

City Council Introduction: **Monday**, May 7, 2012
Public Hearing: **Monday**, May 14, 2012, at **3:00** p.m.

Bill No. 12R-89

FACTSHEET

TITLE: A Resolution approving and adopting proposed amendments to the **LINCOLN CENTER REDEVELOPMENT PLAN**, requested by the Director of the Urban Development Department.

SPONSOR: Planning Department

BOARD/COMMITTEE: Planning Commission
Public Hearing: 05/02/12
Administrative Action: 05/02/12

STAFF RECOMMENDATION: A finding of conformance with the Comprehensive Plan.

RECOMMENDATION: (Planning Commission action scheduled for 5/02/12).

FINDINGS:

1. The proposed amendments to the "Lincoln Center Redevelopment Plan" amend the "Entertainment Center/Old Federal Building Redevelopment Project" to add new areas, add new projects, and to rename as '*Entertainment Center/Old Federal Building/Retail Corridor Redevelopment Project.*' The amendment includes all rights-of-way for retail revitalization and street/streetscape improvements generally located between North 7th Street and North 17th Street and "O" Street and "Q" Street. The Lincoln Center Redevelopment Plan Area is generally bounded by Salt Creek, Interstate 180, and "R" Street on the north, 17th Street on the east, "G" Street on the south, and Salt Creek, 2nd Street, and Sun Valley Boulevard on the west.
2. The staff recommendation to find the proposed amendments to the Redevelopment Plan to be in conformance with the Lincoln-Lancaster County Comprehensive Plan is based upon the "Analysis" as set forth on p.4.
3. The Planning Commission is scheduled to hold public hearing and take action on the finding of conformity on May 2, 2012 (**Comprehensive Plan Conformance No. 12003**), after which time the Planning Commission recommendation will be forwarded to the City Council.

FACTSHEET PREPARED BY: Jean L. Preister

DATE: April 30, 2012

REVIEWED BY: _____

DATE: April 30, 2012

REFERENCE NUMBER: FS\CC\2012\CPC12003 Redev Plan

LINCOLN/LANCASTER COUNTY PLANNING STAFF REPORT

for MAY 2, 2012 PLANNING COMMISSION MEETING

PROJECT #: Comprehensive Plan Conformance No. 12003

PROPOSAL: To amend the “Entertainment Center/Old Federal Building Redevelopment Project” to add new areas, add new projects, and to rename as “Entertainment Center/Old Federal Building/Retail Corridor Redevelopment Project.” The amendment includes all rights-of-way for retail revitalization and street/streetscape improvements generally located between North 7th Street and North 17th Street and “O” Street and “Q” Street. The Lincoln Center Redevelopment Plan Area is generally bounded by Salt Creek, Interstate 180, and “R” Street on the north, 17th Street on the east, “G” Street on the south, and Salt Creek, 2nd Street, and Sun Valley Boulevard on the west.



LOCATION: Downtown, generally “P” and “Q” Street from N. 7th to N. 17th and all streets in between.

CONCLUSION: This project is in conformance with the Comprehensive Plan, Downtown Master Plan and the Lincoln Center Redevelopment Plan.

RECOMMENDATION: In conformance with the Comprehensive Plan.

GENERAL INFORMATION:

LEGAL DESCRIPTION: The existing project area plus: “P” and “Q” Streets from N. 7th Street to N. 17th Street; N. 7th, N. 8th, N. 9th, N. 10th, N. 11th, Centennial Mall North, N. 16th, and N. 17th between “P” and “Q” Streets; and N. 12th, N. 13th, and N. 14th Streets between the centerline of “O” Street and “Q” Street.

SURROUNDING LAND USE AND ZONING:

B-4 Lincoln Center Business District and P Public.

HISTORY: The Lincoln Center Redevelopment Plan was first adopted in 1975 and has added 24 major project areas and multiple sub-projects since its major update in 1985. Projects implemented include a wide variety of retail, residential, parking, and public uses such as University Square, Cornhusker Square, Entertainment Center (theater)/Old Federal Building (Grand Manse), Lincoln Mall, various projects in the Haymarket, Catalyst One/Civic Plaza, and West Haymarket (includes arena). The proposed amendment is to the “Entertainment Center/Old Federal Building Redevelopment Project” which included a multi-screen theater and renovation of the Old Federal Building into apartments.

COMPREHENSIVE PLAN SPECIFICATIONS:

The 2040 Comprehensive Plan Future Land Use map shows this area as “Commercial” and “Public & Semi Public.” (P.1.9)

The community continues its commitment to a strong Downtown. A strong, vital Downtown provides a common center for all of Lincoln and Lancaster County and will be a catalyst for future growth. LPlan 2040 acknowledges Downtown’s unique role and will guide decisions that will maintain Downtown’s vitality and enhance its contribution to the quality of life of all Lincoln and Lancaster County. (P. 1.2-1.3)

Downtown Lincoln — the Heart of our Community

Downtown Lincoln is the heart of our community, a unique common ground for all Lincoln and Lancaster County residents. It is also emerging as an attractive place to live, becoming an increasingly vibrant mixed use neighborhood. At the same time, Downtown Lincoln belongs to all residents of Nebraska because “downtown” is synonymous with the University of Nebraska, state government, and the State Capitol building. This state-wide ownership has strong economic implications. LPlan 2040 will ensure that downtown remains a special place. (P. 1.3)

