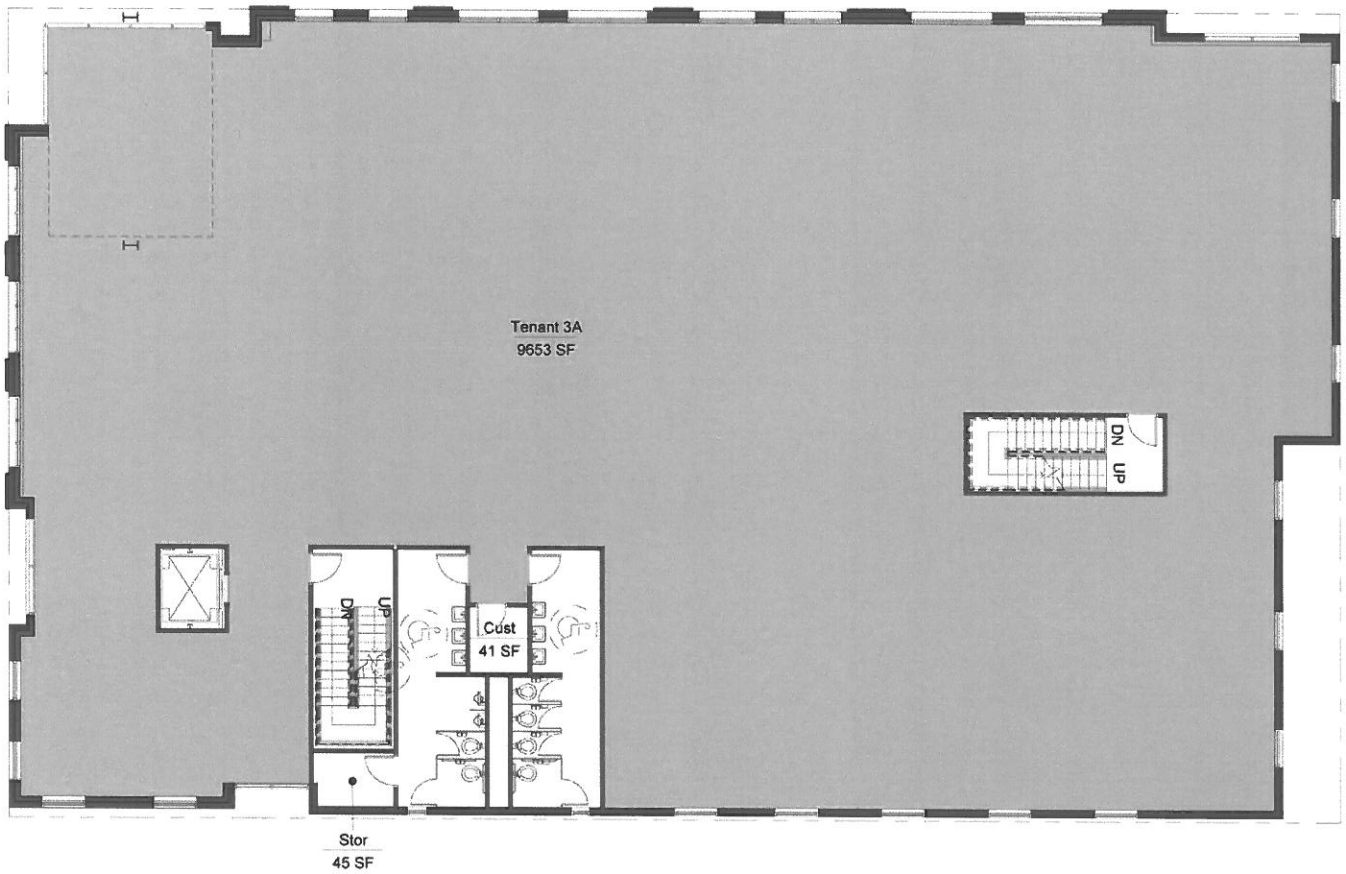

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THIRD FLOOR LEVEL

SCALE: 1 : 150

