City Council Introduction: **Monday**, September 17, 2012
Public Hearing: **Monday**, September 24, 2012, at **5:30** p.m. Bill No. 12-118

FACTSHEET

TITLE: **CHANGE OF ZONE NO. 12026,** from R-6 Residential District to R-6 Residential District with a Landmark Overlay, requested by NeighborWorks Lincoln, on property located at the northwest corner of North 26th Street and Q Street (2530 Q Street).

STAFF RECOMMENDATION: Approval.

ASSOCIATED REQUEST: Special Permit No. 12030 (12R-222).

SPONSOR: Planning Department

BOARD/COMMITTEE: Planning Commission
Public Hearing: 09/05/12
Administrative Action: 09/05/12

RECOMMENDATION: Approval (8-0: Hove, Sunderman, Lust, Weber, Butcher, Gaylor Baird, Francis and Cornelius voting 'yes').

FINDINGS OF FACT:

1. This is a request to designate the Dr. O.C. Reynolds House located at 2530 Q Street as a Landmark. This request for landmark designation and the associated Special Permit No. 12030 to allow use of the proposed landmark as offices, educational center and meeting space were heard at the same time before the Planning Commission.

2. The staff recommendation of approval of the landmark designation is based upon the "Analysis" as set forth on p.3-4, concluding that designation of the property as a Landmark protects a unique neighborhood structure with historic significance, and provides the opportunity to request the special permit which encourages rehabilitation and reuse of the proposed landmark. This request complies with the Zoning Ordinance and is consistent with the Comprehensive Plan. The staff presentation is found on p.5-6.

3. This Landmark designation and the associated special permit have been reviewed by the Historic Preservation Commission with a recommendation of approval (See Minutes, p.15-17).

4. The associated Preservation Guidelines are attached as Exhibit "A" to the ordinance for this change of zone.

5. The applicant's testimony is found on p.6.

6. There was no testimony in opposition.

7. On September 5, 2012, the Planning Commission voted 8-0 to recommend approval of the landmark designation.

8. On September 5, 2012, the Planning Commission also voted 8-0 to recommend conditional approval of the associated Special Permit No. 12030.

FACTSHEET PREPARED BY: Jean L. Preister **DATE**: September 10, 2012

REVIEWED BY: Marvin Krout, Director of Planning **DATE**: September 10, 2012

REFERENCE NUMBER: FS\CC\2012\CZ12026 HP+

LINCOLN/LANCASTER COUNTY PLANNING STAFF REPORT

for September 5, 2012 PLANNING COMMISSION MEETING

PROJECT #: Change of Zone #12026--Landmark Designation of the Dr. O. C. Reynolds House

PROPOSAL: Designation of the property at 2530 Q Street as a Landmark (from R-6 Residential to R-6 Residential with Landmark Overlay).

LOCATION: 2530 Q Street

LAND AREA: Approximately 21,389 sq. ft., more or less.

EXISTING ZONING: R-6 Residential

WAIVER/MODIFICATION REQUEST:
See SP #12030

CONCLUSION: The landmark designation protects a unique neighborhood structure with historic significance, and provides the opportunity to request the special permit which encourages rehabilitation and reuse of the proposed landmark. This request complies with the Zoning Ordinance and is consistent with the Comprehensive Plan.

RECOMMENDATION FOR CHANGE OF ZONE 12026HP:	Approval of Landmark designation

GENERAL INFORMATION:

LEGAL DESCRIPTION: Lots 10, 11, and 12, Block 2, Kinney's "O" Street Addition, located in the southeast quarter of Section 24-10-06, Lincoln, Lancaster County, Nebraska.

EXISTING LAND USE: Vacant single-family residence.

SURROUNDING LAND USE AND ZONING:

North:	Residential (single & multi-family)	R-6
South:	Residential (multi-family)	R-6
East:	Residential (duplex)	R-6
West:	Residential (single family)	R-6

HISTORY:

1905 Built as single family residence.

1930s Converted to lodging house.

1990s-2000s "De-converted" back to single family residence.

UTILITIES: The site is served by all public utilities.

PUBLIC SERVICE: The property is in the Lincoln Public School District (Lancaster District 001) and has all City of Lincoln services.

ALTERATIVE USES: Landmark designation does not by itself change the permitted uses in the R-6 Residential District. Permitted uses in R-6 district include continuation as single-family residence or modification/demolition for up to 19 dwelling units.