Throughout Downtown and the Haymarket, the range of possibilities within the ample, “ordinary” 100-foot rights-of-way is demonstrated by the loading docks, sidewalk cafes, public art, landscaping, and Farmers Market, along with vehicular, bicycle, and pedestrian circulation. (P. 4.2)

Enhance Downtown’s role as the heart of the City. A strong downtown is important to the economic future of the community. Lincoln’s Downtown is unique in the community as the home of State government, the State Capitol Building, and the flagship campus of the University of Nebraska. Together with Antelope Valley and the surrounding neighborhoods, it forms a vital core for the City. (P. 5.1)

A major focus for new residential reuse, infill, and redevelopment is in the Greater Downtown area. The Plan envisions an additional 3,000 dwelling units in this core area by 2040. This area is the main hub of employment, entertainment, and higher education. Over the years, there have been significant public and private investments in new building construction, renovations, and infrastructure. In order to capitalize on these collective investments, further development in the Greater Downtown should be realized.(P. 6.3)

There are existing one-way on-street bike lanes in the public rights of way of 11th and 14th Streets. (10.8)

“P”, “Q”, 16th, and 17th are identified as Urban Minor Arterials and 9th, 10th and “O” Street are identified as Urban Principal Arterials. (10.15)

DOWNTOWN MASTER PLAN SPECIFICATIONS:

“P” and “Q” Streets are identified as “Dining/Entertainment Retail” and “Retail Core” areas in the Downtown Master Plan. (P. 21)

Primary Retail: The primary retail core must support a high level of pedestrian activity throughout the day and night, and therefore requires continuous edge-to-edge retail land uses. Retail fundamentals – the Essential Retail Development Standards – must be adhered to rigorously on these properties, and are discussed in further detail later in this section. (P. 22)

A “Multi-Modal Center” is identified on “Q” Street between N. 12th and N. 14th. (P. 63)

“Q” and “P” Streets are both identified as potential future “Streetcar Routes.” (P. 66)

“Primary”, “Secondary”, and “Pedestrian Emphasis” Streetscapes are identified for numerous streets in this area. (P. 69)

The “Civic Square” potentially includes right of way of N. 13th Street. (P. 72)

The “P Street Retail Streetscape Concept” is described in detail. (P. 76-79)

12th Street is identified as an “Arts and Cultural Corridor.” (P. 96)

ANALYSIS:

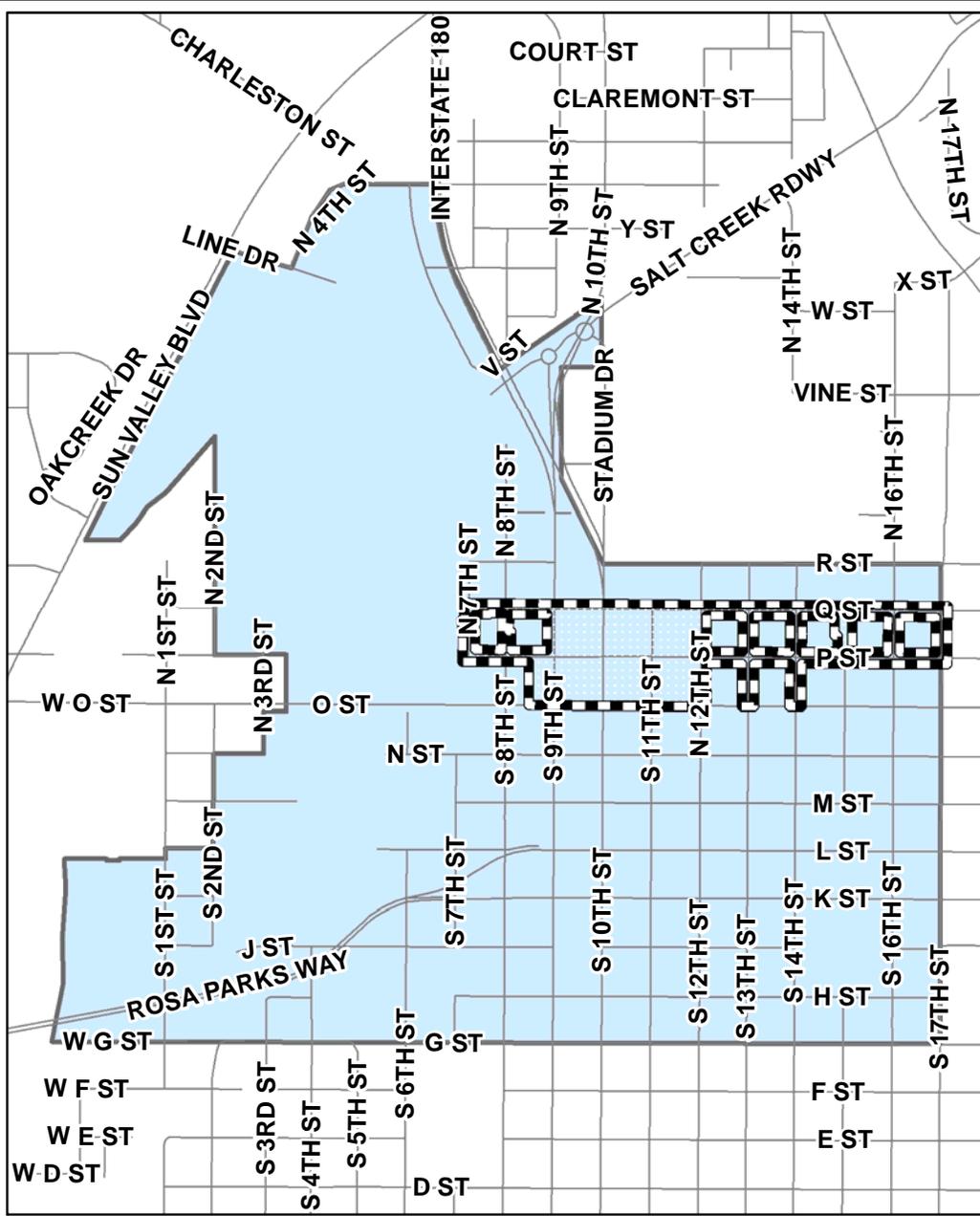
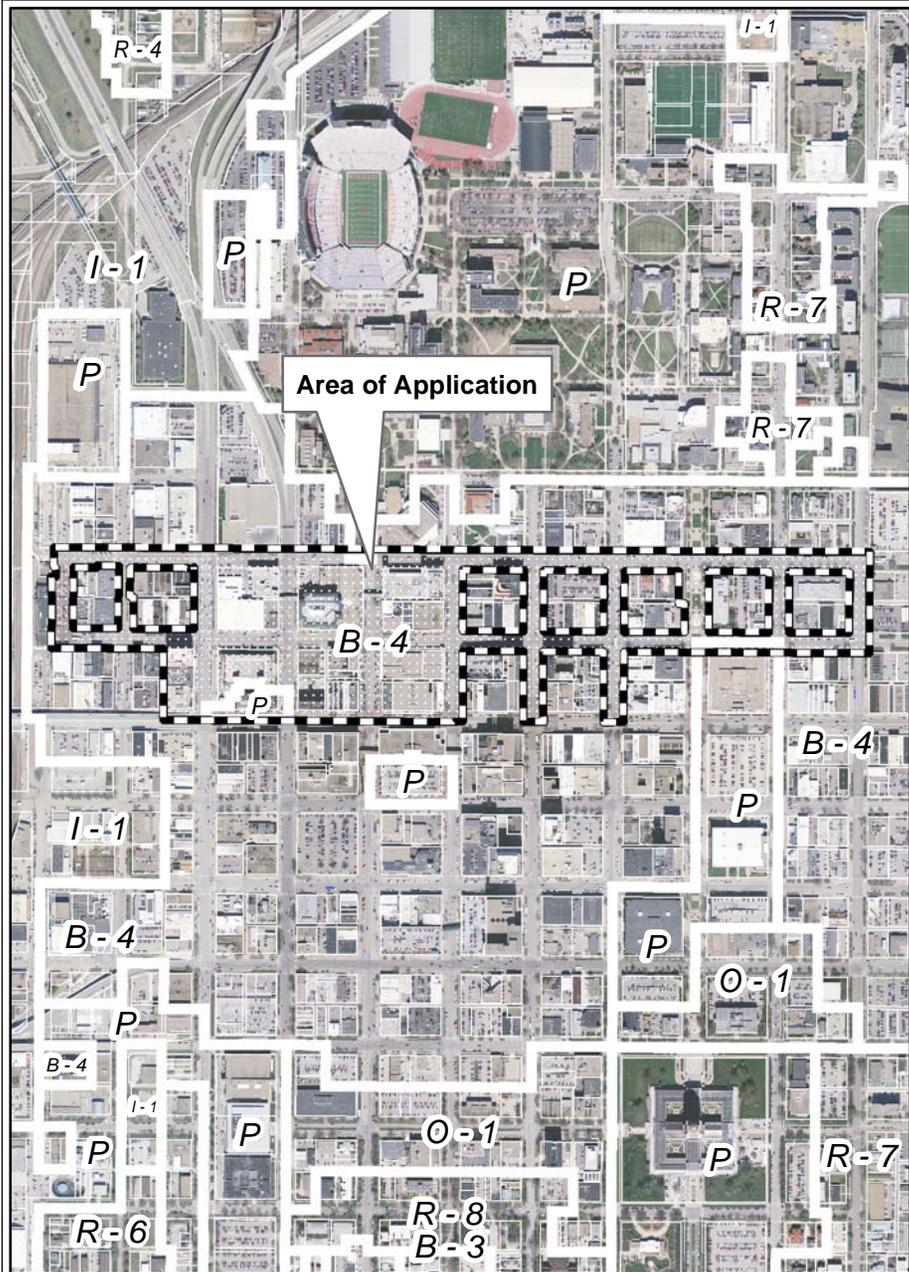
1. This is a request to review amendments to the Lincoln Center Redevelopment Plan for a determination of conformity with the Lincoln and Lancaster County 2040 Comprehensive Plan.
2. The proposal expands the boundary of the existing redevelopment project to the east of N. 12th Street and to the west of N. 9th Street to include rights-of-way generally between N. 7th and N. 17th and “P” and “Q” with extensions of N. 12th, N. 13th, and N. 14th Streets down to “O” Street. The primary revision to the Redevelopment Plan is to include the revitalization of the retail corridor from the West Haymarket to Antelope Valley, through street and streetscape improvements. The redevelopment project will focus on the primary retail corridor of “P” Street from N. 11th Street to Centennial Mall North and N. 14th Street from “Q” to “O” Streets.
3. A streetscape includes virtually everything that happens in and/or next to the right of way including but not limited to store fronts, canopies, sidewalks, plantings, street furniture (such as waste baskets, benches, and bicycle parking), outdoor dining, art, street trees, street lighting, ornamental pedestrian lighting, on-street parking, and traffic lanes.

