South Haymarket
Neighborhood Plan

Past

Present

Future

Final Report
December 21, 2015
LINCOLN/LANCASTER COUNTY PLANNING DEPARTMENT

An amendment to the Lincoln Downtown Master Plan

Recommended for Approval by the Planning Commission (8-0) on
November 18, 2015
and
Adopted by the City Council (6-0) on
December 21, 2015
# South Haymarket Neighborhood Plan

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South Haymarket Neighborhood Plan

Executive Summary
Project Background

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

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

Location

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

Purpose

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

The Lincoln/Lancaster County Comprehensive Plan states that subarea plans should be developed for specific areas that set a framework for development. This planning document recognizes the increasing development interest and future development potential of the South Haymarket area and offers guidance to ensure the redevelopment efforts meet the expectations of the stakeholders and the community. The concepts in this plan are explained in some detail but are not intended to convey only one development pattern. This plan addresses elements of land use, access, transportation, connectivity, zoning and design standards. Several questions about the future direction of South Haymarket are answered here, but the details must be discussed at the time redevelopment is proposed.

Outreach

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

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

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

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

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

Create an Urban Neighborhood

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

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

Executive Summary
Consolidate the Government Footprint

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

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

Transition from Heavy Industrial Uses

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

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

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

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

Develop Adequate Open Space

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

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

Preserve Historic Resources

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

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

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

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

Implement Site & Building Design

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

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

Plan Framework
South Haymarket is a 38-block area located within Greater Downtown Lincoln, and is bounded by O Street on the north, 10th Street on the east, G Street on the south, and 4th Street/railroad mainline on the west. South Haymarket is an intriguing area of Lincoln, given its history of development including industrial properties, commercial buildings and residences along 9th and 10th Streets. Coupled with its desirable location, this pattern of development in South Haymarket provides the foundation for substantial development and redevelopment opportunities. The South Haymarket Neighborhood Plan presents a vision for the future and is based on consultation with and input from property owners, community representatives and elected officials. The development concepts found in this plan are anticipated to be realized over the next 20-25 years.

The South Haymarket study area lies in the southwestern corner of Greater Downtown and abuts Historic Haymarket and West Haymarket on the north, the Burlington Northern & Santa Fe railroad on the west, the South Salt Creek neighborhood on the south and Downtown on the east. South Haymarket is an opportunity area for high-density residential and mixed-use development which will support and
compliment, not compete with other the redevelopment efforts in the Lincoln Historic Haymarket District, West Haymarket, Antelope Valley, UNL Downtown Campus, Innovation Campus and Downtown Lincoln.

The West Haymarket district is a 400+ acre, active redevelopment and is at the front door of South Haymarket. West Haymarket is home to the 16,000-seat Pinnacle Bank Arena, new parking garages containing over 2,500 spaces, new hotels, residential condominium units, student housing and additional entertainment and restaurant facilities. These adjacent developments are continually increasing redevelopment interest in the South Haymarket Neighborhood.

The South Haymarket area has already been experiencing successful redevelopment projects such as the Color Court Project, the Dairy House Project, the N Street Protected Bikeway, the Lumberworks parking garage, the 8|N Lofts project and Structural Design Group redevelopment.

Lincoln/Lancaster County Comprehensive Plan

The Comprehensive Plan, LPlan 2040, recommends that Greater Downtown redevelop with mixed uses and accommodate up to 3,000 new residents by the year 2040. The Comprehensive Plan anticipates that a major source for new residential units will be older commercial and industrial areas which are converted to residential and mixed-use. Strategies for Downtown include supporting new residential reuse, infill and redevelopment. The Comprehensive Plan recommends maintaining the urban environment by encouraging higher density development on upper floors of multi-use parking structures or with parking areas at the rear of buildings.

South Haymarket is located within Greater Downtown and is an older commercial and industrial area that can provide unique residential opportunities in Lincoln. The Comprehensive Plan supports an urban residential neighborhood in South Haymarket.
2005 Downtown Master Plan & 2012 Update

The 2005 Downtown Master Plan identifies the South Haymarket as an emerging district within Greater Downtown and recommends further study to be conducted. The plan suggests future land use types, redevelopment projects, and transportation improvements for South Haymarket. Recommendations include:

- Preserve and renovate historic buildings wherever feasible
- Renovate the K Street Power Station for high density residential
- Study the need for an M Street extension west of 7th Street
- Develop a protected bikeway on N Street
- Extend the Jamaica North Trail south of O Street
- Expand dining and entertainment uses on 8th Street south of O Street
- Create an “urban-style” neighborhood marketplace to serve anticipated new housing in South Haymarket

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

The South Haymarket District affords a unique opportunity to develop a significant amount of urban housing. The area offers significant benefits:

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

The Downtown Master Plan calls out specific recommendations for South Haymarket. Altogether these recommendations from 2005 begin to define the vision of an urban neighborhood.

Outreach

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

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

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

General Findings

The information and ideas presented in this plan originate from discussions with public agencies and input from stakeholders. Some of the redevelopment recommendations in this plan may occur in the next 5 years or less, and some may occur over the next 20 years and beyond. Overall, this plan presents a redevelopment strategy to create an urban neighborhood for an additional 1,000 to 2,000 residential units with well-defined streetscapes that connect to trails, an urban plaza, open spaces, and other amenities within Greater Downtown.
South Haymarket Subareas & Goals

Subareas

The South Haymarket Neighborhood Plan is separated into seven geographic subareas. These subareas are called out separately because they currently contain, or are recommended to contain, unique features that are considered significant to the overall development of the South Haymarket Neighborhood. The South Haymarket Neighborhood subareas are shown on the map to the right.

Goals

The vision for the South Haymarket Neighborhood is illustrated by applying the overarching goals to each subarea. Each goal of the South Haymarket Neighborhood Plan includes a description in the following section, and each goal is applied to the subareas in The Neighborhood chapter of the plan. The goals, with organizing icons of the South Haymarket Neighborhood Plan, are outlined below:

- Create an Urban Neighborhood
- Consolidate the Government Footprint
- Transition from Heavy Industrial Uses
- Organize the Streets, Sidewalks & Trails
- Develop Adequate Open Space
- Preserve Historic Resources
- Implement Site & Building Design
- Develop a Parking Program
Successful neighborhoods contain key elements to make them desirable places for people to live. Together, these elements create neighborhoods that become popular places in a community. Important neighborhood elements include a variety of housing choices, parks and recreation areas, schools, supportive commercial activity, pleasant streetscapes ideal for walking, biking and driving and thoughtfully designed buildings. The vision for South Haymarket is to identify redevelopment opportunities to transform this area into a high-density urban neighborhood. The basis of this vision is shown on the Future Land Use Map, which reflects the recommended land use pattern of this plan. The predominant heavy industrial and government uses today are transitioned into residential and mixed-use to transform South Haymarket into an urban neighborhood.
Consolidate the Government Footprint

All land uses should be more efficient to encourage opportunities for redevelopment, including publicly-owned properties which currently occupy 24% of the land area in South Haymarket. The concept for South Haymarket demonstrates how a consolidated government campus would occupy less land, making it available for private development, while still providing an efficient government campus with capacity for future growth. This concept must plan for anticipated growth needs in the Judicial System.

The Future Government Footprint is reduced by redeveloping JPA-owned properties for private use and by consolidating existing government offices and relocating other government entities to more efficient locations. The future County/City Government Campus consolidates the main government office campus between 9th, 10th, L, and G Streets. Any consolidation or reorganizing of government properties should respect the capital investments made by the Public Building Commission and other government agencies when determining when to proceed with possible private redevelopment. A consolidated government campus would also increase staff efficiencies and public convenience.
South Haymarket has historically been an industrial district. Over the years, manufacturing, warehousing and processing facilities have dominated this area. In order to allow for residential redevelopment and light industrial and office/tech uses, these heavy industrial uses should transition to residential or mixed uses.

The Existing Heavy Industrial Areas are mainly located in the southwest quadrant of South Haymarket and extend north to N Street.

The Future Heavy Industrial Area is shown in the far southwest corner of South Haymarket in the plan, where TMCO, an existing and growing company, is recommended to remain. This allows for redevelopment of other existing heavy industrial properties for residential and mixed-uses.
Organize the Streets, Sidewalks & Trails

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

This map shows the future streets and bicycle facilities in the South Haymarket Neighborhood. Reestablishing rights-of-way in South Haymarket supports the vision for creating a high-density, urban neighborhood. New sidewalks should be installed along blocks where they do not exist today. Continuous sidewalks will provide safe routes for pedestrian activity. Improvements noted here should be funded as redevelopment occurs.
As new residential units are developed in South Haymarket the demand for open space will increase. The City should plan for this demand and provide places for residents to recreate in South Haymarket. New open spaces also provide opportunities for floodplain mitigation.

The Future Open Space Network for South Haymarket, shown on the map to the right, consists of a combination of new and enhanced amenities including new trail connections, a public plaza, enhanced streetscapes and public open space.
The South Haymarket Neighborhood is impacted by the 100-year Salt Creek floodplain, as shown on this map. The open space concept in the South Haymarket Neighborhood Plan is intended to provide compensatory flood storage to allow other properties to fill and construct new buildings above the base flood elevation. All residential structures must be constructed one foot above the base flood elevation.

The property owned by the West Haymarket JPA has been included in the floodplain mitigation area. That land on the map has already been allowed 100% fill due to compensatory storage designated to the north and west of the South Haymarket Neighborhood. The same concept is proposed for the South Haymarket mitigation area shown in dark blue on the map. This area has adequate flood storage volume to allow other properties north of Rosa Parks Way in South Haymarket to add fill and develop buildings outside of the floodplain. The land to the west of the TMCO property is deeper in the floodplain and will need to address its own flood storage volume when future expansion is proposed.
Preserve Historic Resources

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

The Historic Resources in South Haymarket include properties located within National Register Historic Districts and properties that have been determined to be eligible for designation as a Local Landmark or on the National Register of Historic Places. Historic resources should be reused where possible and may be eligible for certain rehabilitation programs, such as historic tax credits.
Implement Site & Building Design

Existing and new design standards for the South Haymarket Neighborhood address streetscapes, site development, and building design. The intention is for both public and private property owners to comply with South Haymarket design standards. New design standards will need to be developed after this plan is adopted.

The map below shows the Existing Design Standards in South Haymarket. Lincoln has a history of success with design standards including the Lincoln Downtown Design Standards, Capitol Environs Design Standards, and Neighborhood Design Standards. These design standards apply in many areas of South Haymarket today.

The map to the right shows where the Future Design Standards for the South Haymarket Neighborhood will apply. The Neighborhood is partly covered by existing Downtown and Capitol Environs Design Standards. New proposed design standards for the remaining South Haymarket areas address streetscapes, site development, and building design.
More than 4,000 parking spaces exist in South Haymarket today, including approximately 870 on-street spaces. However, the current parking program for South Haymarket is disjointed and haphazard. The South Haymarket Neighborhood Plan recommends significant redevelopment to occur, so parking will be a key factor to the neighborhood’s success.

This map shows the Future Parking Areas in South Haymarket. The increase in parking demand is accommodated by a combination of on-street and off-street facilities. Off-street facilities should include both public and private surface lots and parking structures. Some public facilities shown on this map may become parking that is shared between the private development and the general public in order to maximize the use. This arrangement would be appropriate near non-concurrent uses or when Tax Increment Financing is assisting with redevelopment.
South Haymarket Neighborhood Plan

The Neighborhood
Introduction

The 2005 Downtown Master Plan and the Comprehensive Plan suggest South Haymarket be redeveloped as a high-density residential district. Existing buildings should be repurposed for residential uses, and new, infill construction should provide expanded living opportunities. This recommendation continues to be supported with this plan. Opportunities to develop residential uses should be explored throughout the entire South Haymarket neighborhood. Supportive commercial uses should be accommodated to meet the daily needs of new residents and existing employment operations should be supported and expanded as well. The vision of the South Haymarket Neighborhood Plan is to create a repurposed, urban neighborhood within Greater Downtown Lincoln.

Successful neighborhoods contain key elements to make them desirable places for people to live. Together, these elements create neighborhoods that become popular places in a community. Important neighborhood elements include a variety of housing choices, parks and recreation areas, schools, supportive commercial activity, pleasant streetscapes ideal for walking, biking and driving, thoughtfully designed buildings and employment opportunities. The vision for South Haymarket is to identify redevelopment opportunities to transform this area into a high-density, urban neighborhood.

Redevelopment in South Haymarket should also complement, not compete with, other successful projects within Greater Downtown. If South Haymarket is transformed into an urban neighborhood, additional residents will support activities in other districts within Greater Downtown such as Historic Haymarket, West Haymarket, Antelope Valley, P Street, UNL City Campus, and the rest of Downtown proper. Significant residential development in South Haymarket would be within walking distance to these surrounding areas. Commercial uses should be developed, mainly along 9th Street, to meet the day to day needs of South Haymarket residents.

South Haymarket should not be a new entertainment destination. Significant investments have been made in Historic Haymarket and West Haymarket, and additional development should not conflict with these efforts. It has been proven that an influx of residents in a downtown district is a significant driver of economic development and would support additional retail establishments, such as a urban grocery store. Substantial residential development in South Haymarket will contribute to and support the other successful developments in Greater Downtown.

The South Haymarket Neighborhood

A complete neighborhood is not comprised of one thing alone but is made up of several pieces that contribute to create a place. The basis of a neighborhood, however, begins with the people that live there. Creating the South Haymarket Neighborhood starts with building a place for people to call home.

Residential development in Greater Downtown and in South Haymarket is supported by the Lincoln Lancaster County Comprehensive Plan and the 2005 Downtown Master Plan. The Comprehensive Plan says that up to 3,000 new dwelling units should be accommodated within Greater Downtown by the year 2040. Approximately 1,100 units have been constructed since the plan was adopted in 2011. This plan demonstrates how South Haymarket has the potential to provide 1,000 to 2,000 additional Downtown dwelling units.

A variety of housing products creates interest and diversity in an area and further supports the vision of South Haymarket developing into an urban neighborhood. A mix of units for lease or purchase should also be developed in South Haymarket, and units should be marketed and available to all age groups. Existing buildings in South Haymarket should be repurposed into new residential units, and vacant or underutilized parcels should be redeveloped with new construction for residential and mixed uses. Historic buildings are important to the character of South Haymarket and should be preserved and renovated when possible.

New construction should be well-designed to fit in the South Haymarket fabric. Residential developments should be dense to reflect the urban character of the neighborhood. Most new construction should respect the height of the zoning districts and should be constructed to maximize the allowable building height. Generally, taller buildings, up to 75 feet in height, should be built between Rosa Parks Way and O Street. Buildings south of Rosa Parks Way should respect the Capitol Environs building height maximum of 57 feet, and should further decrease in height as a transition to the Salt Creek neighborhood near G Street. There is limited support for exceptions to the height limitations which should only be considered on a case-by-case basis. (See the Zoning and Design Standards section in the Implementation Chapter for a more detailed analysis on building height.)

The Joint Committee on Public Health and Land Use Planning was created in 2005 and was established to review issues of public health and land use planning to determine if current laws and policies assure a safe and healthy community. One of the issues considered was land uses and proximity to hazardous materials. One outcome of the Joint Committee was a recommendation to maintain a 300 foot separation between habitable dwellings and hazardous materials. The South Haymarket Neighborhood is bounded on the
west by a main line railroad which transports a variety of materials, including potentially hazardous materials. Therefore, a 300-foot buffer should be respected between new residential units and the rail line to the west.

The South Salt Creek Floodplain also impacts the South Haymarket Neighborhood and is located in two Salt Creek floodplain storage areas that are bisected by Rosa Parks Way. Properties located north of Rosa Parks Way can fill flood storage volume up to 40%, and properties located south of Rosa Parks Way can fill flood storage volume up to 55%. Any residential building must be constructed 1 foot above the base flood elevation, which requires 100% fill of flood storage volume. In order to facilitate new residential development in South Haymarket, this plan recommends that compensatory storage be identified in the 7 acres of new greenspace and new rights-of-way on the western edge of the neighborhood. This model for compensatory storage was utilized in the West Haymarket area and has been a useful tool for redevelopment success.
South Haymarket Neighborhood Subareas

Subareas
The following text describes subareas of South Haymarket and includes development recommendations for land uses and design characteristics. These subareas are called out separately because they currently contain, or are recommended to contain, unique features that are considered significant to the overall development of the South Haymarket Neighborhood. The South Haymarket Neighborhood subareas are shown on the map to the right.

Goals
The vision for the South Haymarket Neighborhood is illustrated by applying the overarching goals to each subarea. The goals of the South Haymarket Neighborhood Plan are overlaid onto the maps for each subarea and represent development recommendations for that specific property. The goals, with organizing icons of the South Haymarket Neighborhood Plan, are outlined below:

Create an Urban Neighborhood
Consolidate the Government Footprint
Transition from Heavy Industrial Uses
Organize the Streets, Sidewalks & Trails
Develop Adequate Open Space
Preserve Historic Resources
Implement Site & Building Design
Develop a Parking Program
The N Street Corridor is located on the north end of the South Haymarket Neighborhood. This 6-block corridor is a highly visible location in South Haymarket and is already seeing development underway or proposed.

This map highlights the recommendations for the N Street Corridor. The buildings shown on this map are shown to differentiate existing versus new structures. Each one of the goals placed on the map provides a visual representation of the text that follows for this subarea.
Development along the N Street Corridor should have a focus on high-density residential uses and should be some of the densest in the neighborhood. The allowable building height in this area of South Haymarket is 75 feet, and new construction should maximize density by constructing up to 75 feet. Generally, buildings should be constructed from property line to property line. Surface parking should be limited with most off-street parking provided in private parking garages.

Most of the residential units near N Street will be new construction. Several existing buildings, though, are appropriate for residential reuse and should be repurposed whenever possible. These include Raymond/Kiner Building, the Western Supply Building, and the Griswold (Midwest Steel) Building. New construction should fill in the remaining gaps along N Street to complete the urban neighborhood. First floor residential is appropriate and recommended along N Street from 9th Street to Arena Drive. Mixed uses may be appropriate, including new primary employment on a case by case basis.

Development along the N Street Corridor should also improve the connectivity between South Haymarket and Historic Haymarket. The 300-foot buffer from the railroad on the west should be maintained. Non-residential uses, such as parking garages, are appropriate and recommended within this buffer. A redesigned N Street would also soften this corridor and would reconnect Haymarket and South Haymarket.
The property lying north and south of N Street at Arena Drive is illustrated by two buildings at 4 and 5 stories each with high density residential uses. A public plaza and green space is situated at the intersection of 7th and N Streets on the southwest corner at the terminus of Canopy Street.

If M Street is extended west of 7th Street, N Street could become a one-way street as shown. The one-way configuration allows for on-street parking and street trees which soften the view of N Street. The protected bikeway could also have green landscaped areas instead of painted concrete if N Street becomes a one-way street.

If M Street is not extended west of 7th Street, a center, landscaped median in N Street would also soften this corridor. See the alternate for 7th and N Street in the Alternates Section of the Implementation Chapter.
A variety of uses exist on the properties located at 8th and N Streets. It is understood that the LES Substation will remain, but the other properties are appropriate for redevelopment.

