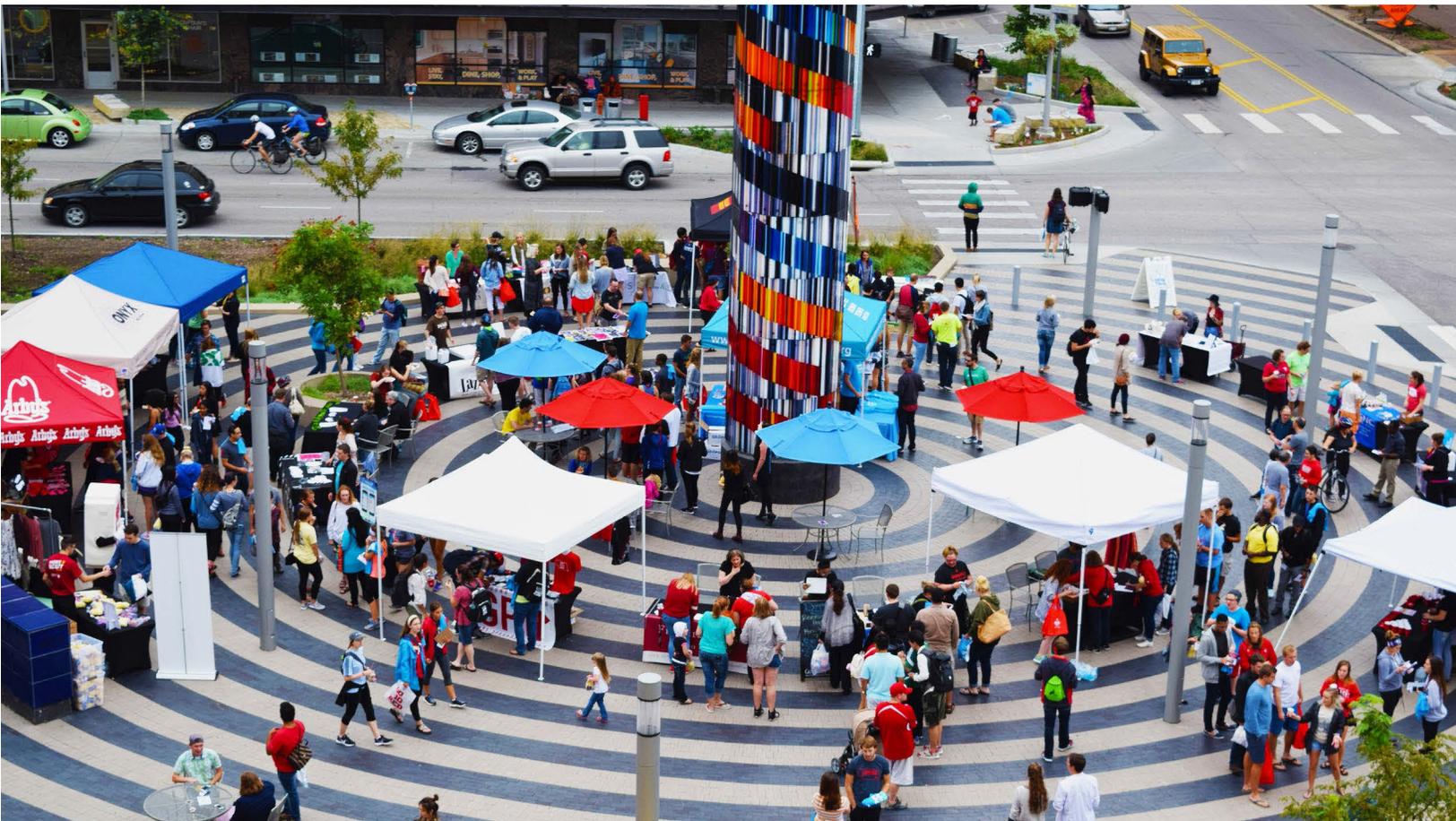




2018 LINCOLN DOWNTOWN MASTER PLAN

BACKGROUND REPORT

JANUARY 2018



Introduction

Downtown Lincoln is an exciting and vibrant place that has experienced significant change. Over the years, there have been significant public and private investments in new building construction, renovations, and infrastructure. In order to capitalize on these collective investments, further development in the Downtown should be realized and guided by an overall plan.

As a city of 280,000 residents, Lincoln has a thriving, mixed-use Downtown with approximately 27,000 employees and two million visitors annually. Downtown Lincoln is host to many premier destinations including the Historic Haymarket, Pinnacle Bank Arena, the architecturally significant State Capitol building, and the University of Nebraska-Lincoln Campus.

There is a major focus for new residential reuse, infill, and redevelopment within the Greater Downtown area. Approximately 1,500 new dwelling units were added downtown from 2014 to 2016. Many of these units were targeted at university students. The Lincoln-Lancaster County Comprehensive Plan envisions an additional 3,000 dwelling units in this core area by 2040.

Downtown has approximately 9.3 million square feet of occupied commercial space, making it the main hub of employment and entertainment in Lincoln.

The 2005 Lincoln Downtown Master Plan and 2012 Update have both served their purpose to guide the evolution of Downtown Lincoln. Numerous projects have been completed as recommended in the previous plans including the 16,000 seat Pinnacle Bank Arena and adjacent West Haymarket development, N Street Protected Bikeway, P Street Primary Retail Streetscape, Larson Building, Arbor Day Foundation Building, and Lincoln Community Foundation Tower Square.

The City now desires to consult with experts to assist with creating a new Lincoln Downtown Master Plan. This new plan is not an update to previous plans but is a standalone document that will guide public and private investments to elevate Downtown Lincoln as the premier urban neighborhood in the region.

