

**STAFF MEETING MINUTES  
LANCASTER COUNTY BOARD OF COMMISSIONERS  
COUNTY-CITY BUILDING  
ROOM 113 - BILL LUXFORD STUDIO  
THURSDAY, NOVEMBER 12, 2015  
8:30 A.M.**

Commissioners Present: Roma Amundson, Chair  
Larry Hudkins, Vice Chair  
Deb Schorr  
Bill Avery  
Todd Wiltgen

Others Present: Kerry Eagan, Chief Administrative Officer  
Gwen Thorpe, Deputy Chief Administrative Officer  
Dan Nolte, County Clerk  
Cori Beattie, Deputy County Clerk  
Ann Taylor, County Clerk's Office

*Advance public notice of the Board of Commissioners Staff Meeting was posted on the County-City Building bulletin board and the Lancaster County, Nebraska, web site and provided to the media on November 10, 2015.*

The Chair noted the location of the Open Meetings Act and opened the meeting at 8:33 a.m.

**AGENDA ITEM**

**1 APPROVAL OF MINUTES OF THE NOVEMBER 5, 2015 STAFF MEETING**

**MOTION:** Avery moved and Schorr seconded approval of the minutes of the November 5, 2015 Staff Meeting. Avery, Hudkins, Schorr and Amundson voted aye. Wiltgen was absent from voting. Motion carried 4-0.

**2 ADDITIONS TO THE AGENDA**

There were no additions to the agenda at this time.

### **3 COUNTY DIRECTOR PRESENTATIONS (OVERVIEW OF DEPARTMENT AND DIRECTOR RESPONSIBILITIES)**

**NOTE:** See agenda packet for information submitted by the four directors regarding their duties and responsibilities and future issues (Pages 15-29).

#### **A. RICHARD RINGLEIN, COUNTY VETERANS SERVICE OFFICER**

Richard Ringlein, County Veterans Service Officer, discussed his background, primary duties and responsibilities, department staffing, training and accreditations with different veterans organizations. He said he would be willing to provide a list of criteria for continuing education hours.

Wiltgen arrived at the meeting at 8:39 a.m.

Ringlein said his department tries to assist any veteran that contacts them for help and assist them in finding a solution to their problem. He said local veterans organizations help provide food cards for veterans, particularly during the holiday season. Ringlein noted the restrictions on how Nebraska Veterans Aid Fund and County Veterans Aid Fund can be used.

Ringlein also presented information about VetraSpec an online Veterans claim management software system for federal benefits (Exhibit A). He said the two main federal benefits are non-service connected pensions for veterans or disabled veterans who are over 65 years of age and a death pension for surviving spouses. Another disability program they work with is service-connected disability compensation. Ringlein also discussed Veterans Administration (VA) health care noting Lincoln has a clinic rather than a full-service hospital.

In response to a question from Schorr, Ringlein said there are approximately 21,400 veterans in Lancaster County. The youngest veteran the department has assisted was 18 and the oldest 103. He said they also work with spouses and dependent children.

Hudkins inquired about veterans retirement homes in Nebraska. Ringlein said there are four: 1) Eastern Nebraska Veterans Home in Bellevue; 2) Grand Island Veterans Home, which will be moving to Kearney; 3) Norfolk Veterans Home; and 4) Western Nebraska Veterans Home in Scottsbluff.

Hudkins also inquired about the future of the VA campus in Lincoln. Ringlein said he does not have enough information to comment. Wiltgen, who works for U.S. Congressman Jeff Fortenberry, said location of the VA Clinic has not been resolved, adding there is no guarantee it will be located on the VA campus.

In response to a question from Avery, Wiltgen said there will be market-rate housing scattered throughout the campus with preference given to veterans.

## **B. KIM ETHERTON, COMMUNITY CORRECTIONS DIRECTOR**

Kim Etherton, Community Corrections Director, reviewed how Community Corrections was established in 2003, noting the intent was to establish an agency that could provide custody sentencing and custody alternatives to the County and District Courts and to delay the construction of a new jail. Programs implemented since that time include:

- Custody Sentencing and Custody Alternatives
- Community Service Program
- Pre-Trial Release
- Adult Drug Court
- In-House Substance Abuse Treatment Using Evidence-Based Model Specifically Designed for Methamphetamine and Long-Term Alcohol Addiction
- House Arrest
- Mental Health Jail Diversion
- Veterans Diversion Program
- Safety Training Option Program (STOP)

Etherton noted there have also been discussions about implementing a Veterans Court.

Etherton said if the department continues to expand, the Board will need to consider adding a deputy director position.

### **1) REQUEST TO OPEN POSITION EARLY FOR TRAINING PURPOSES**

Etherton said a clerk in Community Corrections plans to retire early next year and requested authorization to open the position now to allow for a two week training period.

**MOTION:** Schorr moved and Wiltgen seconded to allow the Community Corrections position to be opened early for training purposes. Hudkins, Schorr, Wiltgen, Avery and Amundson voted aye. Motion carried 5-0.

Schorr exited the meeting at 9:35 a.m.

### **C. DON KILLEEN, COUNTY PROPERTY MANAGER**

Don Killeen, County Property Manager, gave an overview of his primary duties and responsibilities which involve property management functions for the County, City and Public Building Commission (PBC) facilities.

Schorr returned to the meeting at 9:37 a.m.

Killeen said energy is a key function in property management and said all heating and cooling for the government campus is supplied by the District Energy Corporation (DEC) plant. DEC also provides heating and cooling to the Lancaster County Adult Detention Facility (LCADF), as well as several other facilities. Schorr felt it would be valuable to have a presentation on the DEC before the end of the year.

Avery inquired about the payback for doing geothermal energy. Killeen said there is generally 50% savings between energy and maintenance and said savings are generally realized in less than five years.

Killeen also suggested the need to create a deputy director position. Amundson asked whether he plans to make that request as part of the budget. Killeen said there are already funds set aside in the budget for that expense.

Brief discussion took place regarding concerns with the South Haymarket District Plan (see October 15, 2015 Staff Meeting minutes). It was noted there have been new developments at the PBC.

### **D. MIKE THURBER, CORRECTIONS DIRECTOR**

Mike Thurber, Corrections Director, discussed his duties, noting two of his primary duties involve managing the department's budget and keeping a constitutionally correct facility. He noted he has served on the Nebraska Jail Standards Board since 1997 and has served as the Chair since 2009.

Thurber said he monitors statutory changes, citing the potential impact of Legislative Bill (LB) 605, which changed classification of penalties, punishments, probation and parole provisions, and provisions relating to criminal records and restitution.

Thurber also addressed future issues, stressing ongoing budget issues. He noted 70% of the budget relates to personnel costs. He said programming must be identified to help prepare offenders to be released. Thurber said mental health issues continue to grow, noting approximately 22% of Corrections population is either on some type of psychotropic medication or has a mental illness diagnosis in their past, which may have

contributed to them being in the criminal justice system. He said medical issues impact the budget, noting \$225,000 is budgeted for outside medical costs. Corrections also spends approximately \$11,000 a month on medication for inmates.

Schorr said the directors' documentation provided to the Board was very useful and suggested it be retained in a web format to help establish a training manual or orientation program for new commissioners and new directors.

**4 RENT FOR THE 605 BUILDING** - Dennis Meyer, Budget and Fiscal Officer; Don Killeen, County Property Manager; Mike Thurber Corrections Director

Dennis Meyer, Budget and Fiscal Officer, said Corrections is utilizing the prisoner transport areas in the 605 Building (holding area, elevator, and sally port) and rent needs to be allocated.

Don Killeen, County Property Manager, said costs total \$3,202,000 and said the Lancaster County Correctional Facility Joint Public Agency (JPA) agreed to apply the interest income (\$1,139,000) against that amount. He said the amount of debt that needs to be serviced on a long-term basis is \$2,062,747 and said that will be part of the bond issue that will take place in January or February, 2016 once total costs for the building are known. Killeen projected the cost to Corrections at \$105,000 annually. In addition, there will be a cost for utilities and basic maintenance of the space and projected that cost at \$89,000 annually (\$7.00 per square foot for 12,800 square feet). He said Corrections total rent cost will be approximately \$195,000 a year.

Mike Thurber, Corrections Director, said the expense will put the Corrections Department over budget.

Schorr asked about costs for the rest of the building. Killeen felt they would be in line with the rest of the government complex.

**5 CONSENT ITEMS**

There were no consent items.

**ADDITIONS TO THE AGENDA**

**MOTION:** Hudkins moved and Wiltgen seconded to add a letter to the Lincoln-Lancaster County Planning Director regarding the South Haymarket District Plan to the agenda. Schorr, Wiltgen, Avery, Hudkins and Amundson voted aye. Motion carried 5-0.

## **6 ADMINISTRATIVE OFFICER REPORT**

### **A. Eagle Scout Recognition Letter**

Gwen Thorpe, Deputy Chief Administrative Officer, said she is still working on a letter draft. Avery offered his assistance.

### **B. Lincoln City-Lancaster County Planning Commission Reappointments (Michael Cornelius, Jeanelle Lust and Lynn O. Sunderman)**

In response to a question from Schorr, David Cary, Acting Planning Director, Lincoln/Lancaster County Planning Department, appeared and said all three are long-standing appointments and have good attendance records. He added their institutional knowledge will be beneficial in the review and update of the Lincoln-Lancaster County 2040 Comprehensive Plan.

There was consensus to schedule the reappointments on the Tuesday, November 17, 2015 County Board of Commissioners Meeting agenda.

### **C. Strategic Planning Update**

Eagan said he contacted Robert Blair, Associate Professor, School of Public Administration, University of Nebraska at Omaha (UNO), who had been assisting the County with strategic planning efforts, and Blair indicated a follow-up session was included in his initial pricing. There was consensus to schedule the follow-up session on January 21, 2016.

### **D. Number of Attendees for Tri-County Meeting With Douglas and Sarpy Counties (Monday, November 16, 2015)**

It was noted all five Commissioners, Eagan, Thorpe, Meyer and Nolte, Beattie and Taylor from the County Clerk's Office plan to attend.

### **E. Visitor Improvement Fund Grant Contract with Abbott Motocross Park (Addendum to Pay on Completion of Phases)**

Eagan said the Abbott Motocross Park indicated payment upon completion of phases would help them with cash flow.

There was consensus to schedule the item on the Tuesday, November 17, 2015 County Board of Commissioners Meeting agenda.