Buildings at this location orient to both 8th and N Streets to build out the urban street wall. Active uses located on the first floor of buildings activate the public space, with residential uses on the upper floors. Design elements such as the loading docks are incorporated as well.
**8th & N**

The southeast corner of 8th & N is currently under redevelopment for high-density residential with the 8|N Lofts project. The building on this site will orient to 8th Street and N Street. Active uses should be located on the first floor to activate the adjacent public space. The streetscape should be enhanced to include street trees and on-street parking.
**Canopy & N**

This shows a concept for a Liner Building wrapping the Lumberworks Parking Garage at the northeast corner of Canopy Street and N Street. The proposal is for a mixed-use 6-story building. The first floor contains active uses that would serve area residents. The building needs to be designed to accommodate the restored canopy in the right-of-way.

This development would achieve the vision of providing additional housing choices and services in the South Haymarket Neighborhood.
The Neighborhood 2.11

Consolidate the Government Footprint

The existing LES substation along the north side of N Street between 8th Street and Canopy Street is proposed to remain at this location. LES substations are needed to provide power to South Haymarket and the Greater Downtown, but there are opportunities to screen and/or modify LES facilities to be more compatible with the residential neighborhood character.

Land on the western edge of the N Street Corridor is owned by the West Haymarket Joint Public Agency. This land was originally acquired as part of the West Haymarket project. Most of this land was formerly occupied by heavy industrial uses including a scrap yard, manufactured gas plant and brick works. The West Haymarket Redevelopment Plan loosely categorized the land use in the N Street Corridor as Mixed Use: Commercial/Parking/Other Public. The South Haymarket Neighborhood Plan calls for high density residential to develop on these properties.
LES Substation

The LES substation along N Street has a substantial impact on the surrounding properties. The image to the right shows a proposed screening wall similar to recent iterations of what was approved by the Urban Design Committee in 2013. Up lighting of the substation equipment is also proposed. This conceptual design is supported by the South Haymarket Neighborhood vision. Improvements to this site should acknowledge the future potential for a one-way N Street.
Transition from Heavy Industrial Uses

Midwest Steel Works, Inc. occupies a full block bounded by N Street, 7th Street, 8th Street and M Street. The office entrance is oriented to N Street and outdoor storage and operations are located on the south half of the block fronting M Street. Midwest Steel Works, Inc. is a steel fabricator operation and is considered a heavy industrial use. Current redevelopment interest on blocks surrounding Midwest Steel Works, Inc. makes this site a prime location for nearer-term redevelopment. Although the owners have no immediate plans to relocate, a non-industrial use at this site is more appropriate in the future. High-density residential is appropriate on this site and should orient towards N Street to provide interaction with the N Street Protected Bikeway. The south half of this block is occupied by the steel yard. This site is considered appropriate for a future public parking facility given its location in South Haymarket and proximity to developing properties.

Nature’s Variety is a pet food company that currently leases the cold storage facility at the southwest corner of 7th Street and Canopy Street. This is a concrete block and steel building with loading docks oriented to N Street. This facility provides service to 30 or more trucks per week. This facility is undersized for the rate of business expansion, so a different facility outside of South Haymarket is appropriate. Given the increase in traffic from the Pinnacle Bank Arena and the N Street Protected Bikeway, a cold storage warehouse at this location is not desirable. The delivery trucks must maneuver across N Street to get to the loading docks, and back over the N Street Protected Bikeway.
Midwest Steel Works, Inc. occupies nearly a full block, along with a garage facility at the southwest corner of the block owned by Telesis, and is bounded by N Street, 7th Street, 8th Street, and M Street. The office entrance is oriented to N Street.

The recommended reuse of this block is high density along N Street and a public parking garage on the south half of the block. The residential buildings should orient towards N Street with a loading dock element to provide interaction with the protected bikeway. Liner buildings along the garage on 7th & 8th Streets provides an enhanced street presence and additional residential units.
A former scrap metal recycling facility, former manufactured gas plant and lumberyard located near N and Arena Drive have all been demolished. The West Haymarket JPA purchased these properties and was awarded a grant from the Environmental Protection Agency in the amount of $400,000 for cleanup of the former scrap metal recycling facility and former manufactured gas plant and lumber yard. The land located north of the future M Street and Arena Drive intersection and north of N Street within this corridor is suitable for development. This area is recommended for multi-story residential development and additional street right-of-way, as shown on the map below.
Organize the Streets, Sidewalks & Trails

Extending Arena Drive and M Street allows for significant reconfiguration of N Street and reduces the existing 4-lane facility with a center turn lane to a 3-lane westbound facility. The expansive concrete has limited space for pedestrian amenities and planting areas. N Street is also perceived as a barrier between Lincoln Historic Haymarket District to the north and the South Haymarket Neighborhood. This plan recommends converting N and M Streets to a one-way couplet in order to allow for redesign within the N Street right-of-way.

The recommended design for N Street is to become a one-way street with three lanes of westbound traffic. This one-way configuration is made possible with a proposed extension of M Street from 7th Street to Arena Drive, extending Arena Drive south of N Street, and by making M Street a two lane, one-way facility for eastbound traffic. By making N Street a one-way facility, 5 vehicle lanes are reduced to 3, thus reducing the amount of pavement needed for vehicular traffic. On-street parking is provided on both sides of the street, and sidewalks and street trees are added to create safer and more enjoyable pedestrian spaces.

The extensions of M Street and Arena Drive coincide with the concept of reestablishing the urban grid. Extending these streets creates urban blocks suited for high-density development in the South Haymarket neighborhood. If re-opening M Street is not possible, other treatments should be considered to N Street to soften the 5-lane facility. See the Streetscapes Section of the Implementation Chapter for more information about this recommended street configuration.
The protected bikeway facility is shown on the south side of N Street with enhanced planting areas as well. The initial implementation includes bollards and pavement painting which could be converted to planting areas in the future with minimal loss of investment. The improvements to the bikeway facility would match the design further to the east and would occur with an overall one-way N Street redesign.

8th Street is recommended to serve as a transportation connector through the neighborhood that connects the Lincoln Historic Haymarket District on the north to the South Salt Creek Neighborhood and Cooper Park on the south. An enhanced green strip between the back of curb and sidewalk along 8th Street throughout the neighborhood provides a consistent look and feel through South Haymarket.

The block of 8th Street between N and O Streets is more similar in character to the Historic Haymarket District located north of O Street. The streetscape on this block should be similar to the Lincoln Historic Haymarket District. Consistent sidewalks should be provided on both sides of the block while retaining the existing loading docks. Angled, on-street parking should be built to maximize available parking. (See the Implementation Chapter for more information on the street sections in the N Street Corridor.)
Develop Adequate Open Space

Several open space opportunities exist within the N Street Corridor. These new and expanded areas will provide needed recreational opportunities for the new residents of South Haymarket. Recommended open space includes a public plaza, trail, connections to an existing City park and pocket green spaces along 8th Street. Open spaces also allow for flood storage opportunities to support redevelopment.

Smaller ‘pocket’ green spaces are proposed along 8th Street to soften the view of certain sites from public view. These pocket green spaces are relatively small spaces that should include shrubs, trees and evergreens arranged in a way to soften the appearance from public view. Appropriate locations for a pocket green space includes the land adjacent to LES at 8th Street and N Street.

Cooper Park is a 12 acre existing neighborhood park, and is located near 8th & F Streets. Cooper Park is an asset for residents in the N Street Corridor and is accessible via 8th Street or via the Jamaica North Trail extension. (See the 8th Street Corridor and Arena Drive Corridor sections for more information about linkages to Cooper Park.)
Properties on the western edge of the N Street Corridor are included in the West Haymarket JPA floodplain mitigation area. This means that compensatory storage has been previously identified within the same flood storage area, shown on the map below. Typically, properties north of Rosa Parks Way can fill flood storage volume up to 40%, and properties located south of Rosa Parks Way can fill flood storage volume up to 55%. Properties within the West Haymarket JPA Flood Mitigation Area boundary are able to fill 100% of the flood volume in order to elevate structures out of the floodplain.
**Canopy Street Plaza**

The corner of 7th & N Streets at the terminus of Canopy Street is a highly visible property and could be a desirable location for a public plaza. The concept includes hardscape adjacent to N Street and greenspace adjacent to M Street.

A new feature is proposed in the plaza at the terminus of Canopy Street. This feature visually connects South Haymarket and Haymarket.

The plaza also provides connections to the N Street protected bikeway and the Jamaica North Trail to the west.
Preserve Historic Resources

8th Street is the key connection within the heart of South Haymarket study area as the only uninterrupted north-south route. Beginning at O Street on the north, the area benefits by the presence of five historic Haymarket buildings (NRHP and Lincoln Landmark District) on the south side of O Street, between Canopy Street and 9th Street. Two large brick warehouses of the mid-1880s anchor the south side of the 8th and O intersection—Hargreaves/Schwarz Paper on the west and Raymond Brothers Wholesale Grocers on the east.

Smaller historic structures west (Occidental Saloon, 735 O St.) and east (Pepperberg Building, 815 O; and 819 O) step down from the key intersection. South of that intersection, the Western Supply Co. building at 820 N Street borders the historic stone alleys at the south edge of the Haymarket NRHP District. A portion of the National Register Haymarket Historic District lies within the N Street Corridor. These buildings should be preserved and incorporated into redevelopments wherever possible.
Development in the N Street Corridor should be governed by the South Haymarket Design Standards and are proposed to be developed after the adoption of this plan (See the Zoning and Design Standards section in the Implementation Chapter for more detail). This area of the South Haymarket Neighborhood should develop as a high-density district that is predominantly residential. Standards for development in the N Street Corridor should be less prescriptive than traditional Downtown Design Standards and should reinforce the unique residential character. Buildings are encouraged to build to the 75 foot height limitation. Loading docks should not be discouraged, and first floor residential is appropriate throughout. The enhanced planting strip in the streetscape zone south of N Street frames the site development throughout the 8th Street corridor.
The N Street corridor should contain some of the densest development in the South Haymarket Neighborhood. In order to support significant residential development, parking will need to be provided near or adjacent to new developments. The recommended parking program for the N Street Corridor is a combination of public and private off-street structured parking and on-street metered parking.

Off-street, structured parking is recommended in the N Street Corridor in order to maximize density potential and is expected to be provided as properties are redeveloped. Parking structures along the west boundary of the N Street Corridor also respect the buffer between the railroad mainline and habitable residential units. A public parking facility is recommended on the south side of the Midwest Steel Works, Inc. block located between 7th and 8th Streets along the M Street frontage. Timing for construction of the public facility will depend on a number of factors including land availability, priorities for public parking facilities throughout Greater Downtown and development pressure on the properties in the northern portion of South Haymarket, especially those properties surrounding Midwest Steel Works, Inc. The public facility could begin as a surface lot with future potential as a public garage.

On-Street parking is recommended along all streets in the N Street Corridor. Parking on the reconfigured N Street, M Street and Canopy Street should be parallel with angled parking provided on all other streets.
N Street Corridor Recommendations:

- Encourage a variety of high-density residential uses in the N Street Corridor
- Screen the LES substation facility on N Street
- Request development proposals for both JPA-owned parcels on the western edge of the N Street Corridor and the Liner Building site adjacent to Lumberworks Garage
- Continue to communicate with Midwest Steel Works, Inc. regarding their current and future business needs
- Explore acquisition opportunities for the public plaza at Canopy Street
- Develop a program for a public plaza at Canopy Street and 7th Street with green connections to the N Street Bikeway and the Jamaica North Trail
- Plan for N-M Street one-way couplet and implement the recommended streetscapes
- Study the block bounded by N, 8th, M and 7th to determine feasibility for a public parking facility
- Develop South Haymarket Design Standards with application as redevelopment projects occur
The Arena Drive Corridor is a redevelopment area along the western border of the South Haymarket Neighborhood. The extension of the Arena Drive right-of-way south of N Street and reestablishing L Street west of 6th Street provides additional access to properties and increases redevelopment opportunities. The Arena Drive Corridor is a likely location for additional greenspace, floodplain storage and residential development. The green space on the west side of extended Arena Drive also provides a buffer between the South Haymarket Neighborhood and the railroad to the west.

This map highlights the recommendations for the Arena Drive subarea. The buildings shown on this map are shown to differentiate existing versus new structures. This map also highlights the extension of Arena Drive and L Street. Each one of the goals placed on the map gives a visual representation of the text that follows for this subarea.
Create an Urban Neighborhood

The Arena Drive Corridor consists of essentially three blocks and a linear greenspace on the western boundary of the South Haymarket Neighborhood. These blocks altogether help support the urban neighborhood concept by providing additional access, creating additional green space, extending the Jamaica North Trail, providing areas for flood plain storage, developing additional residential units and supporting existing business expansion.

The southern end of the Arena Drive Corridor is currently occupied by Sprenger Lumber and Midlands Recycling. These properties are comprised of a mix of warehouse buildings and outdoor storage. Given that this land is occupied by existing businesses, the need to dedicate additional right-of-way and establish a floodplain mitigation program, redevelopment on this site is considered likely in the mid to long-term.

The recommendation for the block east of Arena Drive and south of L Street is to develop a 4-5 story building oriented to 6th Street and L Street.

Property on the south side of M Street could be made available to support an expansion of J.A. Woollam & Company in the form of a parking area. This property is located on land that is unsuitable for structures. Preliminary findings suggest that subsoils contain contaminants and rubble. Therefore parking lots, open spaces, and rights-of-way are considered appropriate uses. Uses such as parking lots and loading areas should use enhanced screening on this block, especially along Arena Drive.

The remaining area west of Arena Drive is ideal for open space, flood plain storage and the Jamaica North Trail extension.
Although no government buildings are located along the Arena Drive Corridor, there is a substantial amount of land that is owned by the West Haymarket Joint Public Agency. This land was originally acquired as part of the West Haymarket project. Most of this land was formerly occupied by heavy industrial uses including a scrap yard, manufactured gas plant and brick works. The West Haymarket Redevelopment Plan loosely categorized the land use in the Arena Drive Corridor as Mixed Use: Commercial/Parking/Other Public.

The West Haymarket JPA was awarded a grant from the Environmental Protection Agency for cleanup of the former scrap metal recycling facility and former manufactured gas plant and lumberyard. Soil borings indicate that the subsoils are contaminated and contain substantial rubble. The land located south of the future M Street and Arena Drive intersection within this corridor is not planned for significant remediation and may not be suitable for structures. However, this area is appropriate for street right-of-way, public open space and parking to support expansion needs of businesses.
Transition from Heavy Industrial Uses

Sprenger Lumber and Midlands Recycling are considered two heavy industrial uses currently in the Arena Drive Corridor. Both uses have expansive outdoor storage areas that are visible from key vistas in the South Haymarket Neighborhood. In order to support the effort of creating a residential neighborhood, these properties should be considered for redevelopment. Redeveloping Sprenger Lumber and Midlands Recycling allow for additional street rights-of-way, new residential development, open space for recreation and floodplain storage and parking.

Reuse of these former industrial sites south of extended M Street in the Arena Drive Corridor should include open space, public right-of-way and parking. These uses are appropriate given the level of contamination and soil composition. Also, residential units are not appropriate at this location since they would be less than 300 feet from the railroad mainline to the west.
6th & L

This concept shows redevelopment of industrial sites for residential uses. The new street network creates urban blocks, and defines the area as a residential neighborhood. Sidewalks and street trees enhance the public right-of-way and connect to other places within and adjacent to South Haymarket.

Reestablishing the public ROW is a key recommendation for South Haymarket. By adding new streets to develop the urban grid, new blocks are created that allow for high-density redevelopment.
Reestablishing the L Street right-of-way and extending Arena Drive begin to develop new urban blocks and provide additional access for redevelopment. High-density residential is desirable at this location given its proximity to the new open space and the Jamaica North Trail along the rail corridor to the west.

This plan supports the extension of Arena Drive from N Street to J Street. This improvement will likely occur as redevelopment occurs on adjacent parcels. The overall Arena Drive project is considered a phased improvement given the funds needed to construct the road will likely come from impact fees and TIF funds from nearby redevelopment projects. Given existing development pressure in the N Street Corridor, the near-term phase will likely construct the first block of Arena Drive from N Street south to M Street. Additional M Street right-of-way will need to be dedicated west of 7th Street for this to occur.

Existing streets in the Arena Drive Corridor have few curbs and allow cars to park over the sidewalk making it difficult for pedestrians to travel on a safe and consistent path. Organizing the right-of-way should define vehicular travel lanes, on-street parking, curbs, planting areas and sidewalks. These elements should be established on new and existing streets. (See the Implementation Chapter for more information on the street sections in the Arena Drive Corridor.)

The Jamaica North Trail along the western boundary of the South Haymarket Neighborhood should be extended through the new open space between Arena Drive and the railyard. This important connection closes a gap in the City’s trail network and will also link to the N Street Protected Bikeway. The Jamaica North Trail is already funded in the West Haymarket JPA plan.

The recommendation to extend Arena Drive is considered a long-term improvement and will require coordination with existing businesses and the BNSF railroad. (See the Alternates Section of the Implementation Chapter for more information on alternates related to the Arena Drive extension).
**Arena Drive Extension**

Arena Drive is recommended to extend south from N Street to J Street. This 4-block segment of Arena Drive would provide additional access to properties and would provide a connection between the South Salt Creek Neighborhood and South Haymarket. The full stretch of Arena Drive is not likely to develop at once, but rather it could develop incrementally as adjacent redevelopment occurs.

A roundabout is shown at the intersection with J Street at the terminus of extended Arena Drive. The roundabout would slow traffic at this intersection with the J Street Boulevard, delineate the western boundary of the South Haymarket Neighborhood and serve as an entryway into the South Salt Creek Neighborhood. The Arena Drive/J Street intersection is preferred at this location since it would align with 4th Street to the south.

Trailhead parking is shown on land that is currently owned by the BNSF railroad. The parking would be a benefit once the Jamaica North Trail is extended through the open space.

A substantial portion of this area of South Haymarket is located in the floodplain. The expanded open space and new rights-of-way shown on this image will provide compensatory storage to allow other properties in the floodplain to redevelop.
Develop Adequate Open Space

A string of new open space on the western boundary of the South Haymarket Neighborhood provides additional recreational opportunities, buffers the neighborhood from the railyard to the west, provides a connection for the Jamaica North Trail and can provide floodplain storage to encourage redevelopment in South Haymarket. Approximately 7 acres of open space is shown within the Arena Drive Corridor in this concept.

This new open space should provide amenities that cater to the South Haymarket resident. A significant investment in hardscapes and park equipment is not recommended. Those facilities already exist and can be found in Cooper Park to the south. This open space should provide more passive recreation areas and may include uses such as a dog park.
A significant portion of the South Haymarket Neighborhood is located in the Salt Creek floodplain. Providing compensatory storage is an important strategy to support redevelopment opportunities in South Haymarket. The expanded open space and new rights-of-way should provide compensatory storage that will allow other properties in the floodplain to fill above the base flood elevation in order to redevelop. This greenspace should be held in public ownership in order to manage overall floodplain storage throughout South Haymarket. If this open space is not made available for overall compensatory flood storage, individual property owners will need to obtain conservation easements elsewhere to allow for redevelopment within the floodplain.
The Arena Drive Corridor is included in the Capitol Environs Design Standards on the south and the proposed South Haymarket Design Standards to the north. Non-residential buildings in the South Haymarket Design Standards area should have their street facades “built-to” their front property lines. The setback for residential buildings should be more flexible, requiring street facades be built within a build-to zone, or within 10 feet of the front property line, allowing for “front yards”. The building design standards help to avoid blank walls, windowless facades, cheap materials, and monotony. The highest standards in the South Haymarket Design Standards area should be for street facing sides of buildings, particularly along the first floor, because they have a stronger relationship to the pedestrian. The land within the Capitol Environs Design Standards area should comply with new standards that relate specifically to the J Street Boulevard west of Lincoln Mall. The 57 foot building height maximum should also be respected.

