



NEBRASKA CAPITOL ENVIRONS COMMISSION

The Nebraska Capitol Environs Commission will hold a meeting on **Friday, October 25, 2024 at 8:30 a.m.** in the County-City Building, 555 S. 10th Street, Lincoln, Nebraska, in **City Council Chambers** on the 1st Floor. For more information, please contact the Lincoln City/Lancaster County Planning Department at 402-441-7491.

AGENDA

October 25, 2024

1. Approval of meeting record from [September 27, 2024](#)

Discuss & Advise

2. [Goodhue Boulevard Tree Removal](#) (Lincoln Parks and Recreation, UDR24137)
3. Staff report & miscellaneous

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 participating 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 Lincoln Commission on Human Rights at 402-441-7624, or the City Ombudsman at 402-441-7511, as soon as possible before the scheduled meeting date in order to make your request.*

<https://linclanc.sharepoint.com/sites/PlanningDept-Boards/Shared Documents/Boards/NCEC/Agendas/2024/102524.docx>

Collin M. Christopher

From: Vish Reddi <Vish.Reddi@nearsouth.org>
Sent: Monday, September 23, 2024 8:00 AM
To: Collin M. Christopher
Cc: David R. Cary; Bennie R. Shobe; Justin P. Carlson; Brodey B. Weber; Tom Duden; Tom J. Beckius; Sandra J. Washington; James M. Bowers; Mayor; Cathy Wilken
Subject: 9/27/24 Hearing: Urban Design Record #24120

Capital Environs Commission
9/27/24 Hearing: Urban Design Record #24120
Request to recommend the change “Not Appropriate”

The historic Woods house at 1445 E Street lies within the Near South neighborhood. Since 1972, the Near South Neighborhood Association (NSNA) has worked to improve the neighborhood and the neighbors' lives here. When we became aware of Community Action Partnership's (CAP) zoning action to convert the Woods House, currently owned and occupied by a single family, into a neighborhood service center for food distribution, we reached out and, invited them to our September 9th board meeting. NSNA supports the mission of CAP's Gathering Place program to provide meals to hungry neighborhood residents. This is a much-needed and appreciated effort and should occur within the neighborhood. The concerns revolve around location and logistics.

At the 9/9/24 NSNA meeting, we discussed CAP's intent to expand their existing operation into a second property along Goodhue Boulevard – creating what we believe are impacts more akin to an institutional or commercial use. The NSNA board subsequently voted to ask CAP and their executive Director Heather Loughman to delay their zoning action and engage in a deeper analysis of other possible locations in the neighborhood. We want the program in the neighborhood but believe other buildings and locations are better suited for distribution activities of this scale. NSNA communicated our request to them, but CAP has not indicated a willingness to do further analysis till date.

NSNA believes that the proposed use as a neighborhood services center for food distribution is “Not Appropriate” given the impacts on the Woods house and the Capitol Corridor. The community is fortunate that we have standards and guidelines for the Capital Environs that promote the preservation and restoration of the corridors. The George Woods House at 1445 E is specifically mentioned within the Capitol Environs Corridor (CEC) Design Standards:

Guideline 16.1:

*Goodhue Boulevard includes numerous historic structures that contribute to the historical character and urban design richness of the Mall and are desirable to retain and maintain, including Noryanna Apartments (835-847 Goodhue), Eager-Good House (1448 E), **George Woods House (1445 E)**, Baird House (1116 Goodhue), Elbeudor/Clermont Apts. (821 Goodhue), Rienza Flats (827-33 Goodhue), Minor House/Kenilworth Apts. (901 Goodhue),*

Love Apts. (928 Goodhue & 1502-8 E St.), Old Seventh Day Adventist Church (1020 Goodhue), Chute Duplex (1027 Goodhue), 1201 Goodhue/1445 C St., and 1448 B St.

In addition, the CEC design standards provide the commission with a clear direction for the continued use of the south Capital Corridor (Goodhue Boulevard) as residential:

Design Standard 16: Buildings on Goodhue Boulevard

Goodhue Boulevard should be improved as an attractive residential area, with public improvements that offer a variety of Capitol views while reinforcing a residential environment.

When determining appropriateness, the Commission must consider the impacts of the use and whether it is reinforcing a residential environment. This application proposes 150 or more people arriving all at once at a single-family home, in addition to supply trucks and staff, coming and going throughout the day and evening. That type of use is found in a commercial environment. These activities do not reinforce a residential environment as called for in the Standards.

