

**Proposal No. 1  
N. 84<sup>th</sup> & Adams (North Forty)**

Location	Proposal
Southwest corner of N. 84 <sup>th</sup> and Adams Street	Amend the 2025 Lincoln/ Lancaster County Comprehensive Plan to  1) Change approximately 22 acres from Urban Residential to Commercial on the southwest corner of N. 84 <sup>th</sup> and Adams Street
<b>Recommendation:</b> Denial	

Status/Description

This proposal is associated with Change of Zone #06063 which includes a commercial component with proposed B-2 zoning on 22.25 acres. Approximately 140,000 square feet of commercial floor area is proposed.

Comprehensive Plan Implications

Twice before, the site on the southwest corner of 84<sup>th</sup> and Adams has requested a Comprehensive Plan change to Commercial. The last proposed change was in January 1998 as part of the Comprehensive Plan Annual Review. This proposal Amendment #9423-18 was denied by the Planning Commission by a 7-0 vote and was then withdrawn prior to City Council action in March 1998.

The N. 84<sup>th</sup> Street corridor has over 2.2 million square feet of commercial space approved from the State Farm offices on O Street to north of Adams Street. The majority of this space is still unbuilt as of this date, including nearly 600,000 square feet of commercial space to the northeast and southeast of the intersection of 84<sup>th</sup> and Adams. There is an additional 350,000 square feet of commercial space unbuilt on the northwest corner of 84<sup>th</sup> and Holdrege. HyVee grocery stores recently announced plans to locate in this center.

There is over a million square feet of primarily retail space yet to be built in the one and ½ mile stretch of N. 84<sup>th</sup> Street from Holdrege to north of Adams Street. This one million square feet of space provides ample opportunities for grocery and discount stores, restaurants and other retail needs in the area. In addition, a large Community size center is approved at N. 98<sup>th</sup> and O Street which will serve the northeast and east Lincoln residents. This could provide a half million square feet of space in addition to the over 2 million square feet on N . 84<sup>th</sup> Street.

The Comprehensive Plan designates the southwest corner of 84<sup>th</sup> and Adams as Urban Residential. The proposed 140,000 sq. ft. center on 22 acre commercial area would be the size of a Neighborhood Center in the Comprehensive Plan. The 2030 Plan on page 45 states that:

*“Neighborhood Centers should be located approximately a ½ mile apart, depending upon*

*their size, scale and function and the population of the area. **When located at intersections, they should also not be located across an arterial street from a Community Center or another Neighborhood Center.***" (Emphasis added)

This proposal is:

- directly across the street from the Prairie Village 285,000 sq. ft. center zoned B-2 PUD which could provide numerous neighborhood retail services, and is designated as a Neighborhood Center in the 2030 Plan
- within a 1/4 mile of the Neighborhood Center zoned B-2 PUD in Prairie Village North which is approved for 300,000 sq. ft. of commercial space,
- within a ½ mile of the Northern Lights center, which is designated as a Community Center with approximately 315,000 sq. ft. of commercial space, including a new HyVee grocery store, with a Walgreens and fast food restaurant already built and space for other stores approved

The Comprehensive Plan on page 45 further states that:

*"When a square mile of urban use contains a Community or Regional Center, and that center includes many of the uses found in a neighborhood center, then only one neighborhood center would be approved within that square mile."*

This proposal is within the same square mile as Northern Lights, which is designated as a Community Center and will provide most of the uses found in a Neighborhood Center. While the Plan implies a single neighborhood center might have been appropriate, that Neighborhood Center would still need to meet the criteria for spacing — which this proposal does not meet.

In the surrounding area to the north, there is not a designated Neighborhood Center, but that area also contains Mahoney Park which occupies nearly a third of the area. If an additional Neighborhood Center were warranted in the square mile to the north, then it would be more appropriate somewhere closer to Havelock Avenue, more than a ½ mile away from any existing Neighborhood Centers.