All buildings, whether residential or non-residential, should have at least one principal entrance that faces a street to provide adequate connections to the public sidewalk. Connectivity increases the walkability of a neighborhood, creating a pedestrian-friendly environment in South Haymarket. (See the Zoning and Design Standards Section of the Implementation Chapter for more detail).
Develop a Parking Program

Most parking facilities in the Arena Drive Corridor will be surface parking lots. This is due to subsurface contamination and the Rosa Parks Way viaduct. However, surface parking lots in this subarea are appropriate if they are well-designed including sufficient landscaping and lighting.

On-street parking is also important to meet additional demand as redevelopment projects are completed. On-street parking is appropriate on all streets within this corridor with the exception of Arena Drive. Additional public parking facilities should be planned as redevelopment continues in South Haymarket. One location for public parking near this corridor is underneath the Rosa Parks Way viaduct. The space beneath the viaduct is underutilized today with dirt areas and outdoor storage. An organized parking program should create a more efficient use of this space, similar to what has been done beneath the Harris Overpass to the north.
Arena Drive Corridor Recommendations:

- Continue to communicate with heavy industrial uses, such as Sprenger Lumber and Midlands Recycling, regarding their current and future business needs
- Coordinate with J.A. Woollam on their business expansion and potential land exchange
- Dedicate open space along the western boundary of the South Haymarket Neighborhood as compensatory floodplain storage to encourage redevelopment and for passive open space use by the neighborhood
- Provide a green connection for the Jamaica North Trail extension
- Dedicate right-of-way and construct Arena Drive from N Street to 4th Street incrementally as redevelopment occurs
- Dedicate right-of-way and construct L Street west of 6th Street to Arena Drive
- Develop a roundabout design for the intersection of Arena Drive, J Street and 4th Street
The Tech & Office Hub covers roughly six square blocks and is located in the heart of the South Haymarket Neighborhood. This subarea of the South Haymarket Neighborhood is given the name “Tech & Office Hub” due to the support of the existing and future uses. Existing companies such as Telesis, Data Security, Inc., Empyrean Brewing Company, J.A. Woollam, Alfred Benesch and Company, Structural Design Group, and several other non-profit, social service, and general business offices are located in this subarea and contribute to the Tech & Office Hub concept.

This map highlights the recommendations for the Tech & Office Hub. The buildings shown on this map are shown to differentiate existing versus new structures. Each one of the goals placed on the map gives a visual representation of the text that follows for this subarea.
Existing tech and office employers in this subarea should be encouraged to remain in the South Haymarket Neighborhood. When expansion or development needs arise for the employers, accommodations should be provided to support the expansion. Wherever possible, residential units should be incorporated to provide expanded housing options.

Office, tech and light industrial uses are important to the Tech & Office Hub as well as the overall South Haymarket Neighborhood. These uses provide employment opportunities which contributes to the neighborhood concept. Existing heavy industrial uses should transition over time, and office, tech, and light industrial uses should remain. Residential uses are encouraged and are appropriate near office, tech, and light industrial areas.
StarTran is Lincoln’s public transit system. StarTran has its main offices and maintenance and bus storage facility located in South Haymarket at 710 J Street within the Tech and Office Hub subarea. The site currently occupies nearly a full city block bounded by 7th Street, J Street, 8th Street and the Rosa Parks Way overpass. Additional space north of Rosa Parks Way is used by StarTran for fueling and parking buses.

Although there is no relocation planned in the near future, this plan recommends the StarTran site transitions to residential uses over the longer-term planning period. In order to achieve this, StarTran will need to identify a cost-savings location that can provide more efficient service to its customers. A location further east outside of South Haymarket may provide a greater efficiency since the majority of transit routes are located east of Downtown Lincoln.
Rosa Parks Way Viaduct

This image shows how a mixed-use building could be constructed on the property between the two Rosa Parks Way viaducts. This land is currently occupied by the StarTran fueling station. StarTran has indicated that this site will continue to be used as bus garage in the longer term. The redevelopment concept shown here is considered possible beyond the 25 year planning period.

Instead of surface parking the concept for this site is to have a parking structure on the two first levels and office and/or residential use above the viaducts. This concept meets the goals of the South Haymarket Plan by reducing the governmental footprint and constructing buildings instead of surface parking lots.
Several industrial uses are currently located within the Tech & Office Hub. These include the Telesis Meadow Gold Redevelopment block, J.A. Woollam Company, Bison Industries and Speedway Motors Fiberglass Paint Booth along the L Street corridor. Heavier industrial uses with noise, odor, and outside storage are not compatible with the residential focus of this plan. Heavier industrial uses should transition to locations outside of South Haymarket. Most office, light industrial, and mixed-uses, including Telesis and J.A. Woollam, are appropriate and compatible with residential development and should remain in South Haymarket.

The Telesis Meadow Gold Redevelopment Project area comprises a full block in South Haymarket. The former manufacturing complex is being transformed into a mix of industrial, commercial and residential uses. This project is located in the heart of South Haymarket and is contributing to the redevelopment efforts of the area. This project is consistent with the goals of the South Haymarket Plan and is supported. The project is preserving a historic property by repurposing existing buildings. The mix of uses is appropriate for this location in South Haymarket.
The J.A. Woollam Company has expressed interest in an expansion at their existing facility. The primary concept in this plan provides an expansion area for J.A. Woollam Company that incorporates the extension of M Street west to Arena Drive. This recommendation provides a building expansion area of 52,000 square feet and 150 off-street parking spaces. This recommendation requires a land exchange between J.A. Woollam Company and the City in order to move the existing parking lot from the north to the west. This would allow the company’s expansion, the extension of M Street and additional greenspace and public plaza space to the north of M Street. A connection from the public plaza to the Jamaica North Trail should be provided on the north side of M Street, and additional open space could be provided adjacent to the trail connection. An alternate site layout shows a development site without the extensions of Arena Drive and M Street. This layout creates additional open space and does not create a one-way pair with M and N Streets (See the Alternates Section in the Implementation Chapter for more information about the alternate site layout).

Existing uses along L Street include a variety of office, warehouse, production and industrial uses. Most buildings are occupied by Bison Industries and Speedway Motors and should be repurposed over time along this corridor with a mix of housing, office and light industrial uses. New construction should occur on the vacant lot at the northwest corner of 7th & L. The property owners, developers and the City should work together to redevelop appropriate office and light industrial uses. Appropriate uses in this corridor:

- Should not contain outdoor storage;
- Should have minimal noise and odor;
- Should continue business operations and acknowledge redevelopment on surrounding properties.
Organize the Streets, Sidewalks & Trails

Rights-of-way should be organized in the Tech & Office Hub in order to enhance redevelopment opportunities, access and connectivity throughout the South Haymarket Neighborhood. Organized streetscapes provide the basis for redevelopment, and sidewalks provide safe routes for pedestrians within and adjacent to South Haymarket. Organized streets delineate vehicle travel lanes, on-street parking, planting areas for street trees and sidewalks. The City should work with the owners as properties are redeveloped in order to fulfill the needs of the businesses, and also to recognize the importance of maintaining areas for streetscapes and transportation (see the street cross sections found in the Implementation Chapter).

The built environment along 7th Street contains a consistent row of brick warehouse structures and should have a streetscape that is similar to the streetscape found in the Lincoln Historic Haymarket District. Continuous sidewalks should be provided in the right-of-way and should be designed to accommodate the existing loading docks. Angled, on-street parking should be installed along both sides of 7th Street. Street trees are not required throughout the block in this streetscape, but should be provided at the intersections.

Because the plan recommends 8th Street as the primary connection between the Lincoln Historic Haymarket to the north and the South Salt Creek neighborhood and Cooper Park to the south, the streetscape for 8th Street should be treated as a green corridor for all modes of transportation. Requirements for the 8th Street streetscape should include a planting zone between the buildings and sidewalks, then a minimum 8 foot area in which to locate a 5 foot sidewalk, an 8 foot minimum planting area for street trees, and angled, on-street parallel parking. Loading docks should not be discouraged along 8th Street.
The Tech & Office Hub is located 4 blocks north of Cooper Park. This existing park is a 12+ acre public park with a variety of amenities including ball diamonds, playground equipment, restrooms, tennis courts and greenspace. The 8th Street Corridor enhancements will provide a direct link between residents and employees of the Tech & Office Hub and Cooper Park making this a desirable and easily accessible place to recreate.

The Tech & Office Hub is also located adjacent to significant open space near the Arena Drive Corridor. This string of new open space on the western boundary of the South Haymarket Neighborhood provides additional recreational opportunities, buffers the neighborhood from the railyard to the west, and provides a connection for the Jamaica North Trail. Approximately 7 acres of open space is shown within the Arena Drive Corridor.

This plan recommends the corner of 7th & N Streets, which is on the north side of M Street, at the terminus of Canopy Street develop into a plaza with hardscape fronting along N Street and greenspace adjacent to M Street. Employees and residents in the Tech & Office Hub are within close proximity and could take advantage of this public plaza and greenspace.

Smaller ‘pocket’ green spaces are proposed along 8th Street to soften the view of certain sites from public view. These pocket green spaces are relatively small spaces that should include shrubs, trees and evergreens arranged in a way to soften the appearance from public view. An appropriate location for a pocket green space is the edge of the parking area beneath Rosa Parks Way between L and K Streets.
At M Street, the complex structures of the former Meadow Gold creamery dominate the west side. The entire 7-8-L-M block is listed on the NRHP for architectural and historical significance, and the commencement of mixed-use rehabilitation by Telesis of the block is a powerful catalyst for further redevelopment. Similarly, the Lincoln Paint & Color Company structures at 825 M Street by WRK, LLC are NRHP-eligible and display an exemplary, LEED-certified rehabilitation.

West of the Meadow Gold block at 311 South 7th, the Cotswold Building has been rehabilitated to frame an attractive, red-brick streetscape and houses the thriving high-tech, light-industrial J.A. Woollam Co. The attractive structure is not NRHP-eligible as it originally was a three-story, early 20th century warehouse, reduced to a single story by fire in the 1940s, and returned to two-stories in the 1980s.
Further south along 7th Street, the Mill Towne Square complex at 650 J Street and adjacent Cornhusker Place at 512 S. 7th Street are substantial historic structures, the former of the Curtis, Towlie & Paine (millwork) Company, and the later of International Harvester Co. Both have been substantially altered and their setting has been even more impacted by the elevated Rosa Parks Way. As a result they are not NRHP-eligible, but could earn Lincoln Landmark designation.

Around the corner of L Street, the tall warehouse at 600 L (J. I. Case Threshing Co., ca. 1892) and associated single-story building to the east (610 L, Case office, 1900) are NRHP-eligible as examples of the close connection of railroad service and farm implement businesses, in both Haymarket and South Haymarket.
Most of the structures in the Tech & Office Hub are proposed to remain. However, modifications to the existing buildings and new construction infill will be required to comply with design standards. The Tech & Office Hub north of K Street is currently covered by the Downtown Design Standards and proposed to be included in the South Haymarket Design Standards. These areas are higher density and contain more mixed use developments that fit more closely with the character of Downtown. The portion of the Tech & Office Hub south of L Street is covered by the Capitol Environs Design Standards. This area of the Tech & Office Hub should develop as an urban neighborhood which is dense and predominantly residential. The Capitol Environs Design Standards apply to all areas within the Capitol Environs District and focus on those elements—buildings and landscape—that define the edges of Capitol Square and the Malls, and on the open spaces between those edges. New structures should be built close to the property lines to create an enclosure of space. Height of structures in the Capitol Environs District should respect the 57 foot building height maximum found in the Capitol Environs District.

The enhanced green planting strip in the streetscape zone along 8th Street frames the site development throughout the corridor. The build-to zone brings buildings closer to the right-of-way, but doesn’t require buildings be built from lot line to lot line. Development along 8th Street should be urban, mainly residential, and high density in nature. Loading docks should not be discouraged along 8th Street. Properties are suggested to take advantage of the building height maximums, and respect the building height maximum of 57 feet within the Capitol Environs District. First floor residential is appropriate along 8th Street.
On-street parking should be provided throughout the Tech & Office Hub and should be implemented as adjacent properties are redeveloped. Providing new on-street parking will help offset the increase in demand as additional residents and employees locate in South Haymarket. Off-street parking should include public facilities beneath the Rosa Parks Way viaduct from 6th Street east to 8th Street. The space beneath the viaduct is underutilized today with dirt and several areas on the west are used for outdoor storage. An organized parking program could create a more efficient use of this space, similar to what has been done beneath the Harris Overpass to the north. Structured parking is also shown in a mixed-use building in the long-term between the two viaducts where the StarTran bus garage is located today.
**Tech & Office Hub Recommendations:**

- Support continued expansion of office/light industrial/mixed-use properties
- Encourage office and light industrial uses in the Tech & Office Hub that:
  - Do not contain outdoor storage;
  - Have minimal noise and odor;
  - Operate indoors and mainly during normal business hours
- Encourage residential units wherever possible
- Implement the 7th and 8th Street streetscape concepts
- Develop parking stalls beneath the Rosa Parks Way viaduct to offset the loss of parking lot stalls needed for residential development
- Study the site between the Rosa Parks Way viaducts for mixed-use and a parking structure once StarTran relocates their facility
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9th and 10th Streets are major arterial streets located on the east edge of South Haymarket. This one-way pair creates a distinct boundary between the South Haymarket Neighborhood and the rest of Greater Downtown. Development along these two streets has the potential to create an enhanced transition between the two districts as redevelopment occurs.

The map highlights the recommendations for the 9th and 10th Street Corridor. The buildings shown on this map are shown to differentiate existing versus new structures. Each one of the goals placed on the map gives a visual representation of the text that follows for this subarea.
Mixed use development is appropriate along both 9th and 10th Streets throughout the South Haymarket Neighborhood. The 9th and 10th Street Corridor is bisected at L Street which differentiates between mixed uses to the north and predominantly public uses to the south. On the blocks located north of L Street, commercial and office uses are generally appropriate on the first and possibly second floors with residential uses on the remaining floors above. Active uses are encouraged on the first floor of all buildings. The block bounded by 9th, N, 10th, and M Streets was previously identified in the 2005 Downtown Master Plan as a location for an urban grocery store. A grocery store adjacent to the protected bikeway, located between two major arterial streets, would be appropriate. A parking structure on this block would also support a grocery store.

Buildings located south of L Street and north of G Street are currently government-owned properties and should continue to build out as the County/City government campus. Multi-story structures should be constructed on existing surface parking lots, including multi-story parking structures, to consolidate government functions located west of 9th Street and elsewhere in Lincoln. The maximum building height along these corridors increases west to east from 75 feet to 150 feet and to 275 feet. New buildings should utilize this allowable building height to reflect the transition between the South Haymarket Neighborhood and Greater Downtown.
Consolidation of the County/City Office Campus between 9th and 10th Streets supports the goal of providing additional land for private redevelopment. The conceptual additional office buildings and parking garages on the north and south lots provide adequate office space and parking to consolidate surrounding government offices and provide for long-term growth in government activity. Any consolidation or reorganizing of government properties should respect the capital investment made in Public Building Commission and other government facilities when determining when to proceed with possible private redevelopment. In publicly held properties where significant financial resources, both in terms of new construction and renovations of existing buildings, have been invested, the timing of potential redevelopment on these properties will be dependent on the maximization of the investment in the property and the level of benefit provided by the potential private development.

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

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

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

**County/City Office Campus**

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

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

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

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

The North Parking Lot of the County/City Campus could be built out to provide additional parking and office space as government activities expand with the community over time.

A four-story building could provide over 115,000 square feet of government office space, and the expanded parking garage could add over 230 parking spaces.

A similar design could be accommodated on the south surface parking lot bounded by 9th, H, 10th and G Streets to fulfill long-term growth needs.
The 9th & J Street Building and 825 J Street are located at a prime intersection in South Haymarket. If redeveloped, these properties could provide higher density and a mix of uses more similar to an urban residential neighborhood. These two properties also form the entryway into the J Street Boulevard concept for row house development. This office space could be provided in a new multi-story office building in the north parking lot at 10th Street and L Street. In these public properties where financial resources, both in terms of new construction and renovations of the buildings, have been invested, the timing of potential redevelopment on these properties will be dependent on the maximization of the investment in the property and the level of benefit provided by the potential private development. Before another large investment is committed to these buildings, consideration should be given to the long-term development of South Haymarket. This plan recommends continued and heightened coordination with the Public Building Commission (PBC) to further realize the efforts of the PBC and the vision of the South Haymarket Neighborhood Plan to increase government efficiencies through both phased and incremental approaches and through implementation of the long-term vision of the neighborhood.

Redevelopment of the former Benesch Building is likely to occur at the end of the planning period (2040) in order to maximize the current investment in this property.

The 9th & J Street Building (555 S. 9th Street) is a single-story structure at the northwest corner of 9th and J Street. This building has just over 5,000 square feet and has been used as swing-space. This building was acquired in 1997 and currently has no debt. The parking lot between the 9th & J Street Building and the DEC facility at 9th & K should be maintained for future DEC expansion and maintenance, which is a recommendation of the PBC as well.

The 825 J Street Building is a single-story building with just over 23,000 square feet on the main floor and in the basement. This property was purchased from Benesch for $1.7 million in 2012, and the PBC invested approximately $1.3 million to rehab the building. The acquisition loan will be paid off in 2018. The Public Building Commission (PBC) has approved a reuse of this building for the Crisis Center and approved a $3.78 million bid in July 2015 to remake the building. This is a significant investment and demonstrates the PBC’s commitment to keep the Crisis Center at this location. This plan acknowledges that redevelopment of this location will not happen until the end of the planning period (2040) in order to maximize the current investment in this property. Consolidating government offices is a goal of the PBC and is also supported by the South Haymarket Neighborhood Plan, but the long-term vision for this property should include a multi-story mixed-use building which is a higher and better use of the property.
The K Street Records Warehouse located at 9th & K Streets was previously used as a power plant, and the Public Building Commission purchased the building from LES and converted the building into storage in 1993. The building continues to hold records for City, County and State agencies. The majority of storage, roughly two-thirds of the building, is occupied by the State. This building is a prominent brick structure in South Haymarket, and this plan continues to support the reuse of the building for a higher and better use as identified in the 2005 Downtown Master Plan. If developed as high density residential or another active use, the K Street Complex would be a catalyst project for additional residential development in South Haymarket and would contribute significantly to our community's tax base. When private sector offers are received to potentially redevelop this facility and transition it to a different use, the financial acceptability of any such transaction will need to account for maximizing the value of the publicly held land and provide for replacement costs of the public activity so that the value of the property is retained to the benefit of the taxpayers.