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THIRD FLOOR LEVEL
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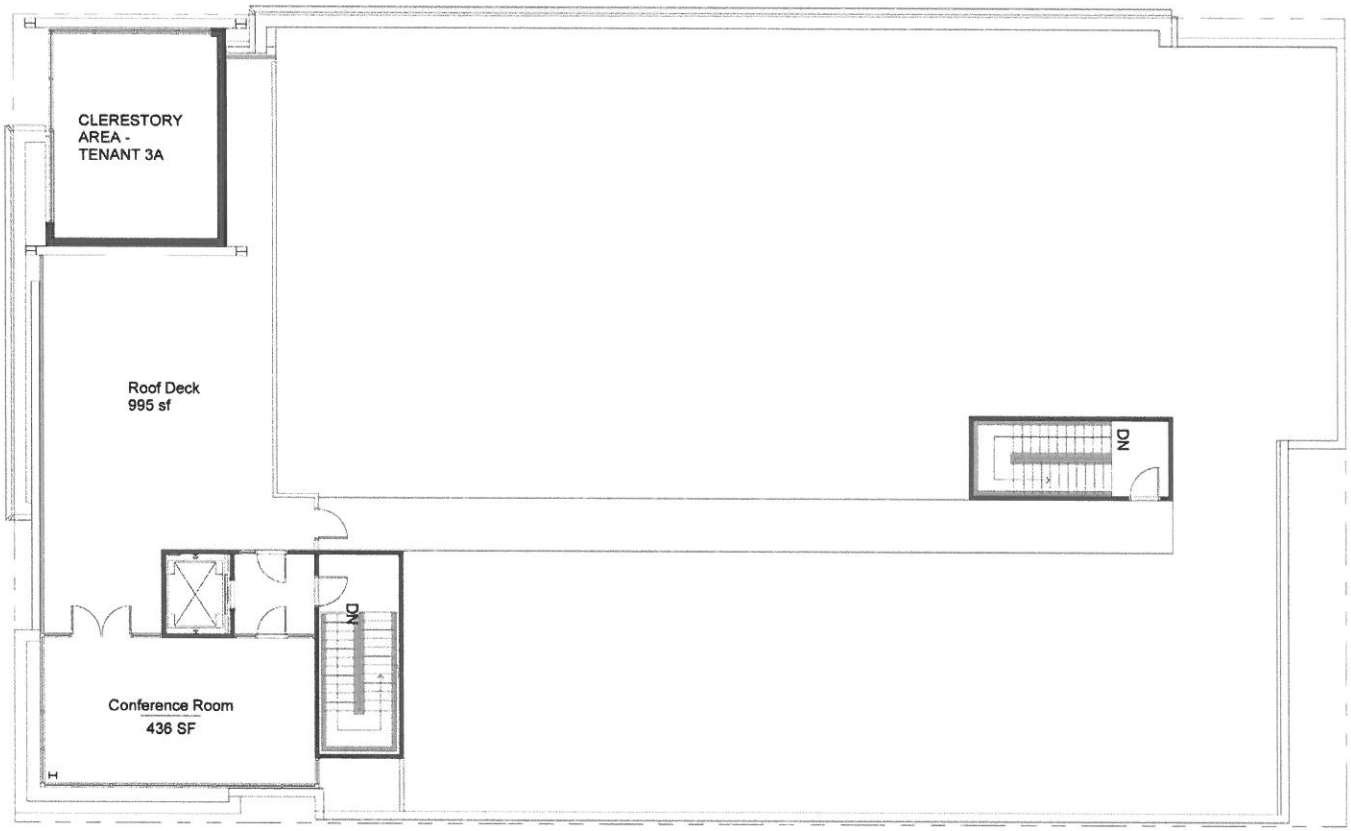