Likewise to the northeast of this proposal there is only one Neighborhood Center designated, but barely a 1/4 of this square mile is in urban residential use in the future. The rest of the land is either outside the Future Service Limit, is floodplain or in Public - Semi Public Use. Thus, a second Neighborhood Center is not warranted to the northeast.

Another Comprehensive Plan proposal for the 2030 Plan, proposal #2 by Mike Eckert for Steve Champoux, would change the two Neighborhood Centers east of 84<sup>th</sup> Street to a Community Center on the northeast corner and a Mixed Use Office center on the southeast corner. Even if Proposal #2 were approved, it would not change the conformance of Proposal #1, because this Proposal (#1) would now be with a ½ mile of two Community Centers.

### Transportation

The traffic study submitted with Change of Zone #06063 is not acceptable to the City because it discounted the amount of development in Prairie Village North too much. The North Forty PUD proposes adding 140,000 SF of commercial space. The traffic study for the North Forty then reduces the amount of built space in Prairie Village North by approximately 153,000 SF compared to what is approved. The traffic study assumes only 75% of the Prairie Village North commercial space will be built. Including assuming that only 75% of the 175,000 SF “big box discount superstore” would be built. In addition, the traffic study assumes only 10% of 879 apartment and townhome units will be built and only 50% of the 646 single family homes will be built. This results in a significant underestimation of the amount of traffic on Adams and N. 84<sup>th</sup> Street, by the year 2016 and into the future.

Since the traffic study underestimates the amount of development in Prairie Village North, none of the conclusions or analysis of the study should be considered.

Public Works and Utilities Department has done some initial estimates as to the traffic impact of this proposal. Their initial analysis shows that approval of this proposal would exceed the peak hour capacity Adams Street east of N. 70<sup>th</sup> Street. Adams is shown as a 2+1 (2 through lanes with center turn lane) in the 2030 Plan on page 107. This map also identifies that Adams Street west of about 74<sup>th</sup> to 75<sup>th</sup> Street is part of the “Built Environment.” The Plan states on page 107:

*“As the community seeks low impact ways to minimize traffic congestion while preserving the character and viability of the established neighborhoods and other components of the built environment, it renews its commitment to an essential program implementing the ‘two plus center turn lane’ concept in the ‘built environment’.”*

The 2 +1 concept “increases the street’s efficiency to move traffic and improves safety, while minimizing the impacts on the adjacent neighborhood.” (Page 107)

The Transportation Principles on page 85 and 86 of the Mobility and Transportation chapter note the relationship between land use decisions and the transportation network:

*“The relationship between land use and urban development patterns. The transportation system both serves and shapes development. When most trips were made by walking and public transportation, cities exhibited relatively dense development patterns. The convenient access to all parts of the City provided by the automobile allowed people to live, work, and shop in more dispersed locations, creating lower density cities. The construction of roads opens areas to development, helping to mold the City’s directional growth. Just as the transportation system is influenced by land use, land use is also influenced by transportation.*

*... Transportation and land use are linked systems, that are subject to change by growth and development....The land use plan, which includes projections of future development, determines the character of the transportation plan. On the other hand, transportation has a major impact on the form of the City. Lincoln and Lancaster County will use major road projects to reinforce desirable land use development patterns.”*

The Plan emphasizes the need to ensure that the type and intensity of land uses can be supported by the transportation network.

Conclusion

This proposal does not support the commercial principles of the Plan. There is a Community Center within a ½ mile to the south and two neighborhood centers to the east, including one directly across the street. Even if Proposal #2 to convert the Neighborhood Centers to the east to a Community Center and Mixed Use Office were approved, this application would not conform with the Plan.

Public Works and Utilities note that this proposal will exceed the traffic capacity of Adams Street between 70<sup>th</sup> and 75<sup>th</sup> Street. The portion of Adams west of 75<sup>th</sup> is in the “built environment” with a dozen houses directly fronting and taking access to Adams Street. The traffic study completed for Change of Zone #06067 which accompanies this proposal significantly underestimated the traffic generation for Prairie Village North across 84<sup>th</sup> Street. The applicant’s traffic study assumed a reduced amount of commercial space in Prairie Village by approximately 153,000 sq. ft. before it then adds their proposed 140,000 sq. ft. – including assuming that only 75% of the big box store would be built. The study also assumes over 1,100 of the dwelling units will be unbuilt in Prairie Village North 10 years from now.