F. Appointment of Tom Randa to the Lincoln-Lancaster County Board of Health

Schorr said contacted Judy Halstead, Lincoln-Lancaster County Health Department Director, regarding the appointment and Halstead indicated the position does not need to be filled by someone in the medical field. **NOTE:** Randa will be replacing Dr. Karla Lester, Doctor of Medicine (MD).

There was consensus to schedule the appointment on the Tuesday, November 17, 2015 County Board of Commissioners Meeting agenda.

**7 PENDING**

There were no pending items.

**ADDITIONS TO THE AGENDA**

A. Letter to the Lincoln-Lancaster County Planning Director Regarding the South Haymarket District Plan

A copy of the letter draft was disseminated (Exhibit B).

Wiltgen noted the Board decided to have the Planning Department give a presentation on the Plan (see October 29, 2015 Staff Meeting minutes). Amundson indicated she would also like Don Killeen, County Property Manager, and John Kay, Sinclair Hille & Associates Inc., to give a presentation on the Public Building Commission (PBC) Master Plan (Exhibit C).

Amundson noted changes David Cary, Acting Planning Director, Lincoln/Lancaster County Planning Department, has made to the 9<sup>th</sup> and 10<sup>th</sup> Street Corridor recommendations in the South Haymarket District Plan (Exhibit D). Killeen appeared and suggested that the letter acknowledge those changes. He pointed out there are still properties identified as future housing.

Hudkins said the letter doesn't identify all the properties, such as 800 J Street (parking) and a new parking lot on H Street. He said those properties are identified in the Plan as being taken out of governmental use.

Avery said he believes the letter indicates the Board wants to "shut down" any participation by the County in the Plan. Hudkins disagreed and said the only area of concern is the two to three block area near the government complex.

There was general consensus to hold the letter to give Board members time to review the changes.

Killeen said he, Kay and Jane Raybould, who is a member of the Lincoln City Council and the PBC, intend to attend the public hearing on Comprehensive Plan Amendment No. 15003, to adopt the South Haymarket Neighborhood Plan as an amendment to the 2005 Downtown Master Plan and by reference in the Lincoln-Lancaster County Comprehensive Plan, at the November 18<sup>th</sup> Lincoln/Lancaster County Planning Commission Meeting. Board members indicated they are comfortable with Killeen expressing the County Board's concerns.

## **8 DISCUSSION OF BOARD MEMBER MEETINGS**

### **A. Region V Services Executive Committee - Wiltgen**

Wiltgen said they received an update on plans to construct a headquarters building in the Williamsburg area (see Exhibits E & F). He said the building will be paid for with cash reserves.

### **B. Region V Services Governing Board - Wiltgen**

Wiltgen said they approved the audit report, which was an unqualified opinion, and received central office agency reports and an annual critical incident and quality assurance report.

### **C. Region V Systems Governing Board - Wiltgen**

Wiltgen said they received the audit, which was an unqualified opinion, and a number of contract amendments. He reported that \$2,500,000 in unallocated funds from the State were redistributed to the Regions this year and Region V received \$752,000. He said the Lancaster County Mental Health Crisis Center will receive an additional \$244,000 from those funds. Wiltgen indicated there will be an additional \$100,000 in post-commitment funding and said the Crisis Center may receive a portion of those funds as well. He noted \$3,200,000 was set aside several years ago as part of mental health reform and said there is a plan to allocate those funds out as one-time only funding for acute and subacute alternatives, which should help reduce the demand on the Lincoln Regional Center (LRC).

### **D. Region V Systems Executive Committee - Wiltgen**

Meeting was cancelled.

E. Public Building Commission (PBC) Chair/Vice Chair Meeting with Mayor  
- Amundson

Amundson said they discussed the changes that David Cary, Acting Planning Director, Lincoln/Lancaster County Planning Department, made to the 9<sup>th</sup> and 10<sup>th</sup> Street Corridor recommendations in the South Haymarket District Plan (see Item 2A). Hudkins added the Benesh Building and the 9<sup>th</sup> & J Street Building (former Election Commissioner's Building) are identified as being considered for possible long-term redevelopment as mixed use and said Cary was asked to identify the K Street Building and the H Street Parking Lot in the same manner. He said Cary agreed to do so.

F. County Board Chair/Vice Chair Meeting with Mayor - Amundson,  
Hudkins

Amundson said the Mayor asked that consideration be given to establishing a joint Lincoln Police Department (LPD)/Lancaster Sheriff's Office (LSO) firing range.

Schorr suggested the Board tour the LSO shooting range facility to see how it is utilized.

Amundson said they also discussed increasing government use of the City of Lincoln Municipal Services Center (formerly known as the Experian Building) and having common use of other facilities in the future.

Hudkins said they also discussed possible relocation of Information Services (IS) to the former TMI Building and the Railroad Transportation Safety District (RTSD).

G. Public Building Commission (PBC) - Amundson, Hudkins

See Item 8E.

H. Board of Health - Amundson

Amundson said they discussed proposed revisions to the Lancaster County Air Pollution Control Resolution involving how inspections are conducted. They also received a presentation on the Workforce Development Plan and a Community Health Profile update.

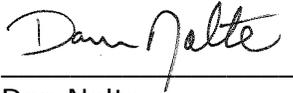
Schorr and Wiltgen indicated that they served on separate panels that interviewed candidates for Lincoln Fire Chief.

**9 EMERGENCY ITEMS AND OTHER BUSINESS**

Avery said he attended the Nonprofit Board Matching Event and said several young professionals expressed interest in serving on a government committee.

**10 ADJOURNMENT**

**MOTION:** Schorr moved and Hudkins seconded to adjourn the meeting at 11:10 a.m. Wiltgen, Avery, Hudkins, Schorr and Amundson voted aye. Motion carried 5-0.



Dan Nolte  
Lancaster County Clerk





FORMS

 Today is: Nov. 12, 2015  
 Logged in: Rick Ringlein  
 (rringlein) | [Logout](#)

HOME	SEARCH	ADD	E-MAIL	RESOURCES	DOCUMENTS	REPORTS	FORMS	CALENDAR	MY TASKS			
QUICK OVERVIEW	MORE DETAILS	MILITARY SERVICE	CURRENT RATINGS	PENDING ISSUES	FINANCIAL ASSISTANCE	PAYMENTS	DEPENDENTS	COMMUNICATION	RECORDS	FINANCIALS	PACKAGE THIS CLAIM	MY VETS

[Veterans of Foreign Wars of the United States](#)

FORMS		
Available forms (all forms open in a new window)		Forms printed for this veteran (opens in a new window)
<b>NDVA Forms</b>		
<a href="#">Blank letter/cover sheet for CVSOs</a>		
<a href="#">21-0820</a>	Report of General Information (replaces VA 119)	NDVA
<b>VARO COMMON FORMS</b>		
<a href="#">20-572</a>	Request for Change of Address/Cancellation of Direct Deposit	VBA
<a href="#">21-22</a>	Appointment of Veterans Service Organization	VBA
<a href="#">21-4138</a>	Statement in Support of Claims	VBA
<a href="#">21-4142</a>	Authorization & Consent to Release Information to the DVA	VBA
<a href="#">21-4142a</a>	General Release for Medical Provider Information to the DVA	
<a href="#">24-0296</a>	Direct Deposit Enrollment	
<a href="#">3288</a>	Request for and Consent to Release Information	VHA
<a href="#">5655</a>	Financial Status Report	VHA
<a href="#">VCAA</a>	VCAA Notice Response	
<a href="#">DD 149</a>	Application for Correction of Military Record	DD
<b>VETERAN COMPENSATION OR PENSION</b>		
<a href="#">21-0966</a>	Intent to File	VBA
<a href="#">21-526</a>	Veterans Application for Compensation and/or Pension	VBA
<a href="#">21-526C</a>	Pre-Discharge Compensation Claim	VBA
<a href="#">21-526EZ</a>	Application for Disability Compensation and Related Compensation Benefits	VBA
<a href="#">OLD 21-526</a>	Veterans Application for Compensation or Pension <a href="#">Part A</a> <a href="#">Part B</a> <a href="#">Part C</a> <a href="#">Part D</a>	VBA
<a href="#">21-526b</a>	Veteran's Supplemental Claim	VBA
<a href="#">21-527EZ</a>	Application for Pension	VBA
<a href="#">21-527</a>	Income-Net Worth and Employment Statement	VBA
<a href="#">DD 2860</a>	Claim for Combat-Related Special Compensation (CRSC)	
<a href="#">21-0516-1</a>	EVR Report (Veteran With No Children)	VBA
<a href="#">21-0517-1</a>	EVR Report (Veteran with Children)	VBA
<a href="#">21-0512v-1</a>	Section 306 Eligibility Verification Report (Veteran)	VBA
<a href="#">21-0513-1</a>	Old Law and Section 306 Eligibility Verification Report	VBA
<a href="#">21-0781</a>	Statement in Support of Claim for PTSD	VBA
<a href="#">21-0781a</a>	Statement in Support of Claim for PTSD Secondary to Personal Assault	VBA
<a href="#">21-0845</a>	Authorization to Disclose Personal Information to a Third Party	VBA
<a href="#">21-4140</a>	Employment Questionnaire	VBA
<a href="#">21-4192</a>	Employment Information in Connection with Claim for Disability Benefits	VBA
<a href="#">21-8940</a>	Application for Increased Compensation based on Unemployability	VBA
<a href="#">21-4176</a>	Report of Accidental Injury in Support of Claim for Compensation or Pension	VBA
<b>WIDOW - PARENT - CHILD DIC/PENSION</b>		
<a href="#">21-534EZ</a>	Application for DIC, Death Pension, and/or Accrued Benefits	VBA
<a href="#">21-534</a>	Widow or Child -- DIC, Death Pension, and Accrued Benefits	VBA
<a href="#">21-535</a>	Application for Parent DIC	VBA
<a href="#">21-592</a>	Request for Appointment of Fiduciary, Custodian or Guardian	VBA

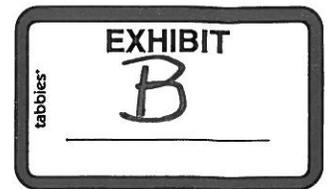
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2122	Aug. 17, 2015	<a href="#">Edit</a> <a href="#">Print</a>

