



NEBRASKA CAPITOL ENVIRONS COMMISSION

The Nebraska Capitol Environs Commission will hold a meeting on **Friday, April 23, 2021**. The meeting will convene at **8:30 a.m.** in the **City Council Chambers**, Hearing Room 112 on the 1st Floor of the County/City Building, 555 S. 10th Street (10th & "K" Streets), Lincoln, Nebraska.

For more information, please contact the Lincoln/Lancaster County Planning Department at 402-441-7491.

AGENDA

April 23, 2021

1. Approval of meeting record of [March 26, 2021](#)

Public Hearing & Action

2. New construction work at [1111 Lincoln Mall, 601 South 12th Street, and 1106 H Street](#). (*NEBCO, Inc.; UDR21026*)

Discussion

3. [O-1 zoning text amendment and the South of Downtown PUD](#)
4. [Comprehensive Plan Update/Discussion](#)
5. Miscellaneous & staff report

Accommodation Notice

The City of Lincoln complies with Title VI of the Civil Rights Act of 1964 and Section 504 of the Rehabilitation Act of 1973 guidelines. Ensuring the public's access to and participation in public meetings is a priority for the City of Lincoln. In the event you are in need of a reasonable accommodation in order to attend or participate in a public meeting conducted by the City of Lincoln, please contact the Director of Equity and Diversity, Lincoln Commission on Human Rights, at 402-441-7624 as soon as possible before the scheduled meeting date in order to make your request.

To: **Nebraska Capitol Environs Commission**
From: Collin Christopher
Re: Agenda for April 23, 2021
Date: April 15, 2021

Item 2: New construction work at 1111 Lincoln Mall, 601 South 12th Street, and 1106 H Street

NEBCO is applying for a certificate of appropriateness for new construction work along Lincoln Mall, after receiving a certificate for demolition work at last month's Capitol Environs meeting. Like the demolition certificate, the certificate for new construction would cover work at 1111 Lincoln Mall, 601 South 12th Street, and 1106 H Street.

The concept for new construction is to develop an office building to be called 2 Landmark Centre that closely mimics the design aesthetic and functionality of the two existing Landmark buildings (1 Landmark Centre and 3 Landmark Centre) located on the north side of Lincoln Mall. Analysis provided below summarizes how the proposed plan meets or responds to the Capitol Environs Design Standards, as well as other relevant standards and zoning requirements.

Building and Façade Analysis

- The building height falls below the 57' height restriction for Lincoln Mall. The applicant has also shown a non-occupied penthouse of up to 20' in height that would presumably house necessary mechanical appurtenances. This would be allowed under the section of the Municipal Code highlighted below. However, this allowance is contingent on said appurtenances being "set back a minimum of fifteen feet from all faces of a building when said faces are adjacent to a street." In reviewing the plans provided by the applicant, this required setback may not be currently achieved on the 12th Street side. Though the Capitol Environs Design Standard provide some wiggle room for projects that meet the intent of the standards, requirements of the Municipal Code typically do not allow for such interpretations.

Chapter 27.56 CAPITOL ENVIRONS DISTRICT

27.56.030 Height of Buildings in Capitol Environs Area.

Notwithstanding the zoning on the property or the other rules and regulations of this title, there shall be established the following maximum heights for buildings and structures located in the shaded area on the Capitol Environs District Height Regulations Map.

- a. No building located within this district shall exceed the building height limit as shown on the Capitol Environs District Height Regulations Map, or the maximum building height permitted in the underlying zoning district, whichever is less.
- b. Any of the appurtenances listed in Section 27.72.110(b) of this title may not exceed twenty feet in height above the maximum permitted in subsection (a) hereof. In addition, all of said appurtenances must be set back a minimum of fifteen feet from all faces of a building when said faces are adjacent to a street. (Ord. 20416 §2; December 19, 2016: prior Ord. 12935 §3; June 9, 1980: Ord. 12571 §279; May 8, 1979).

- Regarding the façade of the proposed building, it appears to conform with the Capitol Environs Design Standards, as highlighted in the excerpt below:

Design Standard 9: Facades

New buildings in the District should be designed to enhance the setting of the Capitol and their immediate surroundings. When those surroundings have a high degree of cohesiveness, new designs should be compatible with their setting, strengthening the visual relationships found among existing buildings and landscape features. In areas that lack cohesion, designs should be proposed that offer themes and patterns that can be further expanded in future development.

Brick, stone, or other richly textured, highly durable masonry is desirable for building exteriors on Capitol Square, Centennial Mall, and Lincoln Mall. Permanence should be an overriding characteristic in the choice of exterior materials. Colors should be drawn from a muted palette of warm, earth tones or shades of white, with the context of surrounding buildings as a guide.

In the rehabilitation of existing buildings, retention of high-quality materials and use of new, durable, and high-quality materials is also desirable.

- The proposed building also generally conforms to Design Standard 12 and its associated guidelines. Each of the highlighted requirements shown below are being met within the proposed design.

Design Standard 12: Reinforcing the Edges of the Malls

The Malls should provide dignified pedestrian and vehicular environments, with well-defined edges and a variety of Capitol views. To reinforce the edges of the District's spaces, it is essential that new buildings be oriented to their respective Mall, or to Capitol Square, and that new buildings have a consistent setback.

Guideline 12.1:

For new buildings constructed on property in the Capitol Environs District **not** facing Capitol Square but fronting one of the Malls, new buildings must be constructed with a well-defined eave or cornice line at least 30 feet in height on Centennial or Lincoln Mall and at least 20 feet in height on Goodhue Boulevard, J Street/West, and J Street/East.

Guideline 12.2:

The principal elevation of new buildings constructed on property that fronts on a Mall but does not front on Capitol Square must be oriented towards that Mall, including primary entrance and fenestration.

Guideline 12.3:

The principal facade of new buildings constructed on property facing Centennial or Lincoln Mall must be located on the property line towards the Mall. This guideline does not preclude use of courtyards or recessed entries as features when the full height of the main portion of the building clearly reinforces the desired edge. When the edge is strongly reinforced by a wall or landscape feature, a front yard may be considered.

- From a land use perspective, the building is planned to consist predominantly of office space, which is allowed within the O-1 zoning district and encouraged in Design Standard 14:

Design Standard 14: Buildings on Lincoln Mall

Lincoln Mall should be maintained and improved as a high-quality office and residential area, and as a symbolic link between state and local governments.

Landscape and Streetscape Analysis

- As previously highlighted, the proposed building is located along the property line adjacent to Lincoln Mall. This will serve to better define the edge of the Lincoln Mall landscape and views to the Capitol. The building is also being built to the property line on the S 11th Street and S 12th Street sides, which is very appropriate within the District.
- Existing trees along Lincoln Mall – as well as S 11th Street, and S 12th Street – are being preserved and new Oaks are being added. Overall, the proposed landscape appears to meet the landscape design standards for Lincoln Mall. Above all else, the landscape along the mall has been designed to blend in with its surroundings, including the landscape for the existing Landmark buildings to the north.

Design Standard 18: General Landscape of All Malls

The landscape of the Capitol Malls should enhance the Capitol setting and vistas:

- by providing canopy and definition at the mall edge, but leaving the centers of the malls more open, allowing on-axis views of the Capitol,
- by creating a sense of organization and unity through form, color, texture, and spacing that may be lacking in the adjacent architecture,
- by establishing a rhythm of visual and physical movement leading ultimately to the Capitol,
- by providing seasonal change and interest.

There is a delicate balance between a landscape that enhances and one that overwhelms—color and form changes should be in large sweeps and masses to avoid creating small, distracting focal points. The landscape should be bolder and more colorful closest to the Capitol.

Facing Capitol Square and the Malls, front yards shall not contain mechanical equipment, above-ground utilities, docks, or unscreened ramps. Architectural or planted screenings may be offered, with maintenance requirements.

Active use of the Malls should be encouraged by the selection and placement of landscape elements such as seating.

Design Standard 23: Lincoln Mall Landscape

The established lines of red oaks on Lincoln Mall are the most successful mature landscape element of the District. They should be maintained.

Guideline 23.1:

Replace the red oaks as necessary with red or scarlet oaks on the same spacing and in the same line.

- The visitor parking lot being proposed on the 1106 H Street property has been designed to include significant landscape screening along S 11 Street and H Street, as required by Chapter 3.50: Design Standards for Screening and Landscaping. This will represent a significant upgrade when compared with the lack of screening for the existing parking lot.



The above aerial perspective shows the proposed redevelopment project on the south side of Lincoln Mall, highlighting its visual similarities to 1 Landmark Centre and 3 Landmark Centre on the north side of Lincoln Mall.



The above aerial perspective shows the view toward the Capitol, looking east along Lincoln Mall. The proposed 2 Landmark Centre project can be seen on the right side of the image.



The site plan above shows proposed improvements to the block, which include a new office building with a parking garage, a surface parking lot for visitors, alley improvements, and streetscape enhancements adjacent to the building and the parking lot.

Recommended Finding: The design for this redevelopment project largely meets the intent of the design standards. (The possible exception to this would be the required setback for mechanical appurtenance in relationship to 12th Street.)

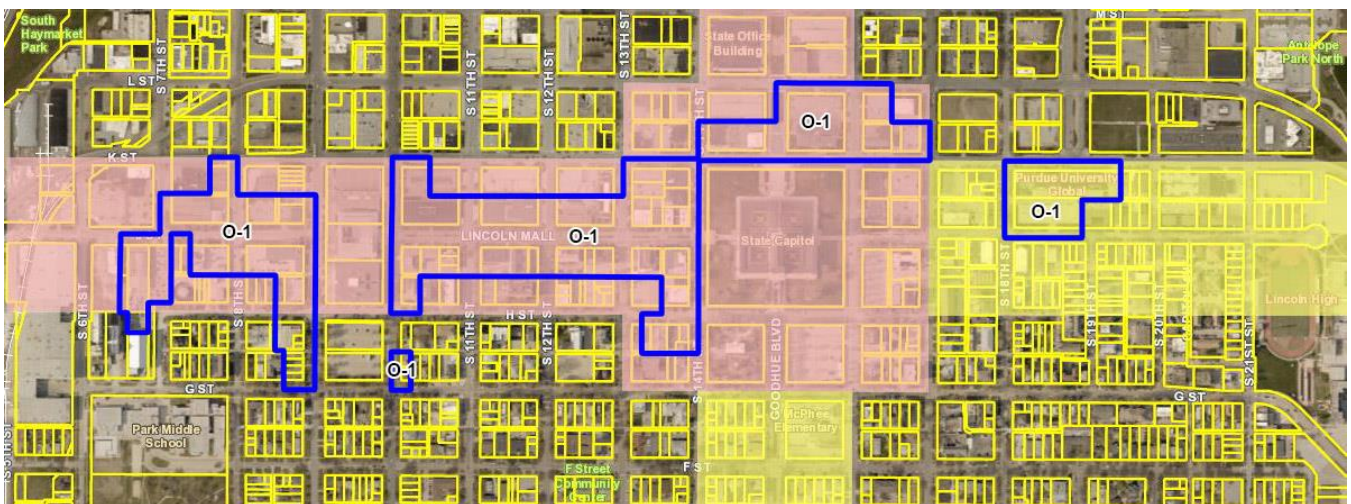
Recommended Action: Approval of a Certificate of Appropriateness for new construction at 1111 Lincoln Mall, 601 South 12th Street, and 1106 H Street (contingent on the applicant's willingness and ability to address any specific design concerns brought forth by the Commission, including the aforementioned setback issue).