This background report will review the projects from the 2005 plan and 2012 update, and provide a snapshot of downtown development in recent years.



Lincoln Downtown Master Plan

Adopted: September 2005

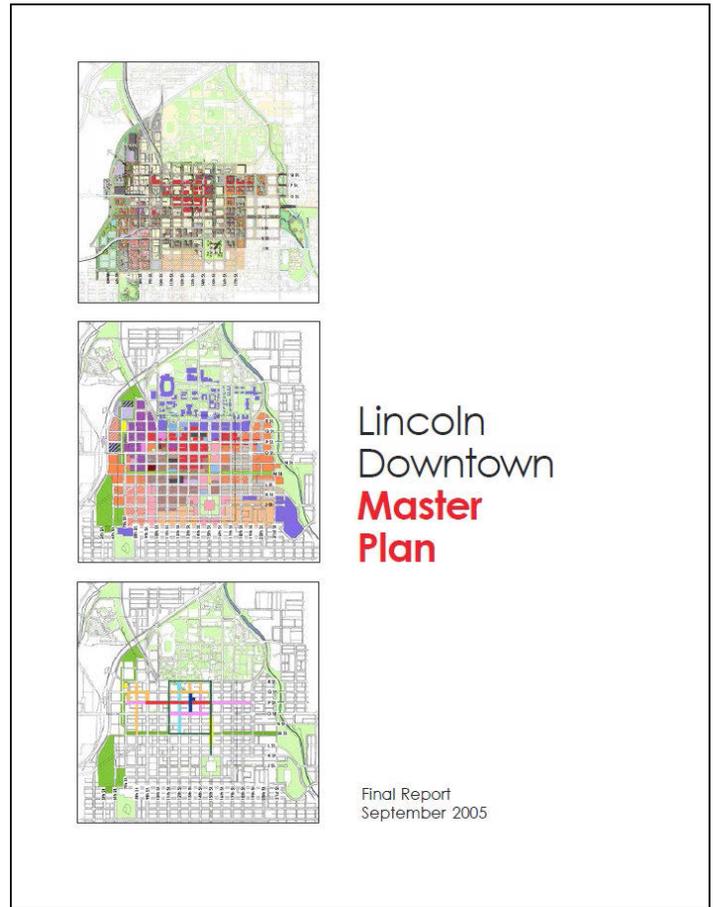
The 2005 Downtown Master Plan offered a vision for Downtown Lincoln’s future. The plan included a short-term implementation plan consisting of priority “catalyst” projects, as well as a long-term vision to shape downtown over the subsequent 20 to 30 years. The plan was organized into three frameworks: land use, transportation, and public realm. Plan elements included a “retail corridor” at P Street, a civic square, streetscape enhancements, and circulation improvements for all modes of transportation including a “promenade” loop that connected the downtown core.

The plan included seven catalyst projects intended to stimulate new downtown development and private investment.

Identified catalyst projects:

- A: Civic Square
- B: Parking / Mixed Use at 13th & Q
- C: Civic Square Office
- D: P Street Infill Development
- E: Arbor Day Foundation
- F: K Street Power Station
- G: West Haymarket

The catalyst projects and their current status are discussed on the following pages. Four of the projects have been fully implemented, while the remaining have been partially implemented or not started. All of the completed projects have used a mix of public and private financing, with Tax Increment Financing (TIF) being the key public financing element.



In addition to the catalyst projects, the 2005 plan included dozens of other projects and concepts. These ideas were part of the broader long-term redevelopment plan of downtown, and many have been implemented over the past several years. Several of these projects and concepts are discussed in this background report.



Catalyst project map from the 2005 plan. Note that projects F and G are west of the map boundary.



Lincoln Community Foundation Tower Square

2005 Catalyst Project:
Civic Square

Development of a new civic square near 13th & P.

Status:

Lincoln Community Foundation Tower Square, completed in 2014, is an 18,000 square-foot plaza with a 57-foot-tall, multicolor tower designed by artist Jun Kaneko. The plaza is regularly used for community gatherings including a summer concert series.