The potential impacts on the house itself should also lead to a determination of “Not Appropriate”. Historic residential homes are not laid out for warehousing supplies, queuing people in lines, parking vehicles or bikes, accessing public transportation, meeting commercial fire or life safety codes, and more. People eating in bedrooms set up as small dining rooms, converting kitchens to commercial facilities, and warehousing supplies in basements or garages are negative impacts on the house, in addition to being ineffective and inefficient ways to operate a proposal of this scale.

NSNA has heard the argument that this home must be converted into an institutional use for it to be maintained and improved, but that is simply not supported by the facts. The Woods house is owned and lived in by a single family right now. Other historic homes throughout the Near South neighborhood have been rehabbed with very significant investment by owners who occupy them as single families. NSNA would argue that the determining factor is very often whether the applicable zoning code supports and promotes that individual investment. In landmark historic districts like Mount Emerald, Franklin Heights, and others, hundreds of homes have been restored over the last four decades and are filled with residents and families. The Capitol Environs District should function in the same way – supporting and encouraging residents and families to reinvest in these historic homes. The slow degradation of the south capital axis away from residential uses and a residential environment is simply not aligned with the clear mission of the Commission.

In closing, NSNA supports the Gathering Place mission and program to feed hungry neighbors in a location that continues to serve the neighborhood. Our need continues to be that the program occurs in a location and building type that best serves the patrons, staff, and neighbors.

NSNA Board is eager and willing to help in a broader location analysis and we believe City staff would be too. There appear to be multiple opportunities to identify a location and building type that would serve the program operations much more efficiently AND preserve much-needed neighborhood housing. We understand CAP's sentiment that a house setting provides ambiance and atmosphere. However, those things can surely be cultivated in a properly designed space and likely are far more dependent on the heartfelt and compassionate actions and attitudes of the great Gathering Place staff and volunteers – who will be in place at whatever location provides the program.

Given these concerns, the clear direction in the guidelines, and the multiple opportunities to find a nearby location more suitable, NSNA asks that the Capitol Environs Commission recommend that the proposed zoning action is deemed "Not Appropriate" to preserving and maintaining either the George Woods house at 1445 or reinforcing the residential environment along Goodhue Boulevard as called out specifically with the Capitol Environs Design standards.

Thank you for your attention and service to the community,

Regards,

Vish



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LINCOLN
Planning Department

NEBRASKA CAPITOL ENVIRONS COMMISSION STAFF REPORT

APPLICATION NUMBER	Urban Design Record #24137
APPLICATION TYPE	Certificate of Appropriateness
ADDRESS/LOCATION	Goodhue Boulevard in the Capitol Environs District
HEARING DATE	October 25, 2024
ADDITIONAL MEETINGS	-
APPLICANT	Maggie Stuckey-Ross, Lincoln Parks & Recreation, mstuckey-ross@lincoln.ne.gov
STAFF CONTACT	Collin Christopher, 402-441-6370, cchristopher@lincoln.ne.gov

RECOMMENDATION: APPROVAL WITH CONDITIONS

Summary of Request

The Lincoln Parks and Recreation Forestry staff has identified 22 trees – 20 pin oaks and 2 silver maples – along Goodhue Boulevard that will need to be removed this fall due to their deteriorating health and the safety concerns they now pose. While removals due to poor tree health do not typically necessitate a certificate from the commission, this proposal stands out for a few reasons:

- The number of trees being removed will have a substantial impact on the aesthetic of Goodhue.
- A tree replacement strategy will be needed, and that is something that will require a certificate.
- There has long been a desire to realign the sidewalks on Goodhue, and one of the biggest barriers to such a realignment has been the location of the existing street trees. As such, the removal of so many trees offers a window to be able to accomplish some of that realignment work.
- A master plan for the south mall was developed in 1986, and this tree removal effort – and the replanting project that will follow – presents a key opportunity to further the master plan's vision.

Considering these factors, Planning staff is of the opinion that asking for a Certificate of Appropriateness vote is appropriate.

Compatibility with the Design Standards

The Capitol Environs Design Standards do provide specific guidance for development of the Goodhue Boulevard streetscape. Many of these standards, copied below, take inspiration from the 1986 master plan for the south mall.

Design Standard 25: Goodhue Boulevard Landscape

The public landscape improvements along Goodhue Boulevard should offer a variety of Capitol views while reinforcing a residential environment. The "South and East Mall Plan" approved by City Council in 1986 provides general guidance to the development of the public landscape of this Mall.

