

LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for January 17th, 2007 PLANNING COMMISSION MEETING

P.A.S.#: Comprehensive Plan Conformance **CPC06019**

PROPOSAL: Amendment to Lincoln Center Redevelopment Plan for the establishment of the North Haymarket Arts and Humanities Center Project Area to determine conformity with the *Lincoln and Lancaster County 2030 Comprehensive Plan*.

CONCLUSION: The proposed amendment is in conformance with the Comprehensive Plan.

<u>RECOMMENDATION:</u> Find that this request is in conformance with the Comprehensive Plan.

GENERAL INFORMATION:

LOCATION: An Area generally bounded on the north by “S” Street, on the west by 8th Street, on the south by “R” Street, and on the east by 9th Street.

EXISTING ZONING: B-4 (Lincoln Center Business District)
I-1 (Industrial District)

EXISTING LAND USE: Office and warehouse.

HISTORY: The Lincoln Center Redevelopment Plan was first adopted in 1975 and has had more than 20 revisions for specific projects since its major update in 1985. Major benchmarks have been the 1993 revisions to approve parking structures, the Burnham Yates Conference Center, a childcare center, and the O Street Skywalk, utilizing proceeds from a bond issue of 1985. These smaller, incremental projects followed concepts summarized in the “Downtown Master Plan” of 1989. That plan revised the large retail mall proposed in the major update of 1985. In 2005 the current Downtown Master Plan was adopted and identifies this area as Dining/Entertainment Retail.

COMPREHENSIVE PLAN SPECIFICATIONS:

The 2030 Comprehensive Plan identifies this area as Commercial

The 2005 Downtown Master Plan identifies this area as Dining/Entertainment Retail.

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

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

“The community actively encourages public-private partnerships, strategic alliances and collaborative efforts....as a means to accomplish its future economic objectives.” (P. 30)

“The City should preserve and enhance Downtown’s role as:

- the major office and service employment center of the City*
- the focus of all levels of government*
- the City’s principal cultural, entertainment and tourism center*
- the hotel and convention center for the City*
- the City’s financial center*
- the hub of higher education*
- a regional retail center geared toward employees, area residents, convention visitors and University population” (P. 36)*

“Encourage renovation and reuse of existing commercial centers. Infill commercial development should be compatible with the character of the area and pedestrian oriented.” (P. 36)

“Encourage efforts to find newuses for abandoned, under utilized or “brownfield” sites that are contaminated.” (P. 49)

“Encourage a variety of housing types in the Downtown and Antelope Valley area.” (P. 72)

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

Seek incentives and regulatory support for the rehabilitation of existing buildings in order to make it more feasible to rehabilitate and continue to use older buildings. (P. 142)

And from the 2005 Lincoln Downtown Master Plan:

From “Guiding Principles”:

- *Enhance retail*
- *Provide additional housing*
- *Enhance aesthetics*
- *Enhance pedestrian safety (P. 4)*

“The framework encourages mixed use development wherever feasible. Mixed use buildings with housing on upper floors support the retail uses on their ground floors, and benefit from nearby transit services.” (P. 20)

“Locations identified for likely expansion include:

- ***New arena and convention center neighborhood*** - adjacent to these large redevelopment sites. (P. 24)

The *Arena/Convention and Hotel Facilities* area is identified as including the area northwest of 8th and “R” Streets, directly west of the proposed project area. (P. 38)

Key requirements for the Housing Framework include providing:

- ***A vertical mix*** - housing over retail and/or parking.
- ***Transit*** - located within walking distance.
- ***Amenities*** - especially nearby parks and open space; also neighborhood retail services.
- ***Parking*** - on-site. (P. 31)

“The City of Lincoln Urban Development Department has organized a separate planning effort for streetscape improvements along five blocks of 8th Street from the Haymarket Park pedestrian bridge down to “O” Street. “ (P. 110)

ANALYSIS:

1. This is a request to review a proposed amendment to the Lincoln Center Redevelopment Plan for a determination of conformity with the Comprehensive Plan. The amendment covers an area generally extending between 8th and 9th Streets, from the south ROW of “R” St. on the south, to the north ROW of “S” St. on the north. The boundaries of the area are set forth more specifically on the attached map.

2. The Lincoln Center Redevelopment Plan was first developed in 1975 to encourage retail revitalization and has been amended many times since. A major update was adopted in 1985 recommending a large retail mall and a \$12,000,000 bond issue was approved by voters at that time. Emphasis shifted to smaller, incremental redevelopment efforts, as summarized in “Downtown Master Plan” of 1989. A series of initiatives was approved in 1993 utilizing the 1985 bonds including parking structures, the Burnham Yates Conference Center, a childcare center, and O St. Skywalk. Subsequent redevelopment projects over the past ten years were included by amendment of the Lincoln Center Redevelopment Plan: Cornhusker Square, Lincoln Star Building, Old Federal Building, Lincoln Mall, and Haymarket 7th & 8th Street Core Redevelopment Projects. The 2005 “Downtown Master Plan” highlights the development of a Dining/Entertainment Retail area in the Haymarket, with special identification of likely improvement in the “New arena and convention center neighborhood”. This project would be immediately adjacent to the area identified for likely development of a new arena and convention center.
3. The amendment would accommodate the redevelopment of an existing structure into a mixed use office/retail building, construction of a mixed use building to include a public/private center for the promotion of modern arts and humanities, and the construction of a mixed use, primarily residential, building. This project would include public streetscape and infrastructure improvements within the amendment area.
4. City support may include property acquisition, site preparation and remediation, property demolition, utility improvements, parking improvements, and the construction of project related public amenities and related streetscape amenities.
5. Total cost of this project is estimated at \$17 million. This includes approximately \$1.2 million of City public investment. The source of these public funds will be Community Improvement Financing generated from private development within the project area, and Capital Improvement Program funding.
6. This project enhances the pedestrian orientation of the area by including streetscape amenities and providing street level retail opportunities and public open space.
7. This project provides increased Downtown residential, retail, and office opportunities.
8. Transit services are located within one block of the project to provide alternative transportation.
9. Parking for the residential component will be provided on-site, parking for retail, office and Arts and Humanities Center includes the 409 stall Haymarket public garage and 159 stalls at the City’s Iron Horse lot.