Civic Square proposal from 2005 plan



Larson Building

2005 Catalyst Project:

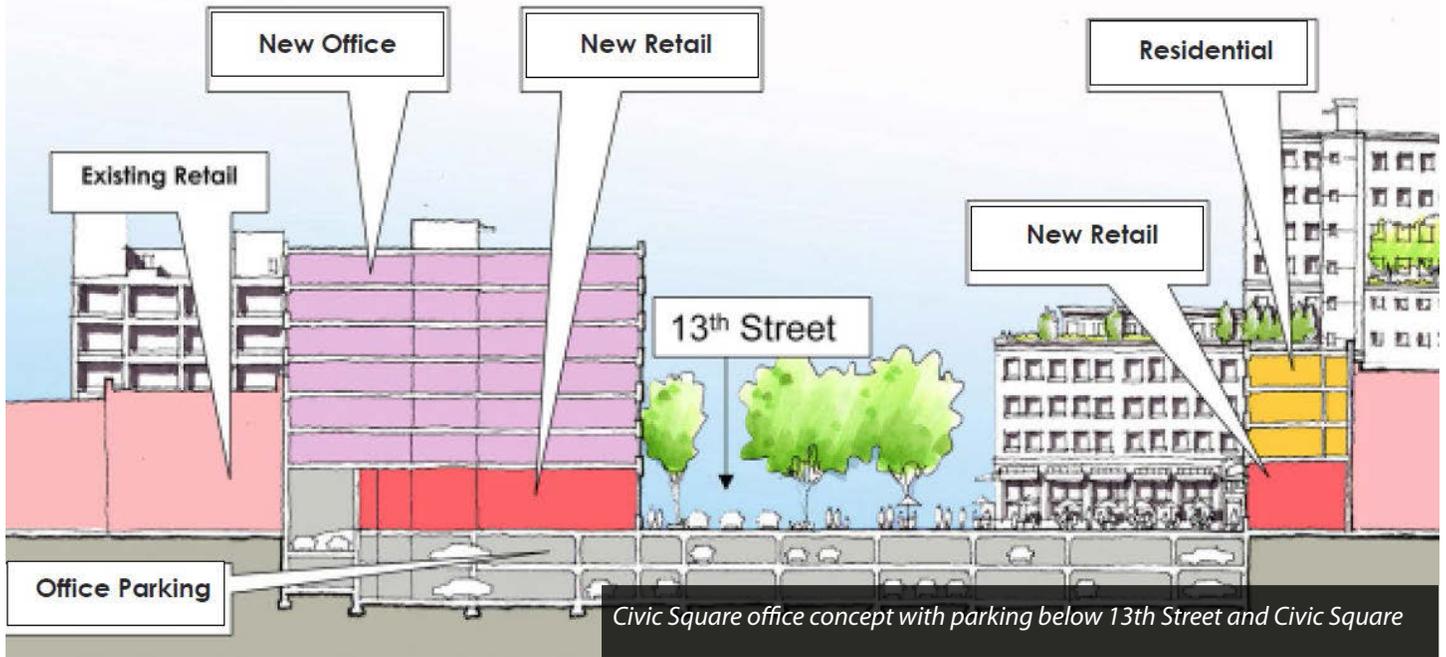
Parking/Mixed Use at 13th & Q

Structure to include residential units or a hotel, first-floor retail, and a public parking structure.

Status:

The Larson Building, completed in 2013, is 10 stories tall and includes 17,500 square feet of first-floor retail, six floors of parking with 650 public spaces, and three floors of apartments at the top that are primarily geared toward college students.

The combined Larson Building/Tower Square projects utilized approximately \$1.7 million of TIF which leveraged \$30 million of investment.



2005 Catalyst Project:
Civic Square Office

Office structure with some retail, also to include underground parking.

Status:

The building on the northwest corner of 13th and P Streets was converted into office space in 2006. Recent renovations have converted the space to a fitness center and law office. The project did not include underground parking.

2005 Catalyst Project:
P Street Infill Development

Renovation or redevelopment of several buildings along the P Street retail corridor, including the former Runza building, YMCA building, and Wells Fargo lobby. These buildings are identified as critical areas for first-floor retail to strengthen the retail “fabric” of P Street.

Status:

The former Runza building was renovated to include two restaurants with outdoor dining along with an upper level event space. A first-floor fitness center with windows facing the street was added to the YMCA building to help activate the streetscape. The Wells Fargo building has not been modified to include additional first-floor uses.



Arbor Day Foundation building at 12th & P Streets with first-floor retail



2005 Catalyst Project:

Arbor Day Foundation

Renovation of the office building and former theater with first-floor retail and a green roof.

Status:

The former theater space below the National Arbor Day Foundation offices was renovated in 2006 to include additional office space and a first-floor restaurant. The building also includes additional retail space along P Street that was completed in 2010. The P Street portion of the structure includes a green roof.

Arbor Day Foundation building prior to renovations



2005 Catalyst Project:

K Street Power Station

Renovation of the existing records storage building into multi-family residential.

Status:

The building's use as a records storage facility has remained. Redevelopment of this building into residential units was identified in the South Haymarket Neighborhood Plan adopted in 2016.



Existing records storage building



Hyatt Place and Canopy Lofts

2005 Catalyst Project:

West Haymarket

Redevelopment of the railyard to include an arena and mix of residential and commercial uses.

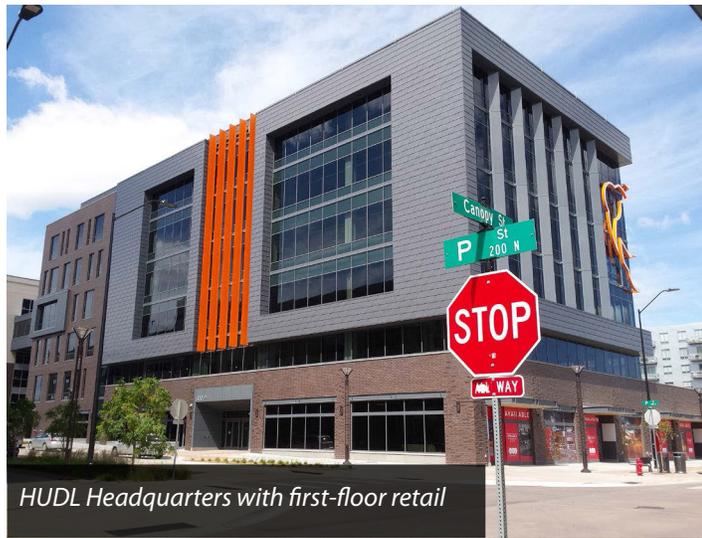
Status:

The West Haymarket Integrated Development Plan was completed in 2009. The plan contains a design framework and schematic layout for the West Haymarket area that includes an arena and entertainment district, mixed-use buildings including commercial, residential, and parking, the relocation of railroad tracks and reconstruction of N Street, a pedestrian bridge, and a central “canopy street” that incorporates the original rail station canopy.

Major elements of the plan including the relocation of railroad tracks, Pinnacle Bank Arena, Canopy Street, and the Railyard entertainment district were completed by 2013. Additional projects completed in the West Haymarket area include:

- Olsson Associates Headquarters.
- HUDL Headquarters.
- New Amtrak Station.
- Pedestrian bridge linking the Haymarket to a new festival space.
- Reconstruction of N Street / Pinnacle Arena Drive.
- Parking garages to accommodate over 3,000 vehicles.
- New and renovated mixed-use buildings including residential, hotels, offices, and first-floor dining and retail.