FORMS  
WE USE ON  
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<a href="#">21-601</a>	Application for Accrued Amounts Due A Deceased Beneficiary	VBA
<a href="#">21-0512s-1</a>	Section 306 - Surviving Spouse - Eligibility Verification Report	VBA
<a href="#">21-0514-1</a>	EVR Report - Parent's DIC	VBA
<a href="#">21-0518-1</a>	EVR Report -Surviving Spouse with no Children	VBA
<a href="#">21-0519c-1</a>	EVR Report - Child or Children	VBA
<a href="#">21-0519s-1</a>	EVR Report-Surviving Spouse with Child(ren)	VBA
21-8924	Application of Surviving Spouse or Child for REPS Benefits	VBA
<b>NURSING HOME - ASSISTED LIVING - HOME HEALTH CARE</b>		
<a href="#">21-0779</a>	Nursing Home Information in Connection with Claim for Aid and Attendance	VBA
<a href="#">21-2680</a>	Examination for Housebound Status or Regular Aid and Attendance	VBA
21-4185	Report of Income from Property or Business	VBA
<a href="#">21-8416</a>	Medical Expense Report	VBA
<b>OTHER DEPENDENT FORMS</b>		
<a href="#">21-674</a>	Request for Approval of School Attendance	VBA
<a href="#">21-686c</a>	Declaration of Status of Dependents	VBA
<a href="#">21-0847</a>	Request for Substitution of Claimant Upon Death of Claimant	VBA
21-0304	Application for Spina Bifida Benefits	VBA
<a href="#">21-0571</a>	Application For Exclusion Of Children's Income	VBA
<b>MEDICAL - VHA</b>		
10-10 EC	Application for Extended Care	VHA
<a href="#">10-10 D</a>	Application for ChampVA Benefits	VHA
<a href="#">10-10 EZ</a>	Application for Health Benefits	VHA
<a href="#">10-10 EZR</a>	Health Benefits Renewal	VHA
<a href="#">10-10HS</a>	Request for Hardship Determination	VHA
<a href="#">10-583</a>	Claim for Payment of Costs of Unauthorized Medical Expenses	VHA
<a href="#">10-5345</a>	Release Medical Records or Health Information, Request for authorization	VHA
10-5345a	Individuals' Request for a Copy of Their Own Health Information	VHA
10-7959A	ChampVA Claim Form	VHA
<a href="#">10-7959C</a>	ChampVA Other Health Insurance (OHI)	VHA
<b>HOME LOAN - ADAPTIVE - CLOTHING ALLOWANCE</b>		
<a href="#">26-1880</a>	Request for A Certificate of Eligibility - Home Loan Guaranty	VBA
10-1394	Application for Adaptive Equipment Motor Vehicle	VHA
26-4555	Veteran's Application for Special Adaptive Housing or Home Adaptation	VBA
<a href="#">21-4502</a>	Auto or Other Conveyance and Adaptive Equipment	VBA
10-8678	Application for Annual Clothing Allowance	VHA
<b>EDUCATION AND VOCATIONAL REHABILITATION</b>		
<a href="#">22-1990</a>	Application for VA Education Benefits	VBA
<a href="#">22-5490</a>	Application for Survivors & Dependents' Educational Assistance	VBA
<a href="#">28-1900</a>	Disabled Veterans Application for Vocational Rehabilitation	
<b>COMMON LAW</b>		
<a href="#">21-4170</a>	Statement of Marital Relationship	VBA
<a href="#">21-4171</a>	Supporting Statement Regarding Marriage	VBA
<b>INSURANCE - DEATH - BURIAL</b>		
<a href="#">21P-530</a>	Application for Burial Benefits	NCA
<a href="#">27-2008</a>	Application for United States Flag for Burial Purposes	NCA
<a href="#">29-336</a>	Designation of Beneficiary (Government Life Insurance)	VBA
<a href="#">29-4125</a>	Claim For One Sum Payment Government Life Insurance	VBA
<a href="#">29-4364</a>	Application for Service-Disabled Veterans Insurance	VBA

<a href="#">40-0247</a>	Presidential Memorial Certificate Request	
<a href="#">40-1330</a>	Application for Standard Government Headstone or Marker	
<a href="#">40-1330M</a>	Claim for Government Medallion for Installation in a Private Cemetery	VBA
<b>APPEALS</b>		
<a href="#">9</a>	Appeal to BVA	Appeals
<a href="#">646</a>	Statement of Accredited Representative	Appeals
<a href="#">21-0958</a>	Notice of Disagreement	
<b>OTHER</b>		
<a href="#">SF-180</a>	Request Pertaining to Military Records	
<a href="#">NACVSO-1</a>	Authorization Between CVSO and VS Organization	NACVSO
<p><a href="#">DBQ's</a> (links to VA's forms page listing DBQ's. This is not linked to VetraSpec. You will need to add an entry under Communications indicating you filled out this form for this veteran.)</p>		

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November 3, 2015

David Carey, Interim Director  
Lincoln-Lancaster County Planning Department  
555 S. 10<sup>th</sup> Street, Suite 213  
Lincoln, NE 68508

Re: South Haymarket Neighborhood Plan

Dear David:

The 2005 Downtown Master Plan identifies the South Haymarket area as a unique opportunity for high density residential development. In response the Planning Department produced the South Haymarket Neighborhood Plan. The Lancaster County Board of Commissioners has reviewed the Plan and believes it identifies many exciting concepts and recommendations for the future development of this area. However, the County Board has serious concerns regarding the proposals to convert government properties on the west side of 9<sup>th</sup> Street to private uses and to consolidate government offices between 9<sup>th</sup> and 10<sup>th</sup> Streets. See Attachment A to this letter.

The Plan identifies three government building for conversion to private use: the K Street Complex, the Benes Building at 825 J Street, and the old Election Commission Building at 9<sup>th</sup> & J Streets, now known as the 900 Building. All three of these buildings are key components in meeting the long-range building and space needs of Lancaster County, and more than \$8 million has been invested by the County in these buildings. The Benes Building is now being remodeled to house the Lancaster County Mental Health Crisis Center, the 900 Building is being used by the County's Community Corrections Program, and the K Street Complex is well-situated to meet City and County records storage needs for years to come. It should also be noted a previous study indicated it is not economically feasible to convert the K Street Complex to private housing, and the best use of the property is for a records storage facility. Moreover, the cost of replacing these properties would far exceed what the County has already invested.

Consolidation of government offices between 9<sup>th</sup> & 10<sup>th</sup> Street is also problematic. The Plan calls for high rise buildings and multi-tier parking structures at both the north and south

parking lots for the existing government buildings. However, this type of construction is cost prohibitive, and local government would be more likely to relocate outside of the downtown area to meet its growth needs. This result would be contrary to the 2005 Downtown Master Plan, which envisions a downtown that “maintains and strengthens the governmental functions of city, county, state, and federal governments.”

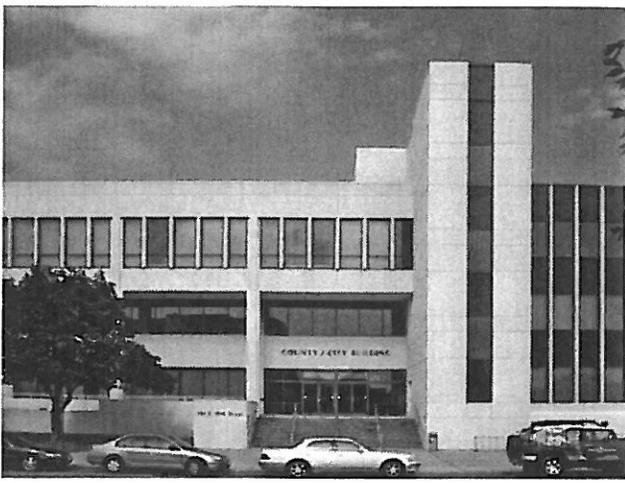
The County Board believes the better approach is to accept the existing government buildings on the west side of 9<sup>th</sup> Street as an integral part of the South Haymarket Neighborhood Plan. This would be more in line with the multi-use vision of the Downtown Master Plan, and would maintain an existing employment center in the South Haymarket Neighborhood for the benefit of its residents.

Thank you for considering our input on this important project.

Sincerely,

# 2014 PUBLIC BUILDING COMMISSION FACILITIES REPORT

*Presented by BVH & Sinclair Hille Architects*



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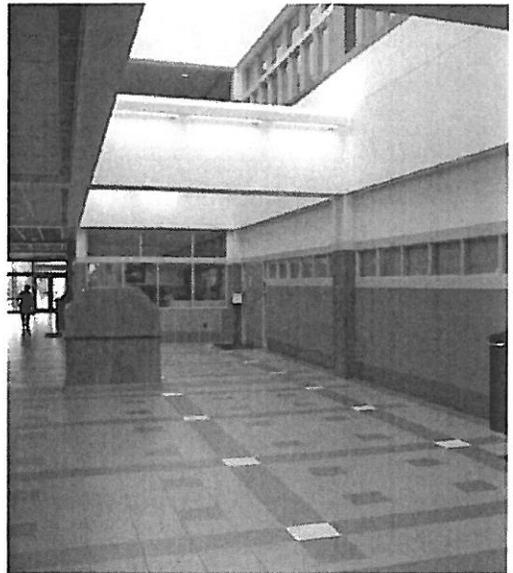
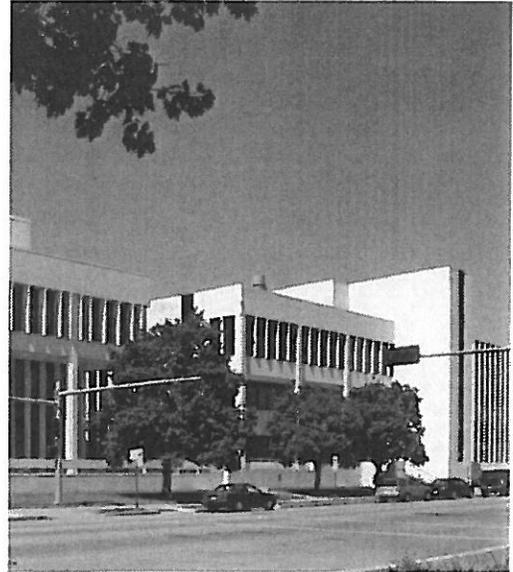
## A. BACKGROUND AND PREVIOUS STUDIES