10. Public Works and Utilities, Development Services has reviewed the request. The generic proposal to redevelop the block is satisfactory but the following comments are submitted for consideration:
 - 10.1. There is a 6" sanitary sewer in the alley of this block. This is the only sewer available to serve the south half of this block where the proposed 40 units of residential are shown. This sewer may be inadequate to serve the project and may need to be rebuilt.
 - 10.2. If the existing alley is to be used for access to this project it will likely need to be re-paved.
 - 10.3. Section 2.D states that "the project envisions the possible redesign of the existing frontage road on 9th Street." This frontage road was built along with the I180 bridge and any redesign would be subject to approval of the Nebraska Department of Roads. Significant redesign of this paving likely would not be approved.
11. Per the recommendations of the Adopted 2030 Comprehensive Plan, as a major public/private development, the Urban Design Committee should be consulted as part of the design process.
12. The Haymarket Historic District extends to the center of "R" Street on the south edge of this project area. This would put the ROW from the center of "R" Street south, which is part of the defined project area, in the historic district. Historically, projects that are within 300 feet of an historic district have been reviewed by the Historic Preservation Commission for their affect on such district. This project should be reviewed by that commission as part of the design process.
13. In October, 2006, the Historic Preservation Commission reviewed a dock renovation project along the 8th Street side of the Sawmill building (801 "S" Street). There was some conversation at that time about whether or not this block should be added to the Haymarket Historic District. At this time no action has been taken to do so, but it is important that the architectural character of the Haymarket be respected in the design of this project.

CONCLUSION:

This proposal is in conformance with the goals and policies of the 2030 Comprehensive Plan. In the design phase of this project it will be important to take into consideration the comments of the Public Works and Utilities Department regarding the wastewater, alley paving, and

access road re-design, as well as review by the Urban Design Committee and Historic Preservation Commission.

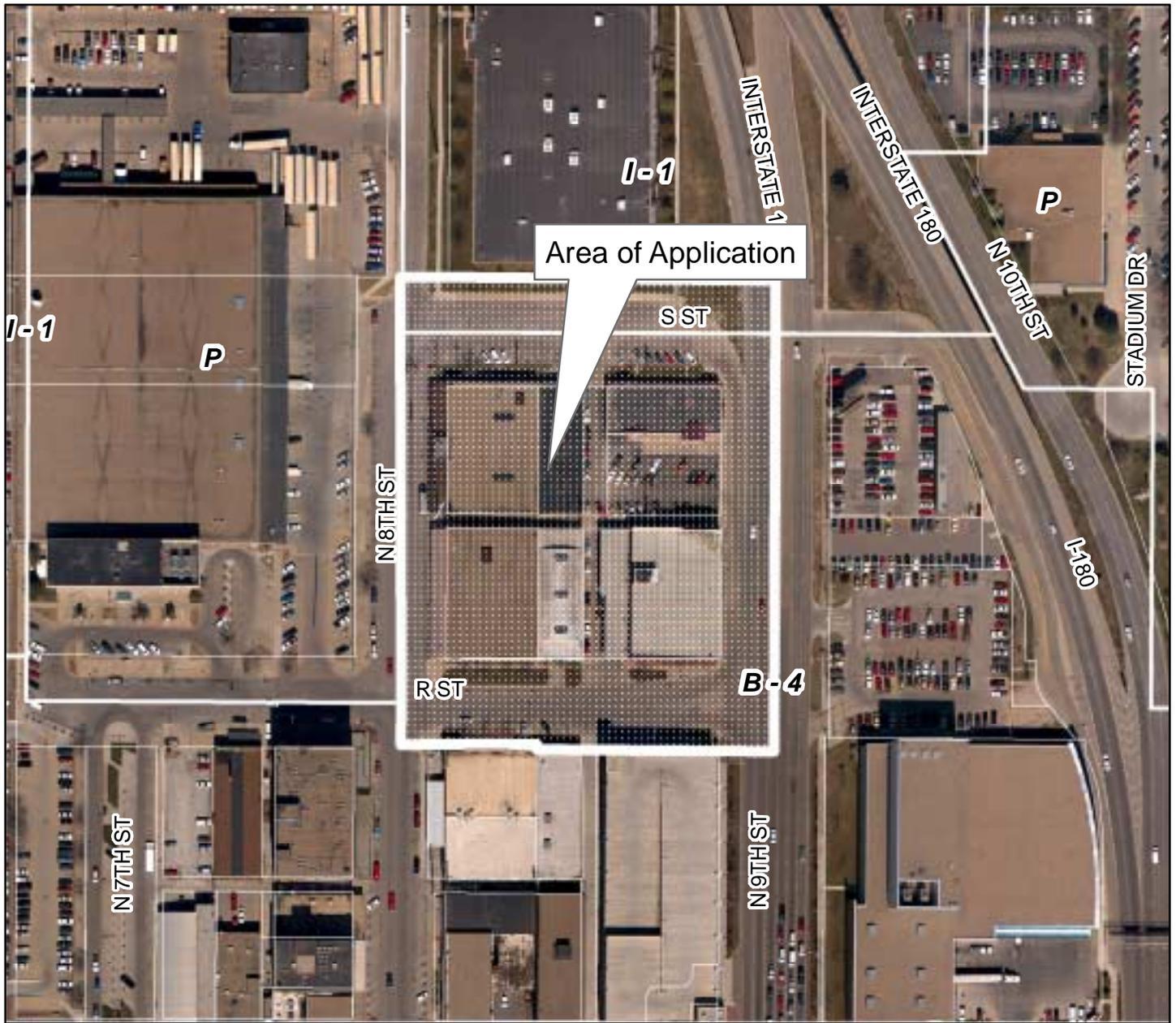
Prepared by:

Sara S. Hartzell, Planner
441-6372, shartzell@lincoln.ne.gov

DATE: January 2nd, 2007

APPLICANT: Marc Wuhlschleger
Director of Urban Development
808 "P" Street, Ste. 400
Lincoln NE 68508
(402) 441-7606

CONTACT: Urban Development Dept.
Hallie Salem
808 "P" Street, Ste. 400
Lincoln NE 68508
(402) 441-7866



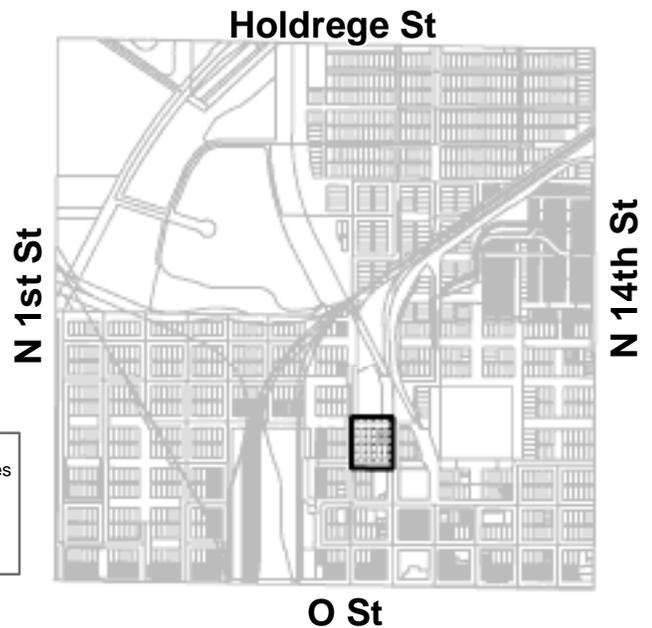
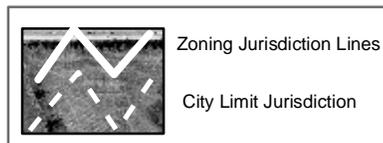
2005 aerial

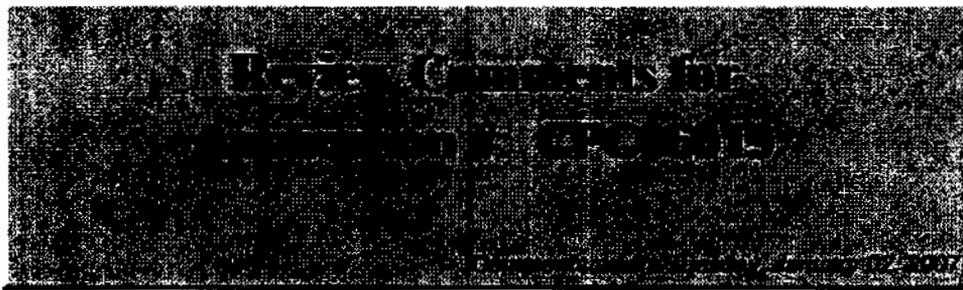
Comp Plan Conformance #06019 821 S St

Zoning:

- R-1 to R-8 Residential District
- AG Agricultural District
- AGR Agricultural Residential District
- R-C Residential Conservation District
- O-1 Office District
- O-2 Suburban Office District
- O-3 Office Park District
- R-T Residential Transition District
- B-1 Local Business District
- B-2 Planned Neighborhood Business District
- B-3 Commercial District
- B-4 Lincoln Center Business District
- B-5 Planned Regional Business District
- H-1 Interstate Commercial District
- H-2 Highway Business District
- H-3 Highway Commercial District
- H-4 General Commercial District
- I-1 Industrial District
- I-2 Industrial Park District
- I-3 Employment Center District
- P Public Use District

One Square Mile
Sec. 23 T10N R06E





Status of Review: Complete

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Reviewed By

NCSSXH

Comments: Per 1-2-07 e-mail from Ed Zimmer

Thank you for kindly (and patiently) requesting my comments for Planning Commission on the Block 21 Redevelopment Area.

As you have noted, the city block bounded by 8th, 9th, R and S Streets is directly adjacent to the Haymarket Landmark District, but is not within the designated boundaries of that district. As you have also noted, public and public/private projects with urban design impact are subject to design review and comment, typically by the Urban Design Committee. The enabling ordinance for that Committee indicates that when such projects occur within 300 feet of a designated landmark or landmark district, the review will be conducted by Historic Preservation Commission.

In that role, on Oct. 19, 2006, the Historic Preservation Commission reviewed designs for a new dock (for seating and building access) for 801 S Street (Sawmill Building), to be built in public right-of-way. The Commission offered suggestions and commented favorable on the project. Members also inquired whether this block should be included within amended boundaries of the Haymarket District.

Expanding on this preliminary and partial review by the Commission, I would note:

On Block 21, 801 S Street (built 1908 for Minnesota Thresher Company) and 401 N. 9th (Bison Books, built in 1913 for Emerson-Brantingham Implement Co.) are early 20th century industrial buildings typical of the Haymarket area. The other structures on the block are compatible in scale with the Haymarket district and do not detract, but are too altered or too recent to be considered contributors to its historic character.

Block 21 has potential for inclusion in the Haymarket district. With the construction of the INS Building and especially of Haymarket Park and the pedestrian overpass, this area north of R Street has gained added importance and visibility as part of that area.