Prepared by:

Brandon M. Garrett, AICP
Planner

DATE: April 23, 2012

APPLICANT/CONTACT: Hallie Salem
Urban Development Department
555 S. 10th Street, Ste. 205
Lincoln, NE 68508
402-441-7606



2010 aerial

m:\plan\arcview\CPCDevelopmentAreaDrawings.mxd (CPC12003)

**Comp Plan Conformance #12003
Lincoln Center
Redevelopment Plan**



**CITY OF LINCOLN
NEBRASKA**

MAYOR CHRIS BEUTLER

lincoln.ne.gov

Urban Development Department
David Landis, Director
555 S. 10th Street
Suite 205
Lincoln, Nebraska 68508
402-441-7606
fax: 402-441-8711

April 4, 2012

Brandon Garrett
Planning Department
City / County Building
555 S 10th Street
Lincoln, NE 68508

Dear Brandon:

Please find the proposed EC/OF/RC Redevelopment Project amendment application attached which proposes an amendment to the Entertainment Center/Old Federal Building Redevelopment Project in the Lincoln Center Redevelopment Plan.

Once submitted through Project Dox, please forward the proposed amendment to the Planning Commission for their consideration of its consistency with the Comprehensive Plan at the May 2, 2012 public hearing. We intend to expedite the adoption process and request that the amendment be to City Council for introduction on May 7 and public hearing on May 14.

If you have any questions about the plan amendment or schedule, please contact me at 441.7866 or hsalem@lincoln.ne.gov.

Best Regards,

Hallie Salem
Community Development Specialist

K. ENTERTAINMENT CENTER/OLD FEDERAL BUILDING/RETAIL CORRIDOR REDEVELOPMENT PROJECT

1. Revitalization Project Description

The Entertainment Center/Old Federal Building/Retail Corridor (EC/OFB/RC) redevelopment project incorporates a six and one-half block area and the rights of way that extend from 7th Street to 17th Street along P and Q Streets in the heart of Downtown Lincoln. Figure IV-119 identifies the project area. Private property included in the project area includes all ~~It consists of~~ Blocks 41, 42, 43, 34, 35, 36 and the east one-half of Block 44, all in the original plat of the City of Lincoln. The public property includes the rights of way of P and Q Streets between 7th and 17th Street, the north half O Street from one-half block west of 9th Street to the east side of 12th Street, the rights of way of 7th, 8th, Centennial Mall, 16th, and 17th from the south side of P and north side of Q, and 9th, 10th, 11th, 12th, 13th, and 14th Streets from the mid-point of O Street to the north side of Q Street, as well as any public alleys or other public property located on blocks 41, 42, 43, 34, 35, 36, and the east on-half of Block 44, as shown on the map. This ~~six and one-half block~~ area consists of mixed uses including office, retail, hotel, other commercial, residential, ~~hotel~~ and public uses. Figure IV-120 identifies existing uses within the project area.

The goals for this redevelopment project are to realize additional reinvestment in Downtown Lincoln and to provide public improvements in concert with private redevelopment and rehabilitation within the project area. This redevelopment project includes development of an entertainment center on Block 41; sale and redevelopment of the City-owned Old Federal Building on Block 43; and public utility, ~~and~~ streetscape and other improvements in the project area. The project also includes the revitalization of the retail corridor that connects Downtown's West Haymarket with Antelope Valley, with a focus on the primary retail corridor of P Street from 11th to Centennial Mall and 14th from Q to O Streets, through street and streetscape improvements.

2. Statutory Elements

a. Property Acquisition, Relocation, Demolition and Disposal

Accomplishing the EC/OFB/RC redevelopment project will involve assembly of property on Block 41 and the sale of the publicly owned Old Federal Building property on Block 43 and may involve acquisition, sales or reconveyances as provided by law and consistent with the plan. If necessary, the City will acquire property for public infrastructure or other needs. The Entertainment Center will consist of a multi-screen movie theater and retail uses consistent with the plan. Figure IV-121 identifies the future uses of the area ~~proposed uses on Blocks 41 and 43~~. The City will select a developer for each as provided in the plan and the Community Development Law.

b. Population Density

A total of ~~426~~ 176 residential units exist on the private blocks located in the project area today. These include the Continental Gardens building containing 15 units; Crossroads House containing 58 elderly units; the Georgian Place building containing 50 units; and 125 North 11th containing 3 units. All of these residential units will remain. Residential uses may also be included as a part of the mixed-use proposal for the Old Federal Building, increasing the overall number of residential units in the area. (After the original project area was passed, 50 residential units were constructed in the Old Federal Building, now called the Grand Manse.)

A variety of mixed-use residential projects are planned or underway adjacent to the rights of way included in the extended project area. Improvements to the retail corridor will not only encourage additional retail redevelopment of the space, but additional residential as well.

b. Land Coverage and Building Density

Land coverage and building density will be altered with implementation of this project. With the exception of the Continental Gardens and Sartor Hamann building, all existing buildings and an existing parking lot on Block 41 will be demolished and replaced with a newly constructed two story building. The existing public uses in the Old Federal Building on Block 43 will be replaced with a private development with mixed uses. All other existing buildings within the project area ~~will~~ are expected to remain.

d. Traffic Flow, Street Layout and Street Grades

~~The existing street system will~~ number of traffic through lanes and direction of traffic is expected to remain unchanged as a result of implementation of this project; however, the east/west alley on Block 41 is anticipated to be vacated in conjunction with the Entertainment Center project. If street improvements are made as a result of this project, the City will work with experienced engineers in implementing any changes.