Guideline 25.1:

https://linclanc.sharepoint.com/sites/PlanningDept-Boards/Shared Documents/Boards/NCEC/REPORTS/2024/10-October/Goodhue Boulevard Staff Report_Item 2.docx

Require placement of one overstory tree on every corner and at every alley intersection (or on both sides of the street at midblock) along Goodhue Boulevard for continuity.

Guideline 25.2:

Plant all four corners of street intersections with the same species, but vary the species from one end of the mall to the other. Variation can also occur at the midblock locations.

Guideline 25.3:

Begin a replacement program for overstory edge trees, eliminating pin oaks and other undesirable species. Plan replacements in accordance with spacing guidelines outlined above.

Guideline 25.4:

Maintain turf in center island and between curb and new sidewalk. When maintenance budget allows, convert turf in islands from G Street north to Capitol Square to perennials, grasses, or shrubs in large masses for higher interest.

Guideline 25.5:

New sidewalks should align with those on the north end of the Mall (between G and H Streets), and be a uniform width of six feet.

Compatibility per Staff Analysis: The standards highlight the need to replace the pin oaks, provide guidance for a tree replacement strategy, and emphasize sidewalk realignment. While the tree removals don't meet the intent of these standards on their own, they do lay the groundwork to be able to make improvements supported by the Capitol Environs Design Standards and the master plan for the south mall.

Recommendations/Action

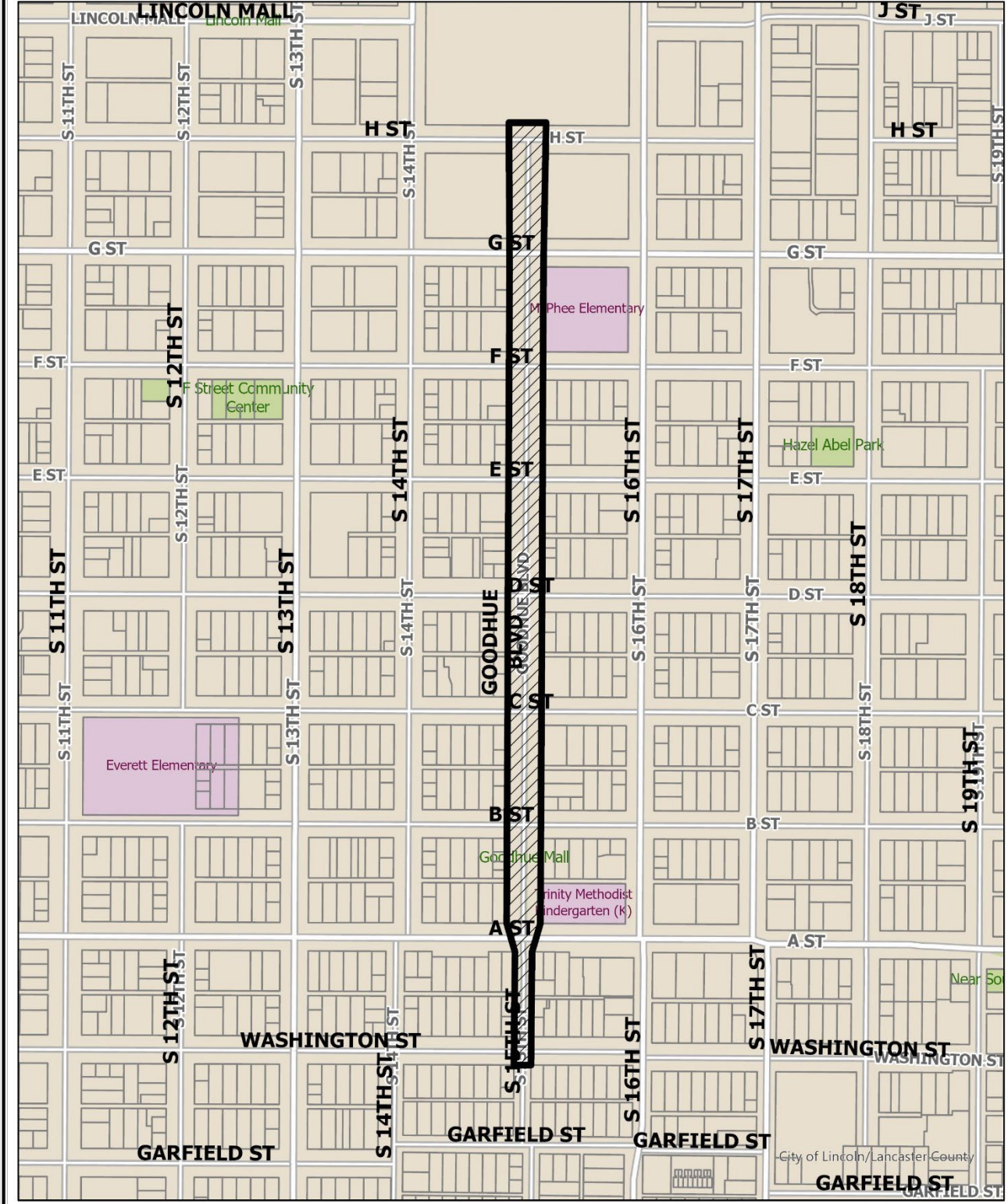
Staff believes that this tree removal request opens up an opportunity to better implement the long-term vision for Goodhue Boulevard. As such, it is recommended that the removals be approved with the following conditions:

1. Parks and Recreation shall develop a final tree replacement strategy that considers future sidewalk realignment.
2. Parks and Recreation and Planning staff shall work with Lincoln Transportation and Utilities to develop a sidewalk realignment strategy.
3. Both the tree replacement and sidewalk realignment strategies should come back to the Capitol Environs Commission for approval at a future date.

Recommended finding: The proposed tree removals along Goodhue Boulevard generally comply with the Capitol Environs Design Standards.

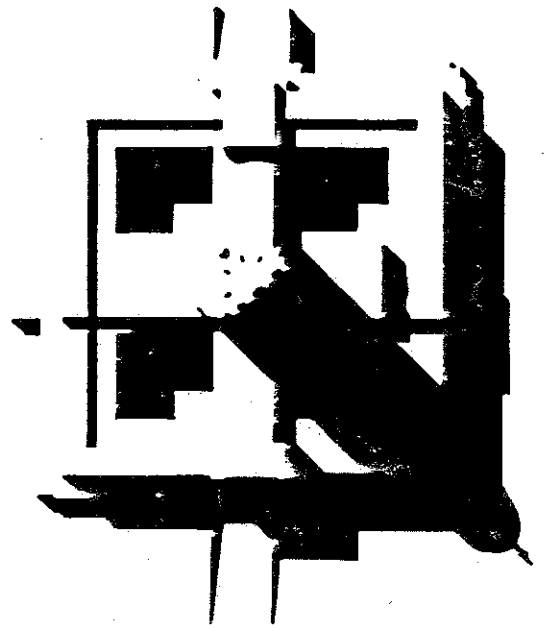
Recommended action: Approval of a Certificate of Appropriateness with the above referenced conditions.

ATTACHMENT A - Location Map



UDR24137 – Goodhue Blvd

Project: _GIS\Projects\Dev\Review\NCEC_LocationMaps.aprx
PDF: _Boards\NCEC\REPORTS\Location Maps