The 9th Street frontage of Block 21 is a key element of the 1-180 entryway to Downtown Lincoln. Urban Design Committee and Historic Preservation Commission assisted in the design review of the Journal-Star Press block and the Haymarket Parking Garage, the construction of which significantly improved that entryway experience. Similar care should be taken on Block 21.

Status of Review: No Rev Req

Reviewed By Building & Safety

Terry Kathe

Comments:

Status of Review: Routed

Reviewed By Planning Department

COUNTER

Comments:

Status of Review: Active

Reviewed By Planning Department

SARA HARTZELL

Comments:

Status of Review: Complete

Reviewed By Planning Department

RAY HILL

Comments:

Status of Review: Complete

12/29/2006 12:22:11 PM

Reviewed By Public Works - Development Services

SIETDQ

Comments: Memorandum□□

To:□Sara Hartzell, Planning Department
From:□Dennis Bartels, Engineering Services
Subject:□CPC #06019
Date:□December 29, 2006
cc:□Brian Kramer
Randy Hoskins
Glenna Graupmann

□

Development Services has reviewed the request to review the amended Lincoln Center Redevelopment Plan to add the North Haymarket Arts and Humanities Center Redevelopment Project. This project is to redevelop the block bounded by 'R' to 'S' Streets and 8th to 9th Streets. The generic proposal to redevelop the block is satisfactory but we have the following comments for consideration:

- 1.□There is a 6" sanitary sewer in the alley of this block. This is the only sewer available to serve the south half of this block where the proposed 40 units of residential is shown. This sewer may be inadequate to serve the project and may need to be rebuilt.
 - 2.□If the existing alley is to be used for access to this project it will likely need to be re-paved.
 - 3.□Paragraph 2D states that "the project envisions the possible redesign of the existing frontage road on 9th Street." This frontage road was built along with the I180 bridge and any redesign would be subject to approval of the Nebraska Department of Roads. Significant redesign of this paving likely would not be approved.
-



**CITY OF LINCOLN
NEBRASKA**

MAYOR COLEEN J. SENG

lincoln.ne.gov

Urban Development Department
Marc Wullschleger, Director
Haymarket Square
808 "P" Street
Suite 400
Lincoln, Nebraska 68508
402-441-7606
fax: 402-441-8711

December 21, 2006

Jean Walker
Planning Department
City / County Building
555 S 10th Street
Lincoln, NE 68508

Dear Jean:

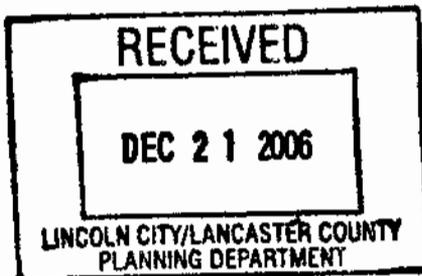
Please find 12 copies of the proposed amendment to the Lincoln Center
Redevelopment Plan for the North Haymarket Arts and Humanities Center
Redevelopment Project.

If you have any questions about the plan amendment, please contact me at 441.7866.

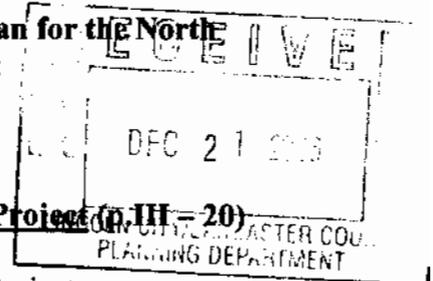
Sincerely,

Hallie Salem
Community Development Program Specialist

encl.s



**Proposed Amendments to the Lincoln Center Redevelopment Plan for the North
Haymarket Arts and Humanities Center Redevelopment Project**



Section III

North Haymarket Arts and Humanities Center Redevelopment Project (p. III - 20)

The North Haymarket Arts and Humanities Center Redevelopment Project area incorporates all of Block 21, located between 8th and 9th Streets and R and S Streets in Downtown Lincoln. The goals of this project are to strengthen and extend the Haymarket district by removal of blighted structures; redevelopment of an existing building into a modern, mixed-use office/retail building; construction of a mixed-use building, which will include a public-private center for the promotion of modern arts and humanities assembly; and, the construction of a mixed-use building, which will be primarily residential. These projects will remove blighted and substandard conditions and will make positive contributions to the continued revitalization of the Haymarket district in downtown Lincoln. This project will also create the new north entrance to the Haymarket district. City support may include property acquisition, site preparation and remediation, property demolition, utility improvements, parking improvements, and the construction of project related public amenities and related streetscape amenities. These improvements will support the continued revitalization of the Haymarket District and downtown Lincoln.

Section IV

P. North Haymarket Arts and Humanities Center Redevelopment Project

1. Revitalization Project Description

The North Haymarket Arts and Humanities Center Redevelopment Project area incorporates all of Block 21, located between 8th and 9th Streets and R and S Streets in Downtown Lincoln (see Exhibit IV-137).

The existing land use in the North Haymarket Arts and Humanities Center Redevelopment Project area consists of office and warehouse uses. Exhibit IV-138 identifies existing land use within the project area.

The goals of this project are to strengthen the Haymarket district by removal of blighted structures; redevelopment of an existing building into a modern, mixed-use office/retail building; construction of a mixed-use building, which will include a public-private center for the promotion of modern arts and humanities assembly; and, the construction of a mixed-use building, which will be primarily residential. These projects will remove blighted and substandard conditions, will make positive contributions to the continued revitalization of the Haymarket district in downtown Lincoln, and create a vibrant entrance to the Haymarket.

