

LINCOLN /LANCASTER COUNTY PLANNING STAFF REPORT
for October 12, 2016 Planning Commission Meeting

Project #: Comprehensive Plan Amendment No. 16004 - Costco Center

PROPOSAL: Amend the 2040 Future Land Use Plan to change the future land use designation of the area northeast of S. 14th Street and Pine Lake Road from “Public & Semi-Public” and “Urban Density Residential” to “Commercial”, and amend the Existing and Proposed Commercial Centers map to reflect a new Community Center.

CONCLUSION: Due to the location along two major streets, existing commercial development on the south side of Pine Lake Road, and the buffer of future Urban Density Residential land use remaining between the site and existing homes, commercial land uses on this site are appropriate given the conditions of approval set forth for the associated application for Use Permit #16009. The proposal is consistent with the Comprehensive Plan.

RECOMMENDATION:

Approval

GENERAL INFORMATION:

LOCATION: South 14th Street and Pine Lake Road

EXISTING LAND USE: Funeral home and agriculture

RELATED APPLICATIONS: Use Permit #16009 and Change of Zone #16030

COMPREHENSIVE PLAN SPECIFICATIONS:

The Future Land Use Plan in the 2040 Comprehensive Plan identifies this area as Public and Semi-Public and Urban Density Residential land uses. (p. 1.9)

P. 5.1 - Focus primarily on retention and expansion of existing businesses; attracting new businesses should also be encouraged.

P. 5.1-5.2 - Business & Economy Guiding Principles

- Focus primarily on retention and expansion of existing businesses; attracting new businesses should also be encouraged.
- Promote and foster appropriate, balanced, and focused future economic growth that maintains the quality of life of the community.
- Seek to efficiently utilize investments in existing and future public infrastructure to advance economic development opportunities.
- Provide flexibility to the marketplace in siting future commercial and industrial locations.
- Strive for predictability for neighborhoods and developers.
- Encourage commercial centers to encompass a broad range of land uses with the integration of compatible land use types.

P. 5.3 - Apply design standards as a tool for economic development. They provide assurances for surrounding property owners as well as prospective developers.

P. 5.5 - Commercial and Industrial Development Strategies

- It is the policy that Commercial and Industrial Centers in Lancaster County be located:
 - Within the City of Lincoln or incorporated villages.
 - Outside of saline wetlands, signature habitat areas, native prairie and floodplain areas (except for areas of existing commercial and industrial zoning).
 - Where urban services and infrastructure are available or planned for in the near term.
 - In sites supported by adequate road capacity — commercial development should be linked to the implementation of the transportation plan.
 - In areas compatible with existing or planned residential uses.
 - In existing underdeveloped or redeveloping commercial and industrial areas in order to remove blighted conditions and to more efficiently utilize existing infrastructure.
 - In areas accessible by various modes of transportation (i.e. automobile, bicycle, transit, and pedestrian).
 - So that they enhance entryways or public way corridors, when developing adjacent to these corridors.
 - In a manner that supports the creation and maintenance of green space as indicated in the environmental resources section of this Plan.