The overall redevelopment to date has utilized over \$23 million of TIF to leverage over \$350 million of investment.



HUDL Headquarters with first-floor retail



The Railyard in the winter with the arena and a portion of Canopy Street to the left

Additional Projects in the 2005 Plan

Dozens of additional projects and concepts were included in the plan but not given a specific timetable for implementation. Several of these projects are listed below. Some of these projects have been completed,

some could be considered for future implementation in the 2018 Downtown Lincoln Master Plan, and some may be no longer merit further consideration.

Project

Establish P Street as the Primary Retail Corridor, roughly from 9th Street to Centennial Mall. A secondary retail corridor was identified to the blocks immediately north and south of P Street. Essential Retail Development Standards incorporating elements such as first-floor retail, build-to lines, and active edges would be applied to the retail corridor.

Status

The concept was modified in the 2012 update, but P Street remains as a Primary Retail Corridor. Downtown Design Standards that include elements of the Essential Retail Development Standards were adopted in 2008.

Pedestrian loop “promenade” around the downtown core consisting of P, M, and 11th Streets, along with Centennial Mall. The promenade would include enhanced pedestrian amenities and bicycle facilities.

The specific locations of the promenade were modified in the 2012 update, but the overall concept remains. The cycle track was constructed on N Street as an element of the southern section of the promenade.

Streetcar route that would primarily travel along P and Q Streets between 7th Streets and the future Antelope Valley Parkway, along with a north-south connection to 7th and J Streets.

The specific route was modified in the 2012 plan. There are no plans in the near future to construct a traditional streetcar route. The concept of autonomous trackless vehicles, possibly in lieu of a traditional streetcar, merits further consideration as a downtown circulator.

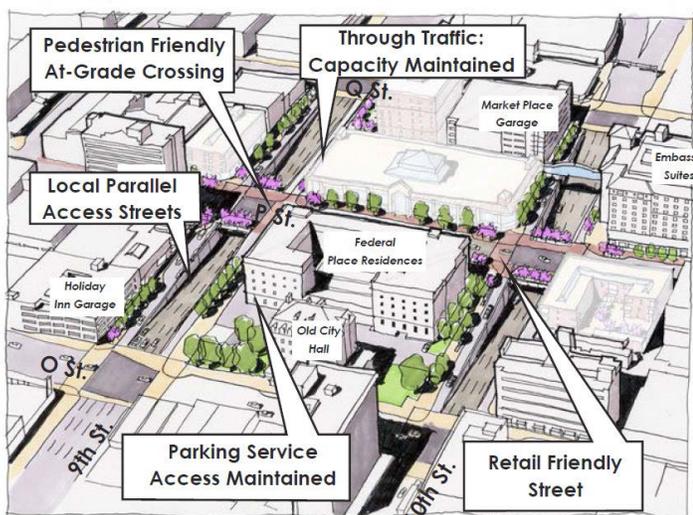
Improvements to M Street to implement the “park block” concept, which would include green space for pedestrian activity and an additional one-way separated travel lane.

The southern portion of the promenade was shifted to N Street. The park block concept is no longer under consideration for M or N Streets.

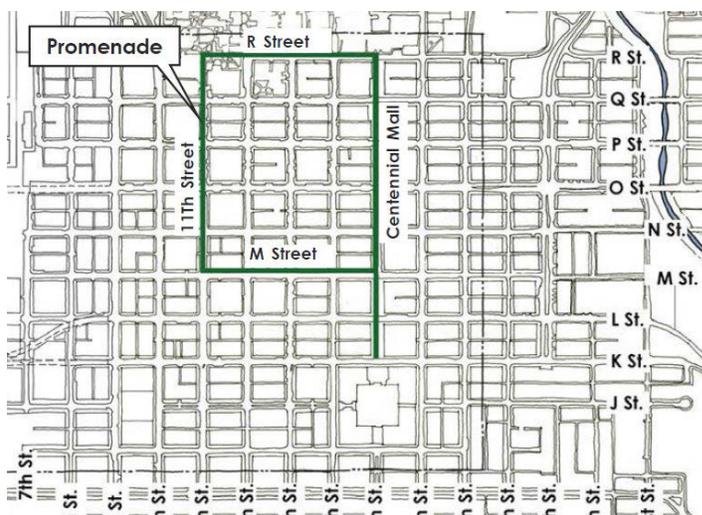
Grade separated crossing of P Street over 9th and 10th Streets. This concept includes 9th and 10th Streets being lowered to create an underpass below P Street.

There are currently no plans to implement this concept.

(continued on next page)



P Street grade-separated crossing concept



Promenade layout

Project

New two-way street segments on 13th Street between K and O Streets, and P Street between 9th and 10th Streets.

Status

These segments have not been converted to two-way streets. 13th Street is currently being evaluated for conversion to two-way. The concept of two-way streets in certain areas of downtown remains under consideration for future implementation.

Parallel access streets on the O Street “retail boulevard”. This concept includes a one-way, low speed street that is located between O Street and the sidewalk and provides access to on-street parking. The access street would be separated from O Street by a landscaped median.

This concept has not been implemented.

Vehicular street couplets on Centennial Mall between P and Q Streets.

This concept was not included in the recent Centennial Mall renovations.