The project will support the continued revitalization of the Haymarket and is consistent with the goals of the Lincoln Center Redevelopment Plan and are intended to support private sector retail, commercial and/or residential development and amenities in this redevelopment area. Publicly funded redevelopment activities may include acquisition, demolition and site preparation/remediation, and public improvements throughout the project area, such as blight clearance and removal, site preparation, plaza improvements, and streetscape improvements. These improvements correspond to several of the Downtown Redevelopment Goals identified in Section III. The redevelopment project addresses these goals by accomplishing the following:

- encouraging private redevelopment in and enhancing the architectural character of downtown Lincoln;
- utilizing an underdeveloped lot and removing blight;
- supporting the vision of a revitalized Downtown and Haymarket District, which is a specialty retail, cultural, and entertainment core of our city and a regional destination;
- encouraging development of mixed-use projects that attract and maintain commercial activity and residential developments in the Downtown and Haymarket District;
- integrating streetscape and landscape improvements in the project area with existing public and private amenities;
- supporting downtown business recruitment efforts; and,
- enhancing the area's pedestrian-friendly, street-level orientation.

2. Statutory elements

(A) Property Acquisition Relocation Demolition and Disposal

Accomplishing the North Haymarket Arts and Humanities Center Redevelopment Project will involve all six buildings on Block 21, including the redevelopment of two existing buildings, a University of Nebraska-owned building (University Press building 401 N 9th Street) and a privately-owned building (Sawmill Building Partnership at 801 S Street); and, the demolition of an existing University operated building (Bison Books at 800 R Street). These projects may involve acquisition, sales, or reconveyances as provided by law and consistent with the plan. The City may acquire property for public infrastructure and other needs. Exhibit IV-139 identifies the proposed uses in the project area.

(B) Population density

There are no residential units within the proposed project boundaries. However, there are a total of 105 residential units in the adjacent area today, all of which are located in mixed-use buildings. These include 60 units in the Hardy Building at 335 N 8th Street, 16 units in the Haymarket Loft Building at 311 N 8th Street, 26 units in the Grainger Building at 105 N 8th Street, and 3 units in the Burkholder Project at 719 P Street. All of these units will remain after implementation of the redevelopment project. In addition, there are 13 units proposed at the new Option

13 project at 727 R Street. Additional housing units are planned for the Salvation Army building complex at 151 N 8th Street. Construction of these units will continue during and after implementation of the projects envisioned in this redevelopment plan amendment. We anticipate these projects will be completed in 2007 and 2008.

The construction of a new mixed-use residential building on Block 21 will result in the addition of approximately 40 housing units in the project area.

(C) Land Coverage and Building Density

Land coverage and building density will be altered with the implementation of this project. One building on Block 21 will be removed as part of these public improvements. The Bison Books building, a one-story warehouse at 800 R Street, will be demolished and replaced with a maximum five-story, mixed-use residential building with approximately 40 units, on site parking for condo owners, and first-floor commercial activity. All other existing buildings within the project area, while subject to significant investment and redevelopment, will remain. The proposed uses are shown on Exhibit IV-139.

(D) Traffic Flow, Street Layout and Street Grades

The existing street system within the project area will not be changed as a result of this project. Depending on future needs of adjacent and district-wide users, however, the project envisions the possible redesign of the existing frontage road on 9th Street. Such redesign would allow for the extension of the 9th Street entry corridor into downtown. The mixed use residential building will have entry and exiting requirements with access planned off of R Street.

Pedestrian amenities may be constructed in the right-of-way adjacent to all sides of the Block 21 redevelopment project.

(E) Parking

Currently, there are approximately 13 stalls of surface parking on the project block. Parking in the adjacent area includes the 409-stall Haymarket public garage and 159 stalls at the City's Iron Horse lot. Various on-street parking configurations surround each block in the project area.

On-site parking for condo owners will be constructed with the residential portion of the project.

(F) Zoning, Building Codes and Ordinances

The area is located within the downtown B-4 business zone that allows for a wide range of uses including the mixed-use developments that are being proposed. See Exhibit IV-140.

The Uniform Housing Code, the International Building Code, the International Residential Code and their local amendments, as well as other City Construction Codes will be followed in the demolition, redevelopment, and construction of these buildings to properly protect the health, safety, and welfare of the people. Leadership in Energy and Environmental Design (LEED) Certification will be sought on the 801 S Street property, with a goal of making the entire block LEED certified.

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

(G) Public Infrastructure

New infrastructure improvements are anticipated to be needed as a result of this project. These improvements may include alley construction, dock construction, new curbs, sidewalks, lighting, and other streetscape improvements on Block 21. The City may also work with developers to improve public utilities serving these developments.

(H) Cost Benefit Analysis

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

3. Proposed Costs and Financing

The proposed cost and financing of the North Haymarket Arts and Humanities Center Project is identified below:

The estimated total cost to implement this mixed-use redevelopment is \$17 million; this includes approximately \$1.2 million of City public investment.

Public investment may assist in acquisition, demolition and site preparation/remediation, and public improvements throughout the project area. Those improvements are likely to include: blight clearance and removal, site preparation, plaza improvements, and streetscape improvements throughout the project area. The streetscape improvements could include façade enhancements, sidewalk construction/expansion, curb and gutter construction, parking reconfiguration, street reorientation, dock construction, landscape

enhancements, and installation of pedestrian lighting, benches, trash receptacles, signage, and other street furniture.

Funding Sources

The source of public funds for these improvements will be Community Improvement Financing, estimated to be \$1.2 million, generated from the private developments within the project area, and Capital Improvement Program funding.

4. Implementation Steps

Under Nebraska Community Development Law, the first step in the redeveloping an area is for the City to declare the area blighted and substandard and in need of redevelopment and revitalization. The Lincoln City Council completed this first step by declaring the Downtown Area, including the proposed redevelopment area, blighted on October 22, 1984, and affirmed by resolution on October 19, 1987, the area as “blighted and substandard.” The City Council determined that private enterprise could not redevelop this area without the assistance provided by the Community Development Law (see Blight Resolutions, Appendix 1 and Appendix 9).