COMPREHENSIVE PLAN SPECIFICATIONS:

Pg 1.9 - The Future Land Use Map of the Comprehensive Plan designates this area as residential.

Pg 4.6, 4.9- "Placemaking" chapter encourages identification and protection of broad range of historic resources, and incentives for maintenance and continued use.

ASSOCIATED APPLICATION: Special Permit #12030.

ANALYSIS:

Lincoln Municipal Code, section 27.57.120 provides for designation of landmarks that are *"Associated with events, person, or persons who have made a significant contribution to the history, heritage, or culture of the City of Lincoln, the County of Lancaster, the State of Nebraska, or the United States*" or that "*Represent a distinctive architectural style or innovation...*"

1. The Dr. A. O. Reynolds House is among the earliest and is perhaps the grandest historic house in Lincoln built of concrete blocks, "the new building material" of the early 20th century. In addition, Dr. Reynolds, as chief of the medical staff at St. Elizabeth Hospital, was a leading medical practitioner in the city.

2. The Reynolds House originally occupied a parcel measuring 100'x142' (Lots 10 and 11). An earlier home that occupied the 50'x142' parcel (Lot 12) adjacent to the east was demolished in 1977. Another small house that occupied north portions of Lots 11 and 12 was demolished around 2000. The landmark application includes all of Lots 10, 11, and 12–a parcel measuring 150'x142'.
   Although the easternmost lot has not always been associated with the Reynolds House, it extends the original ample lot and provides a prominent vista of the Reynolds House to occupants of west-bound vehicles on one-way Q Street. Protecting this lot and reviewing any changes to it are matters in the best interest of the preservation of the landmark house.

3. The Historic Preservation Commission held a hearing on the application on August 16, 2012. The Preservation Commission voted to recommend approval of the landmark application.

4. The property is adjacent to a mixed-density residential uses. It has been on the market for an extended period without attracting a purchaser for residential use.

5. The proposed preservation guidelines for the Dr. Reynolds House are attached as Exhibit A. They are based on typical guidelines for Lincoln Landmarks.

Prepared by:

Ed Zimmer, 441-6360, ezimmer@lincoln.ne.gov
Planner
June 17, 2011

APPLICANT: NeighborWorks Lincoln
Mike Renken, Executive Director
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Lincoln, NE 68503
402-477-7181
Mrenken@nwlincoln.org

OWNER: Stanley A. and Rachel L. Parker
723 Lancashire Court
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(402)730-5499

CONTACT: Kent Seacrest
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Lincoln, NE 68508
(402)435-6000
kent@sk-law.com

CHANGE OF ZONE NO. 12026
and
SPECIAL PERMIT NO. 12030

PUBLIC HEARING BEFORE PLANNING COMMISSION: September 5, 2012

Members present: Hove, Sunderman, Lust, Weber, Butcher, Baylor Baird, Francis and Cornelius.

Staff recommendation: Approval of the change of zone and conditional approval of the special permit.

There were no ex parte communications disclosed.

Staff presentation:

1. Ed Zimmer of Planning Department presented the proposal for designation of the Dr. O.C. Reynolds House as a historic landmark. This is a 1905 house built of full concrete block at 26th & Q Streets on the north side. It was advertised at the time as "new building material". It is very substantial in its design and construction; rather ornate in finish with alternating pattern of narrow and wide blocks; bay windows on the west side; contrasting material of the molded block – this block was usually used for the foundation of a building rather than the entire house; the house still retains some of its nice woodwork on the exterior and interior. This application includes three lots with 150' of frontage on Q Street because it appears reasonable for the views of the house to have all three lots included in the landmark. There are presently two garages to the rear, the smaller of which will be removed and the larger garage will be used as a classroom.

Zimmer advised that the Historic Preservation Commission has reviewed this application and recommends approval, with the standards and preservation guidelines which are typical of landmarks.

Lust wondered whether the small garage has any historical significance. Zimmer stated that it is the older of the garages. It is a nice piece but in providing appropriate parking for the new use, something has to go. They considered parking in the side yard but that had much more impact on the residential character of the neighborhood and it really seems a better choice to provide the parking off the alley. This house was built for Dr. Reynolds who was chief of staff at St. Elizabeth Hospital. At that time, St. Elizabeth was the only general hospital in Lincoln.