P. 5.7 - Strategies for Commercial Centers

- Disperse Commercial Centers throughout the community to support convenience of access and to lessen impacts on infrastructure.
- Locate Commercial Centers where they will have access to arterial streets with adequate capacity and be supported by transit, trails, sidewalks, and local streets.
- Discourage “four corner commercial development.”
- Encourage multiple street connections to adjacent residential neighborhoods to allow convenient access for neighboring residences and pedestrians without the use of arterial streets, but exercise care in designing the street network to minimize undesirable traffic impacts.
- Develop smaller stores next to larger anchor stores in centers to encourage small businesses and to provide a variety of goods and services for customers utilizing the centers.
- Design streets and public spaces to enhance pedestrian activity and support multiple modes of transportation.
- Create a pedestrian-oriented environment in the physical arrangement of buildings and parking.
- Develop Commercial Centers as compact clusters or mixed use nodes with appropriate site design features to accommodate shared parking and ease of pedestrian movement, to minimize impacts on adjacent areas, and encourage a unique character.
- Discourage auto-oriented strip commercial development; Commercial Centers should not be developed in a linear strip along a roadway or be completely auto-oriented.
- Design new Commercial Centers in a manner that facilitates future development and intensification of land uses on the site.
- Redevelop existing commercial strips for residential mixed use and/or transit oriented development where appropriate.
- Design buildings and land uses at the edge of the center to be compatible with adjacent residential land uses. Examples of compatible land uses include apartments, mixed use residential buildings, offices, assisted living facilities, or child care centers.
- Buildings should be compatible in terms of height, building materials and setback. Small compatible commercial buildings at the edge could include retail or service uses. Buildings with more intrusive uses should have greater setbacks, screening requirements and be built of more compatible materials.
- Locate the most intensive commercial uses, such as restaurants, car washes, grocery stores, gas stations/ convenience stores and drive through facilities nearer to the major street or roadway and

furthest from the residential area (unless contained within a mixed use center). Lighting, dumpsters, loading docks and other service areas should be screened from residences.

Commercial. Areas of retail, office, service and residential mixed uses. Commercial uses may vary widely in their intensity of use and impact. Individual areas designated as commercial in the land use plan may not be appropriate for every commercial zoning district. (p. 12.4)

Urban Residential. Multi-family and single family residential uses in areas with varying densities ranging from more than fifteen dwelling units per acre to less than one dwelling per acre. (p. 12.4)

Public and Semi-Public. Areas of public or semi-public land use and/or structures that serve the general public. Only the largest facilities are shown on the land use plan. Highways and interstates are also included in this category.

Green Space. Public or privately-owned areas predominantly used for recreation, such as parks, golf courses, soccer or ball fields, and trails. Many green space areas also serve functions such as buffers between incompatible uses and as stormwater management areas. In some cases, privately-owned Green Space such as golf courses may also be appropriate to be considered for future Urban Residential development.

ANALYSIS:

1. The area identified for a change to future Commercial land use is currently zoned AG Agriculture District and R-1 Residential District.
2. The area to be changed to future Commercial land use is the same as the boundary of proposed Use Permit #16009. It contains approximately 34.38 acres (see attached illustrations). The property to the south is already designated as future Commercial (shown in red). Scott Middle School and Lincoln Southwest High School to the east and west are classified as future Public & Semi-Public, as is the Lincoln Memorial Park cemetery to the north (gray). The remainder of vacant Lincoln Memorial property to the northeast is future Urban Density Residential (orange). The trail along Pine Lake Road and South 14th Street is designated as Green Space (green).
3. This site has been shown as primarily Public & Semi-Public in consideration of its ownership under Lincoln Memorial Park Funeral Home and Cemetery in anticipation of future expansion of the cemetery. The Urban Density Residential area on the east side was conceptually shown in 1996 as a continuation of the single-family neighborhoods to the north with Administrative Amendment #96036 to Special Permit #1570 for The Ridge 1st Addition Preliminary Plat and South Ridge Community Unit Plan. No finalized residential layout was ever approved.
4. The Use Permit proposes 177,000 square feet of new commercial floor area plus the approximately 22,000 square feet of the existing funeral home, totaling to 199,000 square feet. That is consistent with Commercial land use designation as proposed. In addition to revision of the future land use, it is proposed to designate this site as a Community Center in the Comprehensive Plan. Community Centers may vary in size from approximately 250,000 to 600,000

square feet of commercial space. Typically, new Community Centers will range from 300,000 to 400,000 square feet.

Community Centers are intended to be smaller in scale and intensity of uses than Regional Centers and serve a more targeted market and geographic area. Community Centers tend to be dominated by retail and service activities, although they can also serve as campuses for corporate office facilities and should include a mix of residential uses. One or two department stores or “big box” retail operations may serve as anchors (a single store over 50,000 sq. ft.) to the Community Center with numerous smaller general merchandise stores located between anchors or on surrounding site pads.