Nebraska Capitol Environs

East and South Mall Plan

*Adopted by City Council
Nov. 1986*

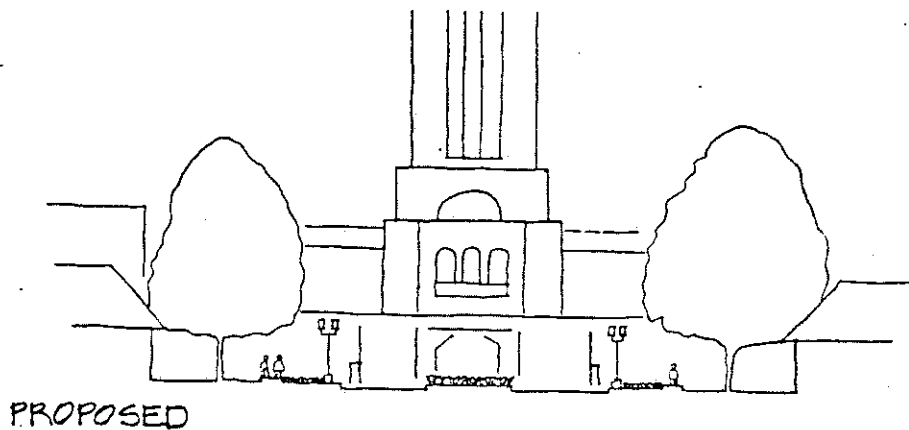
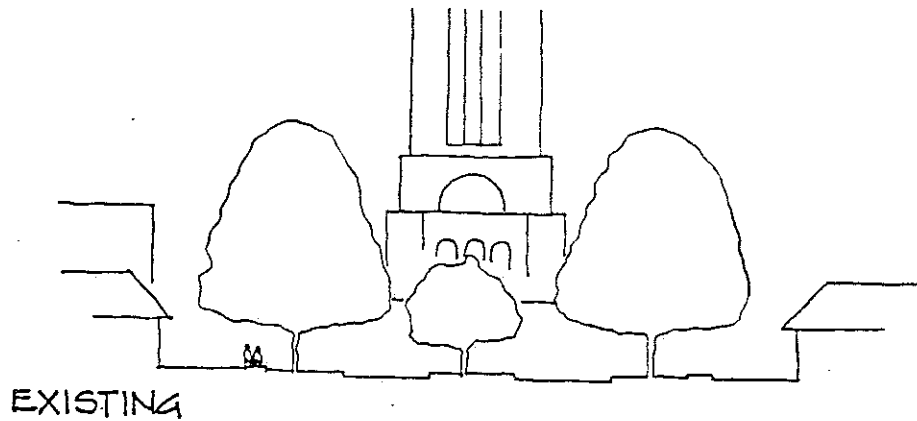
THE SOUTH MALL PLAN

Initially constructed in 1912 by the City to embellish the south axis of the previous Capitol, this avenue was re-landscaped in 1935 at the request of the City Parks Department by Lincoln landscape architect Ernst Herminghaus. Having just completed the landscape design for the Capitol grounds a year earlier, Herminghaus developed a plan for 15th Street south of the building to "A" Street which echoed his treatment of the south entrance of the Capitol. The center islands were planted with formal hedge borders eighteen inches high while evergreen shrubs were placed along the center of the medians at quarter points, trimmed in a globe shape to a maximum height of five feet. The height of these median plants was limited to provide a view of the Capitol along the entire eight block length of this avenue, starting at "A" Street. The street was to be lined at each side with a total of 250 maple trees, eight to ten feet tall when initially planted. The center islands were planted as designed, but the uniform rows of street trees were never realized.

Virtually nothing exists of the 1935 landscape plan today. Although Herminghaus' design concept of a broad tree-lined avenue for viewing the Capitol is still valid and needed, improved plant materials can provide a better long-term solution to his maintenance-intensive design.

Starting with Herminghaus' concept, the new design for this South Mall starts by utilizing the earlier low planting scheme for the center islands flanked by trees lining the eight block avenue, but goes further. The existing street tree line and sidewalk location are proposed to be reversed. The sidewalk is moved closer to the street (twelve feet back from curb) and the tree line is relocated between the sidewalk and the adjacent buildings. In addition to

creating a larger front lawn space between the sidewalk and buildings, this relocation also widens the mall "corridor" created by the trees lining each side of the street and accommodates the full spread of the mature trees without excessive branching over the street proper (see drawing below).



The street trees and center island evergreen shrubs and perennials are designed to provide a gradation of summer and winter color from "A" Street to the Capitol at "H" Street. This change in plant variety not only allows for a pleasant visual transition along the mall but also will help prevent disease problems (e.g., Dutch Elm Disease) from spreading the entire length of the landscaped mall.