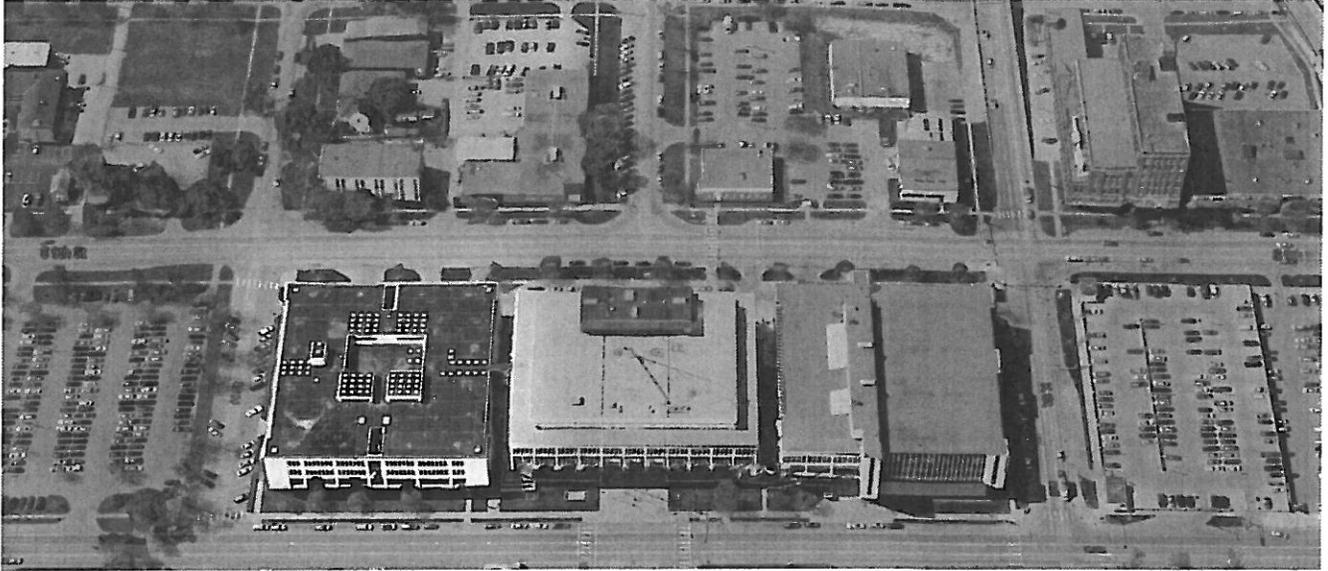
Since 1991, the Public Building Commission (PBC) has focused planning efforts on the continued use of the core government city-county campus located on 9th and 10th streets between “G” Street and “L” Street. The PBC has made significant investments in facilities within this area as a means of providing a central downtown location for delivering Lincoln and Lancaster County residents with services related to criminal justice, law enforcement, and general government administration.

In the last twenty-three years, the PBC has completed two Master Plan documents (1991, 2002) that have guided both short-term and long-term decision-making relative to facility needs. Supplementing these plans, the PBC also completed a condensed 2012 planning study focusing on seven facilities: Trabert Hall, Community Mental Health Center, 605 So. 10th Street Building (former Lancaster County Adult Detention Facility), 900 ‘J’ Street Building, 633 So. 9th Street Building (Courthouse Plaza), K Street Records Warehouse and the 825 ‘J’ Street (Benesch) Building.

The 2014 Facilities Report builds on planning strategies included in the 2002 Master Plan, as well as recommendations documented in the condensed 2012 planning study. As a basis for recommendations, the 2014 Facilities Report examined growth projections completed in 2012 by twelve individual County departments currently occupying PBC-managed facilities identified within the study scope (see Section C Facilities Location Map). Growth projections completed by each department were based on a twenty-year period (2012-2032) to establish long-term benchmarks for future space needs. The twelve departments completing growth projection surveys included:

- Lancaster County Community Mental Health
- Lancaster County Attorney
- Lancaster County Community Corrections
- Lancaster County Sheriff
- Adult Probation
- County Court
- District Court
- Clerk of the District Court
- Juvenile Court
- Juvenile Probation
- City/County Records Management
- Lincoln Police Evidence Storage



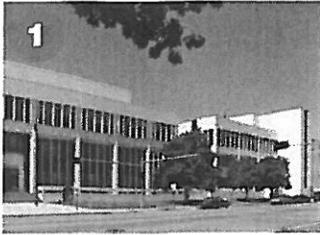


## B. PURPOSE AND OBJECTIVES

The purpose of the 2014 Facilities Report is to summarize recent initiatives involving twelve properties currently under the management of the Public Building Commission (PBC) and to document recommendations for future use of each facility. Locations of the twelve properties are included in Section C on page 3-4. Recommendations for future use of the identified properties are based on ten primary objectives defined by the PBC during monthly Commission meetings.

1. To sustain previous master planning objectives and adapt as necessary to meet current facility demands
2. To respect capital investments made to facilities in the 24-year period since the 1991 Master Plan
3. To relinquish ownership of the Community Mental Health Building and Trabert Hall
4. To continue use of the existing PBC buildings on 9th and 10th Street as the central government campus
5. To address critical space deficiencies of departments currently occupying the twelve properties included in the report
6. To plan for anticipated growth needs in the Judicial System for a period of 20 years
7. To increase staff efficiencies by co-locating departments with multiple divisions currently operating in separate locations
8. To increase staff efficiencies by locating highly interactive departments in close proximity
9. To increase public convenience by locating related departments in close proximity
10. To decrease future space needs through shared intra-departmental space

# C. FACILITIES LOCATION MAP



**1**  
**JUSTICE AND LAW ENFORCEMENT CENTER AND COUNTY/CITY BUILDING**

575 South 10th Street  
555 South 10th Street



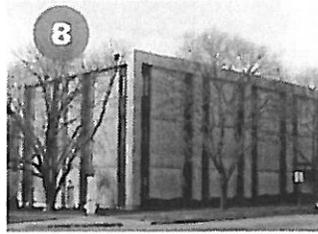
**7**  
**DISTRICT ENERGY PLANT**

South 9th Street & Rosa Parks Way



**2**  
**605 BUILDING**

605 South 10th Street



**8**  
**COURTHOUSE PLAZA**

633 South 9th Street



**3**  
**K STREET RECORDS WAREHOUSE**

440 South 8th Street



**9**  
**10TH & 'H' STREET PARKING LOT**

10th & 'H' Street



**4**  
**825 (BENESCH) BUILDING**

825 'J' Street



**10**  
**8TH & 'H' STREET PARKING LOT**

8th & 'H' Street



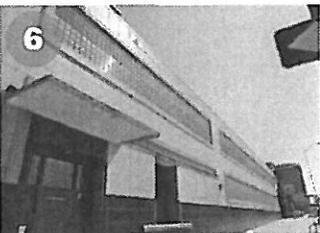
**5**  
**900 BUILDING**

900 'J' Street



**11**  
**TRABERT HALL**

2202 South 11th Street



**6**  
**233 BUILDING**

233 South 10th Street



**12**  
**COMMUNITY MENTAL HEALTH BUILDING**

2201 South 17th Street

# 2014 FACILITIES LOCATION MAP



## FACILITY LOCATIONS (NORTH)

- |  |                           |                                  |
|--|---------------------------|----------------------------------|
| 1. Justice and Law Enforcement Center and County/City Building | 4. 825 (Benesch) Building | 8. Courthouse Plaza              |
| 2. 605 Building  | 5. 900 Building           | 9. 10th & 'H' Street Parking Lot |
| 3. K Street Records Warehouse                                  | 6. 233 Building           | 10. 8th & 'H' Street Parking Lot |
|  | 7. District Energy Plant  |                                  |



## FACILITY LOCATIONS (SOUTH)

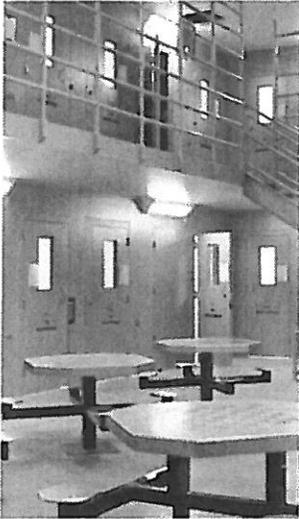
- 11. Trabert Hall
- 12. Community Mental Health Building

## D. EVENTS IMPACTING PROPERTY RECOMMENDATIONS

During a two-year period from 2012 to 2014, several initiatives were undertaken by local government entities involving facilities owned by Lancaster County. These initiatives directly impacted facilities managed by the PBC and had a substantial effect on the recommendations formulated in this 2014 Facilities Update Report.

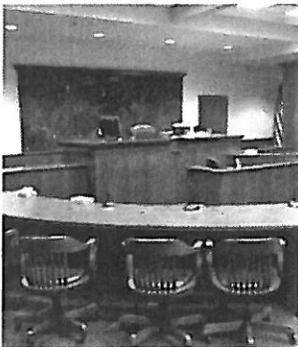
### NEW LANCASTER COUNTY CORRECTIONS FACILITY

In July, 2013, after four years of construction, Lancaster County opened a new 289,000-square-foot \$65 million jail in west Lincoln. During the delayed construction of the new facility, the Lancaster County Commissioners authorized a space planning study in January, 2012 to determine the highest and best use of the existing 115,000 square-foot LCADF facility located on 605 South 10th Street in the central government campus. Known as the 605 Building Reuse Study, the primary concept of the study was to adaptively reuse the former detention facility to house justice-related county departments and alleviate the eminent overcrowding in the adjacent Justice and Law Enforcement Center. The recommendation in the 605 Building Reuse Study is consistent with the 2002 County-City Master Plan and can be implemented more economically than constructing a new facility to house similar functions. The proposal to reuse the 605 Building for justice related departments would essentially create a Justice Center Complex comprised of a Justice and Law Enforcement Center - North (current center) and Justice Center and Law Enforcement Center - South (converted 605 Building).



### COURT GROWTH IN THE JUSTICE & LAW ENFORCEMENT CENTER:

Lancaster County has experienced a consistent ten to fifteen year cycle in court growth. For example, the 3rd Judicial District Court received appointments for additional judges in 1972, 1982, 1995 and 2011. Juvenile Court received appointments in 1997 and 2007, and Lancaster County Court added a seventh judge in July, 2012. The high growth of the judicial departments reflects the changing social, economic, public safety, and mental health needs of the community. With the appointments of new judges in recent years, the courtroom floors of the Justice and Law Enforcement Center (2nd, 3rd and 4th) are virtually land-locked, having nearly maximized any growth potential for interior courtroom additions.