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ROOF LEVEL

SCALE: 1 : 150

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ROOF LEVEL
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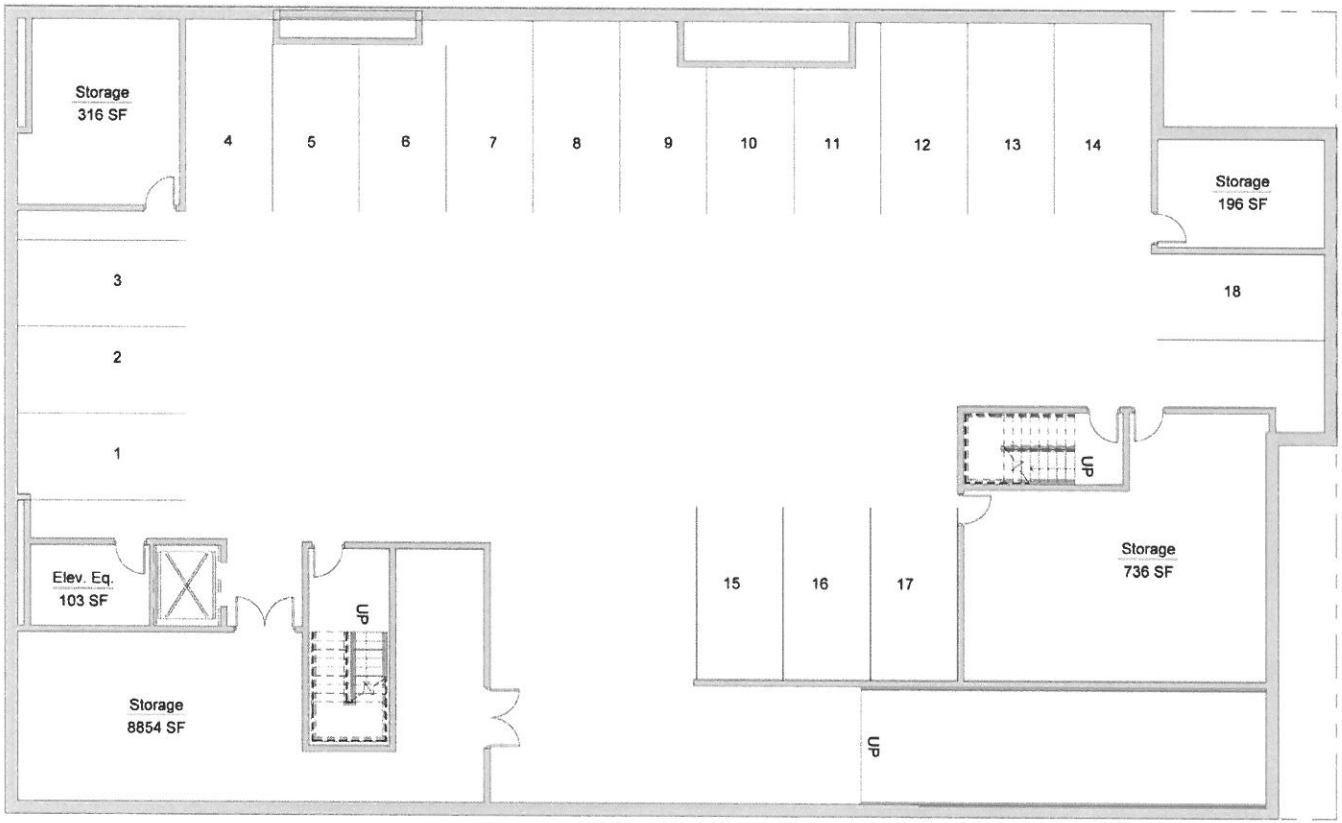

BASEMENT

SCALE: 1 : 150

700 O Street
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Lincoln, NE

BASEMENT PLAN

Issue Date: Jan 14, 2014

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SOUTH ELEVATION

SCALE: 1 : 150

700 O Street
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South Elevation
Issue Date: 02/03/14

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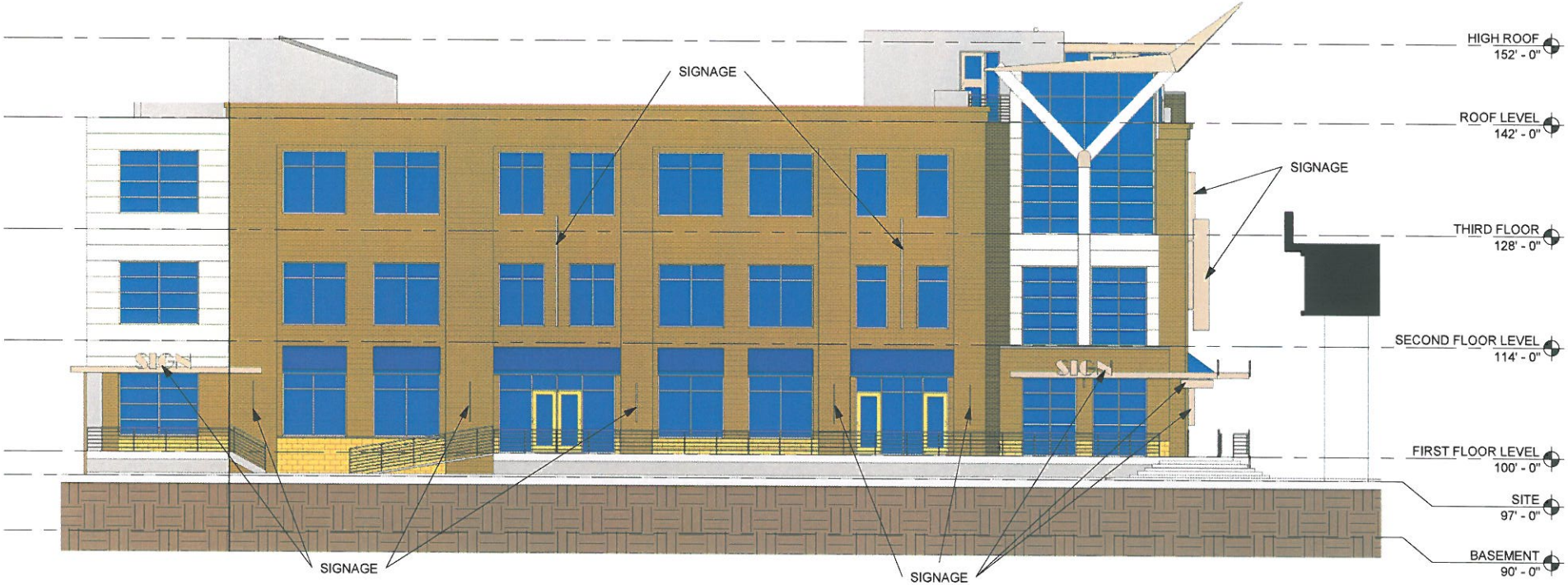