e. Parking

The project area contains a surface parking lot on Block 41, a parking structure containing 90 parking stalls adjacent to the Crossroads House on Block 42 and surface parking on Block 43. As a result of this project, the surface parking on Block 41 will be removed. Other nearby public parking facilities that serve the area are shown in ~~Exhibit IV-122~~ Table A. These include:

Table A: Public Parking Facilities

<u>Parking Facility</u>	<u># of Spaces</u>	<u>Distance from Project Area</u>
<u>Carriage Park</u>	<u>704</u>	<u>3 blocks</u>
<u>Center Park</u>	<u>1,061</u>	<u>1 block</u>
<u>Cornhusker Square</u>	<u>394</u>	<u>3 blocks</u>
<u>Haymarket</u>	<u>409</u>	<u>Adjacent</u>
<u>Lincoln Station South</u>	<u>89</u>	<u>Adjacent</u>
<u>Lumberworks*</u>	<u>64</u>	<u>1 block</u>
<u>Market Place</u>	<u>385</u>	<u>Adjacent</u>
<u>Que Place</u>	<u>809</u>	<u>Adjacent</u>
<u>University Square</u>	<u>437</u>	<u>Adjacent</u>
<u>Block 38*</u>	<u>Future</u>	<u>Adjacent</u>
<u>West Haymarket*</u>	<u>Future</u>	<u>2 blocks</u>
<u>Total*</u>	<u>4,352</u>	

* an additional 2,600 parking stalls (approximate) are expected to be available in the near future, not including temporary surface parking.

Diagonal and parallel on-street parking stalls are located throughout the project area. The project will strive to maximize on-street parking overall, and increase the number of stalls where feasible.

f. Zoning, Building Codes and Ordinances

Existing zoning in the project area consists of B-4, a business zone that allows for a wide range of uses including the Entertainment Center development as proposed, and P, publicly owned property adjacent to the Lied Center and Federal Building, as shown on Figure IV-122. The Uniform Building Code for the abatement of dangerous buildings, the Uniform Building Code and their specific City amendments will properly protect the public health, safety and welfare of the people. At this time, there are no contemplated changes in the City zoning laws or building codes to implement this project.

g. Public Infrastructure

New infrastructure improvements are anticipated to be needed as a result of this project. These may include reconstruction of storm sewer, sanitary sewer and electrical lines needed as a result of the vacation of the east/west alley in Block 41, curb and streetscape improvements throughout the project area, a pedestrian connector or improvements, facade improvements, and entryway streetscape improvements on 9th Street.

3. Proposed Costs and Financing

The proposed cost and financing of the EC/OFB/RC Entertainment Center/Old Federal Building Project is identified below:

Entertainment Center

Estimated cost of implementation of the Entertainment Center Project is \$30,000,000. This includes an estimated private investment of \$26,000,000 and \$4,000,000 of public investment.

Old Federal Building

Estimated cost of implementation of the redevelopment of the Old Federal Building will be dependent on the developer selection and the uses to which the building is redeveloped. The estimated total cost lies within a range of \$15,000,000 to \$20,000,000 including public costs between \$1,000,000 and \$4,000,000.

Public investment may assist in acquisition, clearance, demolition or removal of buildings and site preparation on Block 41 and public improvements in the project area. Those improvements are likely to include: blight clearance and removal, utility relocation and construction in conjunction with the vacation of the alley in Block 41; utility construction in Block 43; and streetscape and public area improvements throughout the project area, including the Retail Corridor streetscape.

The streetscape improvements could include sidewalk construction, curb and gutter construction, parking, landscape, façade, installation of pedestrian lighting and electrical connections, benches, trash receptacles, bike rack, signage, ~~and other street furniture, and~~ landscape plantings, and other public and streetscape improvements. The specific amounts and uses of public funding will be more specifically identified as a part of redevelopment agreements that will be prepared with the developers of the Entertainment Center and the Old Federal Building, or as part of a design concept prepared with input from various public and private entities and the public at large.

Funding Sources

The primary source of public funds for this redevelopment project will be community improvement financing generated from the private development in the project area. Community improvement financing is estimated to be \$5.3 million. Other funding sources include land sale proceeds from sale of the Old Federal Building and Advanced Land Acquisition funds. ~~Community Development Block Grant, Downtown bond funds, street construction funds and utility revenue funds may also be pursued.~~

4. Implementation Steps

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

The implementation steps for the EC/OFB/RC Entertainment Center/Old Federal Building Redevelopment Project are:

- ~~Initiate public improvements in project area on or before December 31, 2000.~~
- Negotiate redevelopment agreements with developers of both the Entertainment Center and the Old Federal Building.
- Issue and sell Community Improvement Financing notes or bonds.
- Acquire property easements/rights and air rights (as required for \$1.00 and other considerations).
- Select architects and engineers pursuant to city standard practice to design the public facilities and improvements.
- Approve the public facilities and improvements design.
- Competitively select primary contractor to construct public improvements.
- Construction of public and private facilities and improvements.