Item 3: O-1 zoning text amendment and the South of Downtown PUD

On February 1, 2021, the City Council approved the South of Downtown Redevelopment and Strategic Plan. One of the recommendations of that plan was the formation of a Planned Unit Development (PUD) in the area generally defined by A Street, K Street, S 10th Street and S 17th Street. The guiding principles for this PUD were defined as:

- Facilitate a better balance of uses that fit the urban scale and predominantly residential character of the neighborhood, with the intent of effectively meeting the needs of its residents and business owners alike.
- Encourage the establishment of pedestrian-oriented, community-centric spaces that serve to activate the neighborhood, increase social participation, and improve community pride.
- Support an increase in private reinvestment and innovative development solutions in the neighborhood, while still maintaining affordable housing options.
- Build on the neighborhood's unique assets as reflected in both its range of historic buildings and diverse residents.
- Encourage affordable single- and two-family residential infill and redevelopment by simplifying and easing current zoning regulations for nonstandard residential lots.

Since adoption of the Redevelopment and Strategic Plan, city staff have been working with staff from the South of Downtown Community Development Organization (SDCDO) to refine the details of the PUD. In those discussions, an idea for an amendment to the O-1 Office District has taken shape. While this idea was originally meant to cover just the properties around Lincoln Mall that are zoned O-1, staff quickly realized that there are only a few pockets O-1 properties in Lincoln, and that they're all located in and around the Capitol Environs District, as shown on the map below.



The areas bounded by a thick blue line above represent the entirety of all properties with an O-1 zoning classification in Lincoln.

The change being considered centers on the desire to make restaurant uses a more viable alternative in the O-1 Office District. As such, the following changes are being proposed to the conditions that allow restaurants in this district:

- The first of two conditions for restaurants in this district states that, “Such use shall be located entirely within a building containing office or residential uses.” The proposed change would simply eliminate the word “entirely” from the condition. Based on conversations with city staff, this small change would allow restaurants to have a primary entrance from the exterior of the building, instead of requiring that the restaurant entrance be accessed from the interior of the building. It would not change the requirement that restaurants be located in buildings with office or residential uses. In other words, they are not and will not be allowed as a standalone use within the O-1 District.
- The second condition states that, “Such use shall not exceed twenty percent of the total square feet of floor area in such building.” The proposed change would increase the maximum allowable floor area from twenty to fifty percent.

In addition to those two modifications, the group working on the PUD is also considering the allowance of alcohol sales for restaurants within the O-1 District. This allowance would be designed to allow restaurants – but not bars – to serve alcohol as part of their business.

There are two questions that the Commission is being asked to weigh in on:

- 1) Are these changes appropriate for the O-1 properties along Lincoln Mall?
- 2) Are they appropriate for the other O-1 properties in and around the Capitol Environs District?

Staff will provide a more detailed overview of the PUD and the questions at hand on April 23rd.

Item 4: Comprehensive Plan update/discussion

The Planning Department is working to draft policies for the update to the City/County Comprehensive Plan. The current draft of the Placemaking Chapter has been attached for your review. This is an in-progress document that will continue to evolve. While many of the topics within this chapter have been carried over from the current version of the comprehensive plan, the Community Spaces topic is new to this update.

We’ll discuss a few of the placemaking topics at the April 23rd meeting, including those related to the Capitol Environs District.

F:\Boards\NCEC\REPORTS\2021\04-April\2021aprilmemo.EFZ.doc

**2 Landmark Centre
Redevelopment
Capitol Environs Meeting**

April 23, 2021

NEBCO
CONSTRUCTION ▪ REAL ESTATE ▪ RECREATION

**CLARK &
ENERSEN**



NEIGHBORHOOD CONTEXT

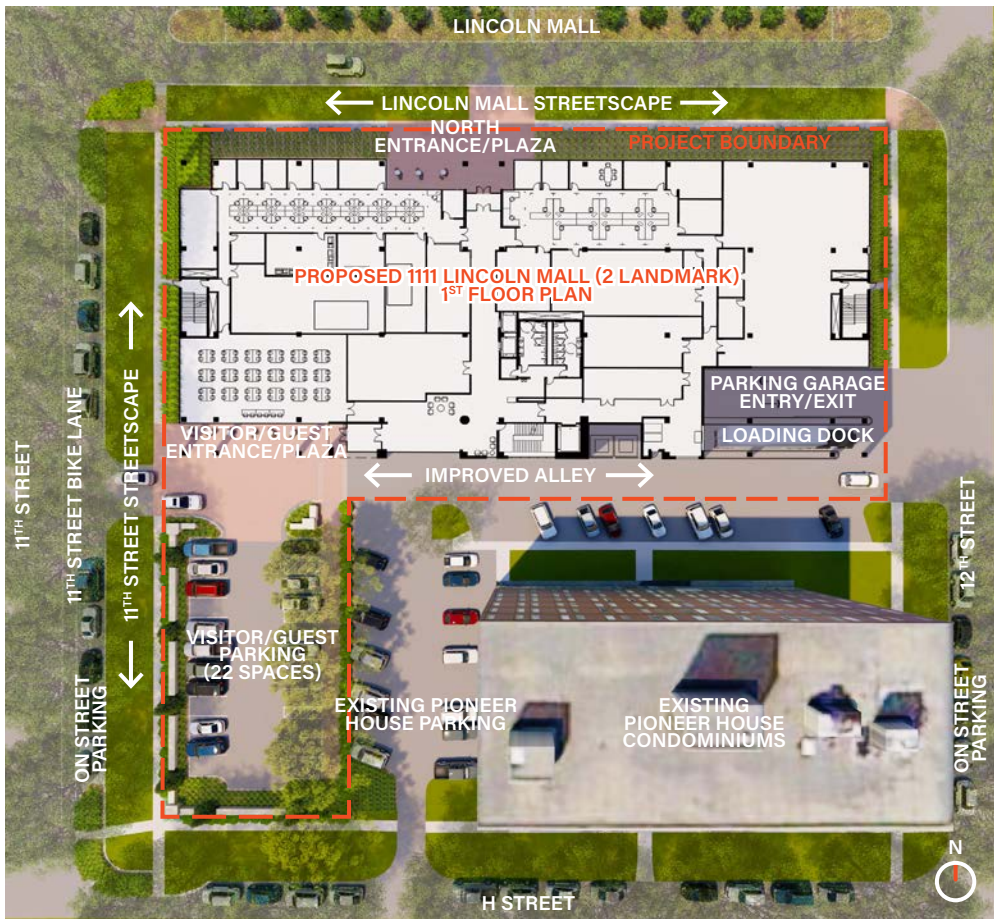
The 2 Landmark Centre Redevelopment Project is located on the south side of Lincoln Mall, between 11th Street and 12th Street. The buildings that align Lincoln Mall are a mix of Class A office space and residential (multi-level condominium/ apartment). The 2 Landmark Centre Redevelopment Project will be designed as the third of a series of modern Class A office buildings constructed on the Mall by NEBCO known as “Landmark” buildings. The other buildings were constructed in 2003 (1 Landmark Centre) and 2014 (3 Landmark Centre) and were reviewed and approved by the Capitol Environs Commission respectively. They had a significant impact on improving the overall quality of Lincoln Mall and were designed to complement architectural features seen in the historic State Capitol Building, as well as mid-20th Century modern architectural features seen in the City Hall complex to the west.

Both existing buildings provide parking on the north side of their sites, along K Street. One is a surface lot, while the other is a garage. Both parking areas have been designed with a higher quality of screening to enhance the surrounding corridor.

EXISTING BUILDING COMPLEX

The addresses of the properties that will be part of the 2 Landmark Centre Redevelopment project are 1111 Lincoln Mall, 601 S. 12th Street, and 1106 H Street. The condition of the existing building complex is dated, the floorplates are inefficient, and do not meet the standards of current NEBCO Class A office space. The 601 S. 12th Street building was destroyed by fire in 2020.

The existing buildings will be demolished during the first phase of the redevelopment project. The surface parking lot at 1106 H Street will be demolished later in the project.



FLOOR PLAN ON SITE



ARCHITECTURAL STRATEGY AND IMAGE

This project will be designed to meet the strict architectural design standards to maintain and enhance the aesthetic quality, historic value, spiritual dignity, and physical dominance of the Capitol over the cityscape while also maintaining and supporting Lincoln Mall's character as a pedestrian friendly, walkable corridor with mature trees, and other high-quality landscape features.

The goal of this redevelopment project is to create a cohesive architectural solution and strong identity for the 2 Landmark Centre Redevelopment Project utilizing the following strategies:

BUILDING PLACEMENT, TENTATIVE LAYOUT OF ENTRIES, RELATIONSHIP TO PARKING, DRIVEWAYS, ETC.

The north façade of the building will be situated directly adjacent to the the Mall. Visitor parking will be on a surface parking lot immediately south of the building with direct access to a primary building entrance. There will be entrances on the north, east, and south sides of the building, which will be in close proximity to a majority of employee parking and will primarily serve employees who will park and access the buldings from those directions.

EFFICIENCY OF LAYOUT

By virtue of the 142' x 300' floor plate that the full half block footprint allows, we are able to establish a large structural grid with wide column spacing. This results in an open floor plan, efficient operation and circulation, and flexibility to easily reconfigure work areas to accommodate unforeseen changes to the tenant's operational needs. By stacking the floors and creating a central elevator core and large service elevator that connects directly to the loading dock, we have effectively shortened the travel distance for staff and materials to their destination as opposed to a one floor solution.

FUNCTIONALITY OF THE BUILDING

The stacking of floors and a central elevator core serves to shorten the travel distance for staff to work areas and tenant spaces throughout the building. The large freight elevator adjacent to the loading dock allows for efficient transport of materials. The open floor plan on each floor allows for adequate workstation density and more net usable sf and efficiency of operations.

FINISHED CEILING HEIGHT

Floor plans and building elevations will allow for a finished ceiling height of 9 feet minimum, which is consistent with each of the other NEBCO owned buildings on Lincoln Mall. This will help to create a light and airy, uplifting work environment.

ARCHITECTURAL BUILDING MATERIALS

The exterior materials to be used on the proposed 2 Landmark Centre building will be similar to 3 Landmark Centre and 1 Landmark Centre. These materials include cream colored pre-cast concrete and brick which expresses permeance and stability, and colors that resemble the limestone used on the State Capitol. The roof of the structure will be fully adhered, black, 60 mil EPDM system with R-30 polyisocyanurate insulation to comply with the Nebraska Energy Code and 2018 International Energy Conservation Code. This will visually tie into the adjacent structures when viewed from the Capitol.

BUILDING SCALE AND PROPORTION OF FACADE ELEMENTS

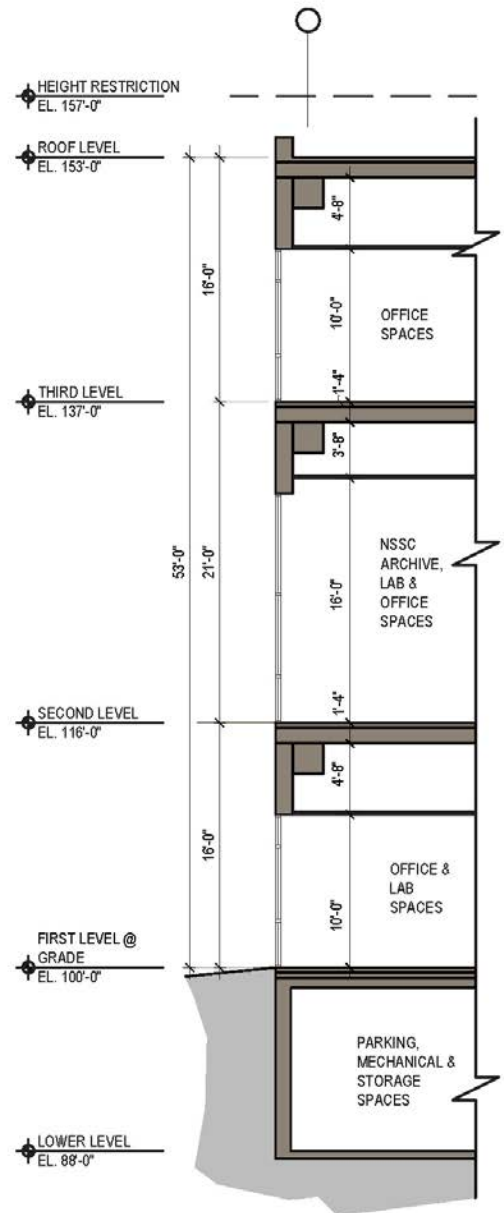
The building we are proposing will have occupied space that totals between 45 and 55 feet in height, with a penthouse not higher than 20 feet to fit within the height restrictions of the environs which call for a maximum of 57 feet with an additional 20 feet of non-occupied space. The design concept for the facility features the use of exterior colonnades that exude a stately and elegant presence that is respectful of the dignity of the State Capitol. Colonnades are typical features on each of NEBCO's Landmark buildings. Other distinguishable features include floor to ceiling windows and possible covered walk-out terraces, directly accessible from workspaces on multiple sides that will allow for beautiful views of the surrounding environs.