Community Centers can have a community-wide appeal but primarily serve a geographic subarea within Lincoln and surrounding areas within the County. Depending on the mix of stores and other shopping opportunities in the area, existing Community Centers can have a market area that is quite extensive, even rivaling some Regional Centers. Community Centers should be located approximately 1 to 1 ½ miles apart, depending upon their size, scale, function, and area population.

5. This application proposes to add a new Community Center designation over both the Costco Center area (Use Permit #16009) and the existing commercial south of Pine Lake Road. The proposed commercial center meets the definition of a Community Center in that it would provide a diversity of shops, offices, and/or restaurants on the four commercial pad sites in addition to the anchor store, in conjunction with nearby existing commercial to the south. Costco will have a significant regional draw in its customer base, but it will also serve surrounding neighborhoods and the rest of the community.

The proposed Costco Center alone does not have sufficient square footage to be considered a Community Center. The Costco Center proposes 199,000 square feet, and the Use Permit #89C at the southeast corner of South 14th Street and Pine Lake Road is approved for up to 41,500 square feet. Their combined square footage of 240,500 square feet fits more closely with the general limits described for Community Centers in the Comprehensive Plan. Because these two developments will function as a single commercial center in many respects, a Community Center designation is appropriate. It should be noted this new Community Center would not meet the spacing requirements recommended in the Comprehensive plan, as there is another Community Center northeast of South 14th Street and Yankee Hill Road only a half-mile to the south.

6. With Lincoln Memorial proposing to sell the undeveloped land for development rather than retain it for cemetery expansion, it was necessary to consider the proposed commercial uses and their appropriateness and suitability for this site. This site had not been envisioned for commercial uses and was designated for

public/semi-public land uses. There is also a large amount of existing and approved commercial space in southwest Lincoln that is more than sufficient to meet demand well into the future.

Costco examined several other potential locations throughout south Lincoln, their stated target market area. They determined that this site best suited their space, access, and location criteria. The location along two major streets lends sufficient access and road capacity for commercial uses. Although there is no lack of commercial uses in this area generally, this development would allow for the first Lincoln location for a specific commercial user who has spent several years, unsuccessfully, to find a site elsewhere in Lincoln. The B-2 zoned commercial uses directly to the south lend some precedent to additional commercial along this stretch of Pine Lake Road. In addition, there would remain an approximately 600-foot buffer continuing to be designated as future Residential land uses between the commercial area and existing homes to the northeast.

Consideration of all of these factors including the proposed conditions of approval of the associated use permit application resulted in the recommendation of approval for this Comprehensive Plan Amendment application, which provides the basis for the proposed development. The conditions of approval for Use Permit #16009 require extensive landscape screening and other requirements designed to help mitigate impacts to the middle school, cemetery, and nearby neighborhoods. Specific site issues regarding traffic and pedestrian circulation will be addressed in the use permit.

SUMMARY:

The land use and commercial center designation changes are appropriate considering the site plan and terms of conditional approval of the related Use Permit #16009 and Change of Zone #16030.

PROPOSED AMENDMENT:

Amend the 2040 Lincoln/Lancaster County Comprehensive Plan as follows:

1. Amend the Lancaster County Future Land Use plan on pages 1.8 and 12.2 and the Lincoln Area Future Land Use Plan on pages 1.9 and 12.3 to reflect changes in land use from Public and Semi-Public and Urban Density Residential to Commercial, and all other maps, figures, and plans where the land use map is displayed including on pages 5.6 and 5.17.
2. Amend the Existing and Proposed Commercial Centers Map 5.1 on page 5.6 to show a new Community Center northeast of S. 14th Street & Pine Lake Road, and all other maps, figures, and plans where the commercial centers map is displayed.