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WEST ELEVATION

SCALE: 1 : 150

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700 O Street
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West Elevation
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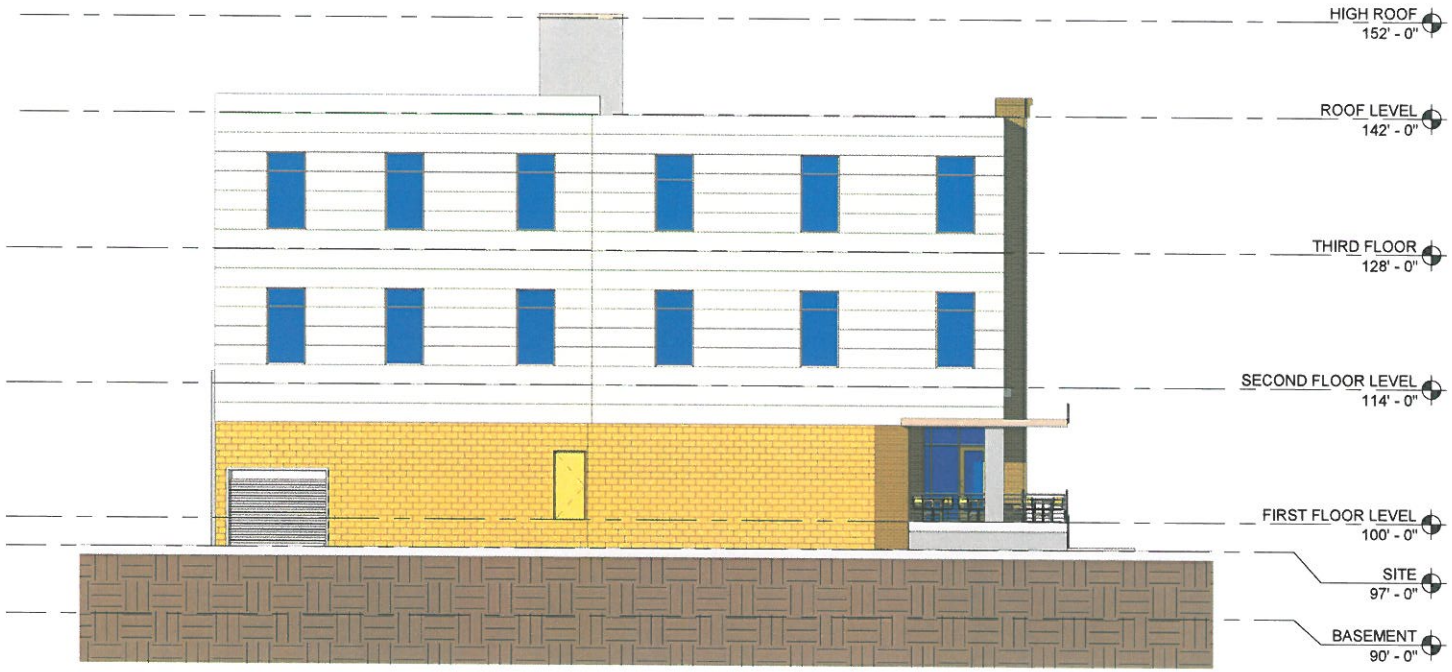