PARKING LOT

The parking lot will be treated in a similar manner as the lot design for 1 Landmark Centre. This will include screen walls that extend the character of the building onto the site and a variety of plants that provide screening along the edges and tree canopy over the parking lot itself.

STREETSCAPE

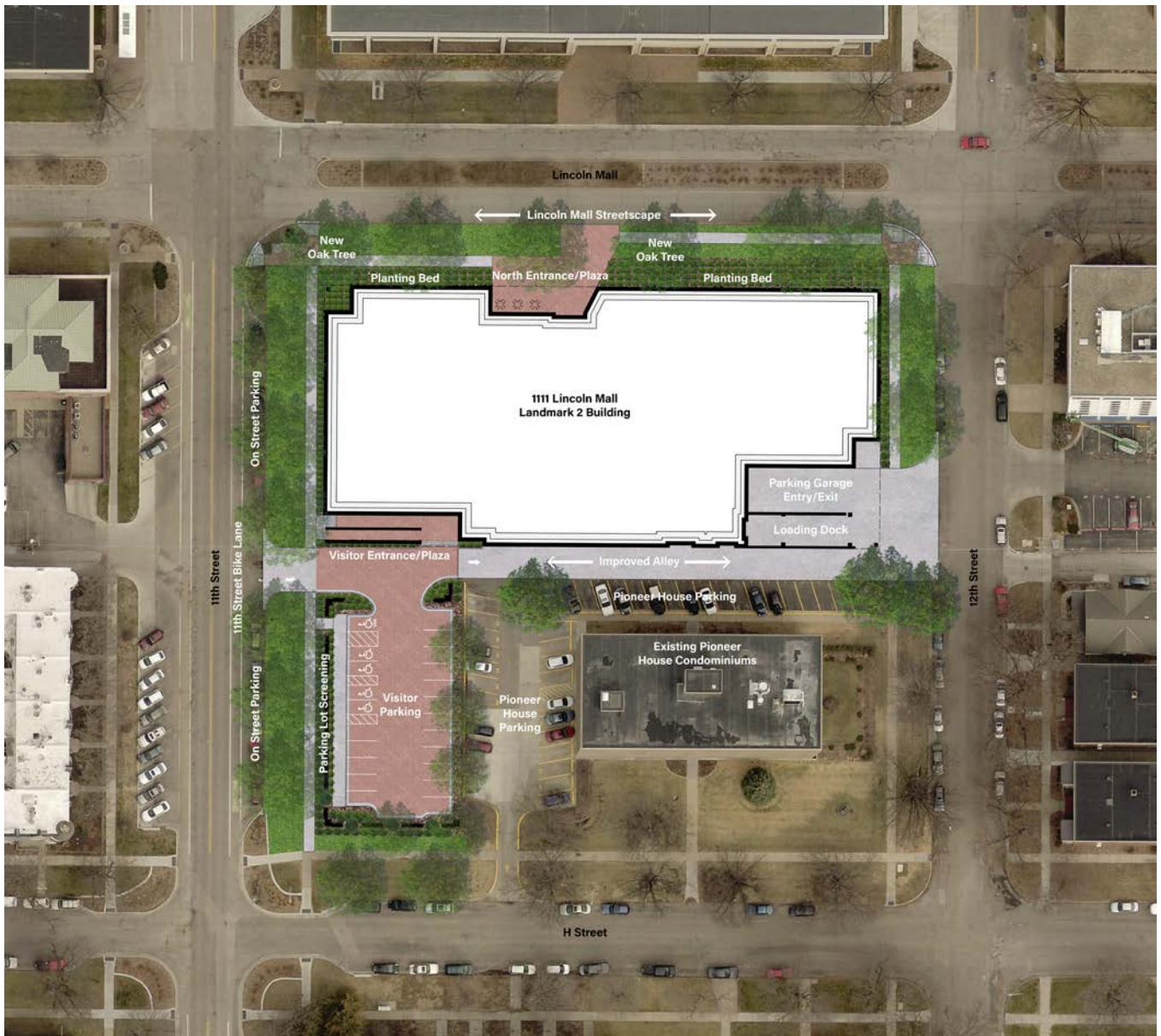
The streetscapes along Lincoln Mall, 11th Street, and 12th Street have a strong existing character which will be enhanced by preserving and protecting the existing large canopy trees, pedestrian lighting, and specialty paving along Lincoln Mall. The landscaping adjacent to the building will also be updated and enhanced to reflect the character that has already been established by 1 Landmark Centre and 3 Landmark Centre.



PRELIMINARY SECTION

PRELIMINARY ELEVATIONS





SITE PLAN

2 LANDMARK CENTRE: LINCOLN MALL INTERSECTIONS



2 LANDMARK CENTRE: LINCOLN MALL ENTRY



2 LANDMARK CENTRE: VISITOR ENTRANCE/IMPROVED ALLEY

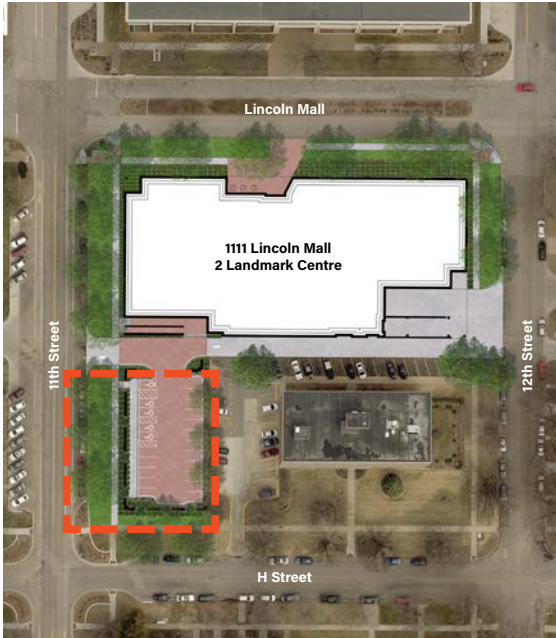


2 LANDMARK CENTRE ALLEY WILL REMAIN OPEN



REPRESENTAION OF MATERIAL IMPROVEMENTS TO 2 LANDMARK CENTRE ALLEY

2 LANDMARK CENTRE: SURFACE PARKING



2 LANDMARK CENTRE: STREETScape TURF & TREES



2 LANDMARK CENTRE: STREETScape PLANTING BEDS



VIEW LOOKING EAST



SOUTH PARKING LOT



BIRDSEYE VIEW LOOKING NORTHEAST



[Back to Top](#)

VIEW LOOKING EAST



NW VIEW FROM 12TH STREET - DOCK



VIEW LOOKING SOUTHWEST FROM 12TH STREET



[Back to Top](#)

WEST FACADE



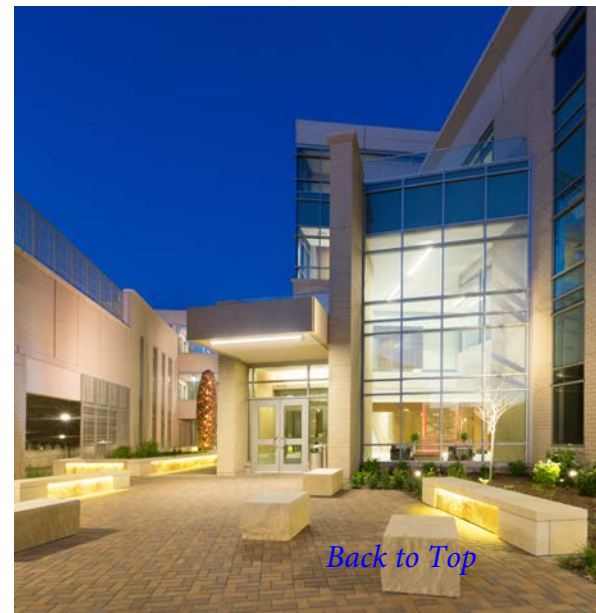
BIRDSEYE VIEW LOOKING SOUTHWEST



1 LANDMARK CENTRE



3 LANDMARK CENTRE



South of Downtown

PLANNED UNIT DEVELOPMENT

Item No. 3

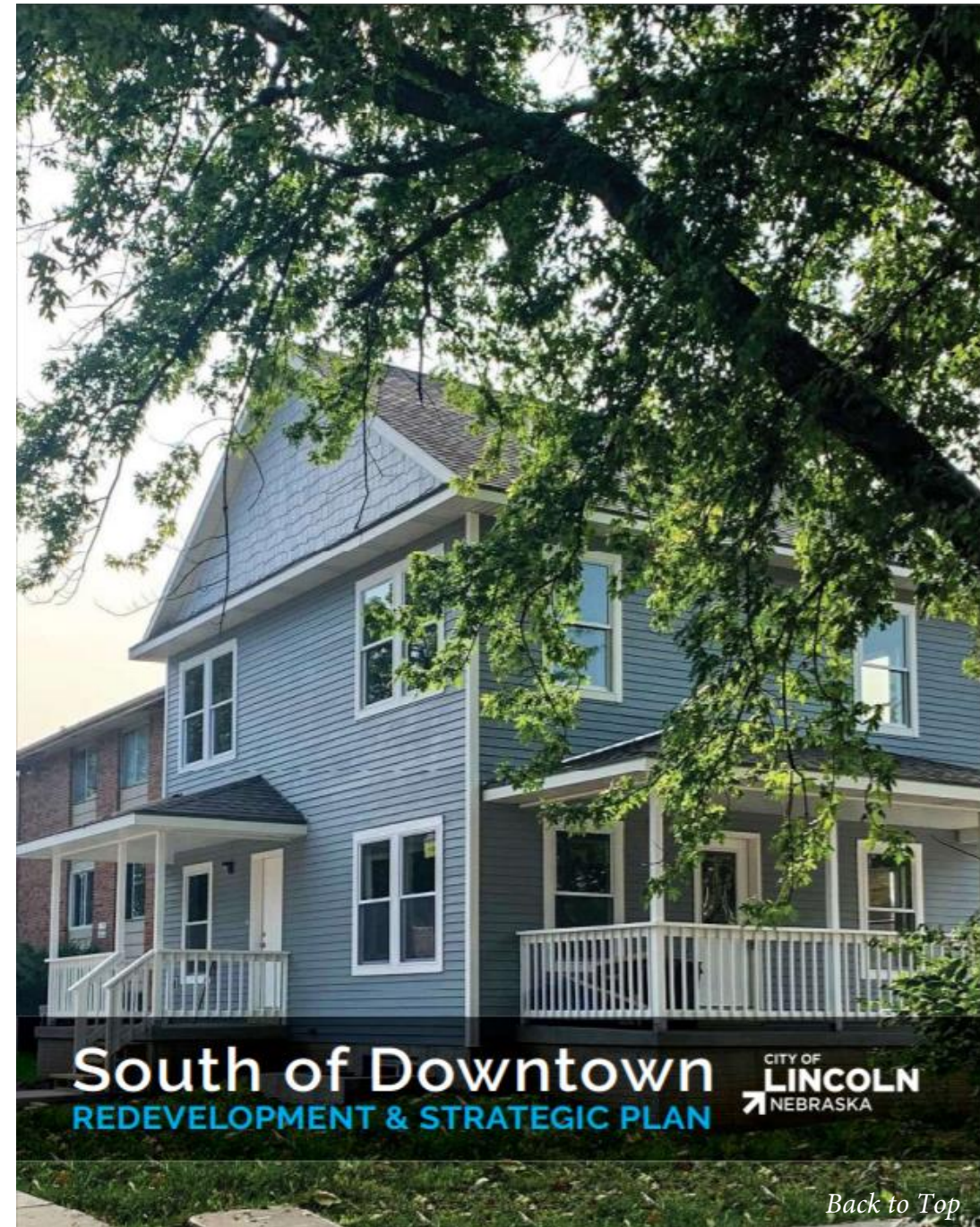


WHERE ARE WE AT?