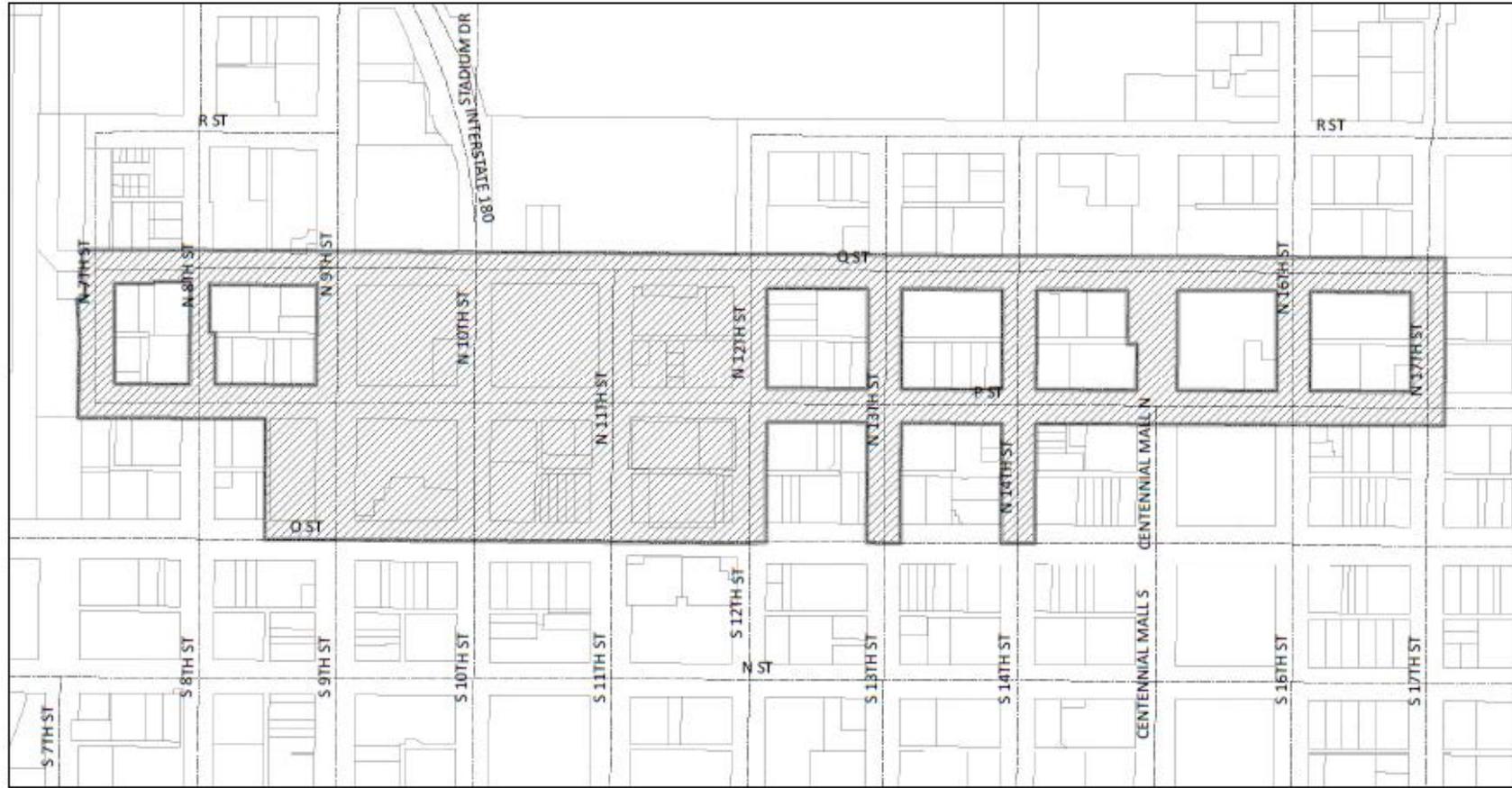


Figure IV-119: Proposed Project Area
Entertainment Center / Old Federal Building / Retail Corridor Redevelopment Project