### TRABERT HALL, COMMUNITY MENTAL HEALTH, BENESCH BUILDINGS:

On February 28, 2012, the Lancaster County Board voted to buy the Alfred Benesch & Company building located on 825 'J' Street. The intent of the commissioners was to consolidate departments from Trabert Hall (2202 So. 11th Street) and Community Mental Health Center building (2201 South 17th Street) into both the 605 Building and 825 'J' Street Building. Following relocation of these departments, Lancaster County's intends to sell Trabert Hall and the Community Mental Health Building. The anticipated time-frame for relinquishing ownership of these two buildings is 2015 to 2016. The purchase of the 25,000-square-foot 825 'J' Street Building is consistent with the county's 10-year master plan for a county-city campus that locates departments primarily between 7th and 10th streets and 'G' to 'L' streets. Lancaster County currently uses 25,880 square feet of space in Trabert Hall for County Attorney Child Support Division and Adult Probation drug testing and supervision programs. The Community Mental Health Building consists of approximately 45,000 square feet of space.



**SOUTH HAYMARKET NEIGHBORHOOD STUDY,  
LINCOLN-LANCASTER COUNTY PLANNING DEPARTMENT:**

In 2013, the Lincoln-Lancaster County Planning Department (LLCPD) initiated a separate study to set the course for future redevelopment of the area known as “South Haymarket”. This area encompasses 38-blocks between ‘G’ Street (south) ‘O’ Street (north), 4th Street (west), and 10th Street (east). The boundary area for the LLCPD South Haymarket Neighborhood Study overlaps six full blocks and three partials blocks of the PBC master planning area.

While the South Haymarket Neighborhood Study is still in progress, the LLCPD has preliminarily identified significant areas for mixed-use/residential redevelopment and presented the initial study concepts to the PBC for consideration.

The PBC commends the LLCPD for their foresight in undertaking planning efforts aimed at establishing a long-term vision for the South Haymarket Neighborhood. The PBC has no objections to a majority of the preliminary planning concepts identified in the study.

However, the PBC’s approach to property use in seven of the 38 blocks differs from those proposed by the LLCPD in the South Haymarket Neighborhood Study. Specifically, use of the existing PBC buildings within the area from 8th to 9th Street and ‘H’ Street to ‘L’ Street have been on a different 25-year planning trajectory in comparison to the concepts recently identified by the LLCPD. The PBC has invested significant financial resources both in terms of new construction and renovation of existing buildings within this seven-block area. Additionally, the PBC has practiced acquisition of contiguous private properties as they became available and subsequently repurposed those properties for delivering government services. Examples include the 825 ‘J’ Street (Benesch) Building, Courthouse Plaza and K-Street Records Warehouse.

- **K STREET RECORDS WAREHOUSE**

K Street was converted in 1995 from a former power plant to the primary records storage facility for Lincoln and Lancaster County. The close proximity of the K Street facility to the core government campus has provided efficient transfer and retrieval of records on demand. The PBC invested approximately \$3 million in the initial renovation of the facility, which encompasses 115,000 square-feet of storage space on six floors. Of this total square-footage, the PBC leases 67,615 square-feet to the State of Nebraska for storage. These leases are with State Records Management (under the authority of the Secretary of State) and with the Nebraska State Historical Society. The state leases generate over \$350,000 of revenue annually for the PBC. The PBC planning goals are to continue use of K Street as the primary City-County Records facility.

- **PARKING STRATEGY**

The PBC currently maintains 1,256 parking stalls for employee and public use in areas surrounding the core government campus. The South Haymarket Neighborhood Study calls for construction of new parking decks in the existing employee south surface lot (343 new stalls based on capacity



of 619 minus 276 existing) and adding decks to the existing north deck (169 new stalls based on capacity of 619 minus 450 existing). While the LLCPCD South Haymarket Study adds 512 new stalls, it would eliminate the new 98-stall lot on 'H' Street between 8th and 9th streets, as well as the 85 stall surface lot west of the 900 'J' Street building. Under the South Haymarket Study, the total capacity of parking would be approximately 1,600 stalls. However, the study also calls for adding 240,000 square-feet of office buildings. A reasonable calculation based on typical zoning ratios for office parking would call for 800 new stalls (in addition to existing capacity) to serve the new office space. This results in a total need of approximately 2,050 stalls. The South Haymarket Study (1,600 stalls) when implemented will eventually require the addition of 450 stalls to meet the projected demand of 2,050 total parking capacity.

- **DISTRICT ENERGY PLANT**

The District Energy plant is currently located on the southwest corner of 9th Street and Rosa Parks Way. It is landlocked on the north and east sides by Rosa Parks Way and 9th Street respectively. It is also bordered on the west by private property (currently TMI Building), leaving the south PBC-owned land as the planned expansion area for the plant. The PBC has held the view that expansion would occur to the south of the existing plant in the event additional government office space is added to the core campus.

The LLCPCD South Haymarket study calls for private redevelopment of the parking lot south of the plant, thus precluding the possibility for expansion and increase production capability. Concurrently, the South Haymarket study indicates proposed locations in the government core for relocating existing government offices displaced by the private development on the west side of 9th Street. The study indicates that these locations are capable of adding 240,000 SF of office space for county-city government.

However, if the expansion zone south of the existing DEC plant is relinquished to private development, the District Energy will be unable to expand and thus unable to meet the demand for 240,000 SF of additional heating and cooling.

- **233 SO. 10TH STREET BUILDING:**

The PBC concurs with the LLCPCD South Haymarket Study that this site is potentially well-suited for private redevelopment. The building houses the Lincoln-Lancaster Information Services (I.S.) Department on the second floor, including the primary computer hub for the government campus. Lancaster County Emergency Management (LCEMA) is also located in the lower level of the 233 Building. The PBC has proposed the relocation of I.S. to the third floor of the County/City Government Building. The South Haymarket study also recommends this movement. If private redevelopment were to occur in the short-term, the PBC will examine options for relocating LCEMA to the TMI building located immediately west of the DEC plant. This building is privately-owned at the time of this report.

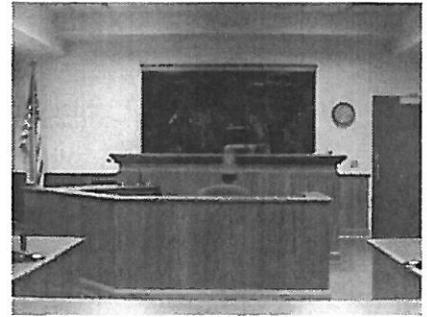
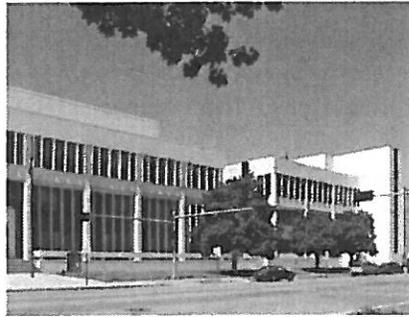
While there are divergent short-term approaches to existing PBC buildings on seven of the 38-blocks in the South Haymarket study area, the PBC is optimistic that long-term coordination with LLCPCD can result in a shared planning vision.

# RECOMMENDATION #1

## Justice and Law Enforcement Center and County/City Building

Continue use of these two core campus buildings for city and county government services. Finish remaining 13,430 SF on the 3rd floor of the County/City Government Building for use by Information Services. Relocate County Attorney from the 4th floor of the Justice and Law Enforcement Center to the 605 Building, allowing future expansion of Juvenile Court on 4th floor.

### PHOTOS



### CONTEXT



# RECOMMENDATION #2

## 605 Building

Repurpose the 605 Building from the former Lancaster County Adult Detention Facility (LCADF) to office and courtroom space for County Attorney, Adult Probation, Community Corrections, County Court, District Court, and storage space for Lincoln Police Department evidence. This creates a Justice Center Complex comprised of a North Center (current) and South Center (converted LCADF).

## PHOTOS



## CONTEXT



# RECOMMENDATION #3

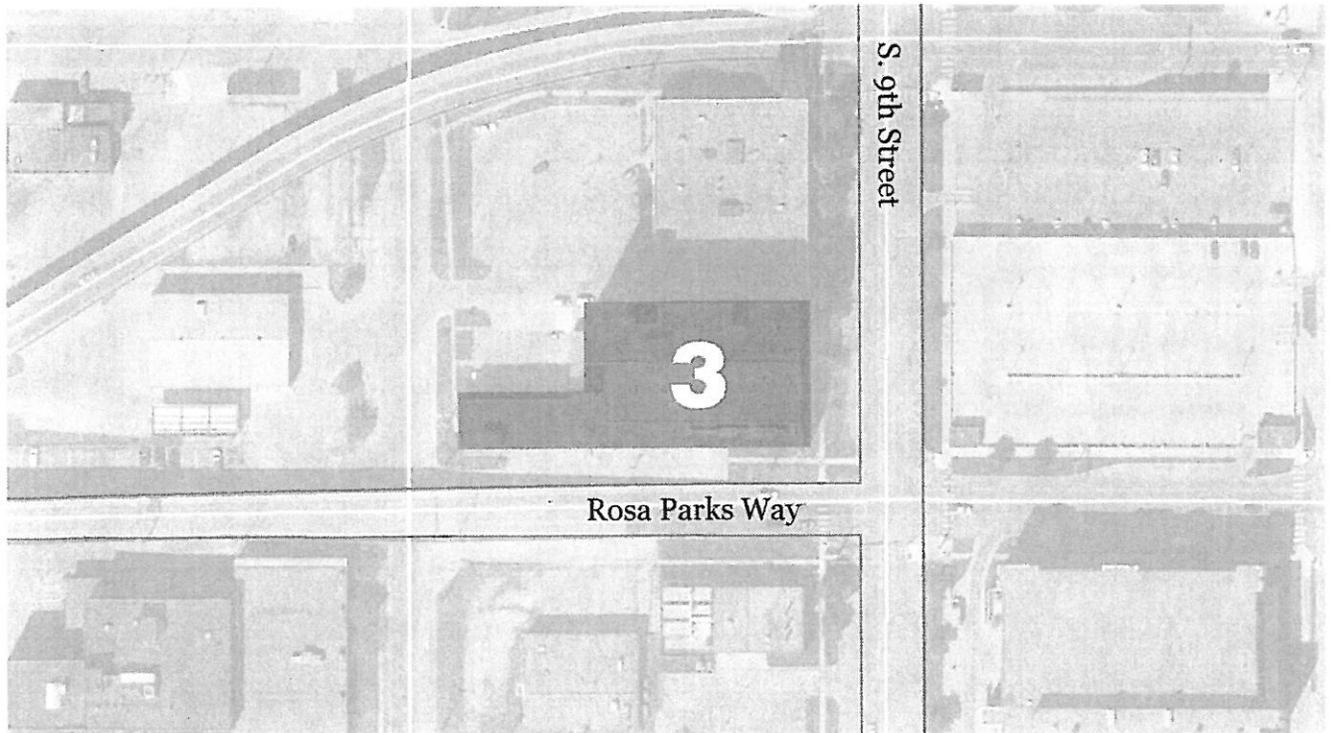
## K Street Records Warehouse

Use K Street Records Warehouse as 100% records storage. Increase storage capacity by relocating Lincoln Police Department Evidence Storage to the 3rd floor of the 605 Building.