Document storage is a necessary government function, and the K Street Complex has served the purpose well. Over the past 20 years records storage and retention methods have changed, including electronic document storage and the common practice of emailing files. A new County/City storage facility should be explored to provide enough space to accommodate current and future storage needs. Possible considerations for storage locations include the Municipal Services Center, a private facility or possibly other public facilities that may be built in the South Haymarket Neighborhood.

For example, a future building in the north parking lot at 10th and L Streets as part of a consolidated government footprint could provide storage for County/City records, in addition to new office space. Each floor of that building could provide around 30,000 SF, and a building on this site could be up to 150’ tall per the zoning district. County/City storage should also consider collocating with an existing County/City agency, such as the new jail on West O Street or a new Police maintenance garage facility.

Additional considerations to assist in identifying the feasibility of relocating the government storage to allow the reuse of the K Street Complex should include:

- Importance of proximity to the County/City Government Campus
- Storage needs for the next 20 years
- Potential for State or other governmental agencies to collocate in a new facility
- Determine proceeds from sale of K Street Records Warehouse to be invested in a new facility
- Improved technology for file delivery

The 2005 Downtown Master Plan specifically calls for repurposing historic properties wherever possible and specifically calls for renovating the K Street Records Warehouse for high density residential development. The K Street Records Warehouse has been determined to be eligible for the National Register, and the recommendation to develop this building into a residential use continues to be supported by this plan.
Courthouse Plaza

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

Parking Lot at 8th & H Streets

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

Transit Center

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

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

District Energy Corporation

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

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

The right-of-way system in the 9th and 10th Street Corridor is built out and developed for mainly vehicular traffic. This plan recommends enhancements to the pedestrian spaces within the public realm to connect South Haymarket to Greater Downtown in a safe and efficient manner.

Improvements should be made at key intersections to increase pedestrian safety. Shortening lane pavement by adding bump outs is one way to appeal to pedestrians. This has been done at the intersection of 9th & J Streets. New stop bars and other painted markings increase awareness between vehicles and pedestrians. Locations for bump outs should be considered for the intersections shown on the map to the right. New bump outs will not reduce the number of travel lanes or on-street parking spaces.

The L Street slip road is supported by this plan and would provide access to properties along L Street and 8th Street. The L Street slip road would be similar to what has been constructed at 9th and O Streets. If M Street becomes a one-way eastbound facility, the closest access points into South Haymarket become N Street and J Street, creating a 4-block span along 9th Street without vehicular access to the west. Pedestrian circulation should be incorporated into the L Street slip road.
9th Street Streetscape

This image shows the streetscape concept for 9th Street. The planting areas buffer the pedestrians from motorists and create defined spaces along the sidewalks. The right-of-way width for 9th Street is 120 feet, and most sidewalks are 25 feet wide. This streetscape incorporates bump outs, on-street parking and landscaping amenities. Not only does this concept soften the sidewalks for pedestrians, but it also enhances the visual appeal for motorists by breaking up the massive amount of concrete.

The sidewalk on 10th Street is narrower than on 9th Street due to less available right-of-way and street widening projects. Opportunities should be sought to add street trees and pedestrian amenities to enhance the sidewalk experience on 10th Street as well, although on a smaller scale. Streetscape elements should always be considered when adjacent properties are redeveloped. (See the Implementation Chapter for more information on the street sections in the 9th and 10th Street Corridor.)
Residents in the 9th & 10th Street Corridor will have access to open space in South Haymarket via east/west linkages. The addition of street trees and consistent sidewalks on all streets provides a more comfortable pedestrian zone in South Haymarket and encourages people to walk to nearby destinations. The N Street Protected Bikeway and the J Street Boulevard provide enhanced streetscapes that will serve as major east/west connectors between the 9th & 10th Street Corridor and the open spaces in the South Haymarket Neighborhood. In addition, residents and employees in the 9th and 10th Street Corridor can access Cooper Park via 8th Street.
Preserve Historic Resources

Nine individually significant properties and portions of two historic districts are located within the 9th and 10th Street Corridor. Efforts should be made to retain and repurpose these historic resources while also achieving the goal of increasing height and density within this corridor. If redevelopment proposes to alter or demolish a historic resource, the City should be consulted to determine if alternates to demolition are feasible.

The 10-story Terminal Building of 1916 at 947 O Street is listed on the National Register of Historic Places (NRHP) for its architectural significance and for its association with Lincoln Traction Company, the community’s streetcar and electric generating company. The Terminal Building anchors the core-downtown edge of the South Haymarket Neighborhood at the intersection of O Street and 10th Street.
The city-owned, Art-Moderne building at 233 S. 10th Street was built and remodeled in several stages, reaching its present overall appearance in 1946 as the home of the Smith-Dorsey Laboratories. It appears to be NRHP-eligible for architectural and historical significance and has a substantial presence on the 9th and 10th Street Corridor. If redevelopment occurs on this block, consideration should be given to incorporate the structure. If demolition is proposed, care should be taken to document the structure prior to demolition.

Topographically and structurally, 9th Street begins the transition from the higher downtown core to the lower elevations and buildings that are predominant in South Haymarket. Mission Arts/9th St. Gallery at 124 South 9th is NRHP-listed for its social history significance as a 1900 brothel, converted to Peoples City Mission in 1909. Its current mixed use as housing, studios, and galleries is strongly supportive of the goals of the South Haymarket Neighborhood Plan. Across 9th Street, Noyes Gallery at 115-125 South 9th is within the boundaries of the Lincoln Haymarket (NRHP) Historic District and complements Mission Arts. South of Noyes Gallery, the stone-paved alleys within the block bounded by 8th, 9th, O and N Streets are a unique public works feature in Lincoln and contribute to the significance and ambiance of the Haymarket NRHP District.

Continuing along 9th Street, the former Ress Garage at 221 S. 9th Street is a picturesque example of the early automotive services buildings on the west edge of downtown and is NRHP-eligible.

At the northwest corner of 9th and K Streets, the former K Street Power Plant, currently used for public record storage, provides a powerful west gateway to Downtown at the foot of Rosa Parks Way. The Power Plant is NRHP-eligible for architectural and historical significance. Adjacent to and north of the Power Plant, the former Lincoln Traction Company office and garage at the southwest corner of 9th and L Streets is historically significant and an architecturally handsome counterpart at two stories to the much taller Power Plant. As such, it is likely eligible for Lincoln Landmark designation.

Two much smaller historic resources complete the group along 9th and 10th Streets. The O’Connell-Galbraith House at 727 S. 9th Street is a designated Lincoln Landmark as one of the earliest (ca. 1881) brick houses in Lincoln and for its association with ethnic history of our community. South of 727 S. 9th Street, Lincoln Literacy Center occupies a former, early 20th century grocery store at 745 S. 9th Street that would likely also be eligible for Lincoln Landmark designation.
Properties within the 9th and 10th Street Corridor fall within the Lincoln Downtown Design Standards, with the exception of properties between H and K Streets. The Capitol Environs Design Standards apply to properties at that location, lying within one block on either side of J Street/Lincoln Mall.

Property within the 9th and 10th Street Corridor should be urban, mixed-use, and high density in nature, with wide sidewalks and buildings typically constructed from property-line to property-line. Properties are suggested to take advantage of the building height maximums, and respect the building height maximum of 57 feet within the Capitol Environs District. The first and possibly second floors of buildings north of L Street in this Corridor should have active commercial uses with residential units above. Buildings in the County/City Campus are encouraged to employ good design as recommended in the Capitol Environs Design Standards.
Develop a Parking Program

The 9th and 10th Street Corridor is a transition area between the South Haymarket Neighborhood and Downtown proper. Development in this Corridor should maximize building coverage and limit surface parking lots. Existing surface parking lots in this area are considered opportunities for infill and redevelopment.

This area of South Haymarket is similar to the Downtown core and is not proposed to have an off-street parking requirement. However, new projects are encouraged to provide parking in structured garages within the development or consider leasing spaces from public garages. Parking garages are acceptable uses if a ‘wrap’ is provided to ensure active uses are visible from the sidewalk and street instead of parking stalls.

On-street, metered parking is currently available throughout the Corridor and should continue to be used for short-term parking.
9th & 10th Street Corridor Recommendations:

- Work in concert with County/City government offices, including the PBC, to seek redevelopment opportunities of identified publicly-owned properties for private residential and mixed uses.
- Support consolidation of the County/City Offices between L, 10th, G and 9th Streets.
- Add additional decks to the north lot of the County/City Building and add a parking structure to the south surface parking lot when future growth requires parking.
- Plan for future construction of the L Street slip road.
- Promote the K Street Records Warehouse for reuse and determine alternate locations for records storage.
- Implement the streetscape recommendations along 9th Street and 10th Street.
J Street is located in the southern half of the South Haymarket Neighborhood. J Street, and land within one block of J Street, is within the Capital Environs District. Redevelopment should respect the intent of the Capitol Environs District, including the building height maximum of 57 feet. J Street is also located 2 blocks from the South Salt Creek neighborhood. Development along J Street and to the south should acknowledge the existing South Salt Creek neighborhood, which contains mainly single-family structures built on narrow lots.

This map highlights the recommendations for the J Street Boulevard. The buildings shown on this map are shown to differentiate existing versus new structures. Each one of the goals placed on the map gives a visual representation of the text that follows for this subarea.
Medium-density residential uses, such as multi-story row houses, should be built on the J Street frontage between 9th Street and 6th Street. The residential units should be placed close to the J Street right-of-way to facilitate enclosure of the block and create an ‘outdoor living room’ along J Street. Office uses may also be appropriate, but they should not be the dominant land use along the J Street Boulevard. If office buildings have frontage along the J Street Boulevard, residential units should be incorporated in the buildings to maintain a consistency of residential uses along the Boulevard and within the South Haymarket Neighborhood. New surface parking lots along the frontage of J Street are inconsistent with the long-term goals of the Nebraska Capitol Environ Commission, and existing surface parking lots are encouraged to redevelop with buildings to maintain a consistent street wall along the J Street Boulevard.

Certain properties contain uses that will need to change or be reconfigured in order to provide consistent residential development along the frontage of the J Street Boulevard. These properties include the LES Substation, LPD Fleet Maintenance Garage, StarTran, the Mill Towne parking lot, TMCO, Government Office Buildings, Arctic Glacier, and Guenzel Manufacturing.
There are several existing government properties along the J Street Boulevard. These properties are occupied by the Lincoln Police Department Fleet Maintenance Garage, StarTran, LES, and two Public Building Commission properties. In order to develop the J Street neighborhood, these public facilities will need to find alternate locations over time or be modified to support redevelopment of properties fronting on the J Street Boulevard. Any consolidation or reorganizing of government properties should respect the capital investment made in Public Building Commission and other government facilities when determining when to proceed with possible private redevelopment. In publicly held properties where significant financial resources, both in terms of new construction and renovations of existing buildings, have been invested, the timing of potential redevelopment on these properties will be dependent on the maximization of the investment in the property and the level of benefit provided by the potential private development.
LPD Maintenance Building

The Lincoln Police Department (LPD) operates a maintenance facility located at 635 J Street which occupies approximately 3 acres of land in South Haymarket, including frontage along J Street and vacated 7th Street right-of-way. The garage is currently used to store and repair police and other City vehicles. The maintenance facility operates 24 hours per day, 7 days per week.

The current garage was constructed in the early 1930s and has fallen into disrepair. As the population of Lincoln continues to grow, the demand for services at the maintenance facility will also grow. New police officers are added to the workforce to meet a stated goal of 1.5 officers per 1,000 population.

LPD is undertaking a master plan and facility study to replace the existing maintenance building. The draft study is considering rebuilding at this location or building on a site outside of South Haymarket. Given that South Haymarket is proposed to be a residential neighborhood, a 24-hour vehicle service and repair facility is not a desirable use within proximity to new residential units in South Haymarket.

Certain ‘urban noise’ should be expected of residents in South Haymarket, but this use is not considered compatible. The draft LPD master plan and facility study does not consider alternate locations outside of South Haymarket at this time. The South Haymarket Plan recommends the LPD maintenance facility look to other sites that could meet the City’s needs now and in the future. If LPD remains in South Haymarket efforts should be made to allow the frontage along J Street to be redeveloped (see the LPD Alternate found in the Implementation Chapter).

The land owned by LPD is an asset. Proceeds from the sale of the land could be used to assist in funding development of a new LPD fleet maintenance garage at a different location. Opportunities to collocate with other existing governmental agencies should be explored including collocation with a relocated StarTran facility or with satellite LPD stations. See the Alternates Section of the Implementation Chapter for more information on alternates for the LPD Maintenance Garage.

StarTran Bus Garage

StarTran is Lincoln’s public transit system. StarTran’s main offices and maintenance and bus storage facility is located at 710 J Street. The site currently occupies nearly a full city block from 7th to 8th Streets, and J Street to the Rosa Parks Way overpass. Additional space north of Rosa Parks Way is used by StarTran for fueling and bus parking.

A large expansion was completed in 2002 which enlarged the maintenance and bus storage areas and reconfigured the dispatch and employee areas. The intent of the expansion was to improve the efficiency of StarTran operations. StarTran is currently limited at this location for further expansion. Although there is no relocation planned at this time, this plan recommends that the J Street facility transition to residential uses over the medium and long-term planning period. In order to achieve this, StarTran will need to identify a cost-saving location that can provide more efficient service to its customers and room for expansion. One way to do this would be to construct a separate transit center and maintenance facility. When considering a new location, StarTran should consider future growth needs, areas where efficiencies can be obtained, and existing and proposed land uses near the new facility. Since this use is more industrial in nature, an appropriate location for the maintenance facility would be in an existing industrial area, in close proximity to Downtown and potentially near other public facilities. StarTran should also consult with other City and County departments, such as the Lincoln Police Department, to determine if collocation would net increased efficiencies.

A new transit center could consolidate the existing transfer operations at 11th & N Streets and the StarTran administrative offices on J Street. A transit center located further east in Downtown would provide a greater efficiency since the majority of transit routes are located east of Downtown Lincoln. Given that a significant portion of StarTran ridership is University of Nebraska students, a transit center that is located near the downtown campus should also be considered (see the 9th & 10th Street Corridor for more information about this project).
LES Substation

Lincoln Electric System (LES) is a publicly-owned utility that serves Lincoln. LES has two substations in South Haymarket and a back-up generator used during peak times. LES substations are needed to provide power to South Haymarket and Greater Downtown, but there are opportunities to screen or modify LES facilities to be more compatible with the planned residential neighborhood.

The LES facility at 8th & J Streets is a substation and generator that runs during peak demand. This facility includes a diesel tank near H Street that provides fuel for the generator. A large improvement project at this facility was completed in 2012. No additional expansion is planned at this time.

This plan recommends the block at 8th & J Streets transition from an electrical substation and diesel powered generator to residential uses. Although this is drastically different from existing conditions, existing uses are not compatible in a residential neighborhood. Plans should reflect the future use of this property as residential, split between J Street row houses on the north and the South Salt Creek Village on the south. Significant LES projects on this property should be carefully reviewed before committing to additional investments. Alternative locations should be sought in order to relocate this facility in the next 15 to 20 years when the current facility has utilized its useful life. See the Alternates Section of the Implementation Chapter for more information on alternates for the LES substation.

9th & J Street Properties

The intersection of 9th and J Streets is a highly visible corner that should serve as the entryway into the J Street Boulevard corridor. Development at this intersection should define the entrance to the J Street Boulevard. Multi-story, mixed-use buildings are recommended at this intersection that provide a transition into the residential units along the J Street Boulevard to the west. In order to achieve the vision for the 9th Street and J Street intersection, the two existing office buildings should be redeveloped in a form that provides for residential uses and defines this entryway. (See the 9th and 10th Street Corridor section for more information about consolidating government properties.) In these public properties where financial resources, both in terms of new construction and renovations of the buildings, have been invested, the timing of potential redevelopment on these properties will be dependent on the maximization of the investment in the property and the level of benefit provided by the potential private development.

The Public Building Commission (PBC) has approved a reuse of the 9th & J Building for the Crisis Center and approved a $3.78 million bid in July 2015 to remake the building. This is a significant investment and demonstrates the PBC’s commitment to keep the Crisis Center at this location. This plan acknowledges that redevelopment of this location will not happen until the end of the planning period (2040) in order to maximize the current investment in this property. If redeveloped in the future, the 9th & J Street Building and 825 J Street could provide higher density and a mix of uses more similar to an urban residential neighborhood. Redevelopment of these sites should be multi-story with commercial on the first floor and residential units above. Row houses should be developed along J Street adjacent to the 3 story buildings. Development on these properties should build out the street presence as an entryway to J Street while respecting the 57 foot building height maximum. Before another large investment is committed to these buildings, consideration should be given to the long-term development of the South Haymarket Neighborhood and the properties located at 9th and J Streets.

When private sector offers are received to potentially redevelop publicly held properties and transition a site to a different use, the financial acceptability of any such transaction will need to account for maximizing the value of the publicly held land and provide for replacement costs of the public activity so that the value of the property is retained to the benefit of the taxpayers. There is a need for continued and heightened coordination with the PBC and other County and City agencies to further realize the efforts of the PBC and the vision of the South Haymarket Neighborhood Plan to increase government efficiencies through both phased and incremental approaches and through implementation of the long term vision of the neighborhood.
Total Manufacturing Company, also known as TMCO, is a metal manufacturing company that specializes in one-stop services. TMCO is located on approximately 7.5 acres in the southwest quadrant of South Haymarket and has frontage on J Street between 6th Street and 5th Street right-of-way (platted and unbuilt). The facility is also located in the floodplain and is adjacent to the South Salt Creek Neighborhood. TMCO’s operations are mainly located indoors, and they are currently completing an expansion at their facility.

If expansion is needed at this location, property to the west should be considered. The land immediately to the west would be an appropriate location for expansion because it would limit the impact on the South Salt Creek Neighborhood to the south and the South Haymarket Neighborhood to the north and east. This portion of the block is within the Salt Creek Floodplain, and compensatory storage would need to be designated for additional development to occur. If TMCO constructs additional buildings along J Street, the buildings should be designed with a pedestrian-oriented focus. The J Street façade should have transparent doors and windows and should be compatible in materials and scale with the J Street row houses. Office uses in the building along the J Street side are appropriate as a transition to residential and other office uses along the J Street corridor.
J Street between 9th & 4th Streets was platted with 120 feet of right-of-way and has been reduced to 97 feet of right-of-way between 6th and 7th Streets. Given the width of the J Street right-of-way, significant public improvements can be made to enhance the corridor. Features including a landscaped boulevard and continuous sidewalks on both sides of J Street should be constructed. Street trees and on-street, parallel parking should also be included within the streetscape. The Boulevard design is the foundation for a new residential community along J Street. (See the Implementation Chapter for more information on the street sections in the J Street Boulevard.)

A portion of the 8th Street Corridor is included within the J Street Boulevard subarea. Requirements for the 8th Street streetscape should include a planting zone between the buildings and sidewalks, then a minimum 8 foot area in which to locate a 5 foot sidewalk, an 8 foot minimum planting area for street trees, and on-street, angled parking.