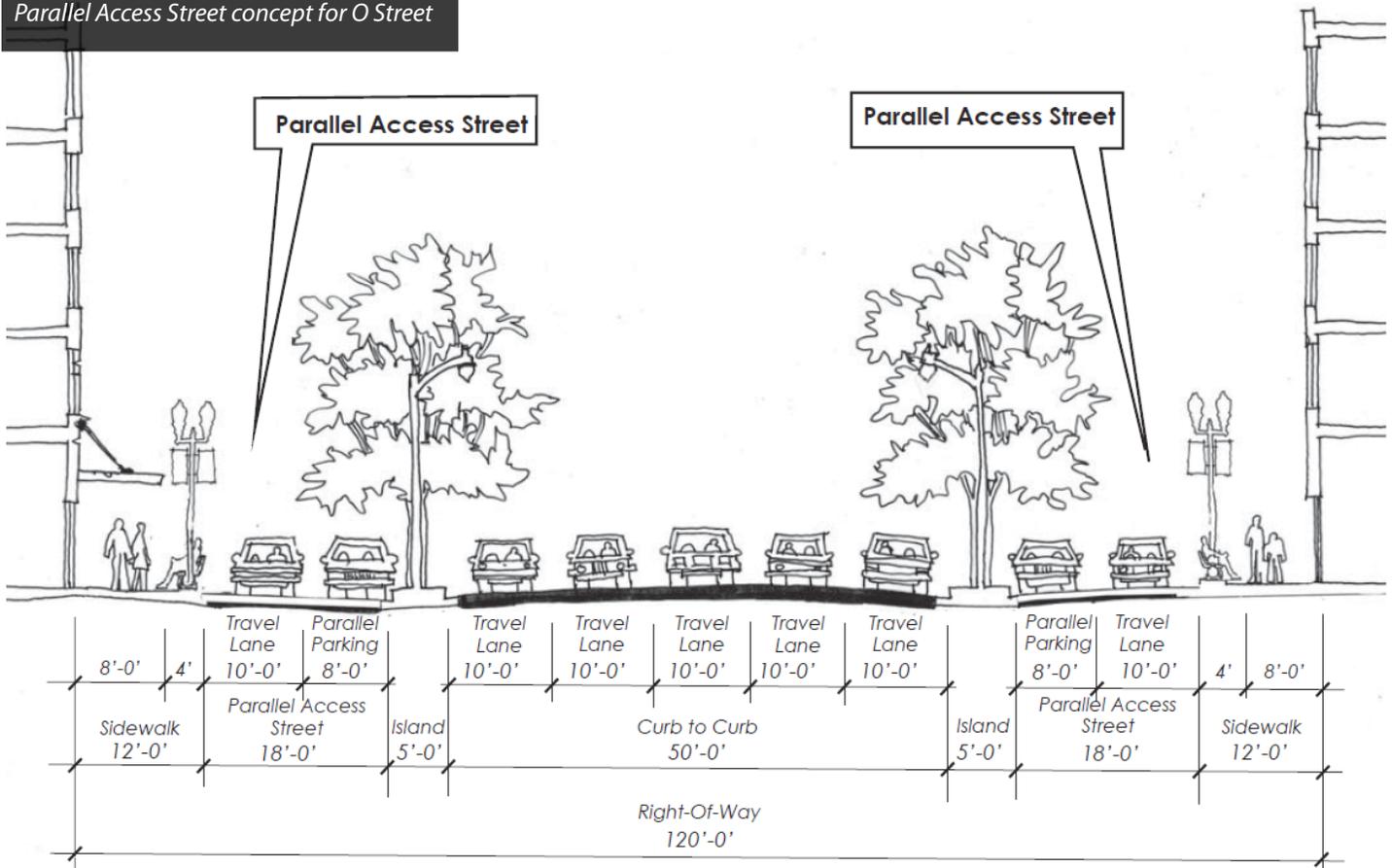
Downtown shuttle bus to connect major destinations.

Star Tran operates a weekday shuttle bus that connects major downtown destinations.

Multi-modal transit center on Q Street between 12th and 13th Streets.

A downtown multi-modal transit center is still under consideration for future development.

Parallel Access Street concept for O Street



Lincoln Downtown Master Plan Update

Adopted: May 2012

The 2012 Downtown Master Plan Update modified several projects and concepts from the 2005 plan in order to reflect the changes that had happened in downtown since 2005.

Updated concepts in the 2012 plan included:

- Primary Retail Corridor refined to focus on P Street from 11th Street to Centennial Mall, and to also include 14th Street from O to Q Streets, forming a Retail “T” at 14th and P Streets.
- Promenade layout revised to include 14th Street instead of Centennial Mall and N Street instead of M Street. In addition, the protected north-south bikeways on 11th and 14th Streets were extended south to K Street.
- Proposed streetcar route simplified to focus on P and Q Streets between 7th Street and the future Antelope Valley Parkway.