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NORTH ELEVATION

SCALE: 1 : 150

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North Elevation
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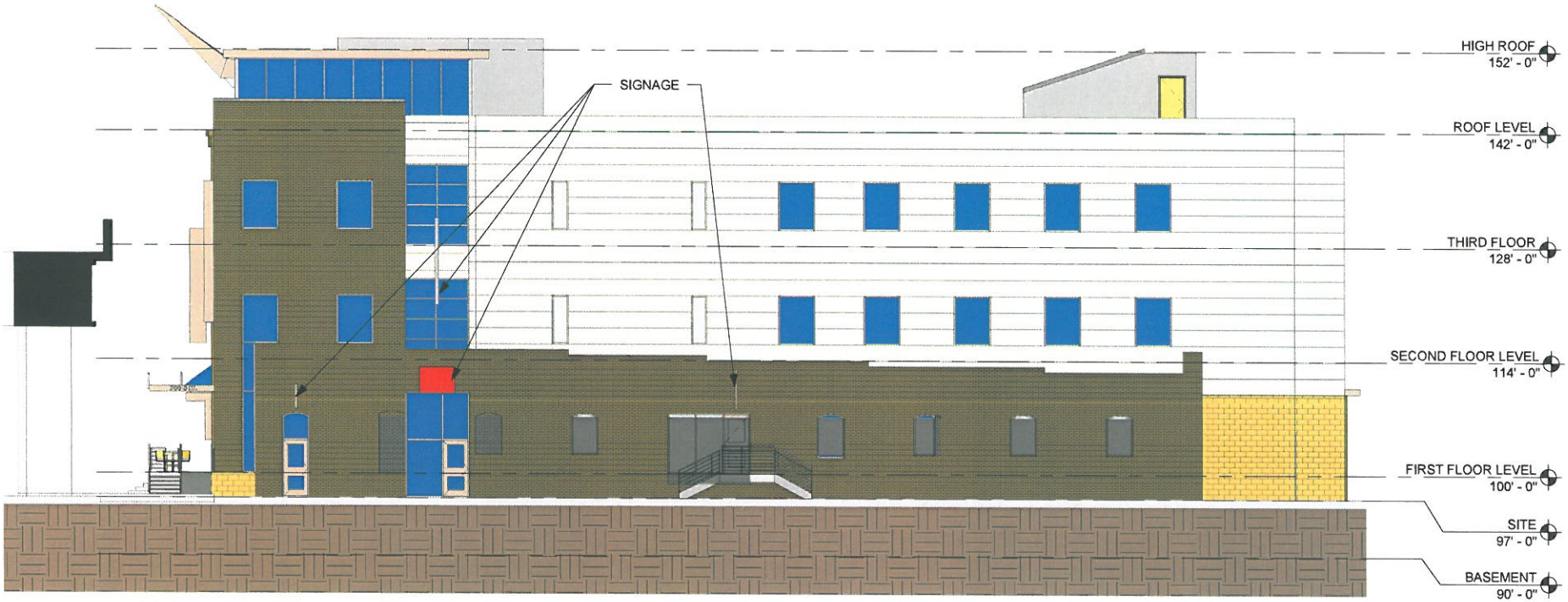

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EAST ELEVATION

SCALE: 1 : 150

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East Elevation
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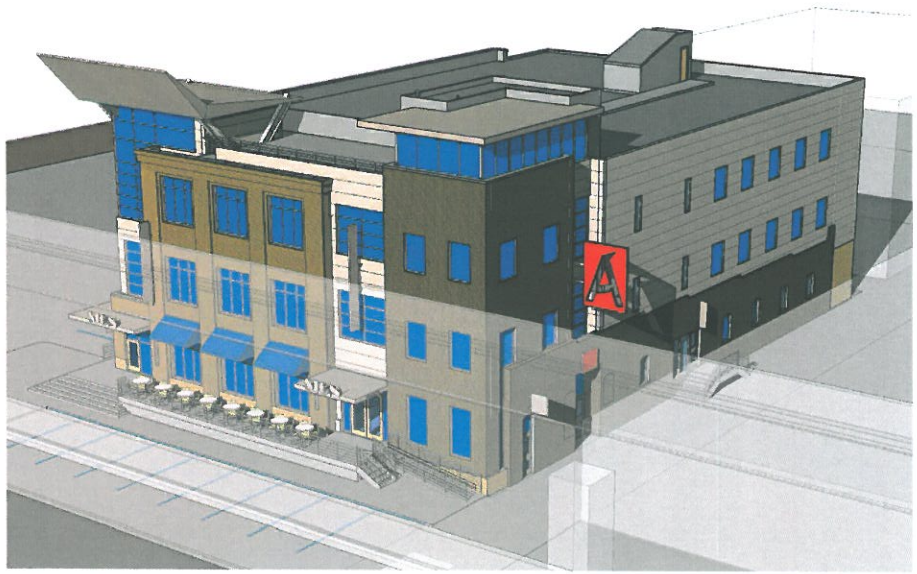
1 Southwest Corner