A roundabout is shown on the western boundary of South Haymarket at the terminus of J Street and an extended Arena Drive (see the Arena Drive Corridor Section of this chapter). A roundabout at this location would be a bookend to the J Street Boulevard. The roundabout would slow traffic at this intersection and would also delineate the western boundary of the South Haymarket Neighborhood. The landscaped boulevard would provide an enhanced connection to the Jamaica North Trail to the west.
**J Street Boulevard**

J Street is recommended to develop with medium-density residential units. Row house units are suggested on the J Street frontage from 9th Street to approximately 5th Street. This unit type would be a stepdown in density from the higher density structures north of Rosa Parks Way. Attached parking for the units should be provided and accessed in the back of the units.

Due to 120’ of right-of-way, a landscaped boulevard on J Street should be constructed with redevelopment projects to enhance the residential nature of the area.
Develop Adequate Open Space

The J Street Boulevard design includes a landscaped boulevard, consistent sidewalks and street trees. The J Street Boulevard enhances the pedestrian spaces and creates a linkage to 9th Street on the east and to the extension of the Jamaica North Trail and adjacent open space on the western boundary of South Haymarket.

This plan recommends the block at 8th & J Streets transition from an LES electrical substation and diesel powered generator to residential uses. As an interim measure, an enhanced ‘pocket’ green space should be established along the perimeter of this site to screen the view of the substation from public view.

Cooper Park is an asset for residents in the J Street Boulevard and is accessible via 8th Street. See the Implementation Chapter for more information on Cooper Park.
The western area of J Street is located within the Salt Creek Floodplain and is within a Salt Creek Storage Area that allows up to 55% of the flood volume to be filled. As properties redevelop they will need to provide fill to be built at least 1 foot above the base flood elevation. The redevelopment concepts shown on these blocks would be able to meet the floodplain requirements on their own site. Compensatory storage would only need to be designated for additional TMCO expansions.
Along J Street, the Lincoln Police Dept. garage at 635 J Street occupies an International Harvester structure of the 1920s that retains much of its street presence, despite the blocking of its storefront windows. That building could garner Lincoln Landmark designation, if requested, and could be integrated into the proposed row house proposal for J Street. This building should be occupied by a use that supports the overall J Street Boulevard concept such as a residential use and/or office and mixed-use.

Legend
- LL Eligible
Property in the J Street Boulevard subarea is governed by the existing Capitol Environs District. Standards specific to the J Street corridor should be created and added as an amendment to the Capitol Environs Design Standards. The Nebraska Capitol Environs Commission should also consider extending the district further west, to include the remaining portion of J Street which extends to 4th Street.

The enhanced green planting strip in the streetscape zone along 8th Street frames site development throughout the corridor. Development along 8th Street should be urban, mainly residential, and high density in nature. Loading docks should not be discouraged along 8th Street. Properties are suggested to take advantage of the building height maximums, and respect the building height maximum of 57 feet within the Capitol Environs District. First floor residential is appropriate along 8th Street.
The Neighborhood

Develop a Parking Program

The residential units along the J Street frontage are proposed to provide individual off-street parking spaces. Most of these parking spaces should be accessed from behind, such as a tuck under garage. Individual driveway accesses are not supported along J Street.

The Mill Towne parking lot fronting on J Street is proposed to have row house units built on existing parking spaces. Displaced parking for Mill Towne should be provided beneath the Rosa Parks Way viaduct. Parking beneath the viaduct is still in close proximity to the Mill Towne building and is a more efficient use of the space beneath the viaduct.

Off-street parking for TMCO could be provided to the west and south of the existing facility. Much of this land is within the Salt Creek floodplain, and parking lots are an acceptable use within the floodplain. Designating compensatory storage over new parking areas may also be part of TMCO's strategy to develop on additional land in the floodplain.

Parking lots in other locations should not front on the J Street frontage. Longer-term parking for the buildings at 9th & J Streets should be located behind the building, and shorter-term on-street parking should be provided on 9th Street and J Street.

On-street parallel parking is proposed throughout the J Street right-of-way from 9th Street to 4th Street for residents and visitors.
J Street Boulevard Recommendations:

- Work in concert with County/City government offices, including the PBC, to seek redevelopment opportunities of identified publicly-owned properties for residential and mixed uses including:
  - LPD Maintenance Facility
  - StarTran Administrative Offices and Bus Garage
  - LES Substation and Peak Facility at 8th & J Streets
  - 9th & J Street Building and 825 J Street
- Respect the 57 foot height maximum in the Capitol Environs District
- Extend the Capitol Environs District west along J Street to 4th Street
- Recommend a westward expansion on future TMCO projects
- Plan for significant streetscape upgrades to J Street, including a landscaped median
- Develop parking stalls beneath the Rosa Parks Way viaduct to offset the loss of parking lot stalls needed for residential development
The three blocks roughly bounded by G Street, 6th Street, H Street and 9th Street are located along the southern boundary of the South Haymarket Neighborhood. Land uses on these blocks vary today including underutilized industrial tracts, public vehicle maintenance facilities and existing residential dwellings. The South Salt Creek Village is recommended to redevelop as a ‘Village’ area with a mix of residential dwelling types and a few commercial uses.

This map highlights the recommendations for the South Salt Creek Village. The buildings shown on this map are shown to differentiate existing versus new structures. Each one of the goals placed on the map gives a visual representation of the text that follows for this subarea.
Create an Urban Neighborhood

The South Salt Creek Village subarea of the South Haymarket Neighborhood is a transition area from the urban neighborhood to the north to the single-family neighborhood to the south. This area is located adjacent to Park Middle School, TMCO, the J Street Boulevard and 9th Street. This area is recommended to redevelop as a unique residential ‘Village’ that respects existing historic resources and also provides a higher and better use for this land through incremental improvements. The South Salt Creek Village should develop small-lot residential housing types as well as some commercial activity at 9th Street and G Street to serve South Haymarket and South Salt Creek Neighborhood residents. This concept shows how the housing density can be more than doubled from what exists today while respecting the historic character of the neighborhood.
Consolidate the Government Footprint

The LPD maintenance facility occupies approximately 3 acres of land in South Haymarket, including frontage along J Street, G Street and 7th Street. The South Haymarket plan recognizes the value of the land owned by LPD today, and recommends considering a site elsewhere for the maintenance garage. Because additional residential units are supported in the South Haymarket Neighborhood, alternate locations should be considered to limit the potential for conflicts. (See the J Street Boulevard section for more details about the LPD Fleet Maintenance Facility.) If the LPD maintenance facility remains at this location, the new facility should consider adding a building for government storage (See the LPD alternate in the Implementation Chapter.)

The LES facility on 8th & J Street is a substation and generator complex that runs during peak demand periods. This facility includes an above ground diesel tank near H Street that provides fuel for the generator. Alternative locations for this facility should be sought in the near future in order to relocate this facility in the next 15 to 20 years when the current facility has utilized its useful life. (See the J Street Boulevard section for more details about the LES)
This plan recommends the block at 8th & J Streets transitions from an electrical substation and natural gas and diesel powered generator to residential uses. Although this recommendation is drastically different from existing conditions, this substation and generator are not appropriate uses within a residential neighborhood. Future uses of this property are shown as residential, split between the J Street row houses on the north half and the South Salt Creek Village on the south half. Significant projects on this substation and diesel generator should be carefully reviewed before committing additional financial investments.

The PBC has completed a 98-stall surface parking lot at 8th and H Streets representing an investment of $300,000. Demand for off-street parking surrounding the County/City complex continues to increase as offices are relocated Downtown and the courts continue to expand. Efficient use of land in South Haymarket would include multi-story parking structures instead of additional surface parking. While the parking lot at 8th and H will serve near-term demand, a long-term solution should be sought which would meet parking demands of future employees and the general public in the consolidated County/City office campus. The surface parking lot could then be sold for private redevelopment which would generate additional property tax and would meet the goals of providing additional housing options.
A former grain elevator complex is located in the South Salt Creek Village blocks at 6th Street and H Street. With a height of approximately 90 feet, these grain towers have a presence in the South Haymarket skyline. A smaller accessory building is located to the south near G Street. The grain elevators are currently not in use.

This plan recommends that the grain elevator site be reused and incorporated into the South Salt Creek Village development. The grain elevators are not in operation and the site is underutilized. While the grain elevators sit next to an industrial user, TMCO, they also lie immediately north of Park Middle School and adjacent to the South Salt Creek Neighborhood. This site is challenged due to its massive size. A demolition project of this magnitude will likely require City involvement and participation by the property owner. Redeveloping the grain elevators into residential uses complements the Park Middle School campus and further develops the South Haymarket Neighborhood recommendation. The City or other entity should explore funding options to demolish the structures in order to encourage redevelopment.
Organize the Streets, Sidewalks & Trails

Previously vacated rights-of-way should be reestablished in the South Salt Creek Village to enhance redevelopment opportunities, access and connectivity throughout the South Haymarket Neighborhood. Reestablished streets create urban blocks that are appropriate for redevelopment, and sidewalks provide safe routes for pedestrians within and adjacent to South Haymarket. Reestablished streets include 7th Street between J and H Streets and H Street between 6th and 7th Streets. Street improvements would happen as redevelopment projects occur.

Because the plan recommends 8th Street as the primary connection between the Lincoln Historic Haymarket to the north and the South Salt Creek neighborhood and Cooper Park to the south, the streetscape for 8th Street should be treated as a green corridor for all modes of transportation. Requirements for the 8th Street streetscape should include a planting zone between the buildings and sidewalks, then a minimum 8 foot area in which to locate a 5 foot sidewalk, an 8 foot minimum planting area for street trees, and on-street angled parking. Loading docks should not be discouraged along 8th Street. (See the Implementation Chapter for more information on the street sections in the South Salt Creek Village.)

8th Street is currently an important alternative route for cyclists to reach areas otherwise served by 9th and 10th Streets including the Haymarket and the South Salt Creek neighborhood. 8th Street is a signed bike route and G Street is designated as a bike route. This on-street bike route provides connections to the 8th Street bike route, Jamaica North Trail and the N Street Protected Bikeway.
Develop Adequate Open Space

Open space is an important element to a complete neighborhood. With a proposal for a substantial number of new units in the South Salt Creek Village, the success and desirability of the village will include access to nearby open space.

The South Salt Creek Village is located 2 blocks north of Cooper Park. This existing park is a 12+ acre public park with a variety of amenities including ball diamonds, playground equipment, restrooms, tennis courts and greenspace. The 8th Street Corridor enhancements will provide a direct link between residents of the South Salt Creek Village and Cooper Park making this a desirable and easily accessible place for residents to recreate.
Preserve Historic Resources

A portion of the South Bottoms National Register Historic District covers the South Salt Creek Village blocks. Single-family homes located along 7th and G Streets are considered contributing properties to the South Bottoms Historic District. These residences should remain if feasible, and the surrounding block should redevelop with residential infill that respects the character of the contributing properties. New construction on these blocks does not need to replicate historic features, as discussed in the Zoning and Design Standards Chapter. Limited commercial uses should locate at the northwest corner of 9th and G Streets to serve new residents of the South Salt Creek Village and the existing residents in the South Salt Creek neighborhood.

The ‘village’ concept recommends that the historic properties remain along 7th and G Streets, and the existing apartment buildings, grain elevators and public maintenance garage be redeveloped into more desirable neighborhood uses such as single-family, attached single-family, townhouse or low-density multi-family units.

West of the police garage, Arctic Glacier at 601 J Street has a considerable open area to its west and south. A portion along 6th Street was the location of “Negro shanties” mapped on an 1891 atlas of Lincoln. An archeological investigation in the 1990s indicated the likely presence of intact archeological resources from...
“Slip-in” apartment buildings are common along the blocks in South Salt Creek Village blocks. An appropriate treatment for these buildings may be to update the street presence of the buildings by improving the street facades to align more closely with the Neighborhood Design Standards. This could be considered an interim strategy prior to complete redevelopment, but would also improve the visual appeal and livability of the neighborhood. The City should consider developing a funded program in order for this to happen.

that era and further excavation would be warranted if future development of the ice house site was likely to disturb or destroy that buried history. This significant archaeological site should be considered for listing as a Local Landmark site. Designation would warrant further investigation prior to redevelopment of this property.
The block at 7th and G Streets is included in the South Bottoms NRHP district. This block contains contributing properties that should be retained. Redevelopment of the surrounding properties should contain a similar design pattern to the existing historic structures including small footprint houses with front porches. The streetscape is also shown to be reestablished with grass areas and sidewalks.
Implement Site & Building Design

This plan recommends that contributing, historic properties in the South Bottoms National Register Historic District remain as part of the South Salt Creek Village. Redevelopment in the blocks surrounding the historic properties should be sensitive to the historic character of the area and should be compatible in scale, use and materials to the remaining historic properties.

The South Salt Creek Village lies within the existing Neighborhood Design Standards and the Capitol Environs Design Standards. The Neighborhood Design Standards state that new construction should follow the prevailing pattern of existing structures in this area. The area within the Capitol Environs should develop with the medium-density row houses.
Develop a Parking Program

Parking in the South Salt Creek Village will mainly be accommodated with on-street facilities. Individual driveways off the street are not recommended. Remaining multi-family structures should provide off-street parking, but the parking should not be the primary use visible along the street frontage. Angled, on-street parking should be provided on 7th and 8th Streets to supplement increased parking demand.
South Salt Creek Village Recommendations:

- Work in concert with County/City government offices, including the PBC, to seek redevelopment opportunities of identified publicly-owned properties for residential and mixed uses including:
  - LPD Maintenance Facility
  - LES Substation and Peak Facility at 8th & J Streets
  - 8th & H Street Parking Lot
- Dedicate right-of-way for 7th Street between J and H Streets and H Street between 6th and 7th Streets
- Encourage respectful redevelopment around the contributing historic structures in the South Bottoms Historic District
- Consider designation of the “Negro Shanties” site as a Local Landmark or conduct further excavation prior to redevelopment
- Encourage “slip-in” apartments to provide new exterior facades that blend in with the surrounding dwellings and develop funding source for the program
- Coordinate and explore funding opportunities for demolition of the grain elevators to encourage redevelopment
- Implement the ‘Village’ redevelopment by supporting a Community Unit Plan
- Access the off-street parking from an alley behind the homes in the South Salt Creek Village and/or provide additional angled parking on 7th and 8th Streets
Recommendations for the Neighborhood

Create an Urban Neighborhood

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

Consolidate the Government Footprint

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

Transition from Heavy Industrial Uses

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

- Plan for N and M Street one-way couplet and implement the N Street streetscape
- Plan for significant streetscape upgrades to J Street, including a landscaped median
- Implement the streetscape recommendations along 9th Street and 10th Street
- Plan for construction of the L Street slip road
- Implement streetscape recommendations on 8th Street
- Dedicate right-of-way and construct Arena Drive from N Street to 4th Street incrementally as redevelopment occurs
- Dedicate right-of-way and construct L Street west of 6th Street to Arena Drive
- Provide a green connection for the Jamaica North Trail extension
- Develop a roundabout design for the intersection of Arena Drive, J Street and 4th Street
- Implement the 7th Street streetscape concept
- Incorporate on-site amenities and connections in public right-of-way for pedestrians and bicyclists
- Dedicate right-of-way for 7th Street between J and H Streets and H Street between 6th and 7th Streets

Develop Adequate Open Space

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

Preserve Historic Resources

- Support reuse of National Register and Local Landmark properties
- Encourage owners to pursue historic designation on properties determined to be eligible
- Determine feasibility of an archaeological investigation of “Negro Shanties” at 601 J Street or designate the site as a Local Landmark
- Respectful redevelopment should occur around the contributing historic structures in the South Bottoms Historic District

Implement Site & Building Design

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

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

Implementation
Introduction

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

Implementation Strategy

- **SoHay Neighborhood Plan**
  - Adopt the South Haymarket Neighborhood Plan as an amendment to the Downtown Master Plan and by reference in the Comprehensive Plan

- **Near-Term Actions**
  - Develop amendments to the design standards, plan for implementation of the floodplain mitigation plan, designate historic properties, implement near-term parking strategy, and encourage catalyst projects

- **Redevelopment Plans and Agreements**
  - Use the South Haymarket Neighborhood Plan as a guide when considering redevelopment plans and agreements

- **Capital Improvement Program**
  - Strategically plan for public improvements in the City of Lincoln’s Capital Improvement Program
Zoning & Design Standards

Introduction

Many communities have realized that the creation and enhancement of special “places” throughout a city, through careful design and arrangement of new and old buildings and spaces, can be an important economic development tool. Offering more options to live and work and shop and recreate in emerging neighborhoods is important to attracting and retaining the kinds of businesses and workers that are fueling this century’s post-industrial economy. With this in mind, zoning and design standards are key tools to redevelop South Haymarket into a successful mixed-use neighborhood.

The Lincoln/Lancaster County Comprehensive Plan recognizes that the creation and enhancement of special “places” requires guidance through the adoption of new design standards, and rezoning South Haymarket further supports the recommendations of the urban neighborhood concept. The Comprehensive Plan recommends an enhanced quality of design for these areas. It says:

...urban design and one of its components, historic preservation, relate most directly to guarding and enhancing the community’s physical image... It is essential both to preserve and enhance key existing elements and to create improvements that mesh with and strengthen a distinctive and enjoyable place. When successful, urban design and historic preservation make a community more enjoyable for residents, more attractive to visitors, and more competitive in drawing new businesses and retaining existing ones.
**Future Land Use**

The future land use map reflects the recommended land use pattern for the South Haymarket Neighborhood. This map shows the 6 categories of land uses recommended by this plan and is the basis for the recommended zoning pattern in South Haymarket. The land uses are recommended after thorough and detailed analysis of potential development over the next 20-25 years. Slight deviations are appropriate, but changes in land use greater than 2 acres is discouraged. The land use map serves as a key element to realizing the recommendations of the Plan. A description of each land use category is provided to explain what uses are common and appropriate in that category.

**Residential**

The Residential land use category describes dwellings, homes, apartments or generally any place where people live. This land use category is not intended to describe rental versus owner or assisted living versus student housing. All residential housing types are appropriate and supported in this land use category. Further detail of residential type and form is referenced in The Neighborhood Chapter.

**Mixed-Use**

The Mixed-Use land use category describes a combination of residential, commercial, or other uses. This mix of uses should be spread both horizontally among blocks and vertically within one building. An inappropriate application of mixed-use would be combining incompatible uses such as heavy industrial and residential.

**Office/Light Industrial**

The Office/Light Industrial land use category describes uses and activities that have minimal negative impact on surrounding commercial and residential uses. Office/Light Industrial uses may include general and professional offices, research and development
activities, data centers, and certain manufacturing and processing centers. Most if not all manufacturing and processing activity is carried on indoors with little to no outside storage. These uses do not have noxious odors and do not contain hazardous chemicals that pose a threat to human habitation.

**Open Space**

The Open Space land use category describes land that is intended for parks, green spaces or other open areas. Land designated as Open Space is generally undeveloped and is typically covered with grass, trees, shrubs or other vegetation. Small structures meant for recreation are appropriate.

**Public**

The Public land use category describes land that is intended for property owned and used by any governmental entity that is put to some form of public use.
Zoning Strategy

The existing zoning pattern in South Haymarket is a mix of zoning districts. The neighborhood is dominated by B-4 (Downtown Lincoln) and I-1 (Industrial) zoning. Most publicly-owned properties are zoned P (Public) along J Street, and there are pockets of R-6 (Residential) and O-1 (Office) zoning districts in the southern portion of South Haymarket. The main goal of this study is to encourage more residential development and reorganize public and industrial uses. Incorporating a modified B-4 district specific to South Haymarket and adjusting the other existing districts (O-1, R-6, I-1 and P) to match the concepts of the Neighborhood Plan will support appropriate development in South Haymarket.