Prepared by:

Rachel Jones, Planner

DATE: October 4, 2016

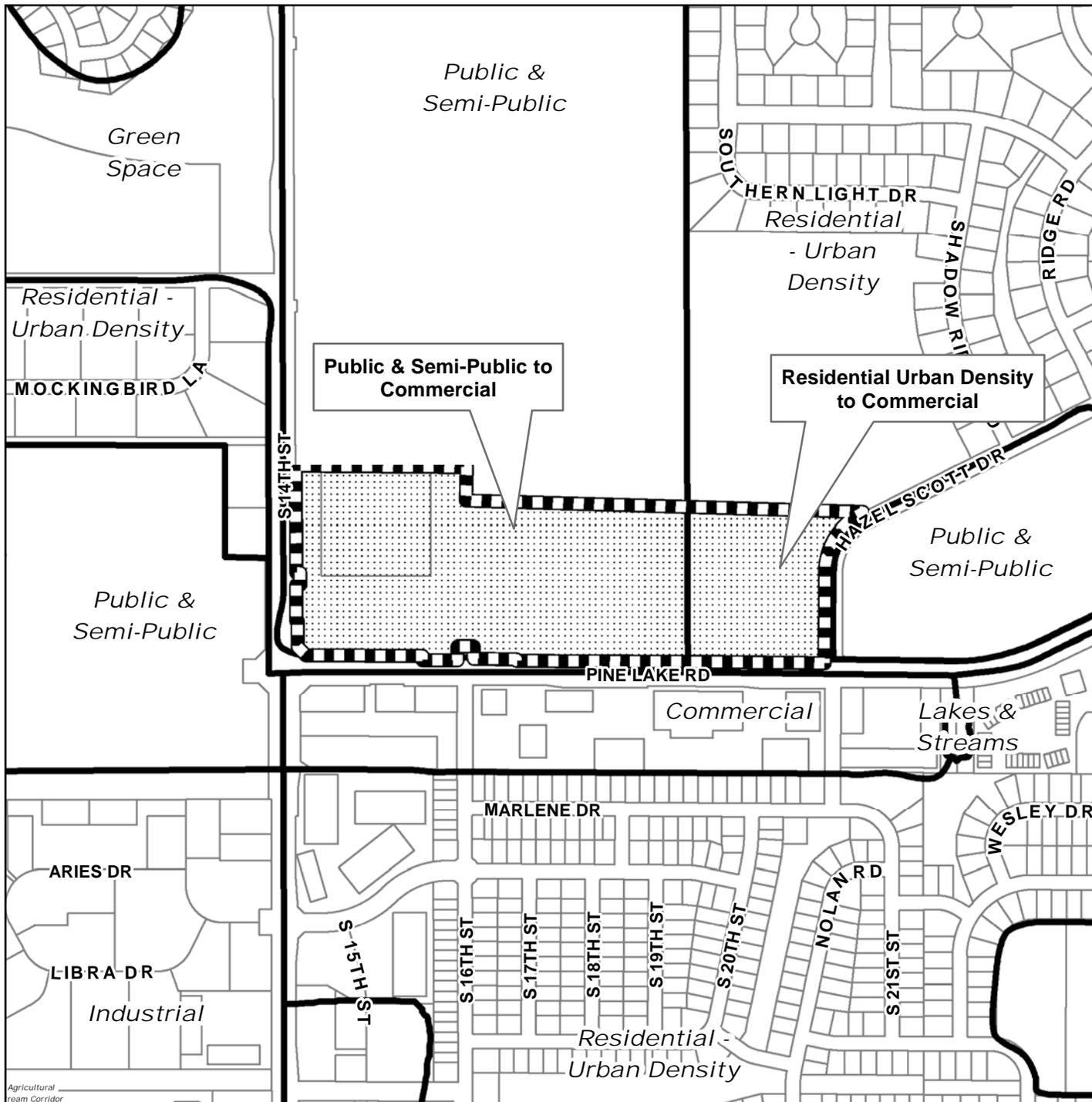
APPLICANT: Costco Wholesale c/o TJ Design Strategies
2311 W. 22nd Street, Suite 208
Oak Brook, Illinois 60523