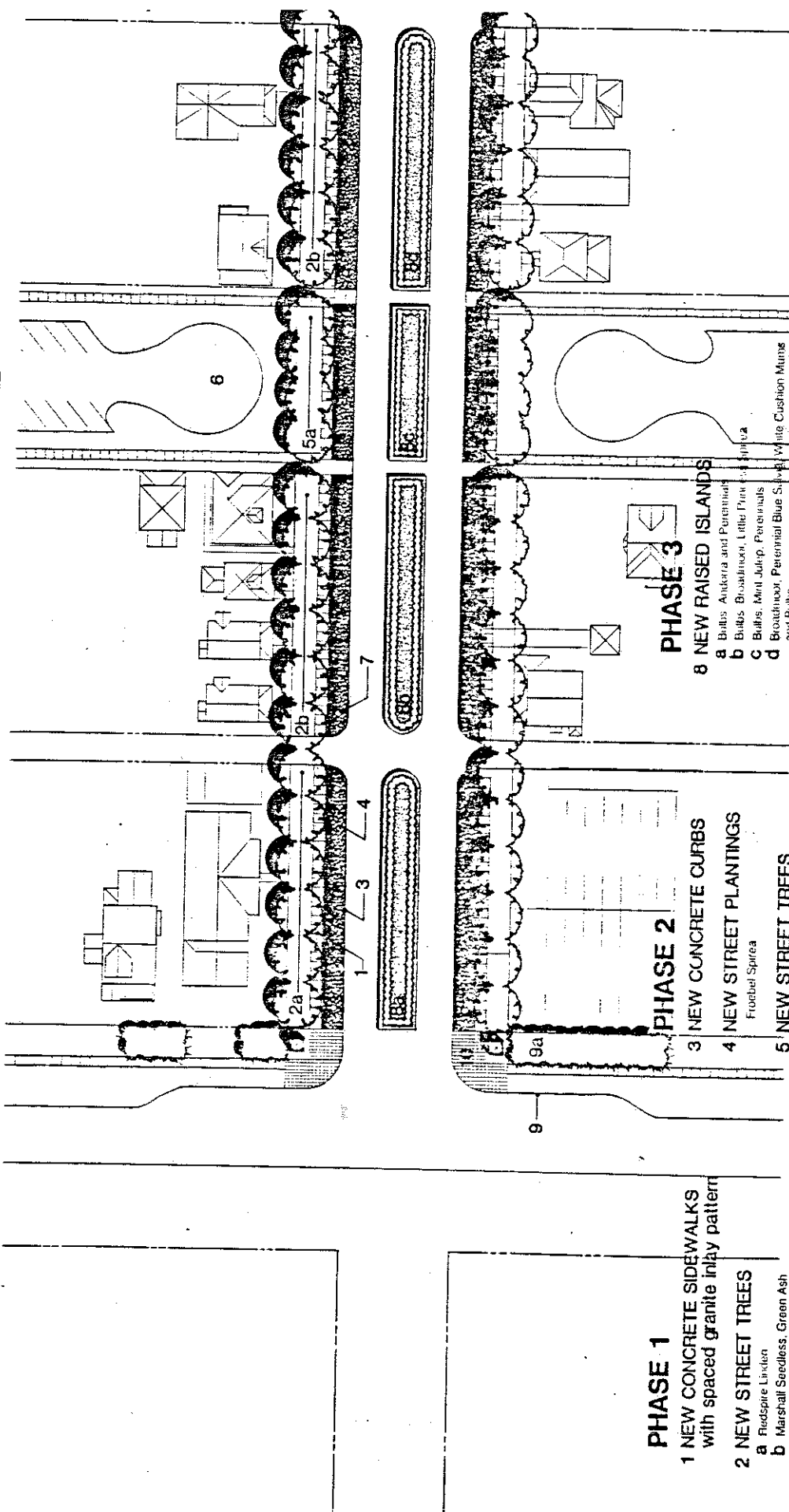
Beginning at "A" Street, the approach to the South Mall is acknowledged by the widening of "A" Street, the flair in the line of the 15th Street trees and evergreens as they approach that intersection, and precinct markers at the paved corner areas. (See drawing S1.) Along the South Mall's length, two prominent changes in grade elevation at "C" and "E" Streets are highlighted by nodes where commissioned sculpture would provide the focal point. (See drawings S2 and S3.) Street closure is proposed at "C" and "E" Streets and perhaps at "B" and "F" Streets (as a lower priority) to allow a safer and less interrupted journey along the mall for pedestrian, bicycle and vehicular traffic. The nodal points at "C" and "E" Streets are further developed into tree-canopied seating areas with flower beds to provide "mini-parks" for a neighborhood in need of public park space. (See drawings S2 and S3.) Evergreen trees are planned at the future cul-de-sac developments along the mall, and at the north and south ends of the plan, along with evergreen shrubs on the center island to insure year-round color and form.

An ornamental street lighting scheme is designed to line both sides of 15th Street and match the original lamps surrounding the Capitol grounds.

It should be noted that street closures as proposed are a long range improvement and would follow the City's established policy for neighborhood input. Further, the success of the overall mall plans is not dependent upon approval of all or any one specific element proposed. These documents are intended to be conceptual in nature and therefore individual design elements are subject to change.