 Proposed Project Area  Streets

City of Lincoln - Urban Development Department



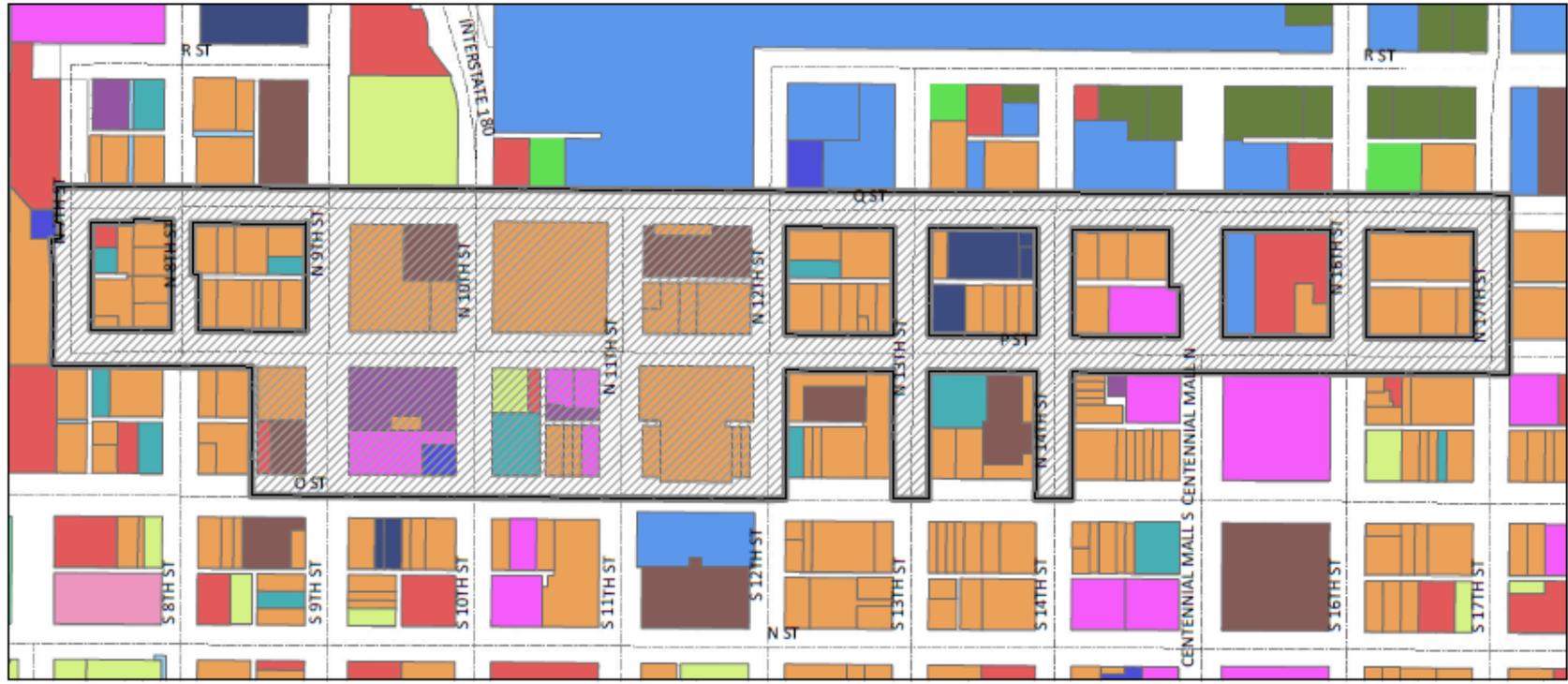
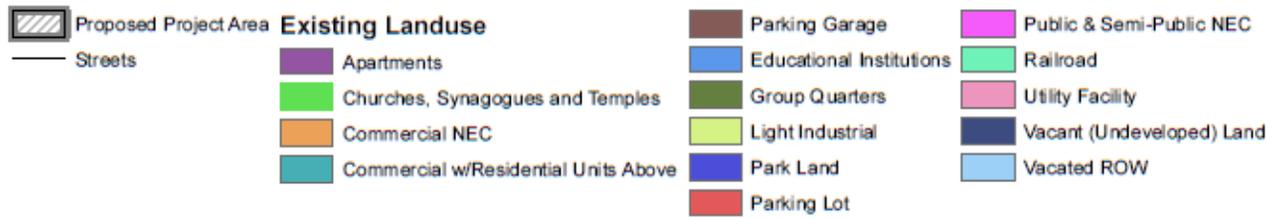
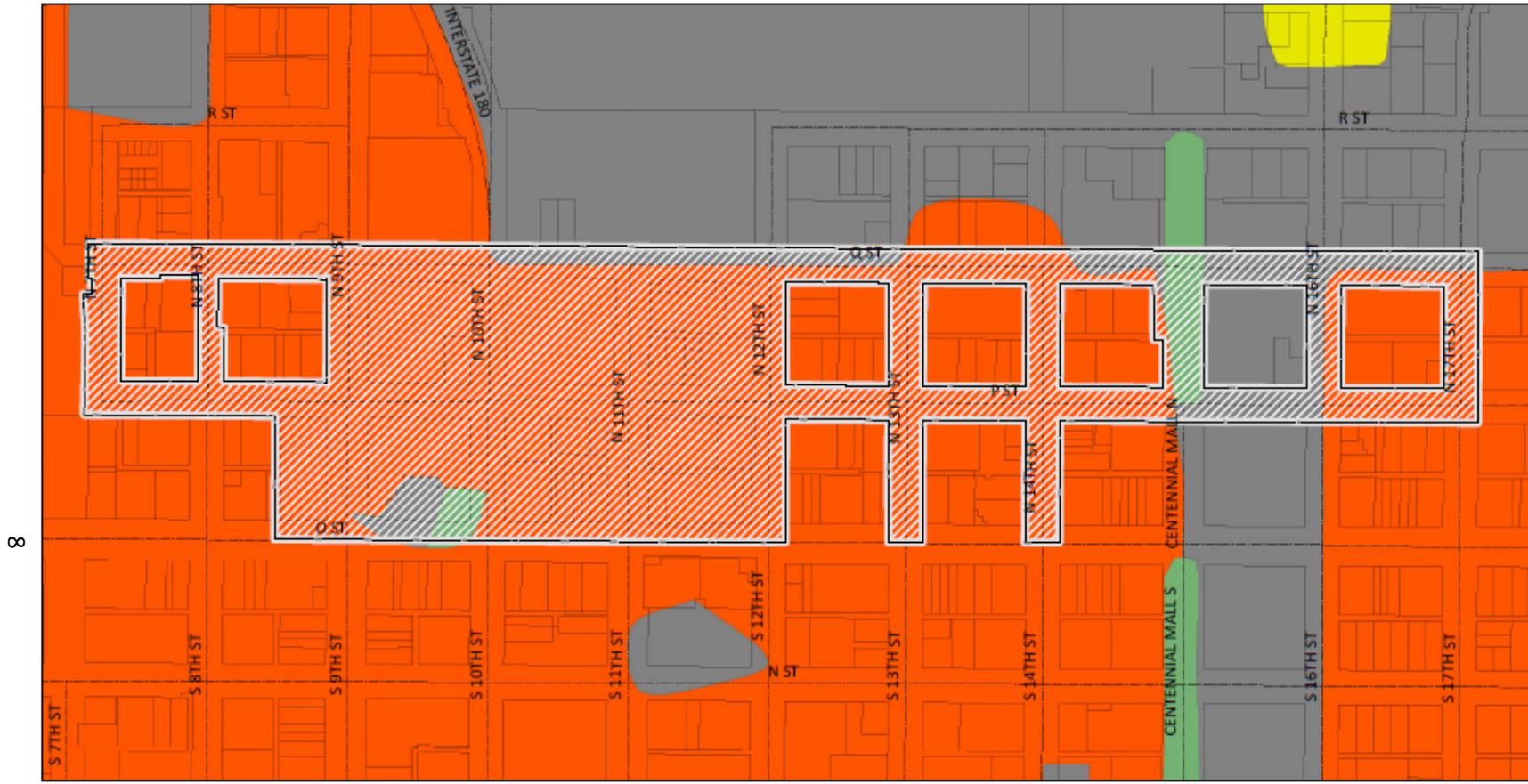