### PHOTOS



### CONTEXT

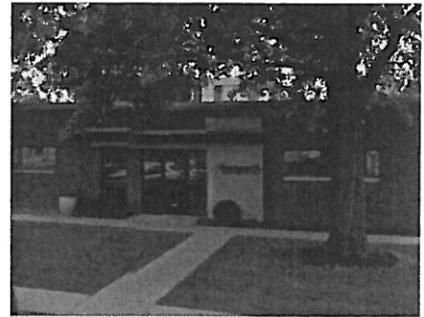


# RECOMMENDATION #4

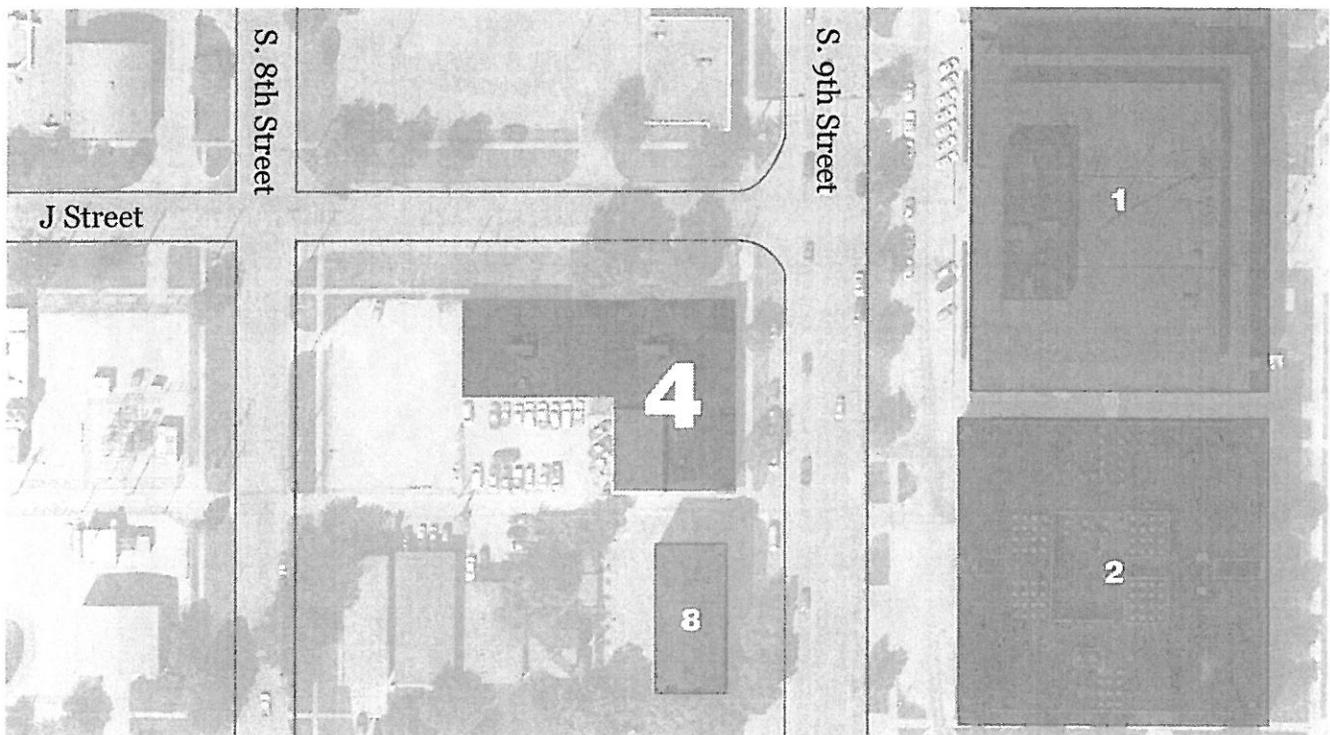
## 825 J Street (Benesch) Building

Relocate the Lancaster County Mental Health Crisis Center to the 825 'J' Street Building. Plans for architectural design work to facilitate the renovation were initiated in November, 2104. Construction is anticipated to begin in May, 2015 with completion scheduled for December, 2015.

### PHOTOS



### CONTEXT



# RECOMMENDATION #5

## 900 J Street

Continue use of the 900 'J' Street Building as Community Corrections meeting space (STOP Classes).

### PHOTOS



### CONTEXT



# RECOMMENDATION #6

## 233 South 10th Street Building

Consider relinquishment of the 233 So. 10th Street building for potential private redevelopment. Relocate Information Services to the 3rd floor of the County/City Government Building and Lancaster County Emergency Management (LCEMA) to the unoccupied TMI Building. If the TMI building is unavailable, possible locations for LCEMA include K Street and the 605 Building.

### PHOTOS



### CONTEXT

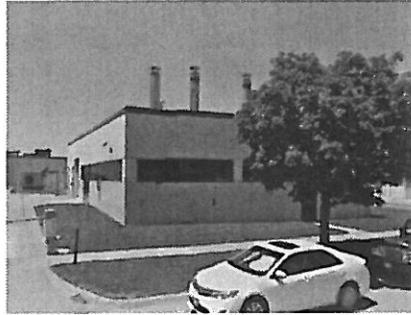
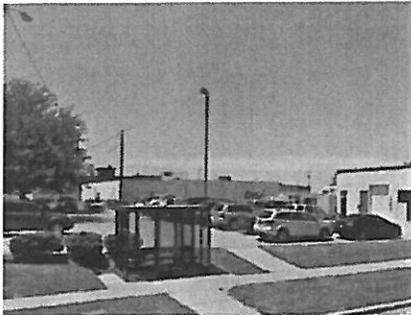


# RECOMMENDATION #7

## District Energy Plant

Reserve the parking area immediately north of the 900 'J' Street Building for future expansion of the District Energy Commission (DEC) Plant. Add the 825 'J' Street (Benesch) and 900 'J' Street buildings to the DEC system.

## PHOTOS



## CONTEXT



# RECOMMENDATION #8

## Courthouse Plaza

Relocate Community Corrections administrative offices from the lower level and first floor of the Courthouse Plaza Building to the 605 Building, allowing expansion of the Public Defender Office currently located on second and third floors.

### PHOTOS



### CONTEXT

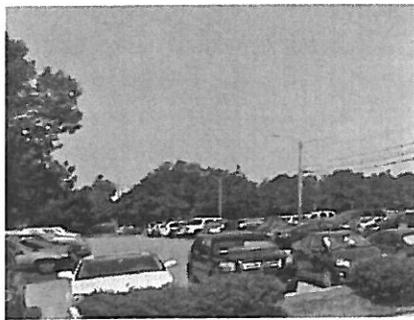


# RECOMMENDATION #9

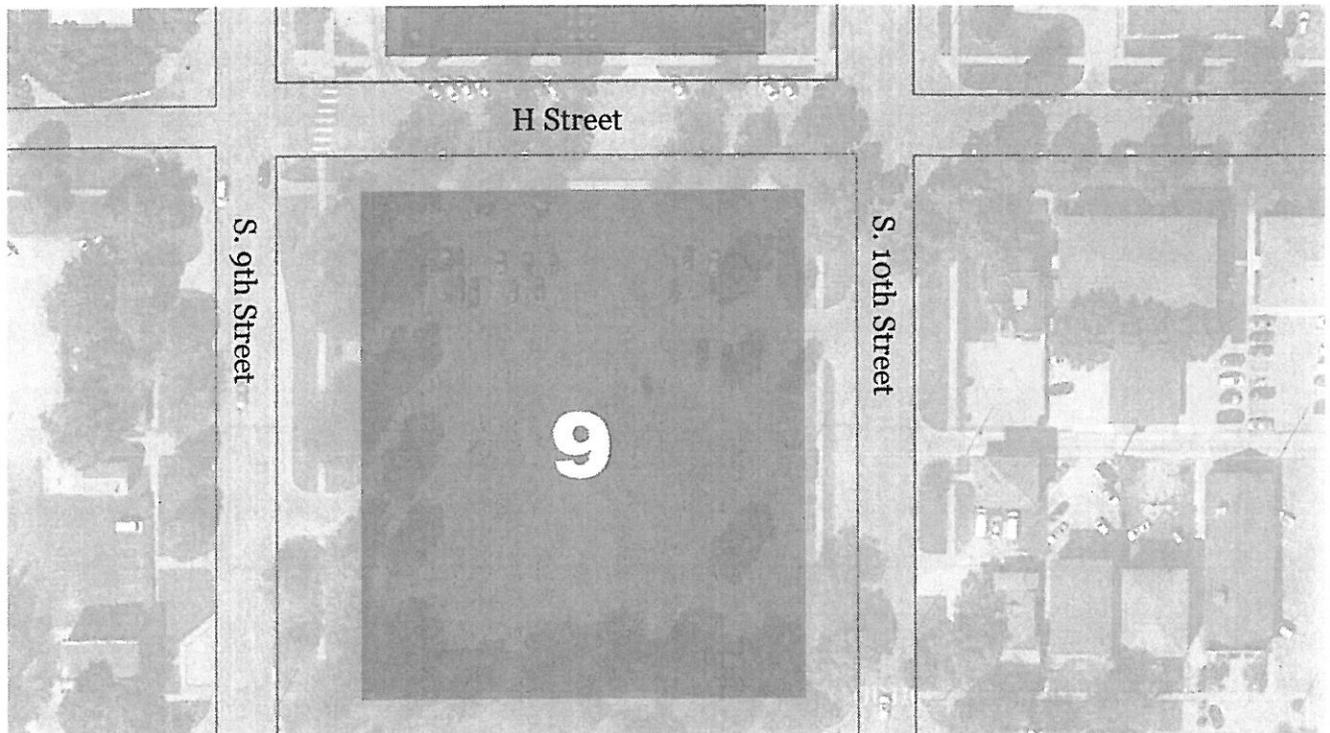
## 10th & 'H' Street Parking Lot

Continue use of the existing south parking lot between 9th and 10th streets as county-city employee parking. This hard-surfaced lot is comprised of 276 stalls.