On February 1st, City Council approved the South of Downtown Redevelopment & Strategic Plan.

In early March, we convened a small working group to begin finalizing the details of the South of Downtown PUD, based on the recommendations of the approved plan.

Our plan is to spend the next month or so doing additional outreach and getting additional feedback on the PUD draft.



INTENT - It is the intent of this plan to address both the assets and challenges in order to allow South of Downtown to continue to grow and thrive in a way that better serves its residents and businesses.

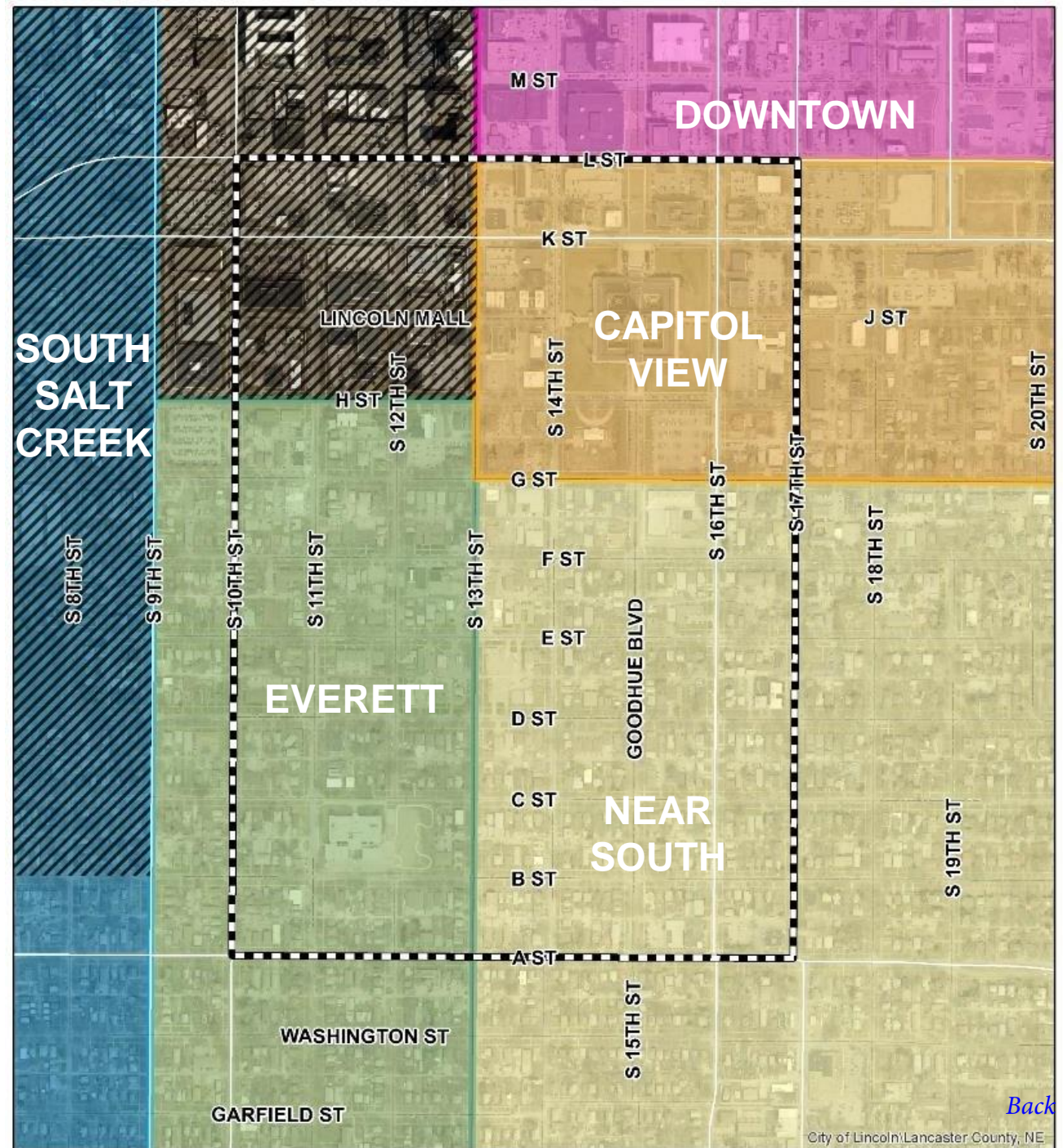
TWO PLANS, ONE DOCUMENT GUIDED BY ONE VISION:

“Neighborhoods built on existing community assets with equitable opportunities for jobs, housing, health, and services for all residents and businesses.”

- **Redevelopment Plan**
- **Strategic Plan**

PLAN AREA

- L Street to the North
- A Street to the South
- S 10th Street to the West
- S 17th Street to the East



PROCESS

▪ NEIGHBORHOOD ENGAGEMENT, MEETING PEOPLE WHERE THEY'RE AT

- As the lead entity, SDCDO organized:
 - Door knocking
 - 3 community conversations
 - Block parties
 - Special events

▪ COALITION STEERING COMMITTEE

- A coalition of:
 - Neighborhood residents
 - Non-profits
 - Philanthropic organizations
 - Business and governmental partners



GENTRIFICATION AND DISPLACEMENT

- Strategies must be implemented to prevent the negative impacts of gentrification on existing residents.
- A goal of the Plan is to add quality affordable units if any are removed to make way for higher value dwellings.



EQUITY AND INCLUSION

- The vision for this plan is for all South of Downtown area residents to live and work in a safe, dignified, stable and healthy neighborhood.
- Mayor Gaylor Baird's One Lincoln Initiative:
 - Creating a more equitable and inclusive Lincoln
 - Equal opportunity to reach residents' full human potential
 - Promote equity in city operations, policies, and services, and foster a culture of inclusion and belonging in our city
- Lincoln-Lancaster County Board of Health has declared that racism is a public health crisis affecting our entire community.



NEIGHBORHOOD ASSETS

Individuals

- The South of Downtown is the most diverse neighborhood in Lincoln with a population of approximately 5200 people. Each individual brings their gifts, skills, knowledge and capacity.

Institutions

- Everett and McPhee Elementary Schools
- Churches

Associations

- Near South Neighborhood Association
- Everett Neighborhood Association
- Everett and McPhee Family Literacy Groups
- Renters Together

Culture

- Diverse population
- Has a rich history, much of which has been preserved and landmarked through a mix of National Historic Districts, Local Landmark Districts, National Register Sites, Local Landmark Sites and national Landmark Sites.

Exchange

- The South of Downtown Community Art Hub
- Repair Café
- Community Learning Center mini-grant program

Physical

- Commercial and retail uses north of Lincoln Mall and along 11th and 13th Streets
- F Street Community Center
- Wide right-of-way offer ample room for comfortable sidewalks and wide greenways lined by mature shade trees
- The State Capitol and its magnificent art deco architecture
- 11th Street is a vibrant mixed-use corridor
- Roadway enhancements to 13th Street have reduced conflicts and made the arterial a safer route
- The prominence of alleys and rear yard parking reduces front yard driveways and frees up more room for on-street parking
- Sidewalks conditions and connectivity in the area are both well above average
- Three BikeLNK facilities in the area offer an alternative to those who do not have access to a personal bike
- On-street bike facilities, including dedicated lanes on 11th and 14th Streets
- Public transit is readily accessible
- Large surface parking lots located in the north provide redevelopment opportunities
- Completely removed from the flood plain
- The bioswales on 11th Street offer a sustainable, attractive stormwater management solution
- All streetlights have recently been converted to LED fixtures

NEIGHBORHOOD CHALLENGES

- Need to mitigate displacement of existing residents as gentrification occurs
- Parking
 - High residential density standards can lead to parking issues
 - State of Nebraska and downtown business employees compete with neighborhood residents for parking.
- Lack of adequate lighting in alleys and also along streets
- Zoning
 - Complex zoning requirements lead to excessive time to research, review, understand requirements when trying to redevelop.
 - Small lots: postage stamps - small in both width and length; toothpicks – small in width but long in length. Neither meet minimum lot area requirements for residential construction. These lots comprise 36% of residentially zoned properties. Zoning code requires extra effort.
 - Some zoning requirements appear out of date; aging housing stock could be too difficult to update and lead to further disinvestment and increased blight.
 - Current residential zoning does not allow neighborhood services and commercial land uses identified by residents: neighborhood services (retail, food, health and services); more employment opportunities; ability to start business ventures with the neighborhood.
- Lack of parks within the City standard of ½ mile.
- Public spaces in the F Street Community Center, including the kitchen and art room, have obstacles – generally underutilized, and under-resourced, and have regulatory barriers that need to be addressed.
- Pedestrian flow interrupted by high traffic volumes and speeds on 9th & 10th, 16th & 17th, and K and L.
- Alleys in need of repair.
- Asphalt streets continue to deteriorate with resurfacing to be needed in the coming years.
- Underground utilities range from 70-90 years of age — older mainlines are prone to deterioration and breakage.
- Housing quality
 - Building conditions: 43% dilapidated.
 - Deteriorating and dilapidated buildings comprised of wood structural components and masonry buildings containing combustible elements and fixtures.
 - Approximately 30% of structures/parcels have fair to poor site conditions.
- 93% rental, 7% homeownership.
- No homeownership by people of color.
- 44% of renters are cost burdened and 21% are extremely cost burdened. People living in census tract 20.01, east of 13th Street are 57% cost burdened and 32% extremely cost burdened.
- Life expectancy is 20 years less than people living in the southeast part of Lincoln and is indicative of health disparities.

GUIDING PRINCIPLES AND GOALS

- Relevant guiding principles from the City's Comprehensive Plan
- 7 Fair Housing Goals
- Additional goals specific to South of Downtown:
 - Minimizing displacement.
 - Facilitating a better balance of land uses.
 - Encouraging pedestrian-oriented, community-centric spaces.
 - Promoting increased private reinvestment while minimizing increases in housing costs.
 - Building on the area's unique assets.
 - Encouraging affordable one- and two-family residential infill by simplifying and easing zoning regulations for nonstandard residential lots.



REDEVELOPMENT ACTIVITIES AND OPPORTUNITIES – POTENTIAL PUBLIC IMPROVEMENTS

- Replacing aging public utilities, resurfacing and paving of substandard public streets, improvements to alleys, and lighting improvements.
- Resurfacing and paving the substandard public sidewalks.