Rezoning properties in the South Haymarket Neighborhood is necessary in order to achieve the redevelopment goals of the plan. The goal of rezoning South Haymarket is to encourage appropriate use of land and consider existing character of the neighborhood. The recommended rezoning strategy in this plan is to work with willing property owners that agree to rezoning now and to rezone additional properties as redevelopment projects occur. This rezoning strategy applies to both public and private properties and will be mostly driven by the private market.
Modified B-4 Zoning District

The B-4 district is the zoning district for Downtown Lincoln. The B-4 district allows virtually any land use, at high intensity and density. South Haymarket should not have regulations that are the same for the rest of the B-4 zoned properties in Downtown Lincoln. For example, the B-4 district permits a wide range of Manufacturing, Processing, Storage and Distribution uses. Some of these uses are not appropriate if South Haymarket is to transition into an urban, residentially focused neighborhood since heavy industrial uses are not appropriate near residential uses. The B-4 zoning district was modified with the Antelope Valley Redevelopment Plan in east Downtown. The B-4 in Antelope Valley restricted or prohibited certain uses and required certain building design features, such as a minimum building height. The B-4 zoning ordinance should be modified for South Haymarket in a similar way so most heavy industrial uses are not permitted and high-density residential uses are encouraged.

Certain existing areas of the B-4 district prohibit single-family and/or two-family dwellings on the first floor of a building. This prohibition should not be included in South Haymarket’s modified B-4 district since first floor residential is recommended throughout the neighborhood. Also, the existing B-4 district requires setbacks for all new residential structures adjacent to any wall of a building which contains windows for a dwelling. The minimum setback is 5 feet and increases with building height to a maximum of 16 feet. The recommendation of this plan is to reduce these yard requirements to no more than 5 feet since the intent of the B-4 district is to develop a central core of the Lincoln community that is mixed-use and high-density. The B-4 district otherwise requires no setbacks and encourages buildings constructed at property lines. If buildings constructed before 1990 cannot provide the setback, approval of a special permit is required which can reduce the setback to no less than 5 feet. This special permit also limits buildings that can convert to residential uses to only those built prior to 1990. Further review of this special permit is also recommended.
The list below includes generally agreed upon uses that should be removed from the B-4 district. These uses are generally not compatible with an urban downtown but are more suited for other areas of the City. Removing these uses from the B-4 district would not create any nonconforming uses, because these uses do not currently exist in Downtown Lincoln.

- Mobile Home Courts
- Cemeteries and Mausoleums
- Marinas
- Truck Wash Facilities
- Truck Terminals
- Coal Yard
- Concrete Dispensing Units
- Animal Racing Track
- Tree Service
- Creameries
- Lumber Yards
- Open Storage

Each use group category lists specific uses that are permitted, special permitted, conditional or prohibited. There is also a category, “all other uses”, that covers all uses that are not specifically listed in the group. Two of the use groups currently allow all other uses in the B-4 district that are not appropriate for Downtown Lincoln. The Manufacturing, Processing, Storage and Distribution Use Group is characterized by uses that are involved in the manufacturing, processing, fabrication, packaging, assembly of goods and/or storage or movement of goods. The Heavy Commercial Service Use Group is characterized by uses that are engaged in the repair or servicing of industrial, business, or consumer machinery, equipment, products, or by-products. All other uses in these two use groups may have been historically appropriate for the B-4 district; however, they are not appropriate for Downtown Lincoln today. All other uses in these two use group categories should be removed from the B-4 district. The B-4 zone will allow light industrial uses that are desirable such as J.A. Woollam and Company and Telesis.

**Modified B-4 District Recommendations:**

- Rezone identified South Haymarket properties to B-4, as shown on the future zoning map and as opportunities present themselves through willing property owners and redevelopment projects
- Modify the B-4 zoning district in South Haymarket to adjust the Manufacturing, Processing, Storage and Distribution and Heavy Commercial uses
- Do not prohibit single-family and/or two-family dwellings on the first floor of a building
- Make dwellings above the first story a conditional use in the South Haymarket B-4 district in existing buildings
**O-1 Office Zoning District**

The O-1 Office District is intended to encourage office uses in a redeveloping area, generally located near government buildings such as the County/City campus and the State Capitol Building. The O-1 District also includes single and multi-family dwellings as permitted uses. Other uses, such as restaurants, are a conditional use in the district. The O-1 district is also one of the most dense districts and allows up to 198 dwelling units per acre.

The O-1 Office District is appropriate for the blocks fronting on J Street and for offices adjacent to 9th Street. The O-1 zone will support a transition to residential uses along this corridor. Residential uses are permitted on the first floor in the O-1 district, and that use is supported along J Street in this plan. Office uses may also be appropriate along J Street frontage, but should not be the main use in this subarea.

The O-1 zoning may need to include a planned unit development (PUD) overlay in order to allow the row house concept as recommended. The O-1 PUD would encourage a variety in design of the development by allowing flexibility in the zoning regulations. Certain zoning regulations, such as lot width, will need to be modified in order to develop the row houses as shown.

Parking garages are permitted as a primary use in the O-1 district. If parking garages are built in the O-1 district in South Haymarket, they should not be built along the J Street frontage. This is consistent with other malls found in the Capitol Environs districts.

**O-1 District Recommendations:**

- Rezone the blocks facing J Street to O-1 Office District Planned Unit Development as opportunities present themselves through willing property owners and redevelopment projects
- Modify the O-1 Office District zone in South Haymarket to prohibit parking garages fronting on J Street
- Maintain O-1 Office District zone along 9th Street frontage between G and H Streets

![Area of Future O-1 Zoning](image-url)
R-6 Residential Zoning District

The R-6 Residential District is intended to provide moderately high residential density, between eleven and fourteen dwelling units per acre. A variety of housing types are permitted in this district including single-family, multi-family and townhouse units.

Approximately 1 ½ blocks in the southeast quadrant of South Haymarket are zoned R-6 today. The R-6 district should remain generally on these blocks and should be expanded west to the block bounded by 6th, G, 7th and H Streets as shown on the future zoning map. The R-6 zoning is appropriate and provides for the density needed to achieve the South Salt Creek Village Concept, as discussed in the Land Use Chapter. This area should also be developed under a Community Unit Plan (CUP). The CUP would allow certain flexibility to the zoning ordinance, subdivision regulations and design standards in order to develop the ‘Village’ concept as recommended in this plan.

R-6 District Recommendations:

- Retain R-6 zoning on blocks bounded by 7th, H, 9th and G Streets as opportunities present themselves
- Rezone the block bounded by 6th, 7th, G and H Streets to R-6
**I-1 Industrial Zoning District**

The I-1 Industrial District is intended for stable or redeveloping areas of light and heavy industrial uses. Uses on this property should consider land use patterns of the surrounding community and should complement rather than detract from these patterns.

TMCO is a steel fabricator and assembly facility in the far southwest corner of the South Haymarket neighborhood. This plan recommends that TMCO remain in South Haymarket and supports westward expansion to limit encroachment into the South Haymarket Neighborhood or the South Salt Creek Neighborhood. The properties surrounding TMCO should be rezoned from I-1 to R-6, O-1 and P districts to limit the areas of industrial expansion.

**I-1 District Recommendations:**

- Reduce footprint of I-1 to TMCO as land uses transition away from heavy industrial to residential and mixed-use
- Rezone properties on surrounding blocks to R-6, O-1 and P as opportunities present themselves
**P Public Use Zoning District**

The P Public Use District is intended to be mapped on properties that are publicly owned and used. The P zoning district is found on public properties throughout South Haymarket today. The future zoning map reflects the consolidation and relocation of public uses for private redevelopment opportunities, as found in the Land Use Chapter. The proposed P zoning in South Haymarket is mainly mapped on the County/City campus located between G, 9th, L and 10th Streets, with a parcel for the District Energy Corporation property and the new green space on the west portion of the plan area.

**P District Recommendations:**

- Maintain P zoning on properties located within the County/City Government Campus for consideration of public uses over time
- Coordinate with other government agencies to rezone P zoned properties to other zoning districts as public properties become available for redevelopment and as redevelopment opportunities present themselves
Height

Maximum building heights are regulated per the B-4 Lincoln Center Business District Height Regulations map. Maximum building heights in South Haymarket are generally split by Rosa Parks Way. Property lying north of Rosa Parks Way has a maximum building height of 75 feet, and property lying south of Rosa Parks Way has a maximum building height of 57 feet. The maximum height on property east of 9th Street steps up to 150 feet and to 275 feet. The R-6 zoning district permits buildings up to 35 feet in height.

The 75 foot height maximum was established given its proximity to the Historic Haymarket and as a step-down in height from Downtown proper and should be maintained. The 57 foot height maximum was established south of Rosa Parks Way to protect the Capitol Environ and should be maintained. The South Haymarket Plan does not support an area-wide adjustment to the maximum heights allowed today. The existing maximum building heights support the recommendation for a step-down from north to south in South Haymarket. If the Capitol Environ District is expanded to the west, the 57 foot height maximum should be extended as well.

The B-4 district east of 17th Street has a minimum building height for new construction of 20 feet. This was a recommendation from the Antelope Valley Redevelopment Plan in order to encourage higher density and a vertical mix of uses. A minimum building height should be established for B-4 in South Haymarket and should be considered for all properties west of 9th Street and in the B-4 zoning district. This boundary would include properties in Historic Haymarket and West Haymarket where a minimum building height is also appropriate. The B-4 in South Haymarket is focused on the north end of the neighborhood and is intended to be more urban in character. Since urban areas contain more density a minimum building height of 20’ for new buildings in the South Haymarket B-4 would be appropriate.
The zoning code currently contains a special permit where a site-specific development can request an increase in building height. Any increase in building height in South Haymarket should be reviewed on a case-by-case basis so as to not negatively impact the surrounding districts or detract from the existing character. Use of this special permit continues to be supported in South Haymarket.

**Height Recommendations:**
- Enforce existing height maximums for all zoning districts in South Haymarket
- Consider height waivers on a case-by-case basis by special permit in the B-4 zoning district
- Establish a minimum building height for new buildings in the South Haymarket B-4 zoning district
- Expand the 57’ height limitation to the west with the expansion of the Capitol Environs District
**Signs**

Development in South Haymarket should have a pedestrian focus which should be reflected in urban design, including signs, throughout the neighborhood. Signs in South Haymarket should also reflect the urban character of the area. The South Haymarket Plan encourages the use of painted wall signs, integrated building signs, roof signs and projecting signs.

Minimal changes are needed to the existing sign code in order to achieve the goals of this plan. This plan does recognize that freestanding monument signs are permitted in the B-4 district. The maximum height and size of freestanding signs in the B-4 district is 25 feet and 100 square feet, respectively. The South Haymarket neighborhood is not Downtown Proper, and signs this size and height would not be appropriate. A reduction in the sign size and height for freestanding signs should be adopted with this plan, similar to what has been adopted in Antelope Valley. Freestanding signs in Antelope Valley can be no taller than 8 feet.

**Sign Recommendations:**

- Amend zoning code to limit the height of freestanding signs in the modified B-4 district to 8 feet
- Encourage use of wall signs, roof mounted signs, etc. with redevelopment projects
Design Standards

Lincoln has a history of success with design standards including the Lincoln Downtown Design Standards, Capitol Environs Design Standards, and Neighborhood Design Standards. These design standards apply in many areas of South Haymarket today.
Capitol Environs Design Standards

The purpose of the existing Capitol Environs Design Standards (Chapter 3.85) is to maintain and enhance a dignified setting for the State Capitol, to encourage appropriate public and private improvements within the Capitol Environs District, and to protect vistas to the Capitol which extend the impact and inspiration of the building throughout the city and surrounding countryside. These design standards apply to all areas within the Capitol Environs District and focus on those elements—buildings and landscape—that define the edges of Capitol Square and the Malls, and on the open spaces between those edges. The design standards include:

- **Overall Design Standards** addressing Setting, Proximity, Memorials and Monuments, Public Art, Parking Lots, Side Yards, Demolition, and Capitol Views.

- **Design Standards for Buildings and Other “Edge Definers”** addressing Facades, Walls and Fences, Buildings on Capitol Square, Reinforcing the Edges of the Malls, Buildings on Centennial Mall, Buildings on Lincoln Mall, Buildings on South Mall, and Buildings on East Mall.

- **Design Standards for Open Space** addressing Capitol Grounds Landscape, General Landscape of All Malls, Overstory Trees, Understory Trees, Landscaping the “Curb Zone”, Centennial Mall Landscape, Lincoln Mall Landscape, South Mall Landscape, East Mall Landscape, Landscape Maintenance and Replacement, Lighting, and Utilities and Other Public Improvements.

Areas of South Haymarket within the Capitol Environs District already follow Capitol Environs Design Standards. Standards specific to the J Street corridor should be created and added as an amendment to the Capitol Environs Design Standards. Standards for J Street west of Lincoln Mall should be similar to those for other residential areas within the Environs District such as Goodhue Boulevard and J Street east of the Capitol. They should include standards related to the
streetscape concept provided in this plan as well as address buildings fronting on and orienting toward J Street. The Capitol Environments Commission should also consider extending the district and its design review overlay further west, to include the remaining portion of J Street which extends to 4th Street.

Expansion of the district would require formal approval of the State Legislature while expanding the design standards overlay could be amended by the City of Lincoln. If the Capitol Environments District is expanded west to 4th Street, the maximum building height of 57’ would also be expanded to 4th Street.

Existing goals of the Capitol Environments Design Standards should be followed in South Haymarket and include:

- Surface parking facing the Mall is inconsistent with the long-term goals of the Commission.
- Any requests for demolition must be accompanied with detailed plans for redevelopment.
- Malls should provide dignified pedestrian and vehicular environments with well-defined edges (oriented to the Mall with consistent setback).

- Landscaping of J Street should meet provisions on pages 10-13 (of the Capitol Environments District Standards).
- Remove above-ground utilities.

J Street should develop, over time, into a fine residential area dominated by row houses. New structures should be built to the property line fronting J Street to encourage a uniform “edge”, create more buildable lot area, and narrow the very wide right-of-way along the J Street Boulevard. Height of structures along J Street should respect the 57 foot maximum found in the Capitol Environments District. Parking lots and structures should not be located on the J Street frontage.
Lincoln Downtown Design Standards

The *Lincoln Downtown Design Standards* (Chapter 3.76) apply to those areas within the corporate limits zoned B-4 Lincoln Center Business or O-1 Office District. The Downtown is the community’s most urban, most mixed, highest density neighborhood, with wide sidewalks, buildings typically constructed from property-line to property-line, and relatively few but very important urban open spaces. The design standards include:

- **Site Development Standards** requiring buildings “built-to” their front property lines, screening and setback of parking lots, and no parking or drive aisles between a building and the street.
- **Building Features Standards** requiring durable masonry materials, prohibition of low-quality and non-durable materials, thoughtful design of parking structures, flat roofs, rooftop equipment screening, entrances that face the street, and a significant amount of first floor transparent glazing.
- **Standards for Additional Pedestrian Considerations** requiring minimum interruptions and conflicts with pedestrian routes, thoughtful location of sidewalk cafes and other high-quality amenities, and screening of service fixtures and facilities.

The *Lincoln Downtown Design Standards* are most appropriate for application to the properties along 9th and 10th Streets. These higher density, mixed use areas, fit more closely with the character of downtown and should continue to develop in that way. South Haymarket west of 9th Street should be governed by standards tailored to that area’s strengths and opportunities, which are different than in the core downtown.
Neighborhood Design Standards

Existing residentially-zoned properties within the corporate limits of the City on December 31, 1949—generally the most established, densest residential areas which retain much of the traditional physical characteristics of their original development—are reviewed under the *Neighborhood Design Standards* (Chapter 3.75). Application of the Neighborhood Design Standards in South Haymarket will include the blocks between G and H Street. Design Standards for new construction of principal buildings on these blocks include:

- **Building Elements Standards** requiring compatibility with elements of surrounding development such as roof types, orientation to the street, location of window and door openings, porches, first-floor elevation, garages, and scale (height and width).
- **Yards and Open Space Standards** addressing shared elevated walkways or balconies, side entrances, location and screening of mechanical units, and preservation of existing trees.
- **Parking Standards** requiring tree plantings and screening, and prohibiting parking spaces between the building and front property line.

Residentially-zoned property in South Haymarket follows the *Neighborhood Design Standards*, to reknit the existing fabric of residential development. The *Neighborhood Design Standards* include a provision for new construction in areas where there is not a prevailing pattern of development, saying that dwellings should be oriented to principal streets and have the “neighborly” design characteristics called for in the standards.

New construction in the South Bottoms Historic District, specifically the block bounded by 7th and 8th Streets and G and H Streets, should follow the traditional pattern of development extant on the properties which contribute to the historic district such as roof pitch, rear garages, and front porches. The remainder of the block should be developed or redeveloped with single family detached residences on small lots of approximately 2,500 square feet.
**South Haymarket Design Standards**

New proposed design standards for the remaining South Haymarket areas address streetscapes, site development, and building design as detailed below. The new standards would be based largely on the existing Downtown Design Standards but adapted to best serve South Haymarket. The intention is for both public and private property owners to comply with South Haymarket design standards including voluntary cooperation by the University of Nebraska at Lincoln, City of Lincoln, Lancaster County, State of Nebraska, and U.S. Government and any other government agency that is not legally bound by local zoning requirements. New design standards tailored to the northwest quadrant of the South Haymarket area should be adopted to foster thoughtful redevelopment. These new standards are more fully explained on the following pages.
Site Development

Building placement and design make development more pedestrian-friendly by creating a sense of enclosure to the space between buildings along a street. The way the site is organized has a large influence on the sense of place and walkability of a development. Site development considers a project’s organization and its relationship to adjacent development. Sound site design principles can maximize a development’s benefit to its surroundings with properly sited buildings, well-designed parking areas, and adequate pedestrian connections and access.

With the recommendations of this plan, South Haymarket will redevelop as a unique neighborhood in Lincoln which is dense, urban, and predominantly residential. Because South Haymarket will be a residential neighborhood and is not the urban core for commercial (like Downtown) nor a historic warehouse/entertainment district (like Haymarket), standards for development should be more flexible, reinforcing the unique residential character.

Setbacks and Orientation

Sites recommended for commercial, office, or mixed-use development are strategically placed along primary corridors or at key intersections in South Haymarket, as identified in The Neighborhood Chapter, and should be distinguished from neighboring residential development. These non-residential buildings should have their street facades “built-to” their front property lines. The setback for residential buildings should be more flexible, requiring street facades be built within a build-to zone, or within 10 feet of the front property line, allowing for “front yards”.

Orientation and Other Pedestrian Considerations

Avoiding interruptions of and conflicts with the pedestrian routes throughout South Haymarket and enhancing the view a pedestrian has of the development from the sidewalk are other methods of increasing walkability. As in Lincoln Downtown Design Standards, standards should include:

- Grouping entrances and exits to parking structures to minimize curb cuts and limit the number of vehicular crossings with sidewalks.
- Prohibiting garage doors and service bays which open directly onto sidewalks. Services and equipment should instead be oriented to alleys or the interior of the lot.
- Designing and locating sidewalk cafes and amenities to minimize interruption of clear, direct pedestrian routes.
- Screening dumpsters, service docks, transformers, and other necessary fixtures so they are not visible from the sidewalk.