### PHOTOS



### CONTEXT



# RECOMMENDATION #10

## 8th & 'H' Street Parking Lot

A 98-stall concrete surfacing parking lot on 8th & 'H' Street was completed in September 2014.

### PHOTOS



### CONTEXT



# RECOMMENDATION #11

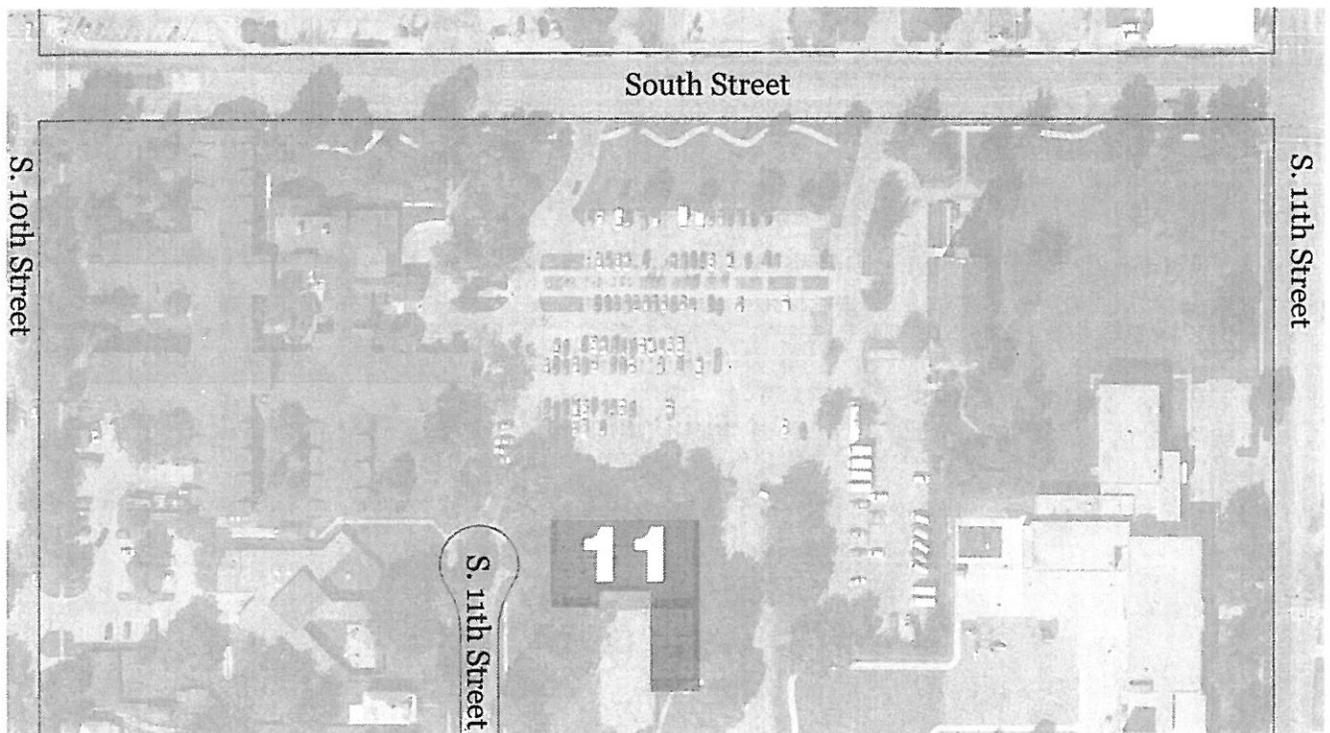
## Trabert Hall

Relinquish ownership of Trabert Hall and relocate existing departments to the 605 Building. Lancaster County currently uses 25,880 square feet of space in Trabert Hall for the County Attorney Child Support Division, and Adult Probation Intensive Supervision Program and Drug Reporting Center.

## PHOTOS



## CONTEXT



## RECOMMENDATION #12

### Community Mental Health Building

Relinquish ownership of the Lincoln-Lancaster County Community Mental Health Building and relocate the Mental Health Crisis Center to the 825 'J' Street Building. The Community Mental Health Building consists of approximately 45,000 square feet of space.

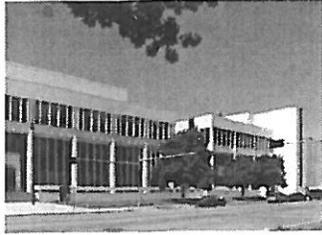
#### PHOTO



#### CONTEXT



# SUMMARY OF RECOMMENDATIONS



## JUSTICE AND LAW ENFORCEMENT CENTER AND COUNTY/CITY BUILDING

Maintain use of core government campus buildings.



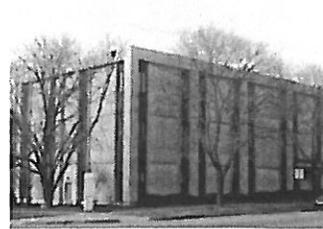
## DISTRICT ENERGY PLANT

Reserve the parking area immediately north of the 900 'J' Street Building for future expansion of the District Energy Corporation (DEC) Plant. Add the 825 'J' Street (Benesch) and 900 'J' Street buildings.



## 605 BUILDING

Repurpose the 605 Building from the former County Adult Detention Facility to office and courtroom space for County Attorney, Adult Probation, Community Corrections, County Court, District Court, and storage space for Lincoln Police Department evidence.



## COURTHOUSE PLAZA

Relocate Community Corrections administrative offices from the lower level and first floor of the Courthouse Plaza Building to the 605 Building, allowing expansion of the Public Defender Office.



## K STREET RECORDS WAREHOUSE

Use K Street Records Warehouse as 100% records storage. Increase storage capacity by relocating Lincoln Police Department Evidence Storage to the 3rd floor of the 605 Building.



## 10TH & 'H' STREET PARKING LOT

Continue use of the existing south surface parking lot between 9th and 10th streets as county-city employee parking.



## 825 (BENESCH) BUILDING

Relocate the Lancaster County Mental Health Crisis Center to the 825 'J' Street Building.



## 8TH & 'H' STREET PARKING LOT

A 98-stall concrete surfacing parking lot on 8th & 'H' Street was completed in September 2014.



## 900 BUILDING

Continue use of the 900 'J' Street Building as Community Corrections meeting space (STOP Classes).



## TRABERT HALL

Relinquish ownership of Trabert Hall and relocate existing departments to the 605 Building.



## 233 BUILDING

Consider relinquishment of the 233 So. 10th Street building for potential private redevelopment.



## COMMUNITY MENTAL HEALTH BUILDING

Relinquish ownership of the Lincoln-Lancaster County Community Mental Health building and relocate departments to the 825 'J' Street (Benesch) Building.

## F. IMPLEMENTATION PLAN

### PHASING SEQUENCE

Successful implementation of the Public Building Commission (PBC) Facilities Plan is highly-dependent on a phased, incremental approach. Recommendations listed on pages 8-19 outline a multi-phase plan anticipated over a 25-year period between 2014 and 2039. The sequence of the phases is critical to the success of the plan and has important cost-savings implications to the PBC.

The following describes the phasing sequence and schedule associated with recommendations of the PBC Facilities Plan. Based on initiatives already started by the PBC, a progression of seven phases has been defined for implementation in the years 2014 to 2016. These initial seven phases encompass the following facilities:

#### 2014

Phase 1: Constructed 8th & 'H' Street Parking Lot

#### 2014-2015

Phase 2: 605 Building Sallyport Relocation and Interior Demolition

Phase 3: 825 J Street Renovation for Mental Health Crisis Center

#### 2015-2016

Phase 4: 605 Building Exterior Modifications and Interior Tenant Fit-Out

#### 2016

Phase 5: Relinquish Ownership of 2200 St. Mary's Avenue (Community Mental Health)

Phase 6: Relinquish Ownership of 2202 So. 11th Street (Trabert Hall)

Phase 7: 633 So. 9th Building (Courthouse Plaza) Public Defender 1st Floor Expansion

### FUTURE PHASES DETERMINED BY DEMAND FACTORS

Following completion of the initial seven phases listed above, a series of additional facility improvements will be necessary to address the remaining recommendations in this report. The timing of these future phases will be driven by external demands outside of the direct control of the PBC. Foremost among these is the growth of the courts in the Justice and Law Enforcement Center. For example, renovation for additional courtrooms on second floor of the 605 Building will be implemented as additional judges are added in the Juvenile and District court levels. While these future facility demands are currently predicted to occur between the years 2017 to 2032, the specific timing of each phase is not known at this time.

- Finish 3rd floor County/City Building Tenant Space for Information Services
- Relocate Lancaster County Emergency Management from the 233 Building
- Expand District Energy Plant
- Court Renovations in County/City Building, Justice and Law Enforcement Center (JLEC) and 605 Building including:
  1. Additional District Courtroom, Judge's Chambers & Jury Room on the 3rd Level JLEC.
  2. Additional County Courtroom, Judge's Chambers & Jury Room on 2nd Level 605 Building.
  3. Additional Juvenile Courtroom and Judge's Chamber Set on the 4th Level JLEC.
  4. Relocation of Clerk of the District Court to 4th Level of JLEC triggered by appointment of next District Court judge.



- Upgrade mechanical, electrical and plumbing systems infrastructure including additional HVAC capacity.
- Construct tenant spaces for Adult Probation, Community Corrections, County Attorney Child Support and Juvenile Probation on the Ground, First and Second Levels.
- Construct new Secure Skywalk Link, Jury Lounge and connecting corridors on 2nd Level.
- Convert former sallyport to Temporary Police Evidence Holding entrance.
- Construct Police Evidence Storage on 3rd Level.