Figure IV-120: Entertainment Center / Old Federal Building / Retail Corridor Redevelopment Project





8

Figure IV-121: Future Land Use
 Entertainment Center / Old Federal Building / Retail Corridor Redevelopment Project

Proposed Project Area
 Streets
 CAT
 Commercial
 Green Space
 Public & Semi-Public
 Residential - Urban Density

City of Lincoln - Urban Development Department



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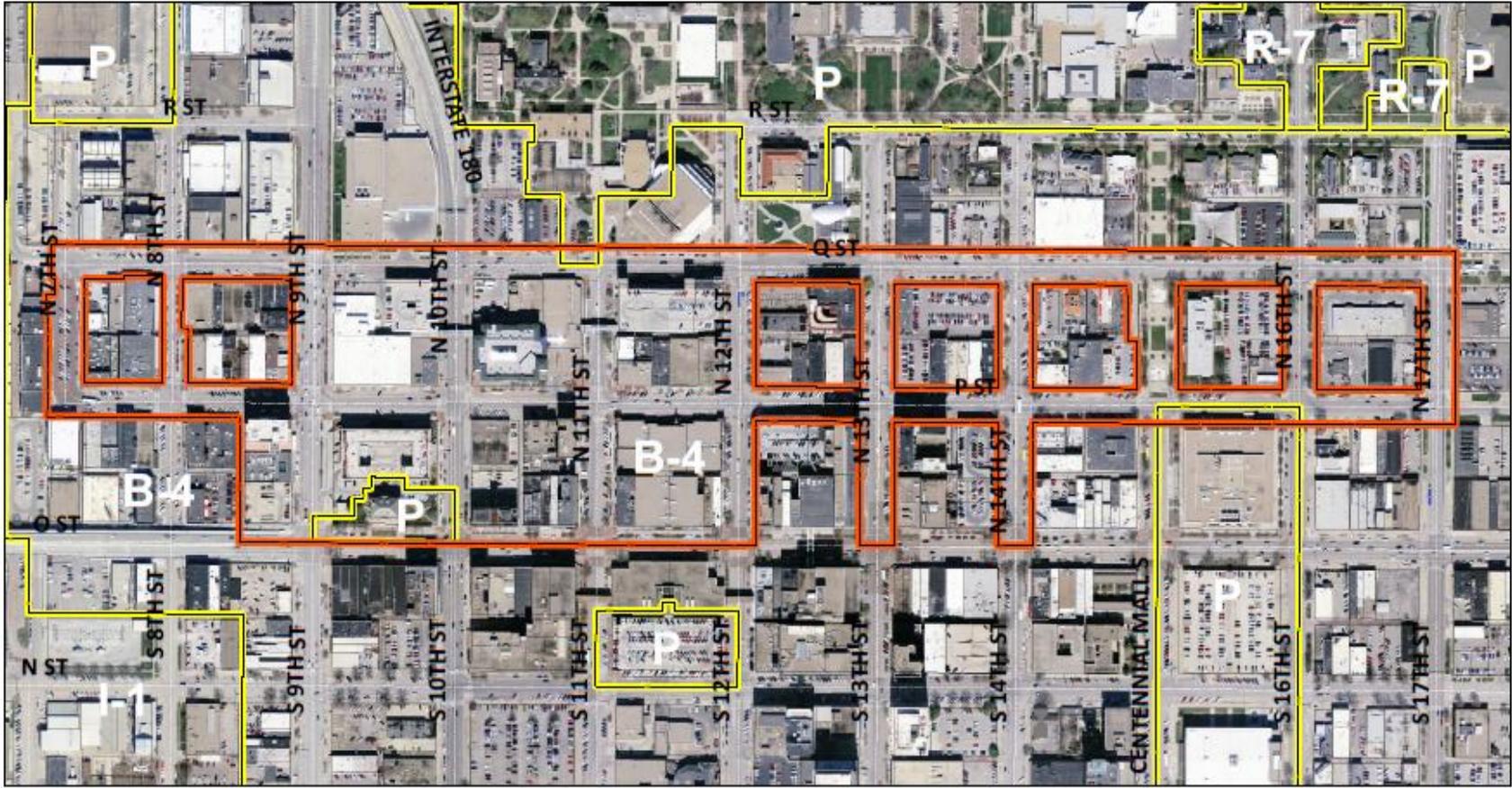


Figure IV-122: Zoning
 Entertainment Center / Old Federal Building / Retail Corridor Redevelopment Project

 Proposed Project Area  Zoning

City of Lincoln - Urban Development Department