"A"

"B"



PHASE 1

- 1 NEW CONCRETE SIDEWALKS with spaced granite inlay pattern

2 NEW STREET TREES

- a Redspire Linden
- b Marshall Seedless, Green Ash

PHASE 2

- 3 NEW CONCRETE CURBS

- 4 NEW STREET PLANTINGS
Froebel Spirea

5 NEW STREET TREES

- a Kentucky Coffeetree and Humpyot Honeysuckle

6 NEW CUL-DE-SAC DEVELOPMENT

- 7 NEW STREET LIGHTING to match existing Capitol lighting

PHASE 3

8 NEW RAISED ISLANDS

- a Bulbs: Andorra and Perennials
- b Bulbs: Broadmoor, Little Prince and Spirea
- c Bulbs: Mint Julep, Perennials
- d Broadmoor, Perennial Blue Salvia, White Cushion Mums and Bulbs

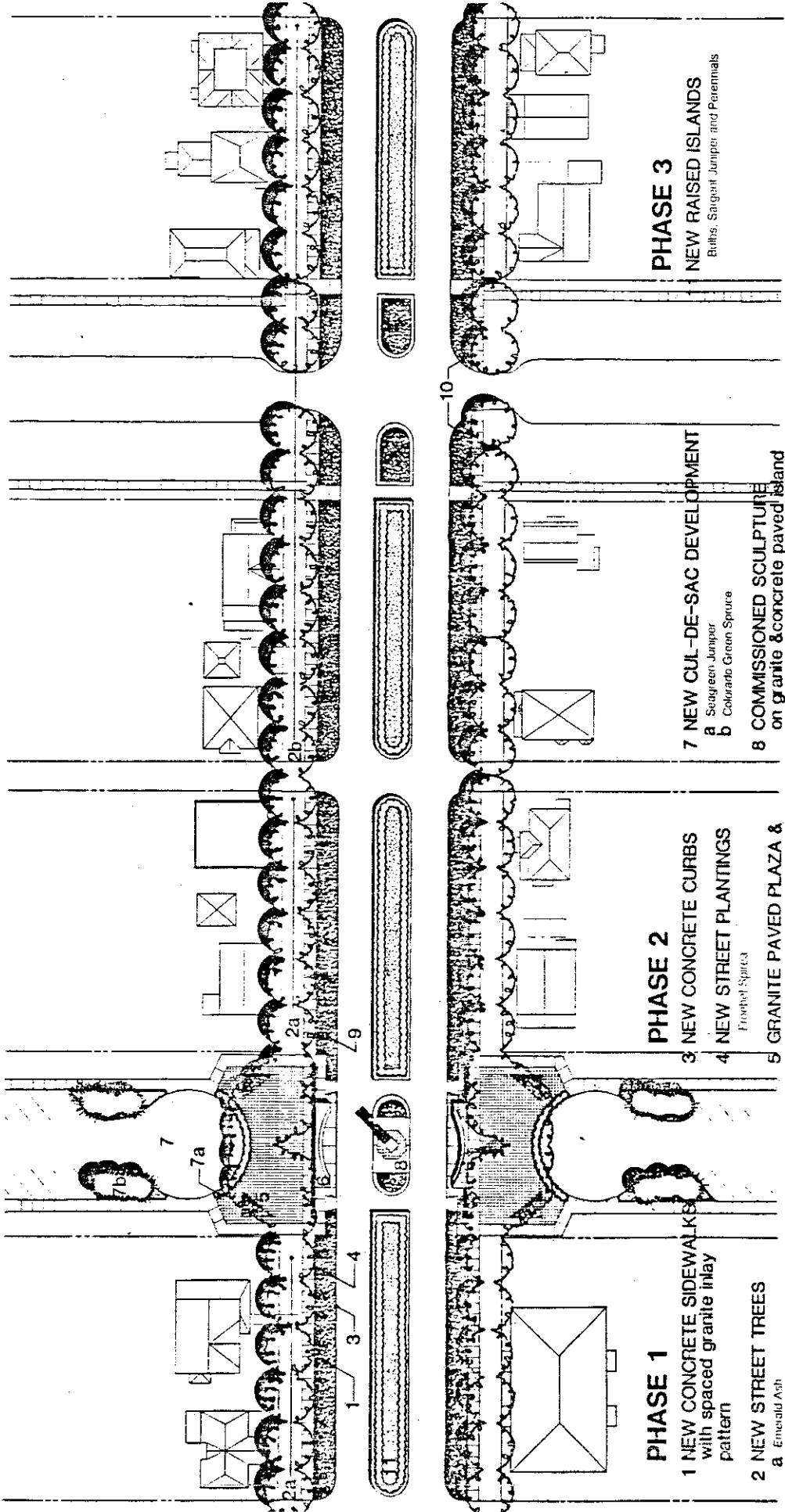
9 WIDEN "A" STREET

- a Mint Julep Juniper

10 GRANITE PAVING NODE, LIMESTONE PRECINCT MARKER

"C"