REDEVELOPMENT ACTIVITIES AND OPPORTUNITIES – POTENTIAL PRIVATE IMPROVEMENTS

- Development a rental rehab housing improvement program funded by district-wide tax increment financing.
- Encourage new housing construction through the use of “micro-tax increment financing”.
- Develop a Planned Unit Development (PUD) overlay zone to allow additional, unique reinvestment opportunities



FINANCING

Primary sources of funding may include:

1. Tax Increment Financing (TIF)
2. Special Assessments – Business Improvement Districts
3. Private Contributions
4. Sale of Land
5. Community Development Block Grant Funds (CDBG)
6. Home Investment Partnership Act (HOME)
7. Community Improvement (Tax Increment) Financing (Ad Valorem Tax)
8. Capital Improvements Program Budget
9. Federal and State Grants
10. Advance Land Acquisition Fund – property rights/easements, public facility site acquisition
11. Impact Fees





47 STRATEGIC PLAN

[Back to Top](#)

STRATEGIC PLAN PROCESS

- Over 100 strategies were identified through the planning process.
- The Coalition Steering Committee prioritized the “best” strategies that could be presented for the neighborhood and community review.



IMPERATIVE ISSUES AND STRATEGIES



Opportunity/Issue 1 — Focus on Problem Property & Increase Code and Parking Enforcement.

- 1.1 More focused code enforcement on unsafe, unhealthy and improperly maintained properties within a specific geographic area.
- 1.2 Expand code enforcement services.
- 1.3 Develop a registry of vacant properties combined with a registry of problem properties. Focus on specific problem properties.
 - a. Define criteria for registration.
 - b. Create a system to measure/keep inventory.
 - c. Define timelines & strategies for review of vacant properties.
 - d. Develop a plan of action for addressing vacant properties.
 - e. Expanded rental registration/interior inspection programs.
- 1.4 Increase parking enforcement.

Opportunity/Issue 2 — Expand Recreation and Gathering Spaces.

- 2.1 Establish community partnerships to maximize community learning centers, playground and open space opportunities at McPhee and Everett Schools and F Street Community Center.
- 2.2 Increase community gathering areas and green spaces to enhance neighborhood rehabilitation.
- 2.3 Organize more frequent block parties, picnics, parades, cultural festivals, and events with community partners and residents.
- 2.4 Intentional collaboration and networking between service providers and neighborhood entities.
- 2.5 Develop a plan to preserve as many of the current healthy older trees and a detailed plan for replacing them.

IMPERATIVE ISSUES AND STRATEGIES



Opportunity/Issue 3 — Expand Economic Opportunities.

- 3.11 Ensure there is digital inclusion for all neighborhood residents and commercial users to have access to, and skills to use, information and communication technologies (ICT) and are therefore able to participate in and benefit from today's growing knowledge and information society.
- 3.12 City should encourage higher density mixed use redevelopment (including affordable housing) and garage parking for the blocks between "K", "L", 10th & 14th Streets. This will create more eyes on the street in south portion of the Central District and encourage more north/south pedestrian circulation between South of Downtown area and Downtown.
- 3.13 Expand microlending that provides smaller loans (generally less than \$50,000) for small businesses to support operations and capital costs in cooperation with banks, credit unions and foundations.
- 3.14 Pursue private investors to use Opportunity Zone tax credits.
- 3.15 State of Nebraska should build additional parking garage(s) for State employees and guests which will help reduce the parking shortage around the Capitol and other State buildings and open up on-street parking in the neighborhood.
- 3.16 Develop business incubator spaces in cooperation with other existing entities (e.g., UNL, banks, foundations, Parks & Recreation Department, Nelnet, Firespring and others).

IMPERATIVE ISSUES AND STRATEGIES



Opportunity/Issue 4 — Increase Funding for Housing, especially Affordable Housing and Workforce Housing.

- 4.1 Identify city sources of funding for acquisition, demolition, and rehabilitation programs for rentals and homeownership.
- 4.2 Increase the city's Affordable Housing Fund, funded by TIF administration fees, Turnback Tax, and other sources; 30-80% of AMI incomes are the highest priority to address. Develop strategies on how to use the Nebraska Affordable Housing Trust Fund (NAHTF).
- 4.3 Create a tax increment district to “remove blight and stimulate investment” in deteriorating areas for the following purposes:
 - Affordable housing to reduce potential rental increases.
 - Repair/replace infrastructure.
- 4.4 Leverage and layer existing affordable housing development programs, renters and homeownership (LIHTC, HOME, NAHTF, and CDBG) to develop and/or rehabilitate quality affordable housing in the neighborhood, with focus on 30% - 80% of Area Median Income (AMI) as the highest need.
- 4.5 Modify the Lincoln Electric System sustainable energy fund to benefit more rental properties.
- 4.6 Seek nonprofit organizations and philanthropic funds for project, program, gap funding and technical assistances (e.g., grants and mission investment loans).
- 4.7 Leverage Opportunity Zone tax incentive investments.

IMPERATIVE ISSUES AND STRATEGIES



Opportunity/Issue 5 — Increase Safety, Crime Prevention and Sense of Community.

- 5.1 Community policing for crime prevention and building relationships with police officers in a framework of a comprehensive and holistic approach to neighborhood safety and services.
- 5.2 Increase street, alley and pedestrian lighting; add alley murals and other placemaking activities; and remove overgrown vegetation in public spaces. Need to map lighting and crime correlation.
- 5.3 Increase School Neighborhood Advisory Councils (SNAC) of the community learning centers and other school-based programming to assist students, families and the neighborhood.
- 5.4 Determine if the 2015 International Existing Building Code should be adopted.
- 5.5 Improve key governmental, health and emergency managements systems working with South of Downtown Community Development Organization, neighborhood businesses, area nonprofits and residents to disseminate and share key information and to prevent, mitigate, protect, respond and provide recovery assistance in the event disaster is eminent or strikes the South of Downtown area or its residents.

Opportunity/Issue 6 — Enhance the Public Right-of-Way.

- 6.1 Increase area lighting - Work with Lincoln Electric System and Lincoln Police Department to map neighborhood dark spots to determine addition of lighting for safety.
- 6.2 Improve alley appearance including lighting, trash collection and removal of voluntary trees.
- 6.3 Increase pedestrian scale lighting.
- 6.4 Identify closer to home improvements: maintenance and signage, including, but not limited to, sidewalks, pedestrian crossings, road and bike lane surfaces, markings, leaf removal and potholes (e.g., repave 11th Street and other right-of-ways).
- 6.5 Where appropriate in the proposed north PUD area, increase angled and parallel on-street parking on both sides of the street in order to maximize available parking (e.g., 11th Street).
- 6.6 Reduce digital divide. Utilize ROW to install infrastructure to provide affordable hardware and wireless communication in the neighborhood.

IMPERATIVE ISSUES AND STRATEGIES



Opportunity/Issue 7 — Improve the Community Development Organization Funding and Outreach.

- 7.1 Seek diverse relationships from foundations, corporations and government to increase awareness and secure funding opportunities.
- 7.2 Recruit and retain high capacity board members, staff and volunteers to bring in new ideas and energy.
- 7.3 Implement a never-ending strategic planning process continuing to build on community assets and identifying opportunities.
- 7.4 Work with partners to enhance outreach efforts and problem solving.
- 7.5 Sponsor additional community gatherings to help build a sense of community (e.g., community art spaces, meeting spaces, etc.)
- 7.6 Establish a work plan to ensure that outcome measurements and results are being achieved.
- 7.7 Increase SDCDO outreach with governmental, health and emergency management systems, neighborhood businesses, area nonprofits to help prevent, mitigate, protect, respond and provide recovery assistance in the event disaster is eminent or strikes the South of Downtown area or its residents.

Opportunity/Issue 8 — Establish and Fund a Community Land Trust.

- 8.1 Establish a Community Land Trust to purchase existing property, parking lots, and vacant properties.
 - Acquire parking lots and other available properties to provide mixed-use redevelopment with affordable and market rate housing and commercial community needs such as groceries, daycare, social services, etc.

IMPERATIVE ISSUES AND STRATEGIES



Opportunity/Issue 9 — Increase Landlord and Tenant Education Programs.

- 9.1 Increase Tenant Education including both literature and trainings available in multiple languages within cultural and community centers.
- 9.2 For landlords with repeated violations, require a “STOP” education class for repeated complaints or to renew City apartment permits.
- 9.3 Develop a Supplemental Property Management Training program led by Building and Safety Dept., Lincoln Police Department, and the Commission on Human Rights.
 - Training should include content on landlord responsibilities including fair housing, information that should be relayed to new tenants, and further explanation of landlord and tenant responsibilities. Coordinate with the Board of Realtors and Real Estate Owners and Manager Association (REOMA).
- 9.4 Language interpreters should be provided to Building and Safety when needed.
- 9.5 Establish legal aid services to provide tenant right education.

Opportunity/Issue 10 — Amend the Zoning Ordinance and Zoning.

- 10.1 Adopt mixed-use (residential, office, retail, restaurants, technology) Planned Unit Development (PUD) in the north portion of the neighborhood (e.g., technology in the morning, restaurant at night).
 - Define/allow cooperative housing in the PUD.
- 10.2 Allow flexibility of zoning/setbacks and easements to allow construction of affordable housing on non-conforming lots.
- 10.3 Amend zoning to allow redevelopment and infill for legal nonstandard lots in order to encourage affordable housing.
- 10.4 Expand allowable home occupation square footage; more square footage in the PUD, less in the balance of the area.

IMPLEMENTATION AND EVALUATION

After Plan adoption, an **Implementation Committee** should be established comprised of South of Downtown Community Development Organization staff and Board members, area residents, stakeholders, and City staff. Its purpose should be to:

- Establish a timeline for Strategic Plan strategy implementation.
- Meet bi-monthly to review progress and identify steps needed to stay on schedule for implementation.
- Prepare an annual progress report for the SDCDO Board, City Administration, and area residents that identifies progress by strategy and includes an evaluation of the progress to-date.
- Establish a method to track gentrification of the South of Downtown area over time and develop and implement new strategies that aim to limit displacement.

SOUTH OF DOWNTOWN PUD GUIDING PRINCIPLES

Facilitate a better balance of uses that fit the urban scale and predominantly residential character of the neighborhood, with the intent of effectively meeting the needs of its residents and business owners alike.

Encourage the establishment of pedestrian-oriented, community-centric spaces that serve to activate the neighborhood, increase social participation, and improve community pride.

Support an increase in private reinvestment and innovative development solutions in the neighborhood, while still maintaining affordable housing options.

Build on the neighborhood's unique assets as reflected in both its range of historic buildings and diverse residents.