2. Stacey Hageman of Planning staff presented the proposed special permit application, which is contingent upon the approval of the landmark designation by the City Council. The applicant, NeighborWorks, is proposing to use the house as their office, an educational center and meeting space. It fits well within the area with dense residential across the street. They are proposing to use the garage in the back as a classroom space, requiring a waiver of the rear yard setback. There is a small addition to the garage that is very inconspicuous. They are also proposing a handicap ramp that would connect to the front porch.

The special permit requests that the parking requirement be reduced to 11 stalls. Currently the requirement for office use would be 16 stalls based on the square footage of the house, and the assembly space in the garage would require 18 stalls. If the property were developed as multi-family use, it would require up to 34 parking stalls. There is on-street parking available along 26th Street. The alley will be paved. The easternmost parking stall encroaches into that front yard, thereby requiring a reduction of the front yard setback.

The staff recommends conditional approval. The architectural details of the renovations and additions, the proposed signage and alterations of the landscape will be submitted for approval to the Historic Preservation Commission. The Historic Preservation Commission also reviewed this special permit and recommends approval.

Support

1. Mike Renken, NeighborWorks Lincoln, the applicant, advised that NeighborWorks has been a 501(c)3 nonprofit for 26 years with a mission to keep Lincoln safe and prosperous through neighborhood revitalization and home ownership. Malone has been a predominant neighborhood for NeighborWorks where many rehabs have been done. The office is now located in a temporary facility at 23rd & Q. That location occurred because of the Matt Talbot facility moving out to the Carnegie Library. The subject property surfaced last summer and NeighborWorks felt this would be a great way to find a new home and do some good in a neighborhood.

NeighborWorks is excited about the opportunity to move into a home and not change it from a home to make it an office. It will be utilized as it is. Thus, it can be de-converted at any point in time and return to home ownership.

Renken advised that NeighborWorks did meet with the Hawley Area Association and there was unanimous approval. They also sent out 14 letters to the surrounding neighbors and met with them last Thursday, with just one person attending and in support.

Francis inquired whether central air would be added to the garage for its use as a classroom. Renken stated that it would. Renken added that because of Antelope Creek and TIF financing, NeighborWorks has also made a commitment to the City to use the meeting room for public meetings and to also use the parking.

2. DaNay Kalkowski, appeared on behalf of the applicant, pointing out that Condition #3 in the special permit contains an incorrect reference to Title 27. It should be §27.63.400 instead of §27.69.400.

There was no testimony in opposition.

CHANGE OF ZONE NO. 12026
ACTION BY PLANNING COMMISSION: September 5, 2012

Francis moved approval, seconded by Lust.

Francis believes this is a great use for this building and a great solution for NeighborWorks' office space.

Lust believes this is a great example of redevelopment in the neighborhood; the kind of project that we are encouraging through the Comprehensive Plan; she loves it when the Historic Preservation Commission gives the Planning Commission a report. She is thrilled with the entire project.

Gaylor Baird pointed out that it meets two of the three standards in terms of being designated as a landmark; it is associated with a historical person of significance in our community. It also meets the standard of having a distinctive architectural feature which is a clear case for landmark status. We have heard today that this allows for a really good opportunity for rehabilitation and productive reuse. The applicant has stressed the care that has been taken to maintain this home in a way that it actually could be de-converted to use as a home, so there is special attention given to the historic nature of this building; the parking is not as intensive as it might otherwise be; and we have heard that the neighborhood association supports it and there is some public benefit to be gained by approving this. She wholeheartedly supports both the change of zone and special permit.

Motion for approval carried 8-0: Hove, Sunderman, Lust, Weber, Butcher, Gaylor Baird, Francis and Cornelius voting 'yes'. This is a recommendation to the City Council.

SPECIAL PERMIT NO. 12030
ACTION BY PLANNING COMMISSION: September 5, 2012

Francis made a motion to approve the staff recommendation of conditional approval, with the amendment to Condition #3 requested by the applicant, seconded by Lust, and carried 8-0: Hove, Sunderman, Lust, Weber, Butcher, Gaylor Baird, Francis and Cornelius voting 'yes'. This is a recommendation to the City Council.