The community needs to balance land use decisions with the transportation network. The commercial needs of the citizens must be balanced with the costs and impacts of widening existing streets. In this case, there is over a 1 million square feet of commercial space to be built along N. 84<sup>th</sup> Street. There are opportunities for small and large box retailers and office users along 84<sup>th</sup> Street and along 98<sup>th</sup> Street now and in the future. Thus, for all these reasons, this application should be denied.

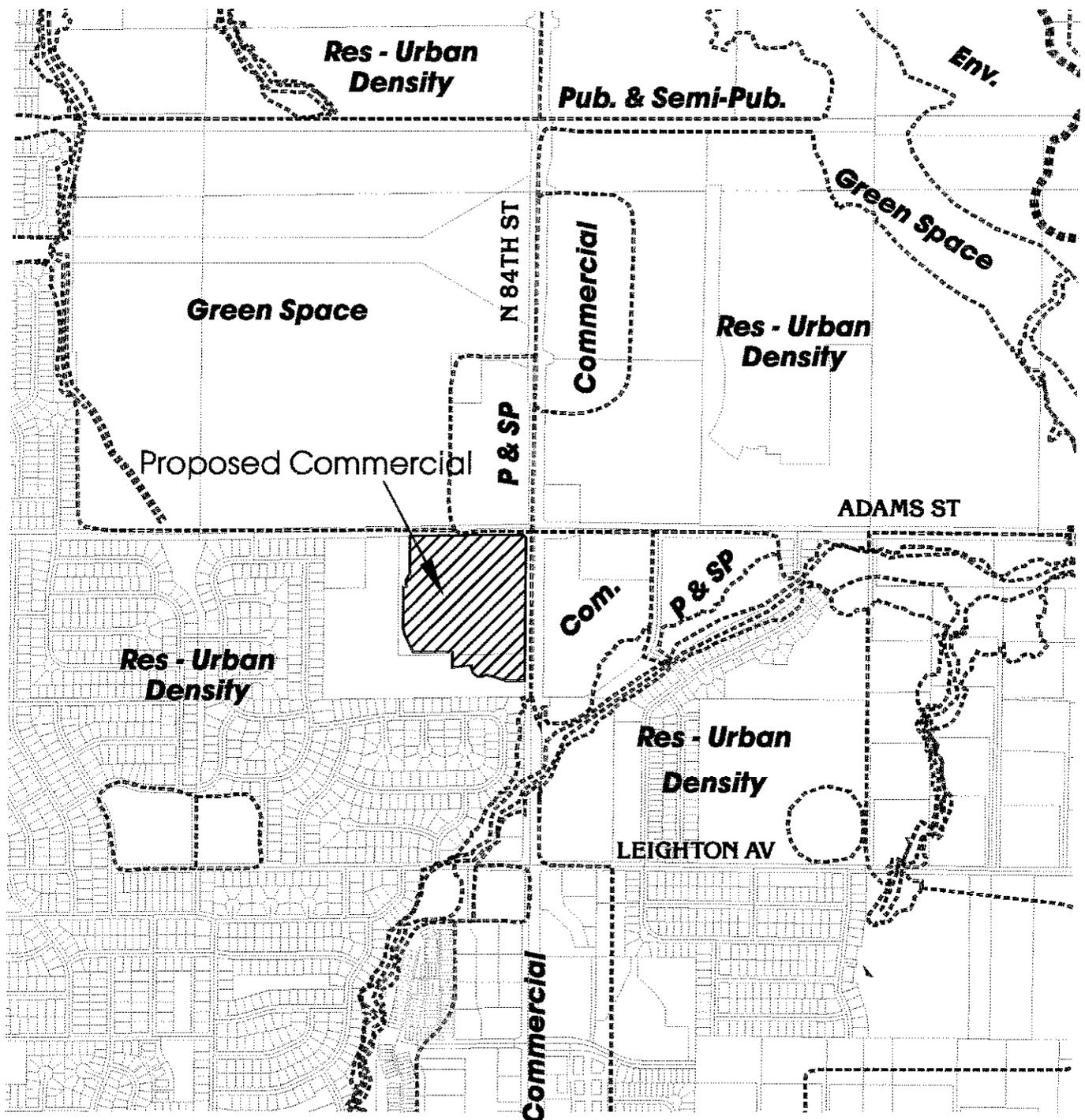
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**Date:** October 16, 2006