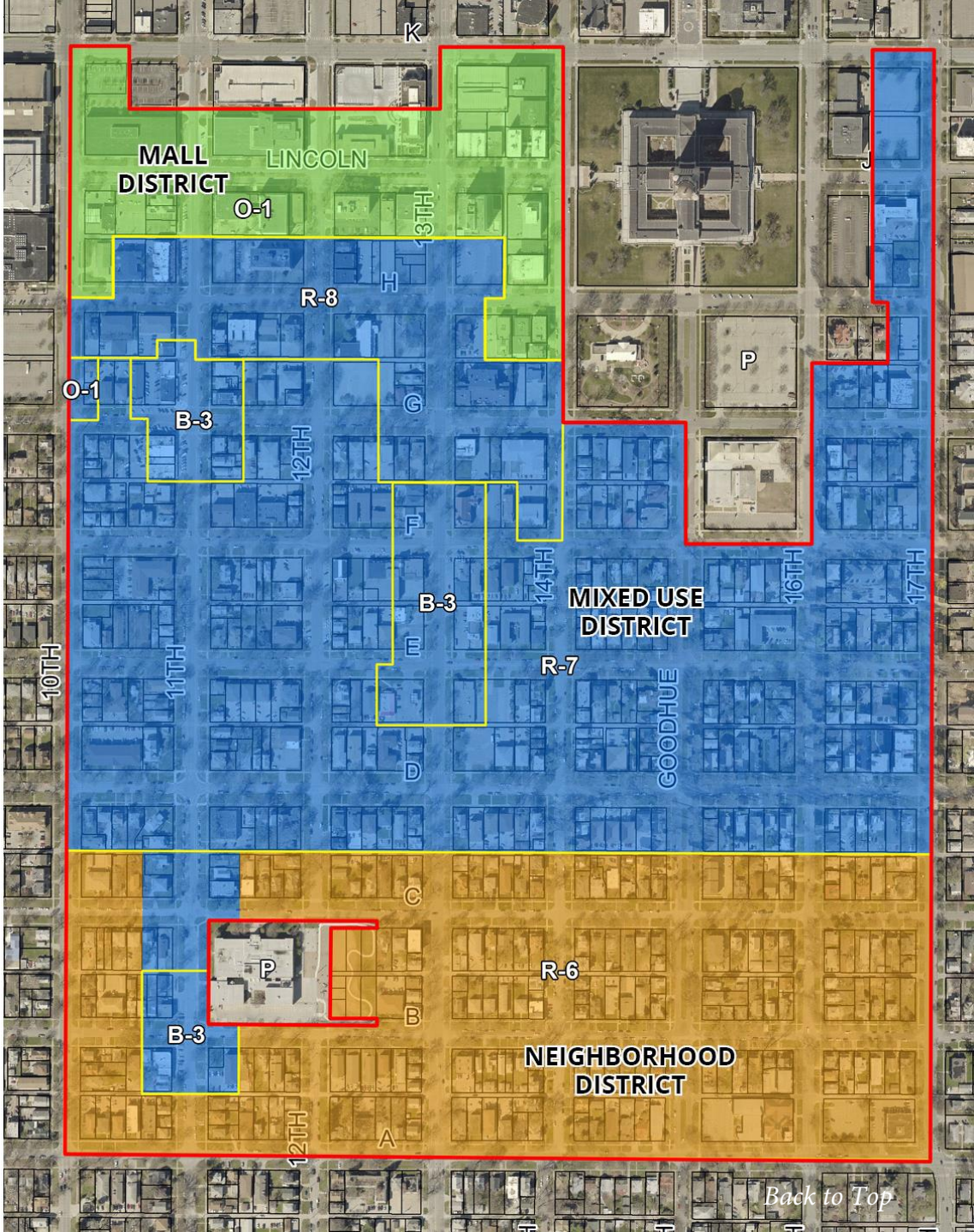
Encourage affordable single- and two-family residential infill and redevelopment by simplifying and easing current zoning regulations for nonstandard residential lots.

ORIGNALLY PROPOSED PLAN AREA BOUNDARIES

- K Street to the North
- A Street to the South
- 10th Street to the West
- 17th Street to the East

PLAN AREA SUBDISTRICTS

-  Mall District
-  Mixed Use District
-  Neighborhood District



USE MATRIX OVERVIEW

C: allowed by right if they meet the criteria (size, building reuse, etc.)

AA: must apply for an administrative amendment, reviewed by planning staff

FA: requires a public process, reserved primarily for larger scale projects

Land Use Matrix

C = Permitted with Conditions

AA = Administrative Amendment

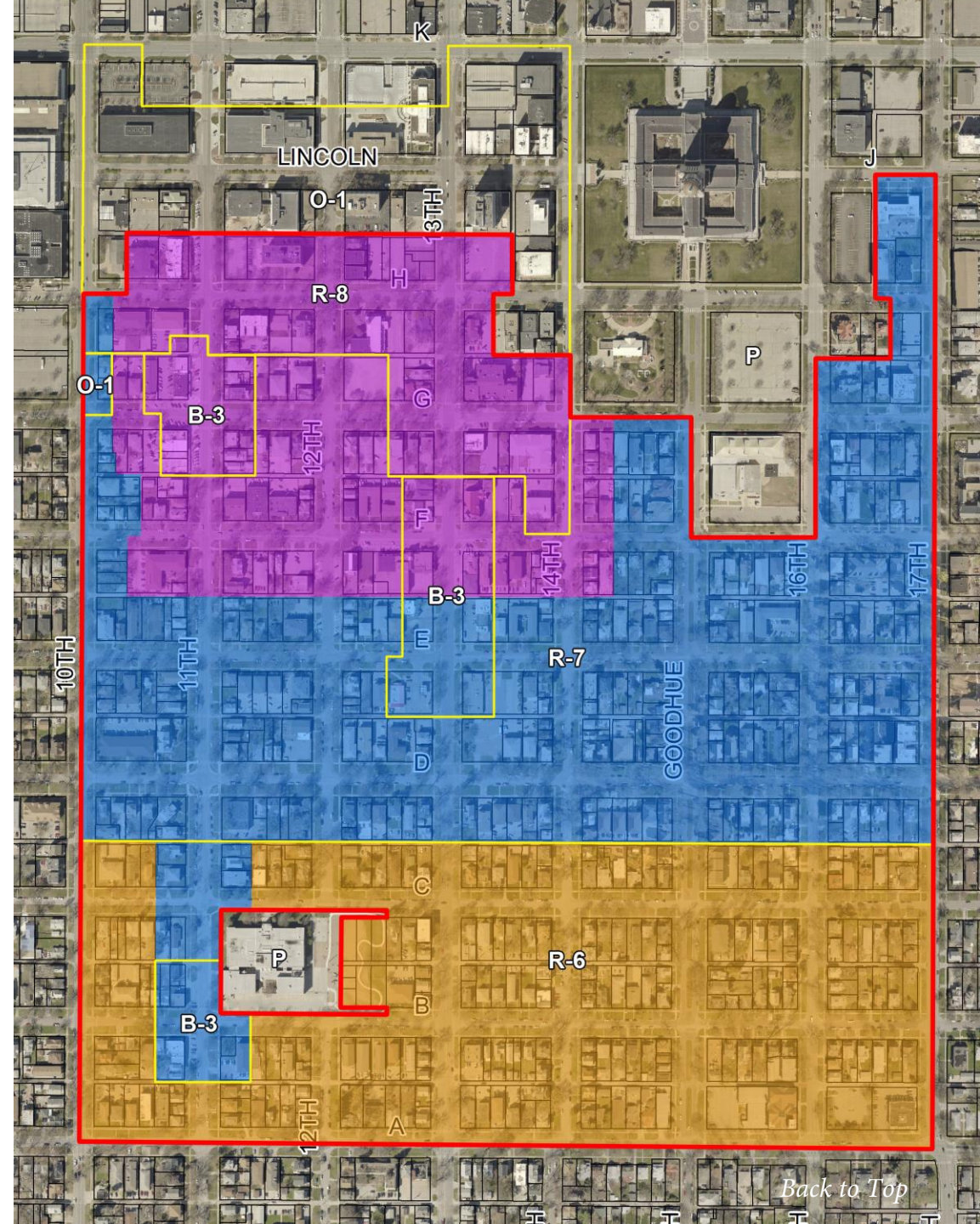
FA = Full Amendment

The uses shown below as allowed for each district are in addition to those that are already allowed by the underlying zoning.

	NEIGHBORHOOD	MIXED USE	DOWNTOWN TRANSITIONAL
New Permitted Uses			
Restaurants/Food Establishments			C/FA
On Premise Alcohol Sales			C
Retail Sales			C/FA
Personal Services		AA	C/FA
Office		C	C/FA
Banks, savings and loan associations, credit unions, and finance companies			C
Theaters			FA
Coop Housing	C	C	C
Live/Work		AA	C
Existing Permitted Uses with Altered Conditions			
Home Occupations	C	C	C
Urban Gardens	C	C	C

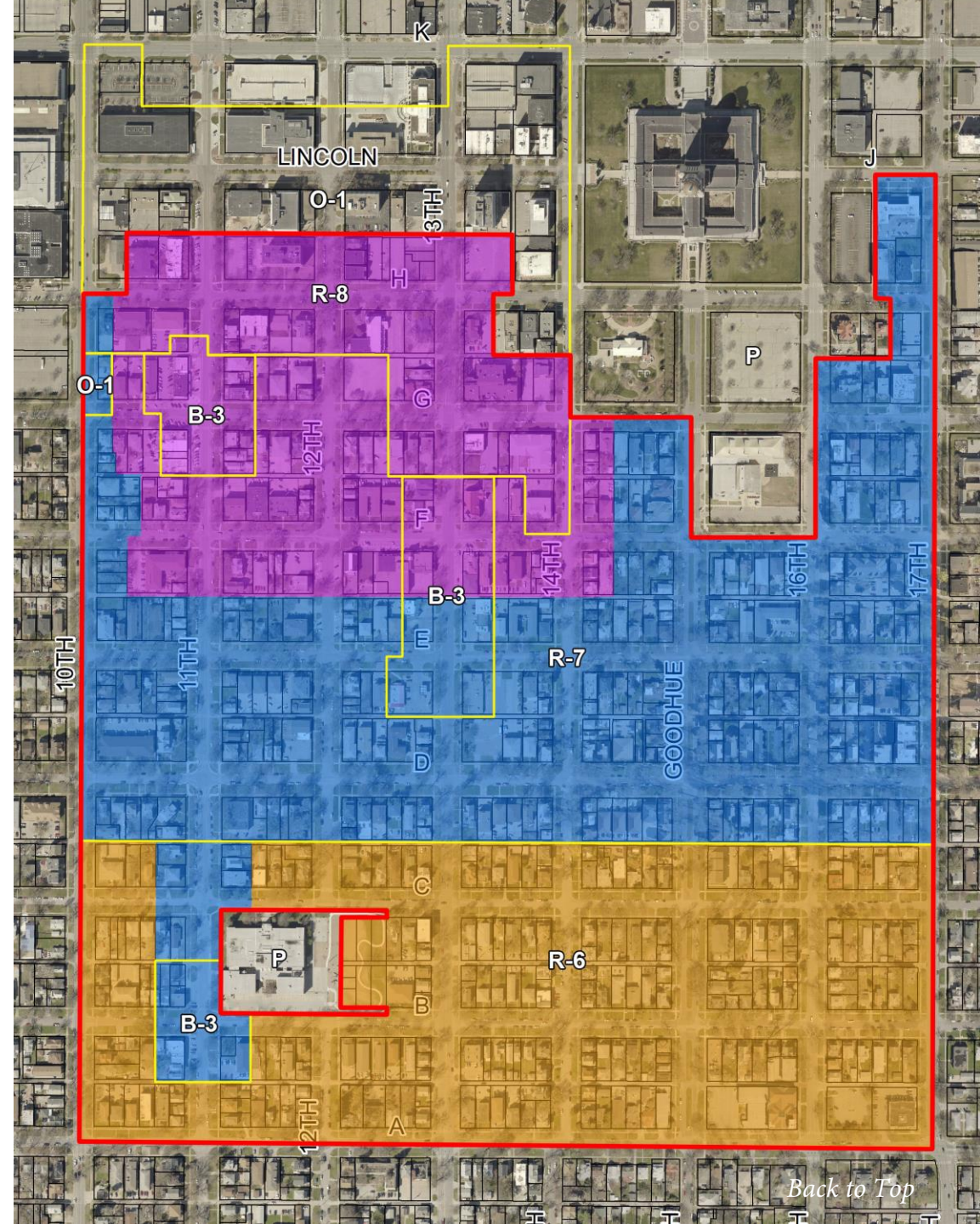
O-1 DISTRICT (not highlighted)