Implementation steps for the North Haymarket Arts and Humanities Center Redevelopment Project:

- Negotiate Redevelopment Agreement with the developers of the Block 21 improvements.
- Issue and sell Community Improvement Financing bonds or notes.
- Select architects and engineers pursuant to city standard practice to design public improvements.
- Approve the public/streetscape improvement design.
- Competitively select primary contractor to construct public improvements.
- Construct public facilities and improvements.

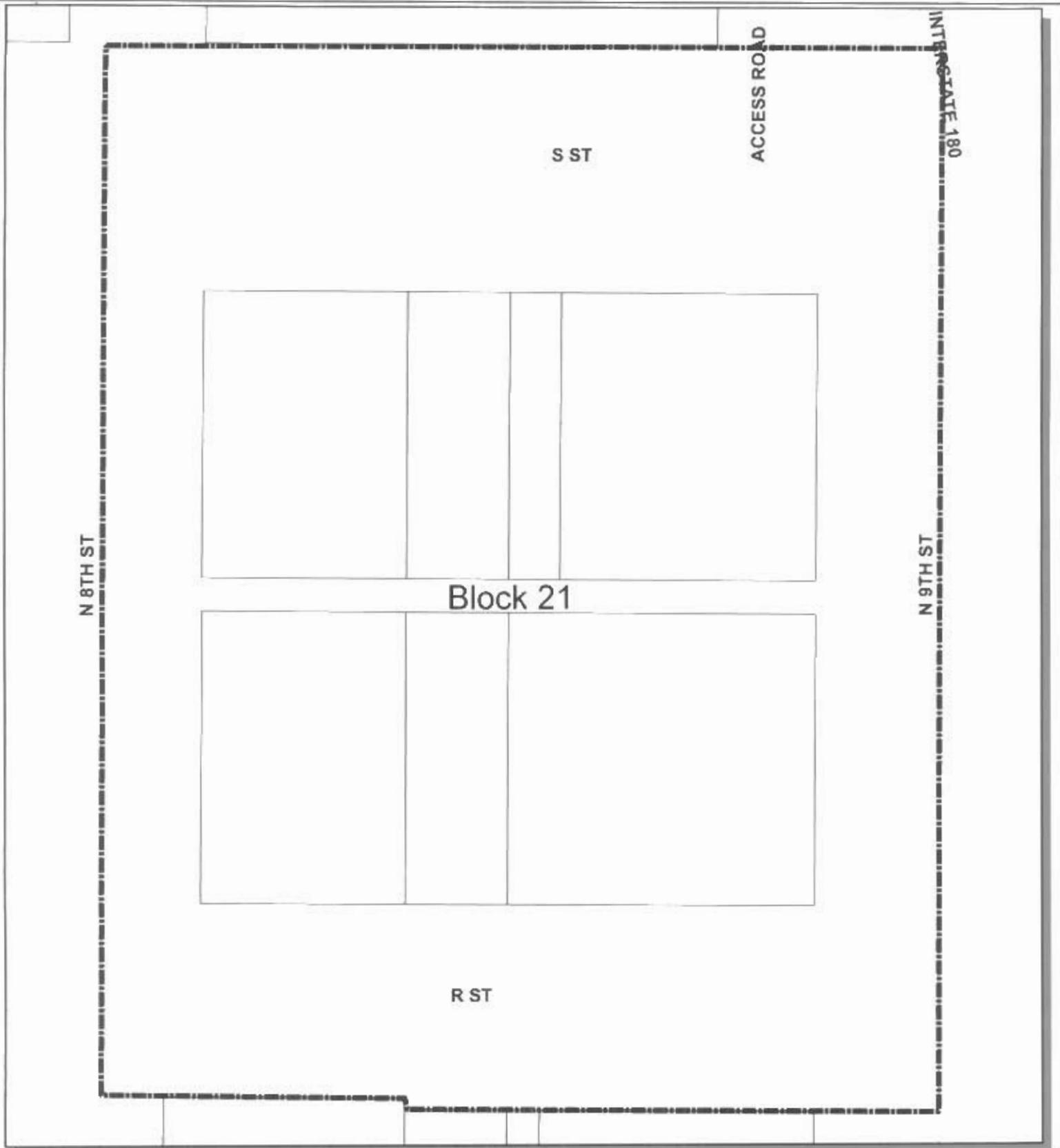


Exhibit IV - 137

**North Haymarket Arts and Humanities Center
Redevelopment Project Area**

 Project Area
  Streets
  Parcels



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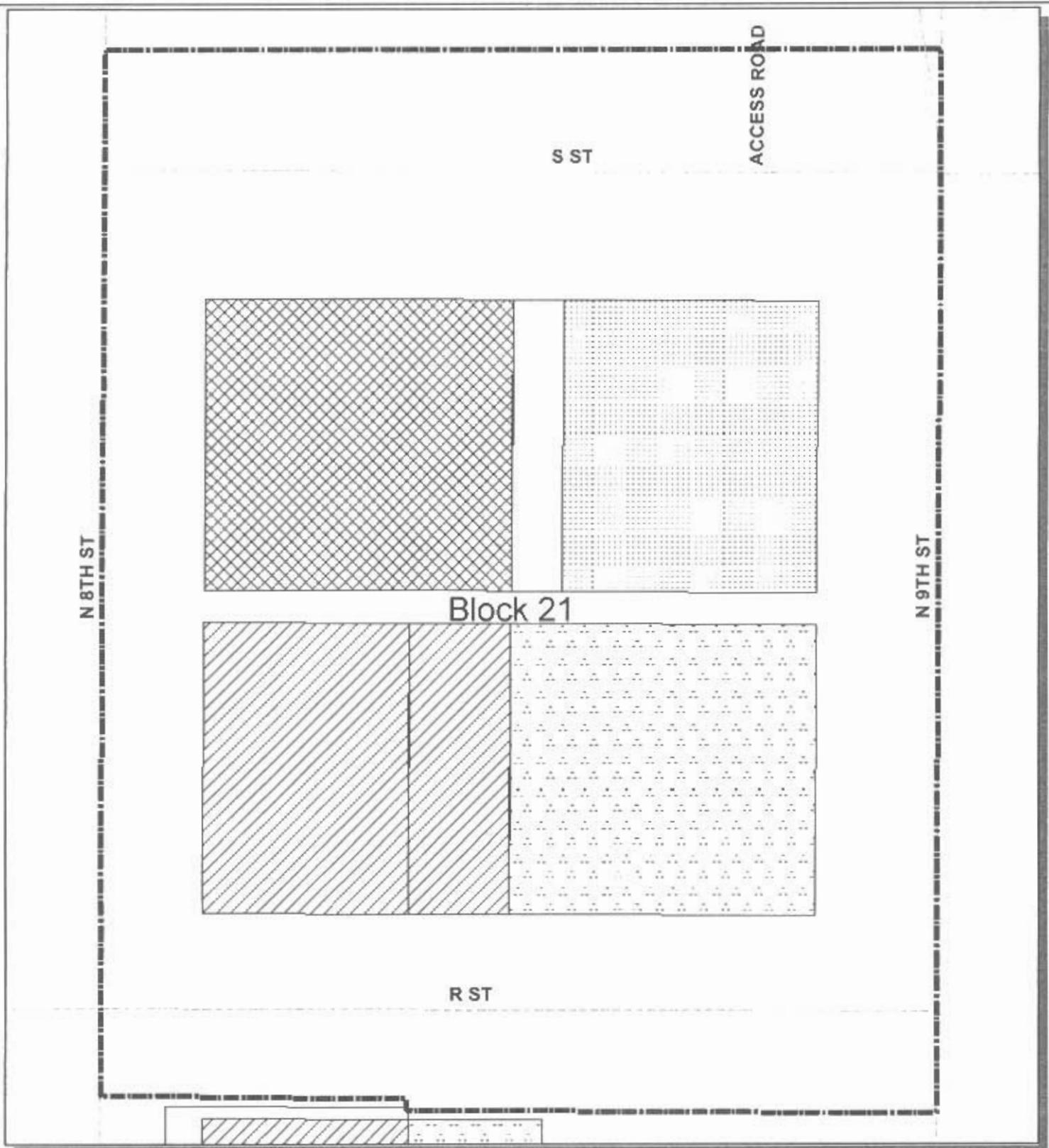


Exhibit IV - 138

North Haymarket Arts and Humanities Center Redevelopment Project Area

Existing Land Use

- | | | | |
|--|---|--|---|
|  Streets |  Commercial |  Heavy Industrial |  Vacated ROW |
|  Light Industrial |  Educational Institution | | |