OWNER: The Lincoln Memorial Park Cemetery Association
1929 Allen Parkway
Houston, Texas 77019

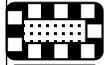
CONTACT: Theodore R. Johnson
2311 W. 22nd Street, Suite 208
Oak Brook, Illinois 60523

CPA # 16004
Costco Wholesale
S 14th St & Pine Lake Rd

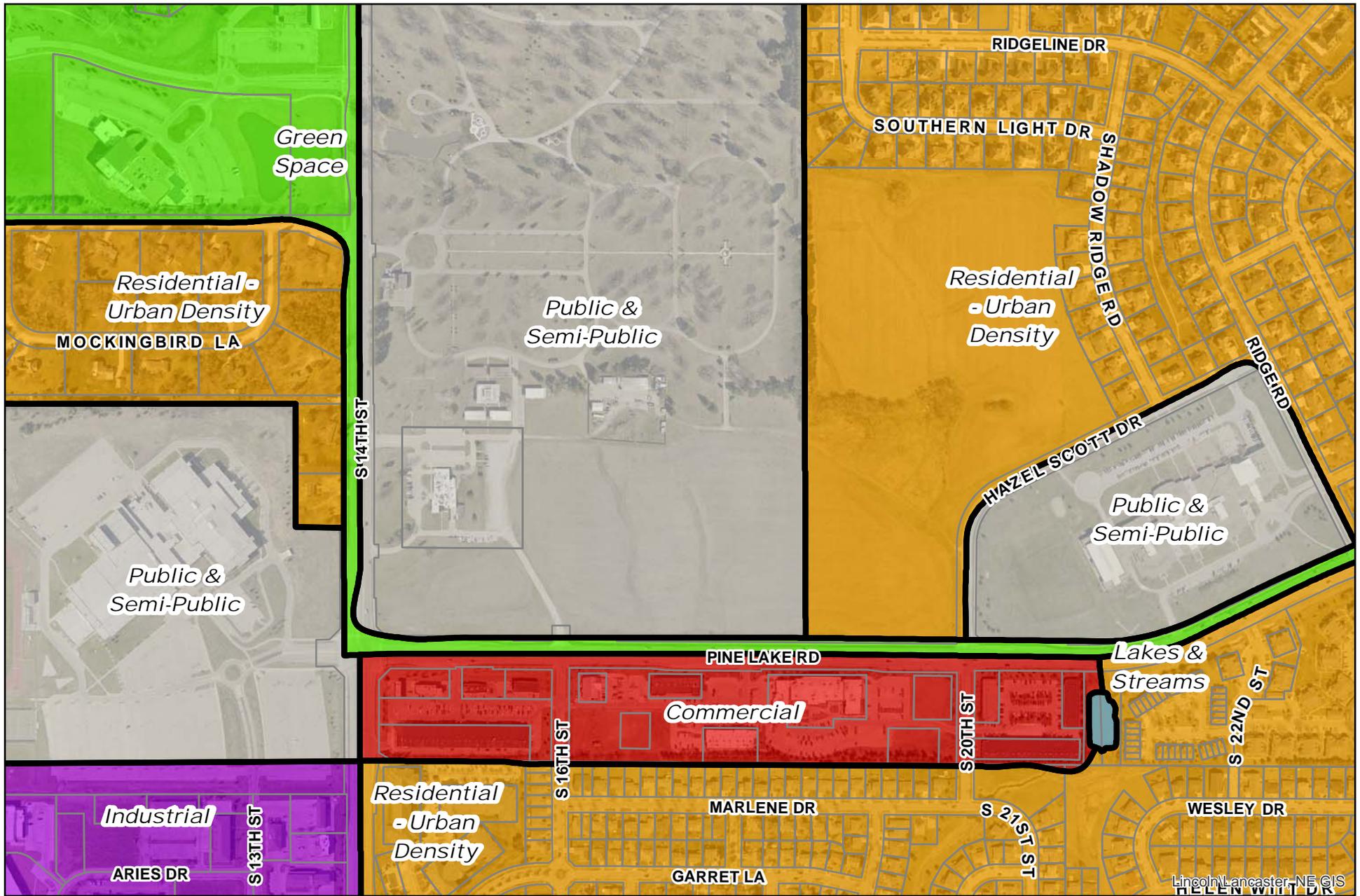
Change from
Public/Semi-Public and
Residential Urban Density
to
Commercial