"D"



PHASE 1

- 1 NEW CONCRETE SIDEWALKS with spaced granite inlay pattern
- 2 NEW STREET TREES
 - a Emerald Ash
 - b Emerald Luster

PHASE 2

- 3 NEW CONCRETE CURBS
- 4 NEW STREET PLANTINGS
 - a Froebel Spruce
 - b Littleleaf Linden and Perennial Bulbs
- 5 GRANITE PAVED PLAZA & TREE BOSQUE
- 6 GRANITE SEATING

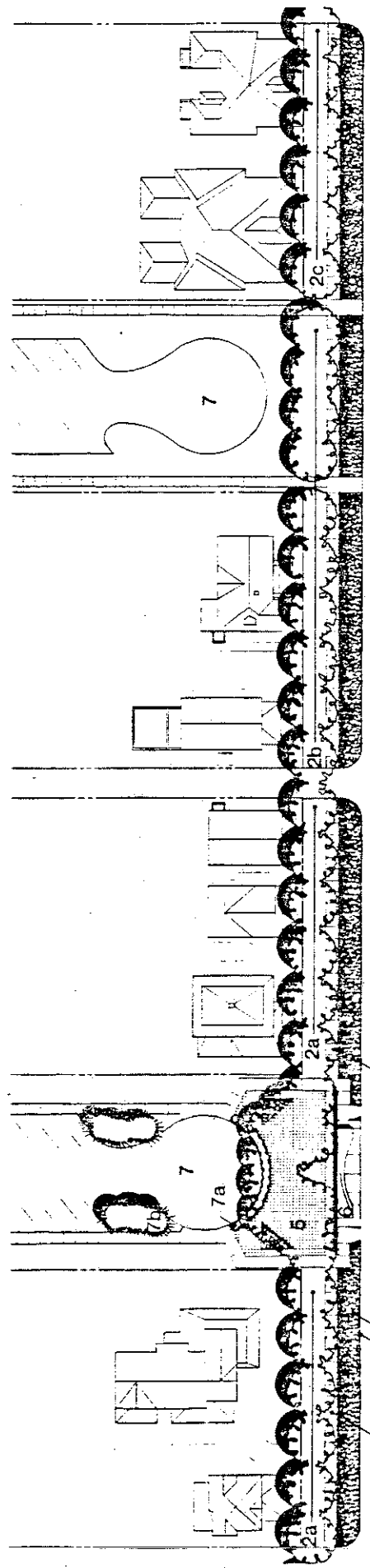
PHASE 3

- 7 NEW CUL-DE-SAC DEVELOPMENT
 - a Saguero Juniper
 - b Colorado Green Spruce
- 8 COMMISSIONED SCULPTURE on granite & concrete paved island
- 9 NEW STREET LIGHTING to match existing Capitol lighting
- 10' REDUCE STREET WIDTH with landscaped nodes & island
 - a Branchleaf

PHASE 3
 NEW RAISED ISLANDS
 Bulbs, Saguero Juniper and Perennials

"E"

"F"



PHASE 1

- 1 NEW CONCRETE SIDEWALKS with spaced granite inlay pattern
- 2 NEW STREET TREES
 - a Green Mountain Maple
 - b Red Sunset Maple
 - c White Oak

PHASE 2

- 3 NEW CONCRETE CURBS
- 4 NEW STREET PLANTINGS
Fraxel Spirea
- 5 GRANITE PAVED PLAZA & TREE BOSQUE
Laticleaf Linden and Perennial Bulbs
- 6 GRANITE SEATING

PHASE 3

- 11 NEW RAISED ISLANDS
 - a Bulbs, Brodiaea and Perennials
 - b Bulbs, Anemone and Perennials

- 7 NEW CUL-DE-SAC DEVELOPMENT
 - a Mid-Julep Juniper
 - b Colorado Green Spruce
- 8 COMMISSIONED SCULPTURE on granite & concrete paved island
- 9 NEW STREET LIGHTING to match existing Capitol lighting
- 10 REDUCE STREET WIDTH with landscaped nodes & island

"G"

"H"