2 Southeast Corner

700 O Street
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3D Views
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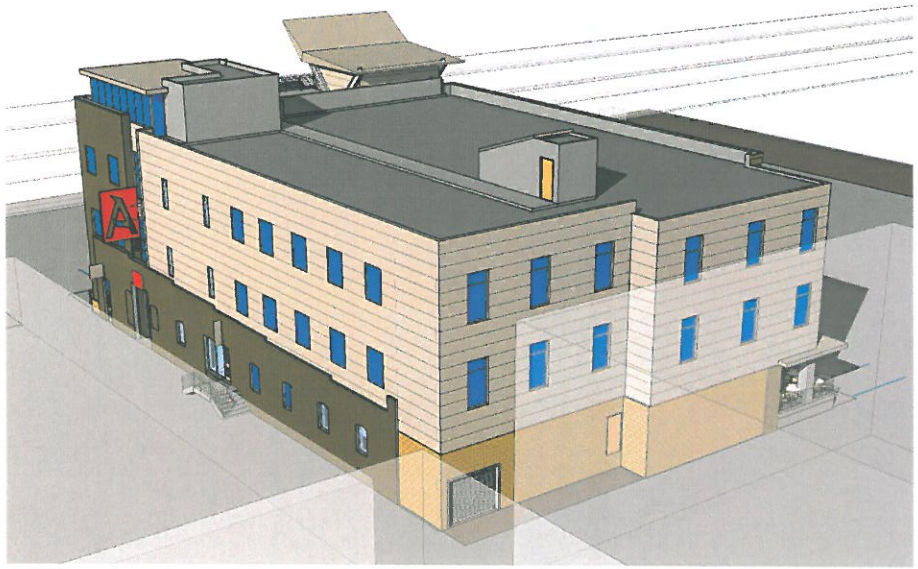

1 Northeast Corner

2 Northwest Corner

WRK
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3D Views
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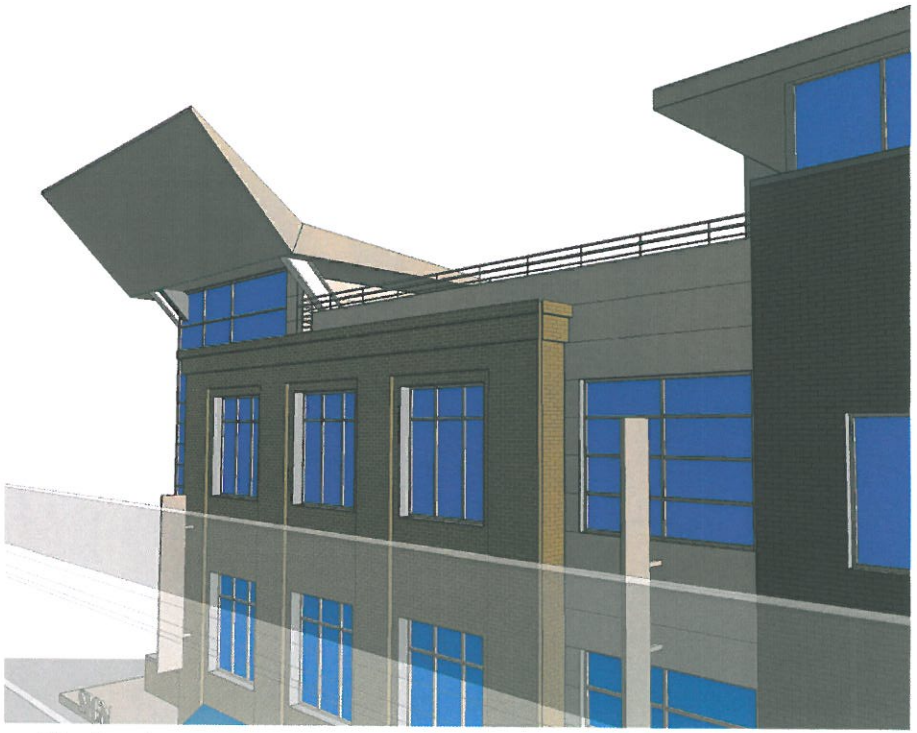
1 View from Overpass Eastbound