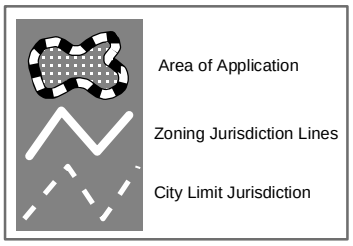
2010 aerial

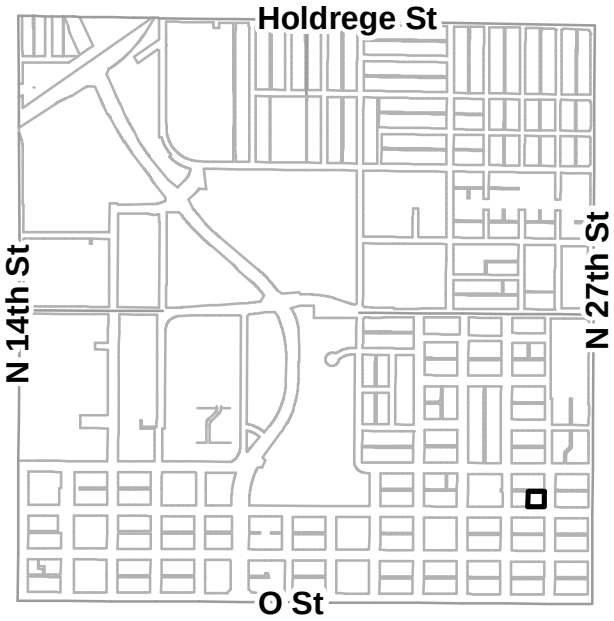
Change of Zone #12026 (Landmark) & Special Permit #12030 N 26th & Q St

Zoning:

R-1 to R-8	Residential District
AG	Agricultural District
AGR	Agricultural Residential District
O-1	Office District
O-2	Suburban Office District
O-3	Office Park District
R-T	Residential Transition District
B-1	Local Business District
B-2	Planned Neighborhood Business District
B-3	Commercial District
B-4	Lincoln Center Business District
B-5	Planned Regional Business District
H-1	Interstate Commercial District
H-2	Highway Business District
H-3	Highway Commercial District
H-4	General Commercial District
I-1	Industrial District
I-2	Industrial Park District
I-3	Employment Center District
P	Public Use District

One Square Mile
Sec. 24 T10N R06E





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APPLICATION FOR LANDMARK OR LANDMARK DISTRICT DESIGNATION
ADDENDUM TO PETITION TO AMEND THE ZONING ORDINANCE
LINCOLN, NEBRASKA

1. NAME
   Historic **Dr. O. C. Reynolds House**
   and/or Common
   NeHBS Site **LC13:D9-299**

2. LOCATION
   Address **2530 Q Street, Lincoln, NE 68503**

3. CLASSIFICATION

Proposed Designation	Category
X Landmark	X building(s)

Present Use X private residence

4. OWNER OF PROPERTY

   Name **Stanley & Rachel Parker**
   Address **723 Lancashire Court, Lincoln, NE 68510**

5. GEOGRAPHICAL DATA

   Legal Description **Lots 10-12, Block 2, Kinney's O Street Addition, Lincoln, Lancaster County, NE**

   Property ID Number **10-24-426-010-000**

   Number of Acres or Square Feet: **21.389 Sq. Ft.(more or less)**

6. REPRESENTATION IN EXISTING SURVEYS

   Title ***Architectural and Historical Site Survey of Lincoln***

   Date **on-going** ____State___County X Local

   Depository for survey records
   Lincoln/Lancaster County Planning Dept, Lincoln, NE
   Is proposed Landmark or Landmark District listed in the National Register? X no

7. DESCRIPTION AND HISTORY

   Condition

____excellent ____deteriorated ____unaltered _X__original site
__X_good ____ruins __x_altered ____moved date_____
____fair ____unexposed

DESCRIPTION:

The Dr. O. C. Reynolds House is a 2.5 story, American Foursquare residence with a hipped roof and quarry-faced, concrete-block exterior walls. The house is square in plan with a full-length front (south) porch and oriel projections on the side (east and west) walls. There are hipped dormers on all roof pitches, including twin dormers on the south pitch.

The block walls are comprised of alternating wide and narrow courses. The sills, lintels, watertable, and second-floor sill course all are smooth blocks, adding to the textural richness of the exterior. The double-hung windows have diamond-pane muntins in some of the upper sash of the first floor, and a Roman Revival "criss-cross" pattern in the muntins of the second and third floor upper sash.

The wide south porch has a hipped roof and square piers formed of alternating wide and narrow bands, like the walls. The east walls features a bowed oriel near the center, with curved sash and glass, and a shallow rectangular bay to the north. There is a tall red brick chimney on the east pitch of the roof.