- Allow Restaurants, with fewer restrictions on their size and location.
 - Allow on-sale alcohol for restaurants
- Completed through a text amendment to the O-1 District running tandem with the PUD



DOWNTOWN TRANSITIONAL DISTRICT (PURPLE ON THE MAP)

- New permitted uses, including:
 - Small-scale restaurants with on-premise alcohol sales
 - Small-scale retail sales
 - Small-scale office uses
 - Banks, credit unions, etc.
 - Theaters for performance
 - Live/work
 - Co-op housing
 - Small-scale personal services



Personal services are defined as:

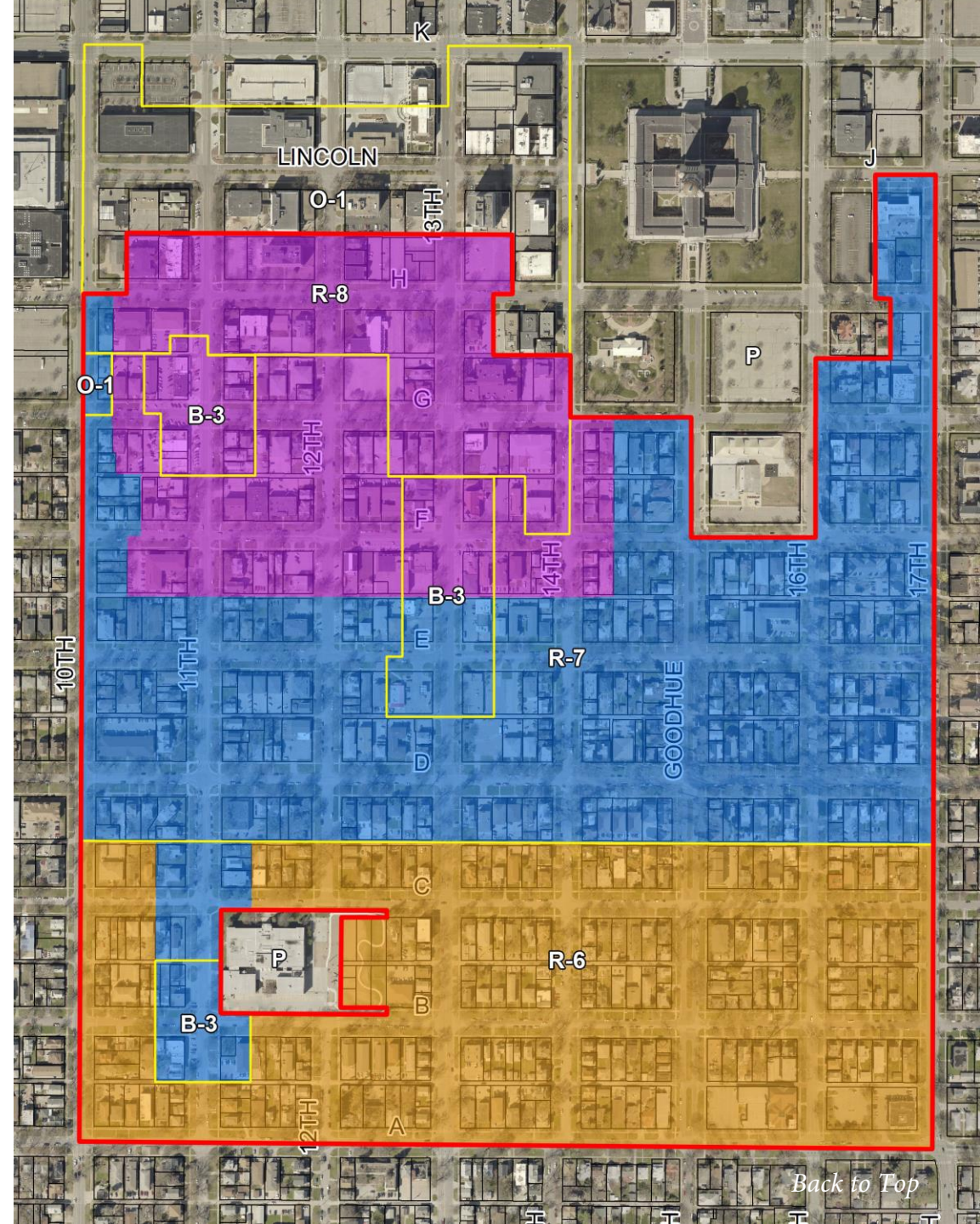
Personal Services shall mean establishments primarily engaged in providing **services involving the care of a person or his or her personal goods or apparel**. Such services may include but are not limited to:

- beauty shops
- barbershops
- shoe repair
- funeral services
- nail salons
- health clubs
- domestic services
- dry cleaning drop off stations

MIXED USE DISTRICT

(BLUE ON THE MAP)

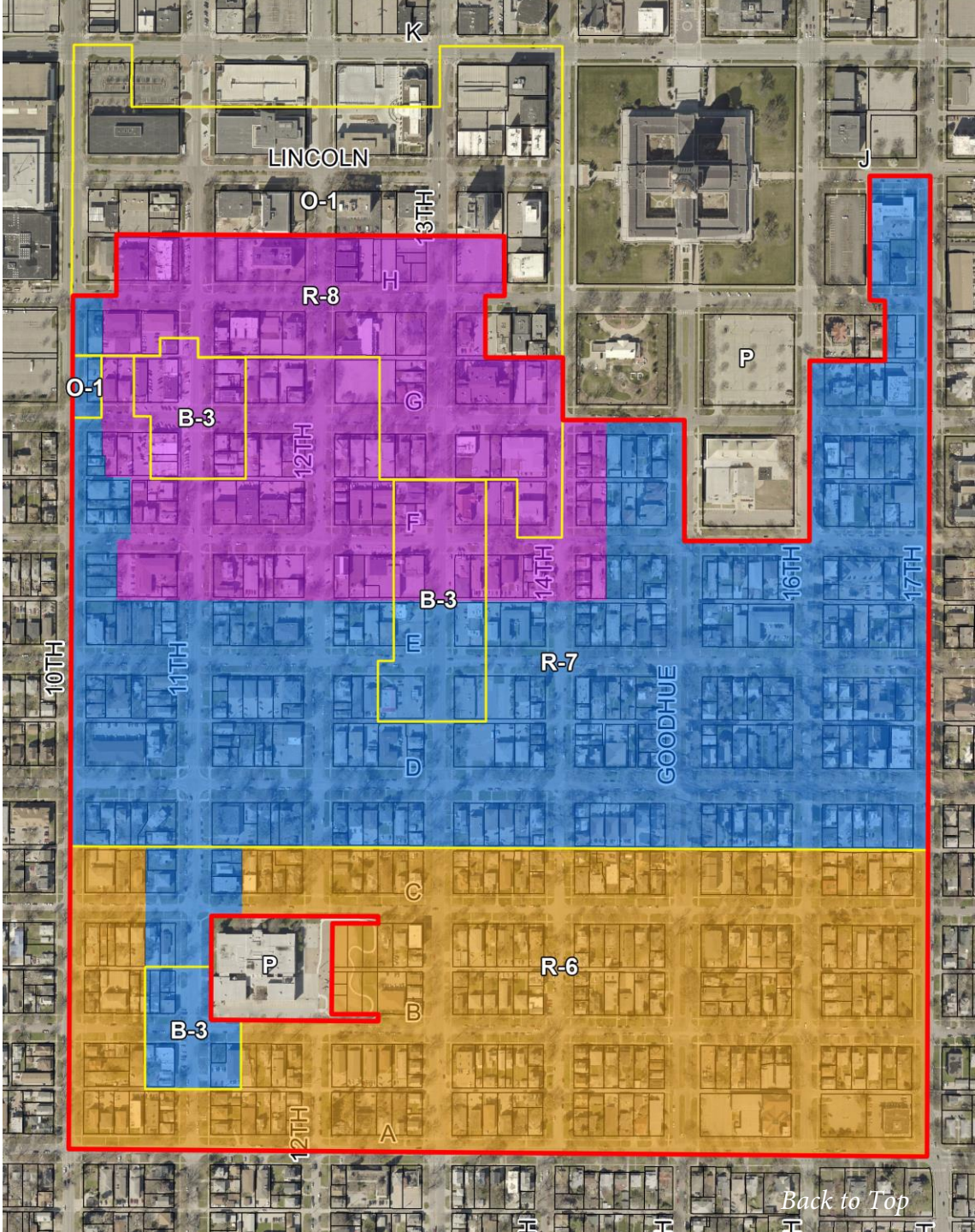
- New permitted uses, including:
 - Small-scale office uses
 - Small-scale personal services
 - Live/work
 - Co-op housing



NEIGHBORHOOD DISTRICT

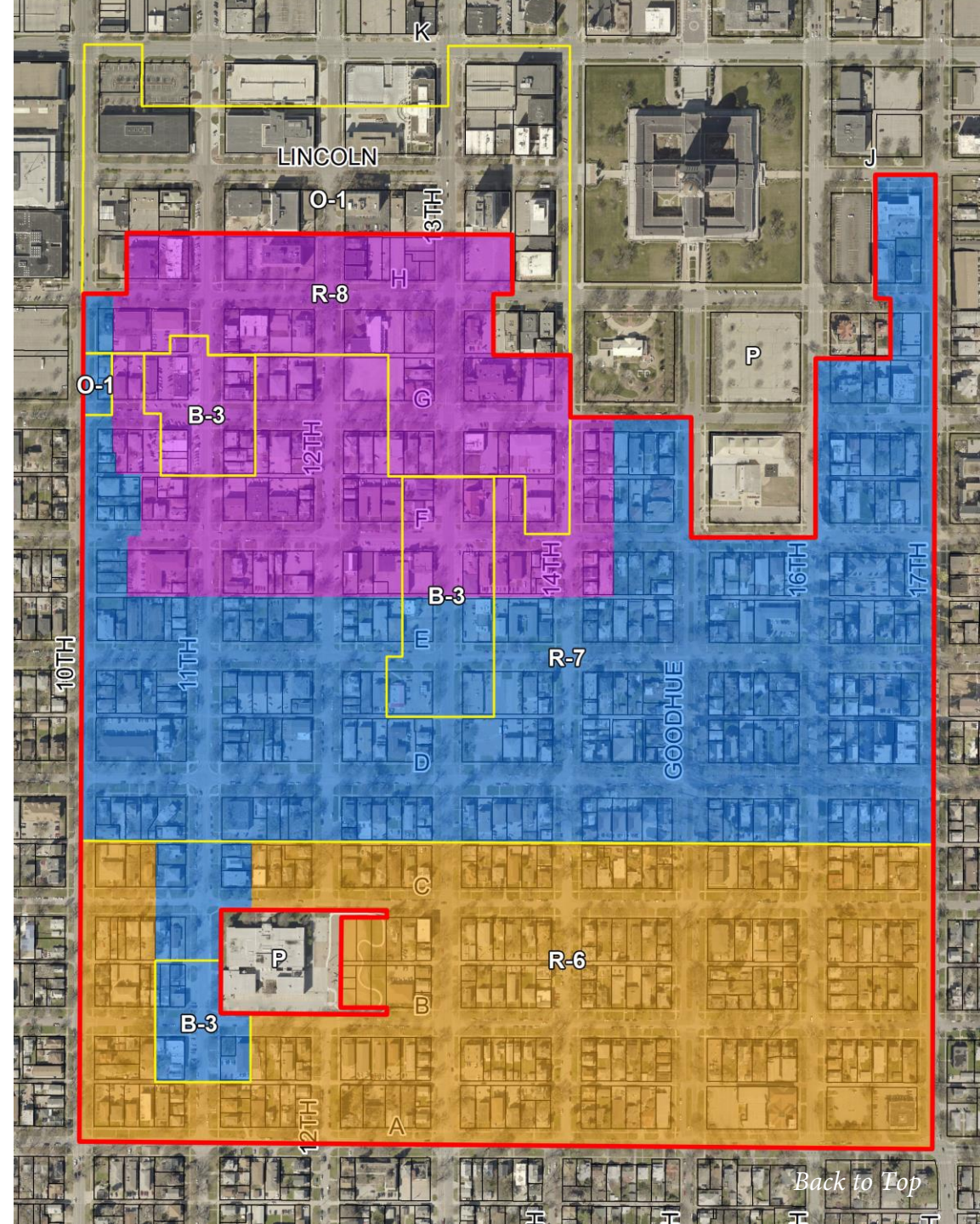
(ORANGE ON THE MAP)