Legend

-  Area of Amendment
-  Ownership Parcels





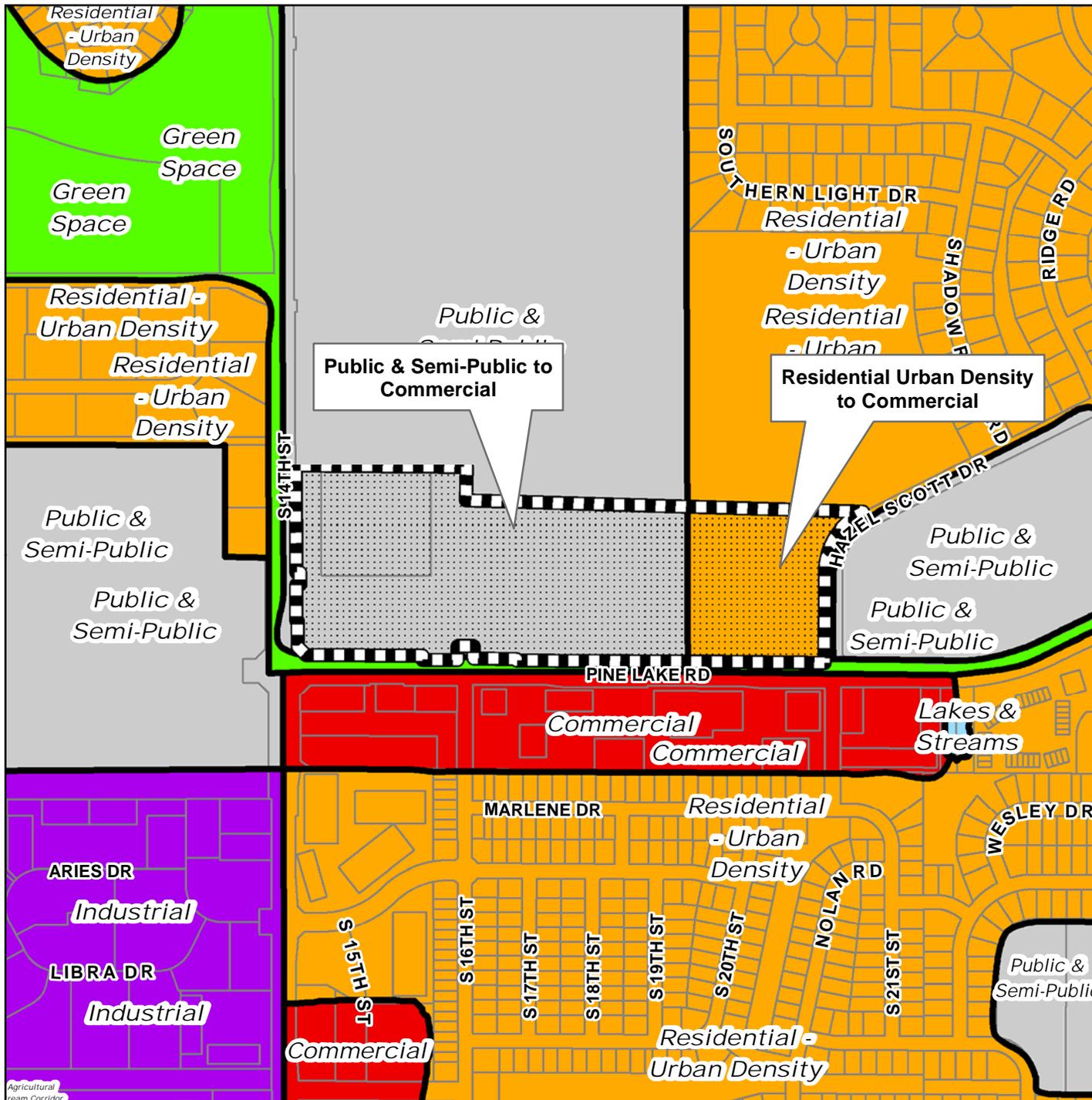
Future Land Use - 14th & Pine Lake Road Vicinity