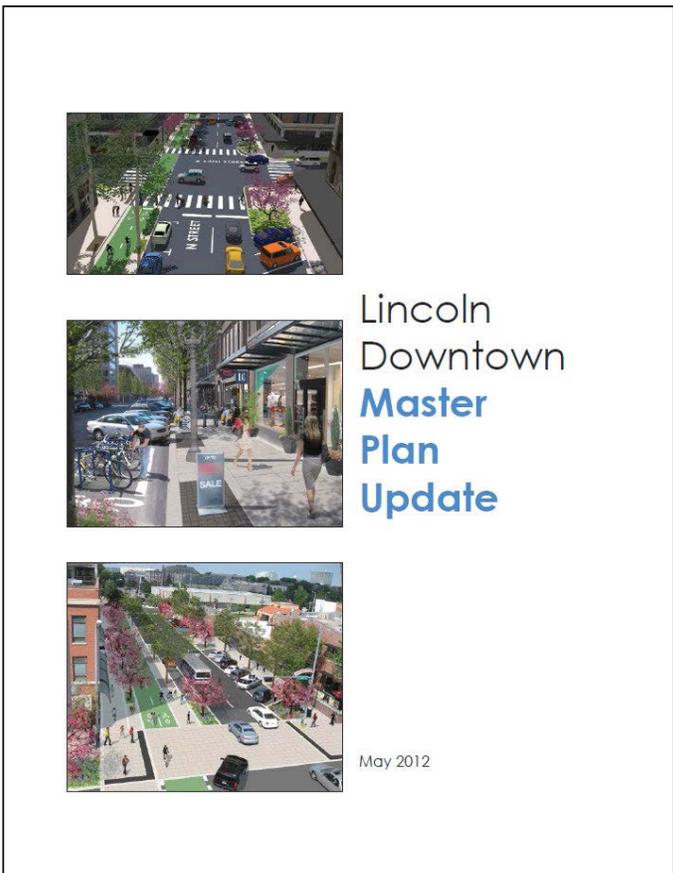
The 2012 plan identified two “priority” projects, listed below. The plan also identified three “key” projects, which represent subsequent phases. The priority and key projects are discussed on the following pages.

Identified priority projects:

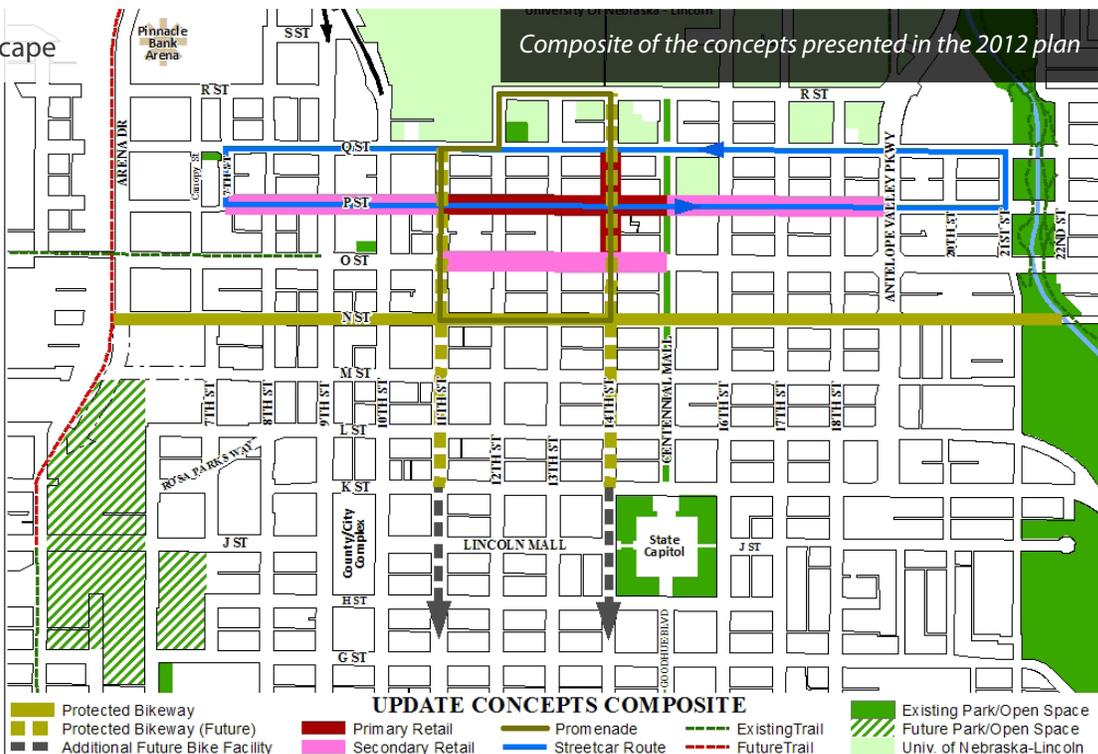
- N Street Bicycle Facility
- P Street Streetscape

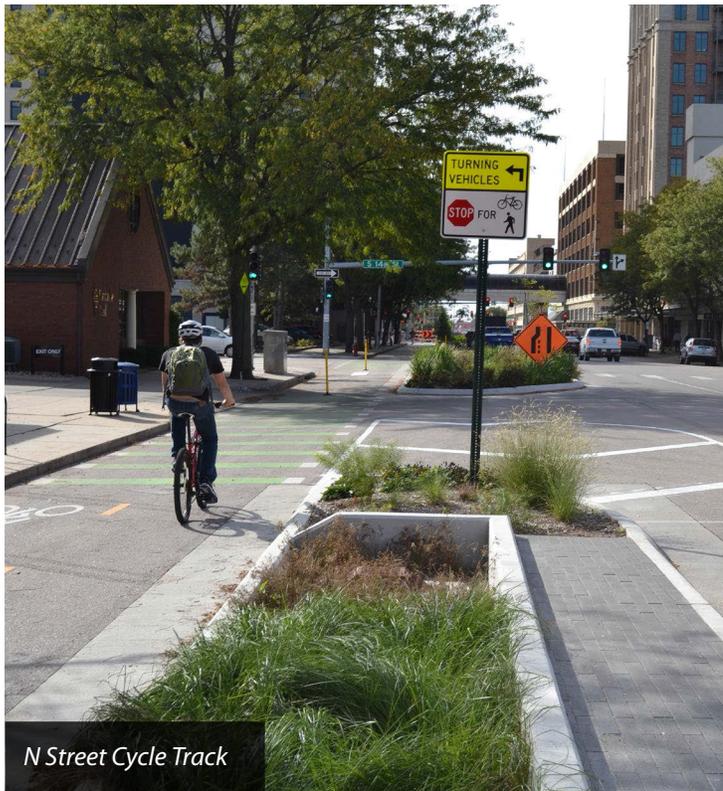
Identified key projects:

- 14th Street Streetscape
- 11th Street Streetscape
- Secondary retail streetscape



May 2012





N Street Cycle Track

2012 Priority Project:
N Street Bicycle Facility

Two-way protected bicycling facility on N Street that would be part of the N Street segment of the downtown Promenade.