- New permitted uses, including:
 - Co-op housing



ENTIRE PUD DISTRICT

- Altered home occupation conditions
- Altered urban garden conditions
- Altered lot requirements for small, non-standard lots
- Use of parking lots for temporary activities (except in the Neighborhood District)
- Drive thru's prohibited





NEXT STEPS

APRIL – MAY

ADDITIONAL MEETINGS TO PRESENT THE PLAN AND GET FEEDBACK FROM THE COMMUNITY

REFINE THE PLAN BASED ON FEEDBACK AND CONTINUED STAFF DISCUSSIONS

MAY 26th

SUBMIT PUD APPLICATION TO THE PLANNING DEPARTMENT

JUNE 23rd

PLANNING COMMISSION PUBLIC HEARING

JULY 19th

CITY COUNCIL PUBLIC HEARING

JULY 26th

CITY COUNCIL VOTE

PLACEMAKING TOPICS AND ACTION STEPS

Urban Design Standards: Design standards should be developed, monitored, and revised as necessary to express and protect community values without imposing delays or restricting creativity.

Action Steps

- a. Implement expanded commercial design standards that could be applied across various zoning districts or corridors. Design standards should be clearly written and allow for an efficient, expeditious review process, while especially focusing on the interface with residential neighborhoods, attractive streetscapes, and safe and comfortable movement of people – whatever their mode of travel.
- b. Strengthen design standards for commercial and mixed-use development along major travel corridors, to reflect a positive visual image that engenders community pride and identity.
- c. Continue to identify and maintain high-value Capitol View Corridors and protect those views through regulations and guidelines, including vistas that gain in prominence as the community grows. Structures that may interfere with these public corridors should be reviewed by the Capitol Environs Commission and a recommendation made within the context of their overall effect upon the view.
- d. Prepare and periodically update subarea plans for the redevelopment of mixed use corridors and nodes to facilitate predictable, expeditious, well-designed improvements and investments.
- e. Monitor and update the Downtown Master Plan periodically, as the adopted guide to redevelopment of the community's center, as identified in the Vision & Plan chapter.
- f. Extend the contributions of Urban Design Committee to advise on building projects of Lancaster County and other local government agencies as appropriate.
- g. Create a redevelopment toolkit to provide guidance and best practices for design considerations with redevelopment projects.

Entry Corridors: Entryways should be studied, protected, and enhanced to create and express community pride.

Attractive, well-designed entryways can have a lasting impression on new visitors, positively shaping their perception of the community as a whole and increasing the likelihood of a return visit. Inversely, poorly designed – or poorly maintained – entryways can deter visitors from exploring a community or coming back more often. For local residents and employees who travel the entryway regularly or live in close proximity, successful corridors can positively impact their quality of life, promote community pride, and fuel future reinvestment in the surrounding area.

Action Steps

- a. Study key entryways to Lincoln and adopt zoning tools, design standards and development incentives to protect and enhance “first impressions” of the community.
- b. Preserve and enhance the character of key entry points and corridors into the City of Lincoln through effective branding, enhanced landscaping and engaging public art within the right-of-way, combined with the respectful development of adjacent properties.
- c. Continue to implement and update a thoughtful, distinctive and attractive system of wayfinding signage that guides and orients motorists, bicyclists, and pedestrians throughout the community.

Public Art: Public art is an important means by which the community can strengthen its sense of place and promote a positive image.

Done successfully, public art can transform a public way or space into an experience or moment to remember. A collection of these experiences spread out throughout the community can enhance community pride and establish a sense of place that both residents and visitors will benefit from and embrace.

- a. The corridors along I-180 from Interstate 80 to the entry into Downtown and Cornhusker Highway from North 11th Street to North 56th Street should be a special focus for public/private partnerships to identify special themes and appropriate sites for public art.
- b. Support implementation of the Public Arts Master Plan for the City of Lincoln which identifies art projects and policies that enhance the cultural fabric of the City.
- c. When evaluating the public art inventory and identifying future locations, the aim should be to locate significant works of art throughout the city so that the public collection can be enjoyed by all.
- d. The inclusion of public art should be considered during the conceptualization and design of any major public improvement project, with a focus on context-driven art that feels integral to the urban experience.
- e. Seek the early integration of the talents of artists with architects, landscape architects and engineers on public improvement projects.
- f. Prioritize the inclusion of artists and public art advocates as key stakeholders for public improvement projects.
- g. Prioritize the implementation of public art projects and creative urban design installations that have broad appeal to the community, including those which have interactive qualities or facilitate social interaction in the public spaces in which they exist.

Historic Preservation: The community’s distinctive character and desirable quality of life should be supported by exercising stewardship of historic resources throughout the county.

Action Steps

- a. Expand the community's historic preservation program to include Lancaster County through interlocal agreements between Lancaster County, the City of Lincoln, and other incorporated communities. Widen the scope of the mission and membership of the Historic Preservation Commission to include all of Lancaster County.
- b. Lincoln and Lancaster County should work in partnership with state and federal historic preservation programs, but local landmark protections are usually the most effective and appropriate.
- c. Continuously monitor and improve local programs and regulations, especially working to balance conflicting regulations that may offer alternatives to achieve life-safety goals while protecting threatened historic resources.
- d. City and county governmental policies should provide for the protection and enhancement of historic resources.
- e. Continue to inventory, research, evaluate, and celebrate the full range of historic resources including standing structures, distinctive neighborhoods and regions, landscapes, and buried cultural materials throughout Lancaster County, collaborating with individuals, associations, and institutions.
- f. Designate landmarks and districts through the local preservation ordinance and the National Register of Historic Places.
- g. Seek incentives and regulatory support to maintain, rehabilitate, and minimize energy utilization of existing buildings in order to make it more feasible to rehabilitate and continue to use older buildings.
- h. Implement a public policy of the careful stewardship of significant, publicly owned historic resources, including a full and open examination of alternatives when major alterations or demolition are considered. Consider designation of such resources under the preservation ordinance to demonstrate leadership and standardize review of proposed changes.
- i. Continue the educational outreach effort of the historic preservation program through tours, publications, on-line information, and presentations, in order to share the results of historic preservation and research with the broadest audience of residents and visitors.
- j. Monitor local preservation efforts and local, state, and federal incentive programs to improve and apply the most effective tools for preserving, maintaining, and utilizing historic resources as fully utilized components of the community.
- k. Include a procedure in the preservation ordinance for temporary protection of significant historic resources threatened with demolition, to allow time to explore and implement alternatives.
- l. Support and participate in neighborhood, community, and statewide groups interested in historic preservation.
- m. Encourage protection and discourage destruction of buried cultural resources either by vandals, looters, or insensitive construction.
- n. Focus primarily on retention and expansion of existing businesses; attracting new businesses should also be encouraged.

Public Buildings: Public buildings and structures should be well built, durable, highly functional and designed to blend attractively within the context of surrounding development.

Major civic structures should serve as focal points in the community and should be of superior, even iconic, design. All public projects should be worthy to serve as guides for future development or redevelopment.

Action Steps

- a. Ensure that public building projects meet, and in some cases exceed, any zoning and design standards requirements that apply to private development and redevelopment.

State Capitol: Protect and enhance the State Capitol building's stature within the community.

The 400-foot State Capitol is the key historic, architectural, and geographic landmark of the city and surrounding countryside. Views to the Capitol are highly valued by the people of Lancaster County and the State of Nebraska and should be protected and enjoyed for generations. From distant vistas along Interstate 80 to intimate glimpses from core neighborhoods, views of the Capitol enrich and unify this place. Many of the best elements of Lincoln's built environment are based on Capitol views—the Malls, the tree-framed vistas from Pioneers Park, and the homeowners' park in Woodsshire Historic District.

The community's opportunity to benefit from the Capitol is further enhanced by improvements to its immediate setting, especially to the axial malls which extend from the Capitol in the cardinal directions, such as Centennial Mall.

Action Steps

- a. Continue to enforce standards for Capitol View Corridors to protect key vistas of the Capitol and identify new view corridors as the community grows.
- b. Prioritize continued maintenance and enhancement of the Centennial Mall, J Street, Goodhue Boulevard and Lincoln Mall streetscapes within the Capitol Environs District, with a goal of preserving beautiful, active malls that lead to the Capitol.
- c. Continue the work of the Capitol Environs Commission to protect and enhance the capitol environs area. This work should include regular review of the Capitol Environs Design Standards to ensure that the standards provide a valuable framework for decision-making by the Commission.
- d. Engage the Capitol Environs Commission early in major redevelopment projects located within the Environs District to guarantee that developers understand the expected level of design to be achieved.
- e. Coordinate efforts between the Capitol Environs Commission and the Nebraska Capitol Commission to address mutual interests of the City of Lincoln and the State of Nebraska as it relates to the preservation and enhancement of the Capitol and its environs.
- f. Investigate the availability for preservation of several locations in the County that offer distinguished views and vistas of the state Capitol. These could be acquired through fee simple title or easements. Many of these locations may be appropriate for public ownership as future parks or open space. Efforts should be made to acquire these parcels should they become available.

Community Spaces: Enhance existing community gathering spaces and look for opportunities for new gathering spaces.

An important aspect of building a strong, livable community is the establishment of shared spaces that allow for the type of human connections that become possible with frequent casual interaction. Examples of these spaces include public parks and plazas, as well as flexible streetscapes that can be programmed to host farmers markets, concerts, and other events that contribute to a sense of place.

Whether new or old, community spaces should be viewed as ever-evolving and capable of being modified to fit the changing needs of the community. This can be a difficult concept for a municipality to embrace, because public improvement projects are typically built with permanence in mind. Regardless, it is essential that this permanence not get in the way of a space's ability to adapt over time.

Action Steps

- a. Develop a framework or toolkit to analyze and improve existing public spaces to better serve their surrounding community. For new spaces, a similar framework should be developed to ensure that the design of proposed public spaces meet community expectations.
- b. Engage diverse stakeholder groups in the enhancement of existing community spaces and the development of new community spaces to ensure that the insights and desires of the community are being weighed equitably.
- c. Partner with local organizations and businesses to better activate and program Lincoln's community spaces in a ways that aim to both enhance the space and benefit the surrounding local economy.
- d. Identify and prioritize funding for the ongoing maintenance and enhancement of existing and new community spaces.
- e. Explore and implement temporary design solutions, often referred to as urban prototyping or tactical urbanism, as a way to experiment with new ideas that may lead to more permanent design improvements in community spaces. Work closely with interested and impacted organizations and community groups to develop, test and refine these design solutions.
- f. Support implementation of community-led placemaking projects in the public right-of-way and other community spaces that add to the vibrancy of Lincoln by developing and refining clear approval processes. Further, establish a community placemaking fund to support and facilitate such efforts.