The west oriel occurs at the level of the main stair landing and is clad in clapboards, not concrete blocks. On the interior, that oriel provides a window seat.

Even though the house was converted to a 12-unit rooming house in the 1930s, room configurations and many original features persisted through the rooming house use and its return to single family use around 2000. The main entrance opens onto a small, tile-floored vestibule, in turn opening on a central circulation and stairhall. The main staircase is to the left (west) and a screen of Corinthian piers sets off the living room to the east. North of the living room is the original dining room, while the kitchen is in the northwest corner of the main floor. The second floor provided bedrooms. Small rooms in the attic suggest that

the house may originally have served as a private hospital as well as Dr. Reynolds' residence.

HISTORY:
The house at 2530 Q Street was built in 1905 by D. B. Howard for an estimated $10,000. The original owners and residents were Otero C. and Nannie C. Reynolds. Dr. O. C. Reynolds (1857-1911) was a prominent Lincoln physician and surgeon who trained at Louisville (KY) Medical College and St. Louis University. He practice in Seward, NE for sixteen years before coming to Lincoln around 1895. At the time of his death he was president of the medical staff at St. Elizabeth Hospital, then Lincoln's only general hospital.

In addition to Reynolds' significance, the house stands out among the earliest examples of concrete block construction in Lincoln. It was illustrated in *Nebraska State Journal* soon after it was built with the caption

> "NEW HOUSE BUILT OF CEMENT BLOCKS. Cement, the new building material, is coming into general use in Lincoln. The residence of Dr. O. C. Reynolds, at 2530 Q street, shows the character of house that can be created with its aid."
> *Nebraska State Journal,* 12/30/1906.

In the first few years of the 20th century, concrete block almost completely supplanted local limestone as a foundation material for Lincoln houses. A small number of home also used the material for the whole exterior structure, of which Dr. Reynolds house is among the earliest, largest, and best-preserved.

Originally the house also had a red "mission" tile roof. The most similar local house in size, style, and materials is the Leavitt Farmhouse, built approximately five years later. That house was formerly located on the V. A. Medical Center campus (originally the Leavitt farmstead). It subsequently was moved to rural Lancaster County on S. 148th Street, where it is used as a B&B inn.

8. SIGNIFICANCE

Period	Areas of Significance-Check and justify	
X 1900-	x architecture	X medicine

Specific dates: 1905, 1905-1911

Builder/Architect: D. B. Howard (builder)

Statement of Significance:
Built for a prominent physician, the Dr. Otero C. Reynolds House is an early, elaborate, and well-preserved example of the use of concrete block as a building material, applied to an American Foursquare house.

9. STANDARDS FOR DESIGNATION
(Check one(s) that apply)

X — Associated with events, person, or persons who have made a significant contribution to the history, heritage, or culture of the City of Lincoln, the County of Lancaster, the State of Nebraska, or the United States;

x — Represents a distinctive architectural style or innovation, or is the work of a craftsman whose individual work is significant in the development of the City of Lincoln, the County of Lancaster, the State of Nebraska, or the United States; or

____ Represents archeological values in that it yields or may be likely to yield information pertaining to pre-history or history.

10. MAJOR BIBLIOGRAPHICAL REFERENCES

"Sudden Death of Dr. Reynolds," *Lincoln Star,* 5/16/1911.

"New House built of Cement Blocks," *Nebraska State Journal,* 12/30/1906.

Lincoln building permit 393, 1905.

Sanborn atlases.

Lancaster County Deeds, including Mlien K:466, 1905.

11. FORM PREPARED BY:

Name/Title: Ed Zimmer, Historic Preservation Planner

Organization: Lincoln/Lanc. County Planning Dept.

Date Submitted: August 10, 2012

Street & Number 555 S. 10th St. Telephone: (402)441-6360

City: Lincoln State: NE 68508

Signature_____

FOR HISTORIC PRESERVATION COMMISSION USE ONLY:

DATE LANDMARK/LANDMARK DISTRICT DESIGNATED

LANDMARK/LANDMARK DISTRICT NUMBER

M:\plan\historic\Landmarks\LMARKS\ReynoldsHs\ReynoldsApp.wpd

Excerpt from **MEETING RECORD**

NAME OF GROUP:	HISTORIC PRESERVATION COMMISSION
DATE, TIME AND PLACE OF MEETING:	Thursday, August 16, 2012, 1:30 p.m., Conference Room 214, 2nd Floor, County-City Building, 555 S. 10th Street, Lincoln, Nebraska
MEMBERS IN ATTENDANCE:	Cathy Beecham, Tim Francis, Jim Johnson, Berwyn Jones, Jim McKee and Greg Munn (Liz Kuhlman absent). Ed Zimmer, Stacey Groshong Hageman and Teresa McKinstry of the Planning Department; and other interested citizens.
STATED PURPOSE OF MEETING:	Regular Historic Preservation Commission Meeting

Chair Greg Munn called the meeting to order and acknowledged the posting of the Open Meetings Act in the room.

