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# Infill & Redevelopment Dialogue

## Community Committee Meeting

### September 10, 2020

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**PLAN FORWARD 2050**  
Lincoln-Lancaster County Planning Department



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# Infill & Redevelopment

## Introduction

Over the next several months the Planning Department will be coordinating presentations with topic experts and discussions on various topics for the Community Committee meetings. This will be one of the key ways the Community Committee will have an opportunity to provide input on these topics. The discussion topic for the Community Committee meeting on September 10<sup>th</sup> will focus on infill and redevelopment. This document is being provided to you as a resource in advance of the September 10<sup>th</sup> meeting.

## Infill & Redevelopment in LPlan 2040

The current City-County Comprehensive Plan, LPlan 2040, contains many infill, redevelopment and mixed use strategies and goals. All of these strategies and goals are found in [Chapter 6, Mixed Use Redevelopment](#). These strategies and goals lay a good foundation for development of PlanForward 2050. Some of these goals have been accomplished over the last 10 years whereas others may be removed or carried forward in the new Comprehensive Plan. While the Comprehensive Plan lists over 50 goals and strategies related to infill, redevelopment and mixed use, a smaller sample of the strategies and goals is provided below. These will continue to be discussed and examined as PlanForward 2050 is developed.

Target existing underdeveloped or redeveloping commercial and industrial areas in order to remove blighted conditions and more efficiently utilize existing infrastructure. Occur on sites supported by adequate road and utility capacity.
Incorporate and enhance street networks with multiple modes of transportation in order to maximize access and mobility options.
Promote activities of daily living within walking distance, and provide sidewalks on both sides of all streets, or in alternative locations as allowed through design standards or review process.
Help to create neighborhoods that include homes, stores, workplaces, schools, and places to recreate.
Encourage residential mixed use for identified corridors and redeveloping Regional, Community, Neighborhood, and Mixed Use Office Centers identified as nodes.
Develop with substantial connectivity between developing or existing neighborhoods and developing or redeveloping commercial centers.
Maintain the urban environment, including a mix of land uses with a major focus on residential uses.
Encourage higher density development with parking areas at the rear of buildings, below grade, or on upper floors of multi-use parking structures.
In areas where there is a predominance of commercial or industrial zoning and/or development, focusing on non-residential areas as opposed to existing neighborhoods.
In proximity to planned or existing neighborhoods and community services, to facilitate access to existing community services or to address a deficiency by providing services such as grocery stores, childcare centers, and restaurants.
Where there is existing or potential for good access to transit, to enhance the public transit system by making it accessible to residents and to facilitate the development of neighborhood multimodal hubs where residents can drive, bike, or walk to a transit stop, go to work, and then shop for their daily needs before they return home.
In areas appropriate for residential mixed use redevelopment, outside of areas identified as Industrial Centers and Highway Oriented Commercial Areas in LPlan 2040 to avoid conflicts with health and safety.
In areas that minimize floodplain and other environmental impacts. Areas within the floodplain that already have

buildings and fill are appropriate for redevelopment; projects that receive public assistance should meet a higher standard to preserve flood storage. This criterion encourages redevelopment while protecting sensitive environmental areas.
Strive for commercial Floor Area Ratios of at least 0.5 within buildable areas designated for commercial development inside the project boundary (including public and semi-public buildings). This strategy encourages significant returns on public investment by developing high-quality properties with sustained value, long-term viable businesses to generate sales tax, and efficient use of land and infrastructure resources.
Strive for residential densities of at least seven dwelling units per gross acre within buildable areas inside the project boundary. This strategy encourages significant returns on public investment by developing high-quality properties with sustained value, supports new businesses in the mixed use center, makes public transportation more viable, and uses land and infrastructure more efficiently.
Develop design standards specific to Mixed Use Redevelopment Nodes and Corridors.
Raise public awareness of and support for infill and redevelopment.
Establish stronger design standards for redevelopment projects to provide assurance that they will blend into the context of, or enhance, the surrounding neighborhood and avoid conflicting visions among developers, neighbors, and city officials.
Revise policies to extend Tax Increment Financing (TIF) eligibility to additional defined areas.
Develop incentives to reduce the cost and risk of infill and redevelopment.
Encourage the establishment of a Community Development Corporation (CDC) or incorporated nonprofit organization that could raise equity for projects, purchase land, offer services, and engage in other activities that promote and support community development.
Examine the potential for extending impact fee exclusions beyond Downtown/Antelope Valley to other designated redevelopment areas.
Revise the Zoning Ordinance to provide more flexibility, particularly in commercial districts. Provide a mechanism for adjustments in older zoning districts to lot area, height, setbacks, and parking standards, similar to the provisions already available for newer districts.
Support and enhance existing infrastructure and amenities.
Consider opportunities for centralized, shared public parking lots and structures beyond the downtown area.