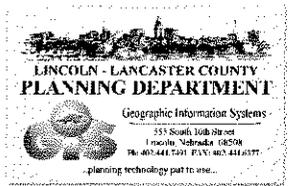
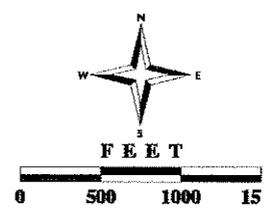
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# N 84th and Adams St

## 2030 Comprehensive Plan Proposal # 1

- ===== Future Service Limit
- Land Use Boundary
- Res** Land Use Category
-  From Residential - Urban Density to Commercial



**RECEIVED**  
AUG 31 2006  
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PLANNING DEPARTMENT

**Comprehensive Plan Amendment**  
**Southwest Corner of 84<sup>th</sup> & Adams**

**Statement of Purpose:**

On June 21<sup>st</sup>, 2006 the Applicant and their legal counsel met with City Staff (Ray Hill, Greg Czaplewski and Dennis Bartels. At this meeting the potential for obtaining a small amount of commercial zoning at the southwest corner of 84<sup>th</sup> & Adams as a part of the redevelopment of the North 40 golf course was discussed. Staff was asked and indicated that a Comprehensive Plan Amendment would be necessary for any amount of commercial space to be approved. While that opinion is not shared with Staff, this amendment is being filed to satisfy Staff's request. Since land use lines on the maps are to be soft lines not hard lines, the extension of commercial uses west across 84<sup>th</sup> street should not require a comprehensive plan amendment.

The specific proposed uses and layout for this development are being separately submitted as a request for the approval of a PUD on the property with a portion being zoned B-2 and the balance being zoned R-3. This amendment seeks to designate the B-2 portion as commercial in the comprehensive plan. The current comprehensive plan calls for this entire property to be zoned R-3 and R-4. Given the property's location next to 84<sup>th</sup> street ( which is shown to be expanded to a six lane facility ) and 285,000 square feet of commercial space directly across 84<sup>th</sup> street, residential development of the 84<sup>th</sup> street frontage is unlikely to find acceptance in the market place and is an unrealistic planning land use objective for this property.

This proposal seeks to buffer the negative impacts of 84<sup>th</sup> street with a low intensity fully integrated commercial space with residential development that complements and extends the existing form of residential development onto this property and fully buffer the existing residential neighborhood from the commercial uses. The PUD will seek approval of 120-140,000 square feet of commercial space on just over 22 acres or approximately half of typical commercial development densities. There is no specific designation for this small of commercial center and would accordingly propose that this be considered for designation as a 'traditional center'.

The adjoining neighbors appear at this time to prefer a high quality low intensity mixed use redevelopment of this property than higher density residential dwellings. This proposal satisfies nearly all of the Comprehensive Plan's Guiding Principles (p. F 41-42) for commerce centers. The currently approved Neighborhood Center in this area is physically separated from the established neighborhood and given the 84<sup>th</sup> street barrier is not suited to the Plan's goal of connectivity and ease of pedestrian use and movement. The designated Neighborhood Centers east of 84<sup>th</sup> in the Havelock area and at 70<sup>th</sup> and Holdrege are not well suited nor do they fully meet the current needs of the residents in this neighborhood.

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