(as shown currently designated in Comprehensive Plan)



CPA # 16004
Costco Wholesale
S 14th St & Pine Lake Rd

Change from
Public/Semi-Public and
Residential Urban Density
to
Comercial



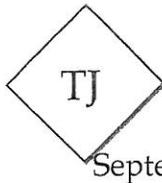
Legend

- Area of Amendment
- Ownership Parcels

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Design Strategies, LTD.

planning . site development . consulting

September 14, 2016

Mr. Steve Henrichsen
City of Lincoln
Planning Department
555 S. 10th Street, Suite 213
Lincoln, NE 68508

RE: Costco Wholesale Corporation
Change of Zone Application; Comprehensive Plan Amendment
and Use Permit Application

Dear Steve:

Please accept this letter on behalf of my client Costco Wholesale Corporation as well as the current owner The Lincoln Memorial Park Cemetery Association in their pursuit to obtain a Change of Zone for approximately 40.58 acres located at the intersection of S 14th Street and Pine Lake Road as depicted on the attached site plan. They are seeking to rezone and replat 6 parcels from AG and R-1 to R-1 and B-2.

Besides the Change of Zone request, we have been informed that this project also requires a Comprehensive Plan Amendment. In addition, Costco Wholesale Corporation as the contract purchaser is seeking a Use Permit for the construction of a member's only retail warehouse along with accessory uses to include an attached Tire Center and a free-standing Fueling Facility. The proposed location for this development will be constructed on approximately 21.73 acres on the north side of Pine Lake Road between the intersections of S. 16th Street and Hazel Scott Drive. The proposal also includes a 1.74 acre lot to be sold to a future user as well as a 1.10 acre on site detention pond. Within this application we are requesting on behalf of the seller Use Permit approval for three lots (1.35 acres, 1.35 acres and 1.18 acres) west of the proposed Costco parcel adjacent to Pine Lake Road and immediately south of the existing funeral home. We acknowledge that any site plan specific use permits for the proposed lots other than Costco's designated lot must be addressed with the City at the time a user has been determined.

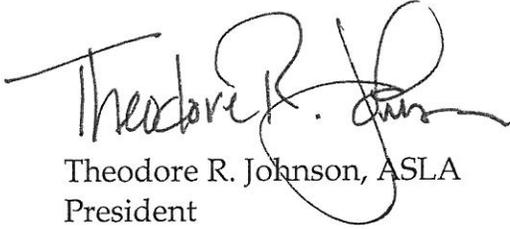
We also request a waiver for this project as it applies to Design Standards for Screening and Landscaping, Section 7.5. Section 7.5 requires screening between the funeral home and the cemetery to the north due to the new commercial zoning requested abutting the residential zoning of the cemetery. We have been informed this isn't necessary as they are essentially the same premises. We do not believe we are in need of any other

additional waivers and/or variances; however wish to request that should any arise during the review process, that we will be able to incorporate such requests at that time.

If you have any questions, and/or require any additional information, please do not hesitate to contact our office at 630-368-0840.

Sincerely,

TJ Design Strategies, Ltd.

A handwritten signature in black ink, appearing to read "Theodore R. Johnson". The signature is fluid and cursive, with a large loop at the end.

Theodore R. Johnson, ASLA
President

Authorized Costco Wholesale Representative