2 View from Overpass Westbound

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700 O Street
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3D Views
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1 View from Overpass Eastbound 2

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2 View from O Street

1 View from Canopy Street

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3D Views
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1 View from 8th Street

2 View Down Alley Toward P Street

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3D Views
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Excerpt from
MEETING RECORD

NAME OF GROUP:	HISTORIC PRESERVATION COMMISSION
DATE, TIME AND PLACE OF MEETING:	Thursday, January 19, 2012, 1:30 p.m., Conference Room 210, 2nd Floor, County-City Building, 555 S. 10th Street, Lincoln, Nebraska
MEMBERS IN ATTENDANCE:	Cathy Beecham, Tim Francis, Jim Johnson, Berwyn Jones, Liz Kuhlman, Jim McKee and Greg Munn. Ed Zimmer, Stacey Hageman and Teresa McKinstry of the Planning Department; Dave Landis, Dallas McGee and Ken Smith of Urban Development; Jordan Pascale of the Lincoln Journal Star and other interested citizens.
STATED PURPOSE OF MEETING:	Regular Historic Preservation Commission Meeting

Chair Greg Munn called the meeting to order and acknowledged the posting of the Open Meetings Act in the room.

Munn then requested a motion approving the minutes for the regular meeting and joint meeting held December 15, 2011. Motion for approval made by Johnson, seconded by Beecham and carried 7-0: Beecham, Francis, Johnson, Jones, Kuhlman, McKee and Munn voting 'yes'.

Ed Zimmer introduced Stacey Kuhlman who is a new planner with the Planning Dept. She will be staffing this meeting when Ed is unable to attend.

APPLICATION BY URBAN DEVELOPMENT FOR A CERTIFICATE OF APPROPRIATENESS FOR WORK AT 700 O STREET IN THE HAYMARKET LANDMARK DISTRICT
PUBLIC HEARING: **January 19, 2012**

Members present: Beecham, Francis, Johnson, Jones, Kuhlman, McKee and Munn

Dave Landis stated that Urban Development is charged with the responsibility for parking in the downtown area. This is a 1915 building that is currently unoccupied. They hope to re-use the space for a parking garage, retail and housing development. The essence is that a historical building will be torn down. There are points to consider. They intend to purchase and take down 700 "O" St. They would also take down the billboard on top of 720 "O" St. We would hope to utilize the basement of the building as underground apartments. It would begin as a 435-440 stall garage. It would be six floors tall, but stay

inside the required height restrictions. They would acquire some land to the west that is now a parking lot. The most westerly portion would be for retail. There could be perhaps as many as four or five floors of housing on the western part. As you drive on the Harris Overpass, you would see a substantial structure. He realizes that this is a step backwards for the historic preservation of the building that is there, but he believes it is accompanied by at least two steps forward. This would create abundant parking in the Haymarket area for buildings that are far more important and currently filled with people. It would involve the loss of a building, but it is an investment that he thinks makes the profitability of other buildings in the Haymarket more secure.

Jones questioned why the area south of "O" Street is not being looked at. Landis believes this would be problematic. The IDP for Canopy St. says there will be no parking structures next to Canopy St. You need 120 feet and there isn't a good footprint.

Jones is upset that this can't be done. There is more area across "O" St. Landis may have misstated. He will look into it. Jones is unenthusiastic about losing a listed building.

Ken Smith stated that 120 feet is needed for the ramp. North to south, we have that. Coming onto the L shape, that is where we lose that due to the substation.

McKee questioned if the substation is staying on the south side. Landis hasn't heard anything to the contrary. Zimmer noted that there has been talk that LES might need more substations to fully serve West Haymarket.

McKee noted that this group was just talking last week about the garage south of the arena, and he believes another garage to the south of that. Zimmer stated there is a small garage attached to the arena and a larger one across the street. There would in the future be another larger garage abutted up against the District Energy Commission building.

McKee believes there is vacant land next to that. He questioned why you wouldn't put the garage there. He is deadly opposed to this. The fabric of the Haymarket is disappearing bit by bit. He prizes every single building. He questions a five or six story building, book marking the Haymarket. The arena and West Haymarket is burying the area. He knows that the city can do whatever it wants to.