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Department 12/20/06

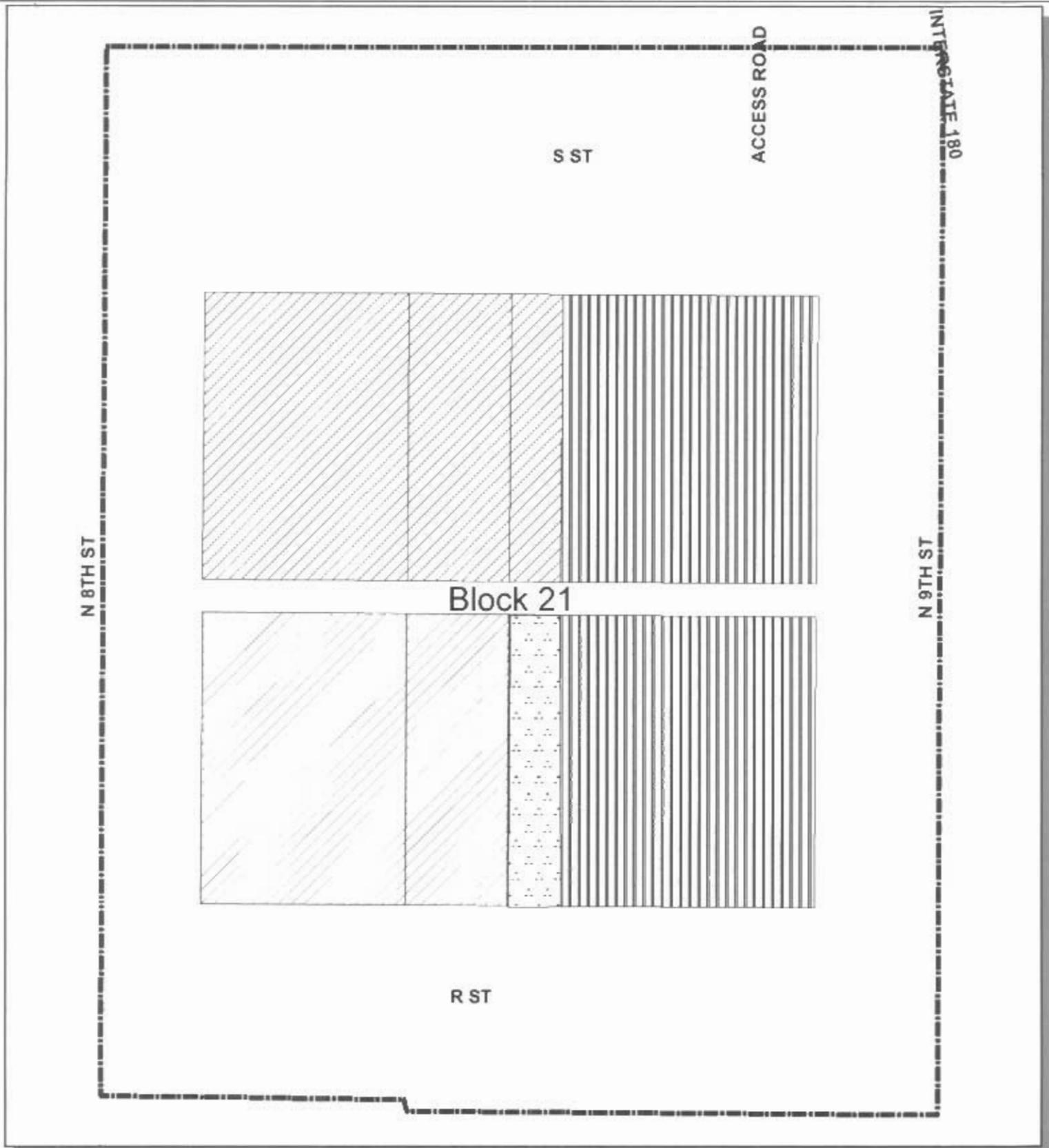


Exhibit IV - 139

**North Haymarket Arts and Humanities Center
Redevelopment Project Area
Proposed Changes in Uses from Existing Uses**

-  Project Area
-  Mixed Use Commercial
-  Public/Private Space
-  Mixed Use Residential
-  Mixed Use, Public/Private Center
-  Streets



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City of Lincoln
Urban Development
Department 12/20/06

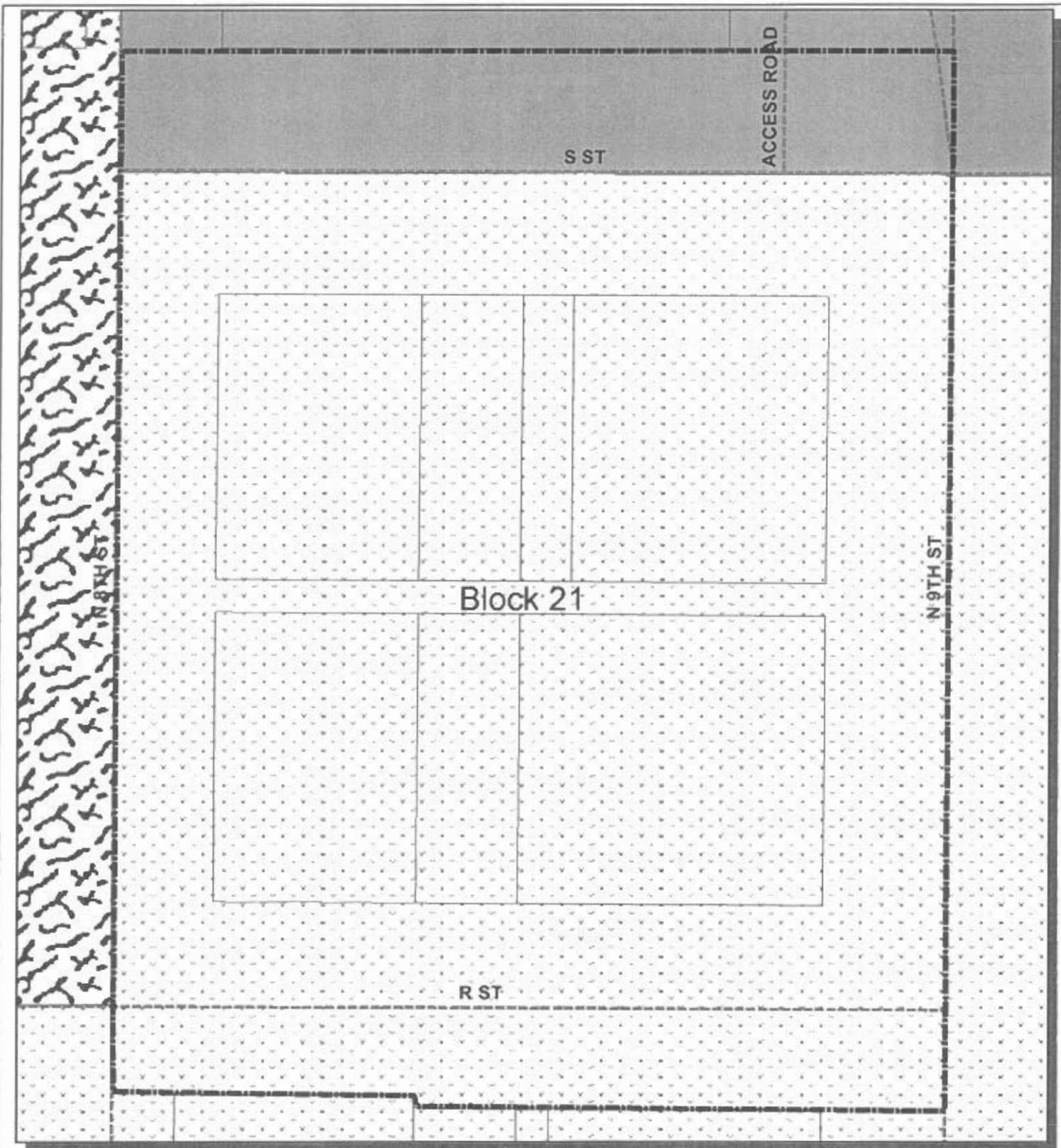


Exhibit IV - 140

**North Haymarket Arts and Humanities Center
Redevelopment Project Area**

Current Zoning

-  Project Area
-  B-4
-  I-1
-  P
-  Streets



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Department 12/20/06