Status:

The N Street Cycle Track was completed in early 2016. It is a two-way protected bikeway that provides a connection from the West Haymarket to the Antelope Valley Trails, and runs for 17 blocks along the south side of N Street from Arena Drive to 23rd Street. Amenities include bioswales and additional landscaping, along with bicycle signals and enhanced markings at street crossings.

The project cost approximately \$3.2 million. It utilized funds from a variety of public and private sources, including \$1.5 million of TIF and a significant contribution from the Great Plains Trails Network.

2012 Priority Project:
P Street Streetscape

Design and construct P Street streetscape enhancements from 11th Street to Centennial Mall and integrate the design with the Civic Plaza.

Status:

Streetscape improvements to P Street from 11th Street to Centennial Mall were completed in 2014. The project included reconstruction on the sidewalks and parking along P Street, sustainable landscaping, and additional pedestrian amenities such as signage, lighting enhancements, and furnishings.

The street width was reduced in some areas while maintaining three drive lanes to allow for more pedestrian activity along with outdoor dining and seating areas.



P Street looking toward 12th Street

2012 Key Project:**14th Street Streetscape**

Streetscape enhancements to 14th Street that would create a Retail “T” Streetscape at 14th and P Streets. Elements include a protected bike lane, curb extensions and scored concrete crosswalks at key intersections, and improved landscaping.

Status:

Remains identified as a future project. An on-street bicycle lane is located on 14th Street between L and R Streets.



14th Street concept

2012 Key Project:**11th Street Streetscape**

Streetscape enhancements to 11th Street following the improvements to 14th Street.

Status:

Remains identified as a future project. 11th Street south of K Street was renovated with enhanced pedestrian amenities. An on-street bicycle lane is located on 11th Street between C and Q Streets.



11th Street concept

2012 Key Project:**Secondary Retail Streetscape**

Streetscape enhancements to Secondary Retail area: P Street from 7th to 11th Streets and Centennial Mall to Antelope Valley Parkway, and O Street from 11th Street to Centennial Mall.

Status:

Streetscape enhancements including new landscaping, seating areas, and parking realignment were completed in 2016 along P Street between Centennial Mall and Antelope Valley Parkway. The remaining areas identified in the plan have not yet been improved. The proposed City Centre redevelopment project at 10th and P Streets could result in adjacent streetscape enhancements.



Streetscape enhancement concept

Other Downtown Projects/Studies

A variety of other projects and studies not specifically mentioned in the master plan have occurred downtown since 2005. Several of the most notable are listed on the following pages.

Antelope Valley

The core project included drainage improvements to Antelope Creek that significantly reduced the floodplain area surrounding the creek. The project removed approximately 330 commercial and industrial structures from the floodplain, along with approximately 960 residential structures and 50 acres of the University of Nebraska-Lincoln campus.

Improvements included a new, uncovered channel for Antelope Creek, construction of several new roads and bridges, a new public park adjacent to the channel (Union Plaza), and several new trails.

Road improvements included the construction of two new arterial streets (Antelope Valley Parkway and Salt Creek Roadway) and the addition/reconstruction of several bridges across Antelope Creek.

The project has resulted in significant redevelopment along the creek in areas formerly within the floodplain. Notable redevelopment projects adjacent to Antelope Creek that were made possible by the improvements include the Assurity Life Insurance building, Telegraph District, Aspen Heights, the 50-50 Building, and the University Health Center/College of Nursing on the west side of the creek, and Antelope Village on the east side of the creek.



Public art in Union Plaza



Assurity Life Insurance office building



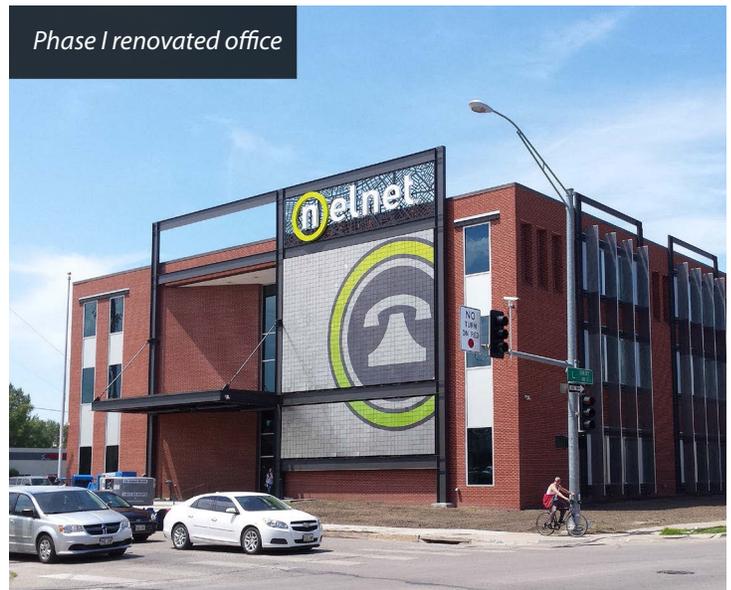
Antelope Creek north of Q Street

Telegraph District

The Telegraph District is a mixed-use redevelopment of the former Lincoln Telephone & Telegraph Campus and adjacent properties. The project will include the renovation of nine buildings and construction of 14 new buildings, and include a mix of residential, office, and retail.