Munn then requested a motion approving the minutes for the regular meeting held July 19, 2012. Motion for approval made by Johnson, seconded by Jones and carried 6-0: Beecham, Francis, Johnson, Jones, McKee and Munn voting 'yes'; Kuhlman absent.

APPLICATIONS BY KENT SEACREST ON BEHALF OF NEIGHBORWORKS LINCOLN, THAT THE DR. O.C. REYNOLDS HOUSE, 2530 Q STREET BE GRANTED
(a) LANDMARK DESIGNATION UNDER LMC 27.57.120 &
(b) A SPECIAL PERMIT FOR HISTORIC PRESERVATION UNDER LMC 27.63.400
PUBLIC HEARING: August 16, 2012

Members present: Beecham, Francis, Johnson, Jones, McKee and Munn; Kuhlman absent.

Ed Zimmer stated that there are two parts to this application. The existing zoning of the large house at 2530 Q St. is R-6 residential, so NeighborWorks can't locate their offices in it, but it can be allowed under a landmark designation and special permit. These applications will go on to appear before Planning Commission and City Council. The landmark application has been drafted.

It was built in 1905 for Dr. O.C. Reynolds. The house appeared in the newspaper at that time as an example of what could be done with concrete blocks, "the new building material." People in the past have looked for ways to use and preserve this house. It has been used as a rooming house. A private family renovated the interior and moved out a few years ago. NeighborWorks has been in this neighborhood and renovating houses for many years. They hope to use this as office space. It will be kept in essentially single

family condition. They seek to convert the existing three stall garage into a classroom. It would be preserved in a condition that could easily be converted back into a garage.

Beecham inquired as to the condition of the cement blocks. Zimmer responded that it seems to be pretty sound. The previous family did a lot of interior work. There is a nice exterior pattern with a lot of texture. The piers of the front porch use blocks. The window sills and string courses use smooth-faced block. This is a nicely detailed house.

The small single garage would be taken down. They could accommodate essential parking for staff along the alley. There is some on-street parking in the vicinity.

Beecham further inquired how much yard will be lost. Zimmer responded that the applicant wants to minimize the amount of concrete installed. Public Works would like to see a 20 foot width on the alley instead of 16 feet. He doesn't know yet what the signs would look like yet. The accessible ramp hasn't been designed yet, either. Those details would be required to come back to the Commission for review of appropriateness, if the permit is granted with the recommended conditions.

Beecham questioned if there is a reason for placing the ramp on the more visible side of the property. Zimmer believes this provides more direct access from the designated handicapped parking stalls. It will make it more accessible.

McKee wondered about the porch addition details. Zimmer replied that these details will be back before this commission.

Jones inquired if a ramp could be done entering from the rear of the house. Zimmer replied that the challenge would be maintaining the interior features and kitchen space.

Beecham questioned if anything has been presented to the neighborhood. Kent Seacrest replied that a neighborhood meeting has been scheduled before the Planning Commission hearing on September 26, 2012. The initial response seems to be very supportive. They are excited to try and keep the property looking like it does now.

Zimmer noted that the commission might be presented with a gazebo in the future that would utilize the open yard to the east.

ACTION:

McKee moved approval of the landmark designation, seconded by Jones and carried 5-0: Beecham, Johnson, Jones, McKee and Munn voting 'yes'; Francis abstained; Kuhlman absent.

McKee moved approval of the special permit with conditions as requested by staff, seconded by Johnson.

Beecham believes it would be great to have a letter from the neighborhood association before the Planning Commission hearing.

Zimmer noted that the applicant would pay for pavement of the alley up to the west property line–150 feet.

Motion for conditional approval carried 5-0: Beecham, Johnson, Jones, McKee and Munn voting 'yes'; Francis abstained; Kuhlman absent.

The meeting was adjourned at 3:15 p.m.

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