Paving of on-site surface parking.
- Parking lot screening with walls, fences, or plant materials.
- Setbacks for surface parking lots depending on the type of screening provided.
- Prohibiting the placement of off-street parking, driveways, and drive-through lanes between the building and the street.

Vehicular Access, Circulation, and Parking

Although the role of vehicles in everyday life and the need to provide adequate circulation and convenient parking for drivers is recognized, the priority in walkable, urban neighborhoods should be the pedestrian experience. The placement of vehicular uses between the curb and the front-facing building facade creates a detached relationship between the building and the street, taking away from the sense of enclosure provided for pedestrians. To improve the visual character from the public street and enhance this sense of enclosure, adequate screening and landscaping of parking facilities should be required. As in the Lincoln Downtown Design Standards, standards should include:

- Paving of on-site surface parking.
- Parking lot screening with walls, fences, or plant materials.
- Setbacks for surface parking lots depending on the type of screening provided.
- Prohibiting the placement of off-street parking, driveways, and drive-through lanes between the building and the street.

Build-to Zone

All buildings, whether residential or non-residential, should have at least one principal entrance that faces a street to provide adequate connections to the public sidewalk. Connectivity increases the walkability of a neighborhood, creating a pedestrian-friendly environment in South Haymarket.
Example of South Haymarket Site Development

Commercial & office uses are “built-to” the front property line.

Parking & drive aisles are located to the rear of the site.

Interruptions of & conflicts with the pedestrian routes are avoided.

Residential uses are built within a 10’ build-to zone.
Building Design

The building design standards address the physical characteristics of development. The standards foster aesthetically-pleasing buildings, especially along pedestrian travelled ways, and help to avoid blank walls, windowless facades, cheap materials, and monotony. Attention to detail and design contributes not only to the long-term value of a project, but also to surrounding neighborhoods and the entire community. The highest standards should be for street facades of buildings, particularly along the first floor, because they have a stronger relationship to the pedestrian. Standards should include:

- Articulation of long facades with building elements every 50 feet, matching the historic pattern for commercial lot widths.
- A ground-floor transparency standard should apply throughout South Haymarket. An increased ground-floor transparency standard should apply along N and Canopy Streets. There may be a reduction in the transparency requirement for first-floor residential uses.
- Use of durable masonry materials as the primary exterior material facing the street on the first floor of buildings. Non-masonry materials, proven to be durable and high-quality, may be substituted. There should not be prohibitions on any specific material, allowing for greater flexibility in South Haymarket.
- Usable floor area on the ground floor of parking structures where appropriate.
- Screening parking on the ground floor of structures from the sidewalk.
- Designing parking structures with the appearance of horizontal floors on street facades.
- Screening of rooftop mechanical equipment with materials compatible to the main walls of the building.
Example of South Haymarket Building Design

- Durable materials are used on the first floor of buildings.
- Articulation of long facades is created with design elements.
- Ground-floor transparency is important along streets, especially Canopy & N Streets.
- Ground-floor transparency may be limited for residential uses.
Design Standards Recommendations:

- Maintain Lincoln Downtown Design Standards on properties fronting 9th Street and between 9th and 10th Streets
- Update Capitol Environs Design Standards to include specific design standards for J Street East of Lincoln Mall
- Extend the Capitol Environs District west to 4th Street
- Apply Neighborhood Design Standards to the residually-zoned areas following the traditional pattern of development extant on remaining historic properties
- Develop and adopt South Haymarket Design Standards to the remaining portion of the district (site development and building design), amending or substituting for the Downtown Design Standards
South Haymarket Streetscapes

The area along a public or private street or drive between the curb and the development is referred to as the streetscape. Streetscapes define how a city presents itself to the public, directly impacting the sense of place and walkability of a community and communicating even to the casual passersby strong messages about the quality of a commercial area. The Comprehensive Plan recognizes that “good urban design includes an attractive streetscape.” Streets should be treated as public places, rather than just as conduits to move vehicles through as quickly as possible. Right-of-way comprises 40% of the land area in South Haymarket, which offers a great opportunity for enhancing the aesthetics of the area.

The streetscapes throughout South Haymarket today are highly unorganized and lack comfortable spaces for pedestrians. As redevelopment in this area focuses on residential infill, amenities along the street, such as street trees, will make the neighborhood a more attractive place to live. Additionally, there are areas of South Haymarket without continuous segments of sidewalk. Sidewalk spaces should provide proper connections throughout the neighborhood and to nearby amenities. Another key to defining the residential character of the neighborhood is giving organization to the on-street parking in South Haymarket which can provide an ample amount of spaces for residents and their guests. The streetscapes should include ample lighting for both vehicles and pedestrians, where recommended. Overhead electrical utilities are located throughout South Haymarket as well and detract from the overall streetscape design. Overhead utilities should be buried where possible and should be a priority whenever redevelopment occurs. All streetscapes should include the aforementioned design elements: street trees, sidewalks, on-street parking and buried overhead utilities.

The City approved a Tax Increment Finance (TIF) district for a portion of South Haymarket that will provide funds for a parking and streetscape program as redevelopment continues. The South Haymarket Redevelopment Project will organize on-street parking by shifting curbs to accommodate angled parking and additional streetscape elements. Off-street public parking facilities will also be funded with this project.
Streetscapes should be categorized to provide variations for special street conditions. Concepts for J Street, N Street, 7th Street, 8th Street, and 9th Street define unique characteristics for these streets which should be reflected in their streetscape designs. The remainder of the streets in South Haymarket should meet the standard streetscape requirement. This breakdown of streetscape design is explained on the following pages.
Standard Streetscape

The original 1867 plat of Lincoln established 100-foot rights-of-way for all streets and especially wide 120-foot rights-of-way to provide vistas to the Capitol and other public areas designated on the plat. Historically, wider rights-of-way in South Haymarket included J Street with a vista to the Capitol, 7th Street with a vista to Cooper Park, and 9th and O Streets as primary commercial thoroughfares. These wide rights-of-way provide an opportunity for enhanced streetscapes.

Requirements for standard South Haymarket streetscapes include a minimum 32 foot streetscape area between the buildings and curbs that includes an 8 foot area in which to locate a 5 foot sidewalk, an 8 foot minimum planting area for street trees, and angled on-street parking. The wider 120-foot rights-of-way should also contain these minimum elements.
**N Street & M Street**

This plan recommends that N Street and M Street become a one-way pair in South Haymarket. N Street has been widened to five lanes and has little area for green spaces or street trees which makes the space less inviting for pedestrians and residents. The N Street bikeway is underway in South Haymarket. Current plans do not include green amenities along the bikeway in South Haymarket. M Street currently dead-ends at 7th Street today.
Extending M Street west of 7th Street to an extended Arena Drive south of N Street completes the street network to allow for a one-way pair. N Street would be reconfigured with 3 travel lanes westbound with parallel on-street parking on both sides of the street. Reducing the number of lanes on N Street provides additional space for planting areas for streets trees, shrubs and other pedestrian oriented landscaping along the bikeway on the south side of the street. Southbound traffic on Arena Drive would continue to M Street in order to travel east. M Street would be a two-lane facility with parallel parking generally on both sides of the street where feasible. An enhanced streetscape on the north side of M Street is also recommended on the block between 7th Street and Arena Drive. The enhanced streetscape would connect the public plaza to the Jamaica North Trail and surrounding businesses. Some areas of M Street will not be able to provide the full streetscape due to site constraints but should still meet the spirit of the proposed design. Additional right-of-way should be dedicated when available or streetscape elements should be located on private property with dedicated public access easements. Arena Drive and M Street should be dedicated as right-of-way when the adjacent properties redevelop.
J Street Boulevard

J Street, with its location on the west axis of the Nebraska State Capitol, has special significance. The concept for J Street presented in this plan envisions a boulevard lined with row houses. Because the view to the Capitol is limited by the siting of the County/City government campus, this western extension of Lincoln Mall should be less formal than its counterpart. Methods to make the boulevard more informal include lower maintenance landscaping and inclusion of on-street parallel parking. Requirements for the J Street streetscape should include a 14 foot planting zone between the buildings and sidewalks to enhance the green space provided by the boulevard and provide a front yard along the mall, then a minimum 8 foot area in which to locate a 5 foot sidewalk, an 8 foot minimum planting area for street trees, and on-street parallel parking. The center median should be 15 feet wide, the same as exists on Lincoln Mall, and landscaped with attractive and low-maintenance plantings.
7th Street

Although the 7th Street vista to Cooper Park is now interrupted by Park Middle School, the character of this street is still unique within South Haymarket. Because of the ample space provided in its right-of-way—along with its history of warehouses served by rail—loading docks are common components of streetscapes along 7th Street. Loading docks should be considered a defining feature and should not be discouraged within the streetscape. This is an added feature to the standard streetscape. The 7th Street cross-section continues the South Haymarket Plan’s strategy to include on-street angled parking, space for street trees and a pedestrian zone. Some areas of 7th Street will not be able to provide the full streetscape due to site constraints but should still meet the spirit of the proposed design. Additional right-of-way should be dedicated when available or streetscape elements should be located on private property with dedicated public access easements.
8th Street

Because the plan recommends 8th Street as the primary connection between the Historic Haymarket to the north and the South Bottoms neighborhood and Cooper Park to the south, the streetscape for 8th Street should be treated as a green corridor for all modes of transportation. Requirements for the 8th Street streetscape should include a planting zone between the buildings and sidewalks, then a minimum 8 foot area in which to locate a 5 foot sidewalk, a 12 foot minimum planting area for street trees, and on-street angled parking. The wider planting area enhances 8th Street and differentiates it from the other streets. Because N Street is a line of distinction between the Historic Haymarket and South Haymarket, the portion of 8th Street north of N Street should follow the same streetscape pattern as 8th Street in Haymarket. Loading docks should not be discouraged along 8th Street. Some areas of 8th Street will not be able to provide the full streetscape due to site constraints but should still meet the spirit of the proposed design. Additional right-of-way should be dedicated when available or streetscape elements should be located on private property with dedicated public access easements.
9th Street

The current sidewalk areas on 9th Street are approximately 25 feet wide and include minimal landscaping. With enhanced landscaping along 9th Street, a sense of enclosure would be created along the curb. This would enhance the pedestrian experience by creating a visual and physical barrier from the multiple lanes of vehicular traffic. On-street parallel parking is encouraged along 9th Street to provide an additional layer of protection for pedestrians. Requirements for the 9th Street streetscape should maintain a wide sidewalk and create large planting beds for street trees. Enhanced plantings also improve the visual experience of drivers on this major roadway through Downtown. Improvements should be made at key intersections to increase pedestrian safety. Shortening lane pavement at crosswalks by adding bump outs is one way to appeal to pedestrians.
### Vacated Right-of-Way

It should be noted that there are many areas in South Haymarket where right-of-way has been vacated. As properties in South Haymarket redevelop, additional right-of-way should be dedicated where appropriate in order to accommodate all streetscape amenities where feasible. If the right-of-way cannot be dedicated then the streetscapes should extend onto vacated portions of right-of-way in order to fulfill the minimum streetscape requirements. Easements should be dedicated whenever public areas such as planting areas and sidewalks are provided on private property.

### Neighborhood Identification Signage Package

Neighborhood identification signs provide an identity to a community, can beautify streetscapes and can build neighborhood pride among residents. Neighborhood identification signs in South Haymarket would bring recognition to this new neighborhood similar to programs completed in other communities in Lincoln. Examples in Lincoln include: South Street, the P Street District, North 27th Street, and University Place.

The South Haymarket identification package should be urban by design. Freestanding signs are encouraged but should not be large subdivision signs found in suburban neighborhoods. The use of ‘blade’ signs over street name signs is another way to identify an urban neighborhood.

### Streetscape Recommendations:

- Apply a standard streetscape throughout South Haymarket to enhance the right-of-way by providing sidewalk connections, street trees, and ample on-street parking
- Create a Boulevard on J Street with a landscaped median
- Allow loading docks and do not require street trees to maintain the historic character of 7th Street
- Enhance the pedestrian environment of the 9th Street sidewalk area
- Create a wide planting area along 8th Street to enhance the connection between the South Bottoms neighborhood and the Historic Haymarket
- Develop a South Haymarket Neighborhood Identification signage package
- Implement the M and N Street streetscape recommendations for the one-way pair
Zoning & Design Standards Recommendations:

- Rezone South Haymarket and amend applicable zoning code sections when opportunities present themselves to limit heavy industrial uses and encourage new residential infill and development
- Develop and adopt South Haymarket building and site design standards
- Adopt parking and sign requirements specific to South Haymarket
- Expand the western boundary of the Capitol Environs District to 4th Street
- Implement site and building design standards for new construction and building rehabilitation projects
- Implement the recommended streetscapes as redevelopment occurs, or program projects in the CIP. Previously vacated ROW should be considered for dedication where needed
Parking Program

Parking is an integral feature for a successful urban neighborhood. Over 4,000 existing parking spaces are available within the South Haymarket Study area. This includes on-street, off-street, public, private, metered and non-metered spaces. Approximately 870 are existing on-street spaces. As sites are redeveloped, the demand for on and off-street parking spaces will continue to increase. Given that forty percent of the land area in the South Haymarket Neighborhood is public right-of-way, there is a great opportunity to organize the function of rights-of-way, including additional on-street parking. Private parking is expected with large redevelopment projects.

The parking program for the South Haymarket Neighborhood should be implemented through a multi-phased approach. The proposed parking requirements, meters, public parking facilities and funding strategies for South Haymarket have been developed to be sure redevelopment can occur while still meeting the increase in parking demand.
Organize On-Street Parking

The current road infrastructure in South Haymarket can generally be described as having wide, non-delineated asphalt streets lined with uncontrolled and some metered on-street parking. A few streets have been reconstructed recently, but on-street parking has not been maximized to its full potential with these projects. Existing on-street parking includes parallel, angled and 90 degree stalls. Some streets have on-street parking without enforcement of location or duration, whereas others have ‘No Parking’ or ‘Loading Areas’ marked by private property owners. Parking on or over sidewalks is also common. The near-term priority for parking in South Haymarket should be to provide basic organization of on-street parking.

This plan recommends that most streets in South Haymarket include angled, on-street parking on both sides of the street to maximize parking availability. In some locations, parallel parking is suggested due to the street function and/or available right-of-way width. Angled parking provides approximately 25 parking stalls per block face versus 14 stalls for parallel (this is for one continuous block face with no alleys or driveways).

Near-term actions to organize on-street parking include pavement striping for existing parking stalls and signage to regulate duration and location of stalls and loading areas. These actions should happen as a first step to organize the on-street parking:

- Stripe parking stalls (angled or parallel, where right-of-way is available)
- Add signage to restrict parking at intersections to maintain minimum site distance
- Add signage to indicate parking duration
- Add signage for loading areas

Example of Organized On-Street Parking
**Construct Public Parking Lots in High-Demand Areas**

Development pressure is already a reality along the N Street and 8th Street corridors in South Haymarket. Development within these corridors will significantly increase parking demand and availability on surrounding blocks. The plan shows how private developments are expected to meet some of the demand with private parking, in addition to public parking lots. This plan recommends the space beneath Rosa Parks Way, in the block bounded by 7th and 8th Streets, be used for such a facility. This would require coordination among multiple property owners, the City, and the Public Building Commission. Surface parking in this location should include parking lot screening and an enhanced streetscape along 8th Street to be consistent with the concept for the 8th Street Corridor.

Other locations for public parking lots could be provided as properties redevelop. In general, surface parking is not encouraged. Some parking lots may be considered temporary until redevelopment occurs. A current example of a temporary lot is on property bounded by Canopy Street, N Street, and Arena Drive. This lot is used for parking today, but it will be removed for future redevelopment. The parking lot shown southwest of 7th & N would also be considered temporary. This parking lot would be an interim use at this location. Other surface lots may be located on land not suitable for development due to contamination or other subsurface soil conditions. Such areas include the JPA-owned property located south of the extended M Street west of an expanded J.A. Woollam and Company. The City approved a Tax Increment Finance (TIF) district for South Haymarket that will assist with these improvements. Appropriate locations for public parking lots and the estimated number of stalls are listed here:

- South of N Street – 425 stalls
- South of Telesis – 100 stalls
- North of Mill Towne – 60 stalls
Develop Additional On-Street Parking

This plan includes streetscape design recommendations for the blocks throughout the South Haymarket Neighborhood (See the Streetscape Section in the Implementation Chapter). The streetscape design elements include sidewalks, street trees, street lighting and on-street parking that can be accommodated within varying widths of right-of-way. The goal is to provide, at a minimum, the basic streetscape elements to transform South Haymarket into a desirable urban neighborhood. Angled and parallel, on-street parking stalls with parking meters will likely require relocation of the existing curbs. These improvements are considered substantial and should be implemented on a block-by-block basis when redevelopment occurs and funds are available (i.e. TIF).

The City approved a Tax Increment Finance (TIF) district for South Haymarket that will provide funds for a parking program as redevelopment continues. The South Haymarket Redevelopment Project will organize on-street parking by shifting curbs to accommodate angled and parallel parking and additional streetscape elements. Organizing the on-street parking provides approximately 500 additional on-street stalls for a total of over 1,000 on-street parking stalls in South Haymarket.
**Construct Public & Private Parking Garages**

The mid- to long-term parking strategy for South Haymarket includes new public parking garages which limit the number of surface parking lots and support continued redevelopment. The current Downtown Parking Study recommends a parking garage to the east of this area, but near-term development projects in South Haymarket will drastically increase parking demand. The CIP process should consider South Haymarket when proposing the next garage.

Public garages should have a central location to maximize usability. The first identified location for a public parking garage is on the south half of the block bounded by N, 8th, M and 7th Streets and currently occupied by Midwest Steel Works, Inc. and Telesis/Meadow Gold. If redevelopment of the block occurs, the City should pursue acquisition of this land.

A second potential location for a public garage is on the block bounded by L, 8th, K and 7th Streets, between the Rosa Parks Way viaducts. A garage at this location is considered long-term since the existing StarTran bus garage would need to relocate. Given the odd shape of the underlying property, additional analysis should determine if this site is feasible for a parking garage. If so, the proposed surface parking lot beneath Rosa Parks Way should be designed to accommodate access to a future public parking garage at this location.

As part of consolidating the government footprint, two additional public parking garages are proposed on the blocks north and south of the County/City campus. These garages would likely be used for employees and visitors, but should also be made available to the public during non-peak hours like the existing parking facility on the north side of the complex is today.

The B-4 areas of South Haymarket will not have a parking requirement, but increased parking demand should be accommodated privately. Private garages depicted near N Street and Arena Drive would provide a buffer between residential development and the railroad. Concepts south of Rosa Parks Way show private on-site parking as well and each row house unit is shown to have parking on the first floor.
Floodplain Mitigation

The South Haymarket Neighborhood is impacted by the 100-year Salt Creek Floodplain. This means that statistically, a flood event has a 1-percent chance of happening on the properties mapped in the floodplain in any given year. The City of Lincoln enforces regulations on all lands that are within the floodplain area. The regulations are intended to minimize impacts, such as property damage, that can occur during flood events. The recommendations in this section address how development can occur in South Haymarket while respecting the impacts of the floodplain and minimizing property damage.