Phase I was completed in 2017. It included the redevelopment of a former office building and parking garage into a mixed use space containing office, retail, and parking. Phase 1 included \$1.6 million of TIF that leveraged \$15 million of private investment.

Phase II of the project will include Telegraph Flats, primarily consisting of buildings that were formerly used by Fisher Foods. The buildings will include retail and apartments. Phase II is expected to utilize \$2.8 million of TIF to leverage \$22 million of private investment.



Phase I renovated office



Telegraph Flats, Phase II proposed redevelopment to include apartments and retail



Centennial Mall looking south

Centennial Mall

Renovation of Centennial Mall was completed in 2017 to coincide with the state's sesquicentennial. The mall was originally completed in 1967 and serves as a connection between the Capitol Building and University of Nebraska. Other public facilities such as the State Office Building and Federal Building are located along the mall. It is one of downtown's most popular gathering spaces.

Prior to renovation, much of the original landscaping and infrastructure was deteriorating, and the mall was losing its appeal as an inviting public space. The renovation included complete reconstruction of the mall with landscaping and pedestrian amenities, along with new thematic elements .

The City of Lincoln contributed approximately \$3 million to the project. Additional funding was provided by the State of Nebraska along with private contributions.

South Haymarket vision



South Haymarket Neighborhood Plan

The City of Lincoln, in concert with community stakeholders, developed the South Haymarket Neighborhood Plan to encourage and guide redevelopment in South Haymarket over the next 20 to 25 years.

The Plan was adopted in 2016 as an amendment to the 2005 Downtown Master Plan and includes a set of prioritized goals for the area's long-term success. A vision for an urban residential neighborhood is described in the South Haymarket Neighborhood Plan which identifies areas for significant residential development, business expansion, and interconnected open spaces.

- Public plaza & green space is a focal point at the Canopy Street terminus
- 4- to 5-story building with 164 units
- Residential buildings meet 300-foot separation from railroad
- One-way N Street with street trees & on-street parking



7th & N Today



7th & N redevelopment concept

Bike Share

The City of Lincoln has worked with various stakeholders to develop a bike share program for downtown. The program is set to begin in early 2018 and will include 19 stations and 100 bicycles. Stations will be located throughout downtown, along with the University of Nebraska Main Campus, East Campus, and Innovation Campus.

Project installation cost is approximately \$750,000, with \$600,000 being funded through a Congestion Mitigation and Air Quality (CMAQ) grant provided by the Federal Highway Administration.



Bike share station





Wayfinding kiosk near 12th & O

Wayfinding Improvements

The development of Pinnacle Bank Arena and West Haymarket led to the creation of an improved wayfinding system in Downtown Lincoln. Vehicular signs throughout downtown and neighboring areas were updated to add new destinations, and a standard format for sign appearance was developed. Graphic branding based on location (Haymarket, Lincoln, or UNL) is located on the top of each sign.

In addition, pedestrian kiosks and wayfinding signs were added throughout downtown. The kiosks include a map with a legend of destinations. The pedestrian signs have a similar appearance to the vehicular signs, except they are smaller in scale and feature additional decorative details.

District Energy Corporation

The District Energy Corporation (DEC) is a nonprofit corporation founded by the City of Lincoln and Lancaster County. The mission of DEC is to provide low cost thermal heating and cooling services. Thermal heating and cooling uses 10-15 percent less energy than conventional systems.

The DEC operation serves approximately 2.8 million square feet of building space, including several City, County, and State facilities. DEC also serves many private redevelopment projects including much of the West Haymarket.

DEC operates four thermal energy plants. Energy produced at these plants is distributed to customers through insulated pipes. The newest plant was completed in 2013 and is located in the West Haymarket. Connection to DEC is a consideration for City-assisted projects and should be made when feasible.



DEC energy plant in West Haymarket near Arena Garage 2



Open space concept from campus master plan

UNL Projects

The University of Nebraska - Lincoln has completed many projects in recent years, including:

- Love Library North Learning Commons
- Knoll Residential Center
- Gaughan Multicultural Center
- New building for College of Business Administration
- Jorgensen Hall
- Memorial Stadium east expansion
- New building for Health Center / College of Nursing
- New cooling tower
- Updated campus master plan
- Vacation of 17th Street and 16th Street 2-way conversion



12th & P Streets

Concurrent Plans

There are several other master plan documents being developed on a concurrent track with the Downtown Lincoln Master Plan. These projects will have an impact on downtown and the outcomes and recommendations from these planning efforts will be reflected in the downtown plan.

- On-Street Bicycle Facilities Plan. The plan will identify a comprehensive system of off-road and on-road facilities that safely connect destinations and encourage bicycle travel.
- Downtown Lincoln Parking Strategy. A facilitated discussion on parking will be organized by City staff and the Downtown Master Plan project committee.
- State Campus Master Plan. The plan will identify the future vision for State facilities in Lincoln.

Miscellaneous Projects

Dozens of other projects have been completed in Downtown Lincoln since 2005. A majority of these projects have utilized TIF to leverage significant private investments. An interactive map of all significant projects completed since 2005 can be found on the project website. Notable projects include:

- Latitude Student Housing Mixed-Use
- 8N Lofts Student Housing
- Hilton Garden Inn and Tool House Mixed-Use
- Marriott Courtyard Mixed-Use
- Sawmill Building
- Salvation Army Building Mixed-Use
- 3 Landmark Centre
- Lumberworks Garage and Canopy Row (in-progress)
- Kindler Hotel and Lincoln Commercial Club (in-progress)
- City Centre (proposed)
- 9th & O Redevelopment (proposed)



Redeveloped Tool House Building



Marriott Courtyard



Proposed City Centre redevelopment at 9th & P