## 2018 Downtown Master Plan

[The 2018 Downtown Master Plan](#) identifies priorities for downtown physical improvements, catalyst developments, and policies to guide the City of Lincoln, the Downtown Lincoln Association, the development community, and Downtown stakeholders for the next ten-year investment cycle. The previous 2005 Lincoln Downtown Master Plan and 2012 Update have both served their purpose to guide the evolution of Downtown Lincoln guiding over \$1 billion dollars’ worth of investment. The 2018 Downtown Master Plan is not an update to previous plans but is a standalone document that will guide public and private investments to elevate Downtown Lincoln as the Center of Opportunity. In addition, the [2018 Downtown Master Plan Background Report](#) provides additional information on the projects from the 2005 plan and 2012 update, and provides a snapshot of downtown development in recent years.

## Redevelopment

The Urban Development Department serves as the Redevelopment Authority for the City of Lincoln. As such, the Urban Development Department encourages private investment in projects that strengthen Lincoln. A list of [current and past redevelopment projects](#) is available on the Urban Development Department’s website.

## Staff Discussions

Planning Department staff began engaging with various City and County Departments in 2019 to discuss the upcoming Comprehensive Plan Update. Below is a summary of staff comments that relate to infill, redevelopment and mixed use.

17th & South Street area is a great redevelopment opportunity
Consider an affordable housing requirement with TIF projects
Near South PUD will be a good example of integrating non-residential uses into existing neighborhoods
Look at updating rehab code, building code to allow for more creativity
How to make suburban environments more like an urban environment
Encourage good walkability and a mix of uses
There are overall trends toward urban living, which doesn't just mean living downtown
Include enhancements to existing areas and consider changes to how newly-developed areas will look 30 years from now
Redevelopment along arterial streets in older neighborhoods
Do we want mix of uses in existing single family neighborhoods? ADUs, home occupations, etc
Consider expanding impact fee exclusion areas

## Infill & Redevelopment in Other Cities

Planning staff have been researching what innovative practices for infill and redevelopment are happening in other cities. Some sample goals and priorities from other cities' comprehensive plans are listed below. You can also view the full documents by clicking on the links that are provided.

### Minneapolis, MN Comprehensive Plan

The Minneapolis 2040 Comprehensive Plan includes a section on land use and built form. This section, [Land Use and Built Form](#), describes where new housing, workplaces, and retail establishments may locate in the city in order to achieve the plan goals. This guidance is communicated through a combination of policies and maps. The first four policies – Access to Housing, Access to Employment, Production and Processing, and Access to Commercial Goods and Services – form the basis for the Future Land Use Map and the Built Form Map that guide the location and characteristics of new buildings. The Built Form Map guides the scale of development for every parcel in the city, independent of the uses allowed on the site. The built form of all new and remodeled buildings must be consistent with the guidance of the Built Form Map.

Increase the supply of housing and its diversity of location and types.
Support employment growth downtown and in places well-served by public transportation.
Expand and maintain areas for production, processing, and distribution of products, services, and ideas.
Improve access to goods and services via walking, biking and transit.

Support development and public realm improvements near existing and planned METRO stations that result in walkable districts for living, working, shopping, and recreating.
Regulate land uses, building design, and site design of new development consistent with a transportation system that prioritizes walking first, followed by bicycling and transit use, and lastly motor vehicle use.
Ensure a high-quality and distinctive physical environment in all parts of the city through building and site design requirements for both large and small projects.
Strengthen the City's robust neighborhood-based community engagement system to ensure that it effectively and equitably builds people's capacity to organize to improve their neighborhoods.

## Oklahoma City, Oklahoma Comprehensive Plan

The Oklahoma City Comprehensive plan, planokc, includes a concept called [Land Use Typology Areas](#) (LUTA). The current development ordinances date from a time when low density and separation of different land uses were valued higher than city



life. Low density increases the cost of services and infrastructure. That, combined with successes at building places that people want to experience has moved the city in new directions. The zoning code discourages the trends toward new development forms. The codes should be modernized to implement the LUTA concept and provide both the flexibility and protection that benefit contemporary developers and their neighbors alike.

The LUTAs permit a variety of uses, but establish permitted ranges of development intensity. The LUTA system achieves compatibility between different types or intensities of uses by implementing performance standards, design guidelines, and transitional methods. These techniques give specific and predictable guidance to builders and developers, and address such areas as operating effects, traffic, parking, design, scale, and safety, avoiding the unnecessary overuse of Planned Unit Developments. A LUTA-based system would incorporate the criteria for locations and supporting transportation and infrastructure established by this plan for individual land uses.

### Parking Requirements

Several cities across the country have reduced or eliminated parking requirements from new development. This has been discussed as a tool to incentivize redevelopment in Lincoln, and to a certain extent, parking requirements have already been reduced for specific commercial developments by approving parking waivers. The Downtown Lincoln zoning district (B-4) does not have parking requirements.

Two cities that have reduced or eliminated parking requirements are listed below.

Fayetteville, Arkansas: In 2015 the City Council removed parking requirements for new non-residential development. The Fayetteville Planning Department has not heard any issues with not having minimum requirements for non-residential uses. Their code also includes parking maximums (15% above the previous minimum), and the Planning Commission has generally granted those requests. Click [here](#) to read more on this topic.

Buffalo, New York: In 2017, Buffalo removed parking requirements for all uses across the City. This approval was

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part of Buffalo Green Code initiative, or what is known as a Unified Development Ordinance. The effort is intended to support overall urban design, historic preservation and sustainability of the community. Click [here](#) to read more about this topic.