Much of the western half of the neighborhood is within the Salt Creek Floodplain, as shown below. The depth of the floodplain varies from 0 to 10 feet with the shallower depth to the east. Any redevelopment in the South Haymarket Neighborhood will need to acknowledge and comply with floodplain regulations.

The South Haymarket Neighborhood is split into two flood storage areas. The flood storage areas are geographic boundaries that are intended to contain flood waters that overflow the Salt Creek levee during major storm events. The area north of Rosa Parks Way is within a 40% storage area, and the area south of Rosa Parks Way is within a 55% storage area. This means that properties within the 40% storage area can fill up to 40% of the flood storage volume during grading and development. The remaining 60% of the flood storage volume must be preserved onsite or on another property within the same storage area. Preserving the flood storage volume is intended to minimize the intensity of water during flood events.

The property owned by the West Haymarket JPA and included in the floodplain mitigation area is not included in this analysis and recommendation. That land on the map has already been allowed 100% fill due to compensatory storage designated to the north and west of the South Haymarket Neighborhood.
The floodplain regulations generally require that fill be brought in and building sites elevated 1 foot above the base flood elevation (BFE). Therefore, it is encouraged that areas which are naturally high (or the flood depth is relatively shallow) be used for locations of residential structures. It is recommended that locations where the flood depth is relatively deep be set aside for open space, parks, or other uses that don’t “fill” the storage volume. The depth of the floodplain is generally deeper along the western side of the neighborhood with shallower areas to the east. Conservation Easements could be established over deeper flood areas, thus freeing up the available storage area volume, which could then be credited to a different parcel or site within its respective Salt Creek Storage Area. Creating a new street or a new park in effect preserves the flood storage volume above the area (similar to creating a conservation easement). There may be opportunity to use this volume to ‘credit’ other locations in order to fill more than what’s allowed.

In addition to open spaces, parks, and trails, another potential use of the floodplain space is parking garages that are “wet” flood-proofed to allow flood waters to freely enter and exit. The effect on the storage area volume from these types of structures would be minimal.

The extensions of Arena Drive, L Street and M Street would create areas for additional flood storage volume, but new roadways should also be built to provide safe access. Generally roadways can be constructed within 1 foot of the base flood elevation, where the crown of the road is 1 foot below the floodplain elevation. In existing urban areas, it is understood that there needs to be flexibility where this recommendation may not be reasonably achieved.

At this point, it is recommended that none of the properties in South Haymarket be graded below an elevation of 1148.5 feet. There appear to be locations with elevations lower than that today, but they primarily are ditches and/or wetlands. New grading below this elevation could cause negative implications. This recommendation should be evaluated on a site by site basis as redevelopment occurs.

The Salt Creek Storage Areas describe a percent Allowable Fill. While this is important, it is also important to understand that if part of an area could be excavated, this excavated volume below the base flood elevation could count as a credit to the development since it is creating additional volume for flood waters. Thus, if part of a site were cut, the extra volume credit allows fill to be placed on another part of the property. Ultimately, the overall volume that needs to be preserved is most important.
Considerations Specific to Floodplain Regulations

The City of Lincoln will begin enforcing water quality standards beginning February 1, 2016. This program is an effort to control pollutants on our waterways. The standards will apply to new development and redevelopment projects which will impact development in South Haymarket. South Haymarket is recommended to be redeveloped into an urban neighborhood with most structures built up to or close to the property lines. In urban areas, these water quality standards can be met in several ways. Refer to Chapter 28.03 of the Lincoln Municipal Code for detailed information.

Two Scenarios to Fill in the Floodplain

The recommended approach for floodplain mitigation in South Haymarket is to designate a large, open space area for compensatory storage. This overall mitigation effort will likely require cooperative oversight by governmental entities, and will need to be encumbered with a conservation easement to protect flood volume. An effort to provide overall flood storage for the South Haymarket Neighborhood will encourage redevelopment. Although this effort will provide for and preserve the flood volume, individual developments will still be required to elevate above the base flood elevation (BFE).

The recommended location for compensatory storage is along the western boundary. This deeper floodplain area should be acquired and designated as flood storage. Appropriate uses such as parks, trails, and public rights-of-way are supported within this area as shown on the map.

The alternate approach to manage floodplain mitigation in South Haymarket is to address each property on a case by case basis. This would require each property owner to provide on-site flood storage and hire an engineer to calculate and verify cut/fill calculations. This approach would likely impact the timing of redevelopment in South Haymarket and only be used prior to designating a compensatory storage area.
Residential Development

Subdivision Regulations require that the ground elevation be raised to 1 foot above the base flood elevation (BFE) for all Residential Structures. This ensures that the site itself is built up and out of the floodplain, and the structure will be built to have its lowest adjacent grade 1 foot above the BFE. (This requirement combined with the requirements in the Zoning Regulations help avoid the need for floodplain insurance; see Floodplain Insurance Implications below.)

Zoning Regulations require that the Residential Structures have their lowest floor (including basement) elevated to 1 foot above the BFE. However, “fully enclosed area below the lowest floor” (i.e., crawl spaces, or areas solely for storage, etc.) can be below the BFE but must have openings to allow water to freely enter and exit, and generally the utilities need to be raised above the BFE. These fully enclosed areas below the lowest floor cannot extend below sub-grade.

Detached garages or accessory structures incidental to the use of the residential structure may be built below the BFE, but can only be used for access, storage of low value items, or parking; and are regulated similarly to “fully enclosed area below the lowest floor”. That is, the structure needs to be constructed out of flood resistant materials and be needs to have openings to automatically allow water in and out. The utilities, HVAC units, lighting, etc. must be elevated above the BFE or dry flood-proofed. It is implied that this logic could be extended to a parking garage which is incidental to the use of a large residential building.

The City Council may approve a special permit to allow certain construction in the floodplain that would otherwise be prohibited. The special permit may also grant requests for substantial improvements of existing residential and nonresidential structures that are not in conformity with the provisions of this chapter. Certain conditions may be added to the special permit as deemed necessary by the City Council.

In passing such special permits, the City Council shall consider that permits shall only be issued upon a determination that:

- they are the minimum necessary, considering the flood hazard, to afford relief;
- the granting will not result in increased flood heights, additional threats to public safety, extraordinary public expenses, create nuisances, cause fraud on or victimization of the public, or conflict with existing local laws or ordinances; and
- the decision is based upon a showing of good and sufficient cause and a reasonable use of land involved.

Anyone granted a special permit will be notified that the cost of flood insurance will be commensurate with the increased risk resulting from the reduced lowest floor elevation. The Director of Building and Safety shall maintain all the records of special permits issued by the City Council and report them to FEMA upon request.

Floodplain Insurance Implications

FEMA is now requiring all new insurance policies be risk-based meaning that the depth of flooding against a structure will be correlated to the cost of floodplain insurance. The Lowest Adjacent Grade is the lowest point along the perimeter of the structure where it meets the natural ground, and is generally what FEMA uses to determine the depth of flooding. The lowest adjacent grade can even mean the lowest point where posts of an attached deck, or stairs, meet the ground. If this elevation is below the floodplain, then it generally triggers floodplain insurance for the structure. Floodplain insurance also can be triggered if the lowest floor elevation or basement is below the BFE. By raising the ground (i.e. the building pad) to 1 FT above the BFE, and also having lowest floor elevation 1 FT above the BFE, this will ensure that the structure will be built up and out of the floodplain, and will in most cases eliminate the need for floodplain insurance.
Historic Properties

Several properties in the South Haymarket Neighborhood have been determined to be eligible for listing as historic either as a Local Landmark or on the National Register of Historic Places. Listing properties or districts on the National Register does not restrict private owners from changing or demolishing their properties, but it does cause additional reviews of any actions affecting those properties that are federally funded or approved. When the City Council approves a Landmark, it also approves a set of preservation guidelines for exterior changes. Before an owner can change their property, their plans must be reviewed in light of those guidelines, especially if a building permit is required.

This plan encourages eligible historic properties to be listed on either the National Register or as a Local Landmark. One site recommended to be listed as a Local Landmark and/or on the National Register of Historic Places is the archaeological site of the ‘Negro Shanties’ located on the Arctic Glacier property at 6th & J Streets. While redevelopment of this property is suggested by this plan, listing the archaeological site as a Local Landmark will provide an opportunity for additional investigation and documentation before it is removed during redevelopment.

Other eligible properties should be considered for historic designation due to floodplain implications and tax incentives for rehabilitation. The term “substantial improvement” for floodplain and tax incentive purposes does not include any alteration of a historic structure, provided that the alteration will not preclude the structure’s continued designation as a historic structure. A historic structure is any structure that is:

- Listed on the National Register of Historic Places, or determined as meeting the requirements;
- Determined by the City of Lincoln to be contributing to a local or national historic district; or
- Designated as a Landmark by the City of Lincoln.

Historic properties are also eligible to apply for state and federal tax credits for rehabilitation. See the Development Incentives Section below for more detail.
Phasing

The South Haymarket Neighborhood will likely transition over the next 20 to 25 years. Some of the development will happen in the next 5 years or less. These catalyst projects have the ability to stimulate additional private investment in the South Haymarket Neighborhood. Other development will happen in the mid to long-term due to conditions such as property ownership, surrounding land use, location, and floodplain constraints. The timeline for development is proposed to generally follow a north/south pattern from O to G Street. A few catalyst projects could impact development in the southern half of the Neighborhood, moving projects into the near and mid-terms. Catalyst projects that are already underway or that have the potential to begin in the next 5 years are considered high priority projects and should be supported. These include:

A. Redevelopment of West Haymarket JPA property
B. M Street & Arena Drive extensions
C. J.A. Woollam & Co. expansion
D. Jamaica North Trail connection to N Street
E. Lumberworks liner building
F. LES screen wall
G. Reuse of Schwarz Paper
H. N Street protected bikeway
I. Reuse of the K Street Records Warehouse
J. Consolidation of Government Offices into the Former Jail
K. Relocation of Information Services to the County/City Campus or other publicly owned facility
L. Design for the New LPD Fleet Maintenance Facility
M. Determine location of new StarTran administrative offices and Downtown Transfer Center
N. Telesis Redevelopment Project
O. 8|N Lofts
Development Resources and Incentives

Several development incentives may be available to development projects in South Haymarket. The incentives included below should be explored on a project-by-project basis as not all incentives will apply to every project. The development incentives discussed here are Historic Tax Credits, Low-Income Housing Tax Credits, Tax Increment Financing and potential partnerships with local housing non-profit organizations.

Historic Tax Credits

Historic properties may qualify for certain tax credits depending on their listing or eligibility to be listed as a Local Landmark or on the National Register of Historic Properties. Properties that are listed on the National Register of Historic Places, or determined as meeting the requirements are eligible to apply for state and/or federal historic tax credits. Properties determined by the City of Lincoln to be contributing to a local or national historic district or are designated as a Landmark by the City of Lincoln are eligible to apply for state historic tax credits. The Nebraska historic tax credit provides a 20% tax credit for eligible expenditures on historic buildings. Up to one million dollars is available per project. Any work completed on the historic building must meet preservation standards. The total project cost must be either $25,000 or 25% of the assessed value of the property. Fifteen million dollars in tax credits are available annually, and projects are awarded the credits on a competitive basis. The Nebraska Historic Tax Credits are administered by the Nebraska State Historical Society and the Nebraska Department of Revenue.

Website: http://www.nebraskahistory.org/histpres/nhtc.htm

Historic properties may also be awarded a 20% federal historic tax credit. This credit is for income-producing buildings that are considered certified historic structures by the National Park Service, where a “substantial” amount must be spent rehabilitating the historic building. The rehab work must also comply with the Secretary’s Standards for Rehabilitation. This is a competitive process with approximately 1000 projects approved each year.

Website: http://www.nps.gov/tps/tax-incentives.htm

Low-Income Housing Tax Credits

Housing developments that include affordable rental housing for low-income individuals and families may apply for Low-Income Housing Tax Credits. Qualifying developments include new construction, substantial rehabilitation or acquisition and substantial rehabilitation. The development must set aside a percentage of units for eligible low-income tenants. The credits are awarded on a competitive basis. The Nebraska Investment Finance Authority is the administrator of this program.

Website: http://nifa.org/programs/index.html?topic=desc&ps=choose&prog_name_sent=LIHTC+(Tax+Credits)
**Tax Increment Financing**

Tax Increment Financing is authorized by the state and administered by the City as a public funding mechanism for cities to use to pay for public improvements associated with redevelopment projects in blighted and substandard areas. Public funds generated from an increase in property taxes can be used to pay for certain development costs up front. The City’s Urban Development Department is designated as the Redevelopment Authority for the City of Lincoln and is the project manager for all projects involving TIF.

The City recently approved the South Haymarket Redevelopment Area. The intent of this area is to capture TIF funds from redevelopment projects and use the funds for on street parking and associated streetscapes, as well as off street parking. The priority is to organize on street parking along 8th Street which will involve moving curbs to allow for angled parking.

The entire South Haymarket Neighborhood boundary is also within the Lincoln Center Redevelopment Area. The Lincoln Center Redevelopment Area was originally created by City Council in 1984 and has been expanded over the years. The West Haymarket Redevelopment Area also extends into South Haymarket. This redevelopment area extends north and includes the Pinnacle Bank Arena project, hotels, public parking garages, residential uses and other entertainment areas in West Haymarket.

Website: [http://lincoln.ne.gov/city/urban/redev/index.htm](http://lincoln.ne.gov/city/urban/redev/index.htm)
**Impact Fees**

Impact fees are charges levied against new construction to help generate revenue to build new infrastructure due to the development. Much of Downtown Lincoln is in the arterial street exclusion area. The JPA-owned land north and south of N Street is not within the exclusion area and therefore development on this property will generate impact fees. If Arena Drive is extended to J Street, it may be classified as an arterial street and would be impact fee eligible. Development on these parcels in South Haymarket could assist with paying for the Arena Drive extension if it is classified as an arterial.

The City may also decide to participate in constructing Arena Drive to J Street.

Website: [http://lincoln.ne.gov/city/pworks/business/impact/](http://lincoln.ne.gov/city/pworks/business/impact/)

**Cooperative Agreements**

There are a number of aspects of the South Haymarket redevelopment which may require joint decision-making, particularly in the area of flood storage where the Lower Platte South Natural Resource District has jurisdiction. Cooperative agreements may be necessary to build parking garages and other infrastructure. The City of Lincoln is committed to working cooperatively with all public and private investors to identify possible mechanisms to address the area’s needs in a manner that best serves the interests of the South Haymarket, the area’s investors and Lincoln citizens.

**Other Resources and Incentives**

Financing for affordable housing projects may also be available through the Nebraska Department of Economic Development’s Affordable Housing Program. This is a trust fund set up to assist in building and rehabbing a variety of affordable housing units.

Lincoln is home to non-profits that have a mission of developing affordable housing. These organizations may be additional resources to contact when considering residential development in South Haymarket. A list of the non-profits is below:

Lincoln/Lancaster County Habitat for Humanity: [http://www.lincolnhabitat.org/](http://www.lincolnhabitat.org/)


Website: [http://www.neded.org/affordable-housing-program](http://www.neded.org/affordable-housing-program)
Development Alternates

The South Haymarket Neighborhood Plan presents a redevelopment strategy to create an urban neighborhood for an additional 1,000 to 2,000 residential units and other amenities. This recommendation is significantly different from existing conditions and requires existing land uses to transition over the next 20 to 25 years. If certain changes are not feasible or are later determined unlikely, alternate development options should be explored. The list below provides a basis for discussion of these development alternates.

- Design the LPD Maintenance Garage to allow for private redevelopment along the J Street frontage. Parking and outdoor storage should be screened from view along adjacent streets. Security measures other than barbed wire should be implemented. Implement joint parking to allow private developments use of the parking lot during non-peak hours. Consider the LPD site for the storage needs of government under this scenario.
- Actively pursue a reuse of the grain elevator. Determine if the structures are feasible for office, residential or storage. Look to successful adaptive reuse cases such as Lofts at Globe Mills in Sacramento, California, Quaker Square in Akron, Ohio and Silo Point in Baltimore, Maryland.
- Reconfigure the LES substation at 8th and J Streets to allow for redevelopment of the frontage on J Street. An appropriate land use along the J Street frontage of LES would likely be office given the proximity to the substation and generator.
- Work with BNSF and the existing businesses to use the 3rd Street rail line and abandon the 5th Street rail line
- Terminate Arena Drive at L Street instead of continuing south to J to avoid the rail line crossing
- Shift the Arena Drive/J Street intersection east of the 4th Street alignment
- Consider mixed-use for block near N and 7th Street along with a larger green space
- Pursue additional office space along Lincoln Mall for public offices, if needed
- Efforts to relocate StarTran may occur in the longer term. Re-use of this site will need to accommodate the needed schedule to move.
- Reconfigure the façade of slip-in apartments to be more compatible with the surrounding neighborhood as an interim approach to redevelopment
LPD Maintenance Garage/Grain Elevator

The LPD Maintenance Garage is planned to be replaced in the coming years. The draft concepts for the replacement facility acknowledge the importance of J Street frontage and aim to keep the new facility setback from J Street. If the maintenance garage remains at this location in South Haymarket, additional design features should be considered with the new facility as shown on the image to the right. The grain elevators are shown to remain if the maintenance garage does not relocate. A new public storage building is shown between the maintenance garage and the grain elevators. This could house storage that is relocated from the K Street Building once that building is repurposed. (See the J Street Boulevard Section in the Neighborhood Chapter for more information about this area).
**LES Substation**

The existing LES substation fronts on J Street which is a conflicting use in the South Haymarket Plan. J Street frontage is valuable and should be used for residential, office or mixed-use development. The South Haymarket Plan recommends that this substation and diesel generator be relocated at some point in the future. If relocation is not feasible, then efforts should be made to reconfigure the site to allow for redevelopment along the J Street frontage. Screening of this use is an important strategy to improve compatibility with surrounding residential uses.
**Arena Drive & Railroad Tracks**

The extension of Arena Drive as shown in the South Haymarket Plan assumes that railroad tracks will be abandoned in order to make the connection with 4th Street. If that is not possible, these alternates should be explored.
7th & N Street

As the blocks in West Haymarket continue to develop, demand for additional commercial and office space may spill over into South Haymarket. The N Street Corridor provides excellent development opportunities for high-density residential, but may also be appropriate for residential and commercial mixed-use developments. This graphic shows how one block could develop with such uses.
Lincoln Mall Public Office Space

An alternate to the consolidation of government office campus is to develop a “campus” along Lincoln Mall for public offices. The right-of-way along Lincoln Mall has been upgraded and contains street trees and a heavily landscaped boulevard. These enhancements further define the right-of-way and provide more of a ‘sense of place’. Further, Lincoln Mall is flanked by the County/City government complex on the west and the State Capitol on the east. The County/City complex has a front door to Lincoln Mall and opens up to the area that may be considered the Lincoln Mall Government Corridor.

Lincoln Mall is a four-block corridor and currently contains a mix of office and residential uses. This includes vacant office space throughout the corridor. At this time, substantial office space is available in buildings along Lincoln Mall in addition to off-street parking. It was noted that the PBC currently leases space for several of its office locations; therefore leasing space along Lincoln Mall should be considered.