Beecham added that the Urban Design Committee/Historic Preservation Commission joint committee worked very hard on the IDP. Exceptions have been made. The line hasn't been held. She would rather have the option for the joint committee to give a little on the IDP and not lose the building. It seems counter intuitive to the entire thing to tear down a historic building.

Landis agrees that something will happen at that space. The owner would say there will be value at this location and to maximize the rate of return, they won't spend the money to rehab the building. Economics will trump you.

Beecham noted that the Tool House is a good example. There are changes and additions being made. This group recognizes that sometimes this needs to happen. She would love to see this building stay, but would rather see it change, than torn down.

Francis noted that economics will drive this.

Landis has heard the commission express that they believe the IDP is manageable and malleable. He doesn't think you would get retail on the first floor of this building. He doesn't think you could get retail to work on the south side of the street. You would have a block long walk inside a parking garage. There might be a time when development fills the area and goes south.

Jones stated there are historic districts with no parking in the district. Trolleys are used. That is much more attractive than what is being proposed.

McKee is curious how often retail works on the ground floor of a parking garage. Landis replied that Doozy's and others have been successful.

Beecham stated that Sinclair Hille is a strong, stable piece of the Haymarket. It is not retail, but an office. She believes office space could work in this building.

Landis stated if you have been on a good urban retail street, you find shop after shop. There is a reason for the walker to continue. When a walker comes to a block with just a business, you don't want to cross the moat of concrete. You go back. You want open doors. This is one of the reason malls sprang up, a conglomerate of stores in one place. The Haymarket is successful because of the proximity of places to go.

Beecham questioned how tearing down this building guarantees that retail in a different building will be more successful than retail in the existing building. She is not sold yet how this works.

Landis noted that the owner can tell you. He read a letter from the owners, William Scott of WRK, LLC. The profitability is definitely an issue.

Beecham is very concerned about this building. She truly believes that this building contributes to the Haymarket. She can see challenges, but also potential. She would hate to see this building torn down. This location will eventually be very strong.

Landis noted that people want density. This moves us backward in a historic perspective.

Beecham has a hard time tearing this down when there are so many other options, especially right across the street.

Francis disagrees. This isn't our money. If the owner wants to tear this down, that meets the design criteria, that is their prerogative. He is in favor of the proposal.

Beecham vehemently disagrees. She doesn't think this is necessary.

Munn stated that the priority is not to solve all the problems, but preserve the history of the Haymarket. When the arena is done, the whole area west is going to explode. He can't in good conscience agree to tear down this building.

Landis looks at the Haymarket and wants it to be economically viable. That is not antithetical. He needs to see available convenient parking. It is good for the city that the arena succeeds. He is charged with a different function than this commission. He is betting this won't be a one story building in five years.

Jones believes if that kind of destruction goes on, the owners of the building are going to harm their relationship.

Beecham has a hard time destroying this building. There is so much more open space. This is not the place. We have approved tearing down buildings in the Haymarket. The building next to the Tool House was torn down with this commission's approval. She would like to see if there are any other options available.

Kuhlman and McKee left.

Zimmer offered that the commission has been asked to weigh economic evidence as a hardship that action needs to proceed. Windows in the Hardy building couldn't be done on a budget. It's not that this building is failing, but rather the owners don't feel they can prudently rehab it. There is a frame for asking a different question of the commission. Within the charge, there is a little more range.

Beecham stated that none of us likes tearing down buildings. We are capable and willing to see the big picture.

Munn is not convinced in this case that this building needs to be torn down.

Landis wants to be respectful of the Commission.

ACTION:

Francis moved approval, Beecham seconded.

Beecham questioned if the area adjacent to the LES substation is in the Haymarket boundaries. Zimmer replied no. That would fall under Urban Design review.

Beecham wondered if work was done to research that area, would it be reported to this commission? Was there an analysis of the site? Landis replied that an analysis was done of six different sites by a parking firm.

Smith stated there is about thirteen different criteria that is evaluated for a parking garage.

Beecham questioned if this could this be brought to a joint Urban Design Committee/Historic Preservation Commission meeting. Zimmer replied that anything in or within 300 feet of the Haymarket comes to this commission.

Landis would be happy to share the parking study. Lumberworks would be another location. Barry's was the third location.

Motion for approval failed 1-4: Francis voting 'yes'; Beecham, Johnson, Jones and Munn voting 'no'; Kuhlman and McKee absent.

Zimmer noted that now starts a 90 day waiting period before they can demolish the building.

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