**Opinion of Probable Construction Cost: \$9,800,000**

**2016**

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*Phase 5: Relinquish Ownership of 2201 South 17th Street (Community Mental Health)*

**Opinion of Probable Construction Cost: \$0**

*Phase 6: Relinquish Ownership of 2202 South 11th Street (Trabert Hall)*

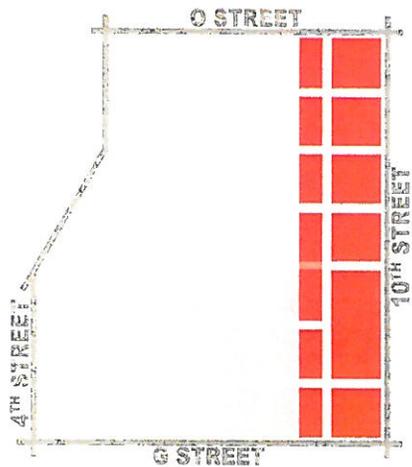
**Opinion of Probable Construction Cost: \$0**

*Phase 7: 633 So. 9th Building (Courthouse Plaza) Public Defender 1st Floor*  
Scope:

- Public Defender Office currently located on 2nd & 3rd floors
- Relocation of Community Corrections from lower level and 1st floor to the 605 Building allows Public Defender to assume vacated space on 1st floor
- Minor reconfiguration of lower level and 1st floor space for Public Defender needs

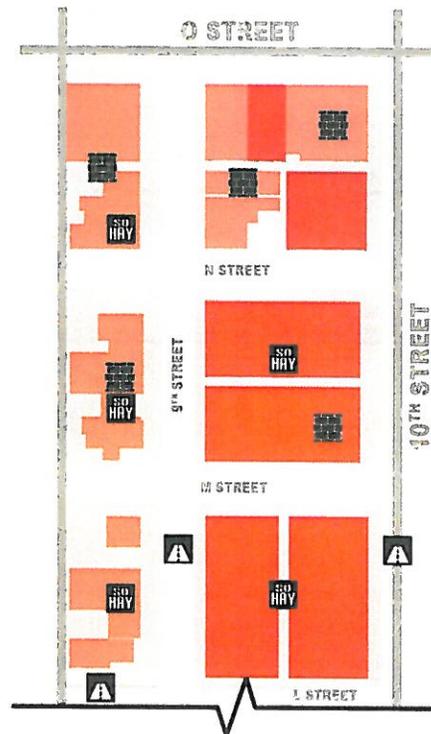
**Opinion of Probable Construction Cost: \$75,000**

# 9<sup>th</sup> & 10<sup>th</sup> Street Corridor



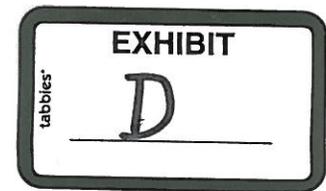
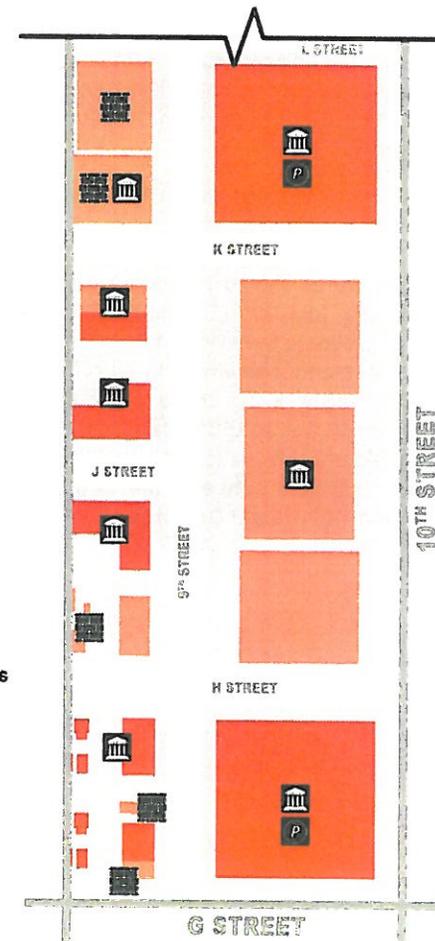
9<sup>th</sup> and 10<sup>th</sup> Streets are major arterial streets located on the east edge of South Haymarket. This one-way pair creates a distinct boundary between the South Haymarket Neighborhood and the rest of Greater Downtown. Development along these two streets has the potential to create an enhanced transition between the two districts as redevelopment occurs.

The map highlights the recommendations for the 9<sup>th</sup> and 10<sup>th</sup> Street Corridor. The buildings shown on this map are shown to differentiate existing versus new structures. Each one of the goals placed on the map gives a visual representation of the text that follows for this subarea.



### Legend

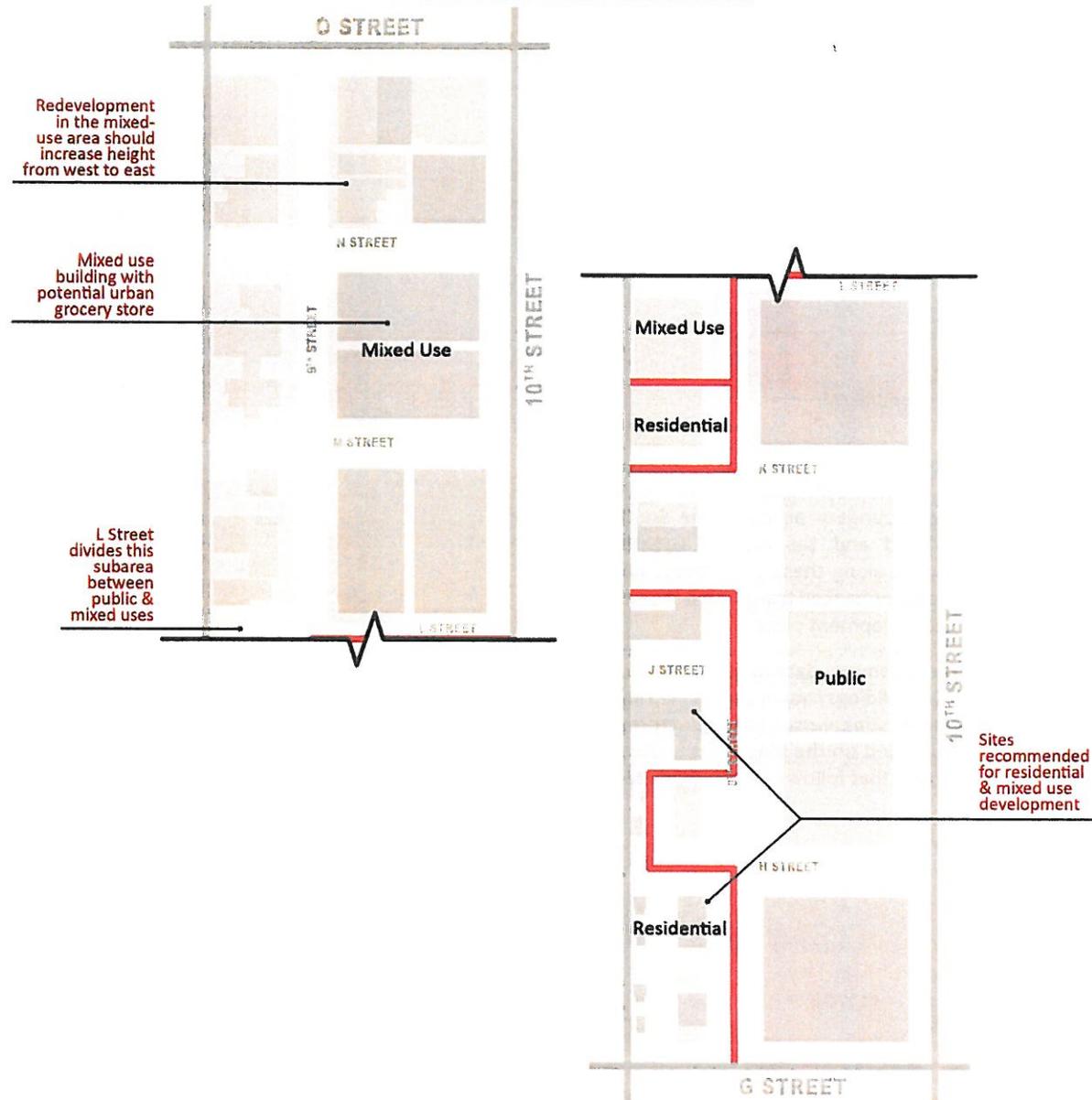
- New Buildings
- Existing Buildings
- Create an Urban Neighborhood
- Consolidate the Government Footprint
- Transition from Heavy Industrial Uses
- Organize the Streets, Sidewalks & Trails
- Develop Adequate Open Space
- Preserve Historic Resources
- Implement Site & Building Design
- Develop a Parking Program



Mixed use development is appropriate along both 9<sup>th</sup> and 10<sup>th</sup> Streets throughout the South Haymarket Neighborhood. The 9<sup>th</sup> and 10<sup>th</sup> Street Corridor is bisected at L Street which differentiates between mixed uses to the north and predominantly public uses to the south. On the blocks located north of L Street, commercial and office uses are generally appropriate on the first and possibly second floors with residential uses on the remaining floors above. Active uses are encouraged on the first floor of all buildings. The block bounded by 9<sup>th</sup>, N, 10<sup>th</sup>, and M Streets was previously identified in the 2005 Downtown Master Plan as a location for an urban grocery store. A grocery store adjacent to the protected bikeway, located between two major arterial streets, would be appropriate. A parking structure on this block would also support a grocery store.

Buildings located south of L Street and north of G Street are currently government-owned properties and should continue to build out as the County/City government campus. Multi-story structures should be constructed on existing surface parking lots, including multi-story parking structures, to consolidate government functions located west of 9<sup>th</sup> Street and elsewhere in Lincoln. The maximum building height along these corridors increases west to east from 75 feet to 150 feet and to 275 feet. New buildings should utilize this allowable building height to reflect the transition between the South Haymarket Neighborhood and Greater Downtown.

**9<sup>th</sup> & 10<sup>th</sup> Street Corridor Future Land Use**





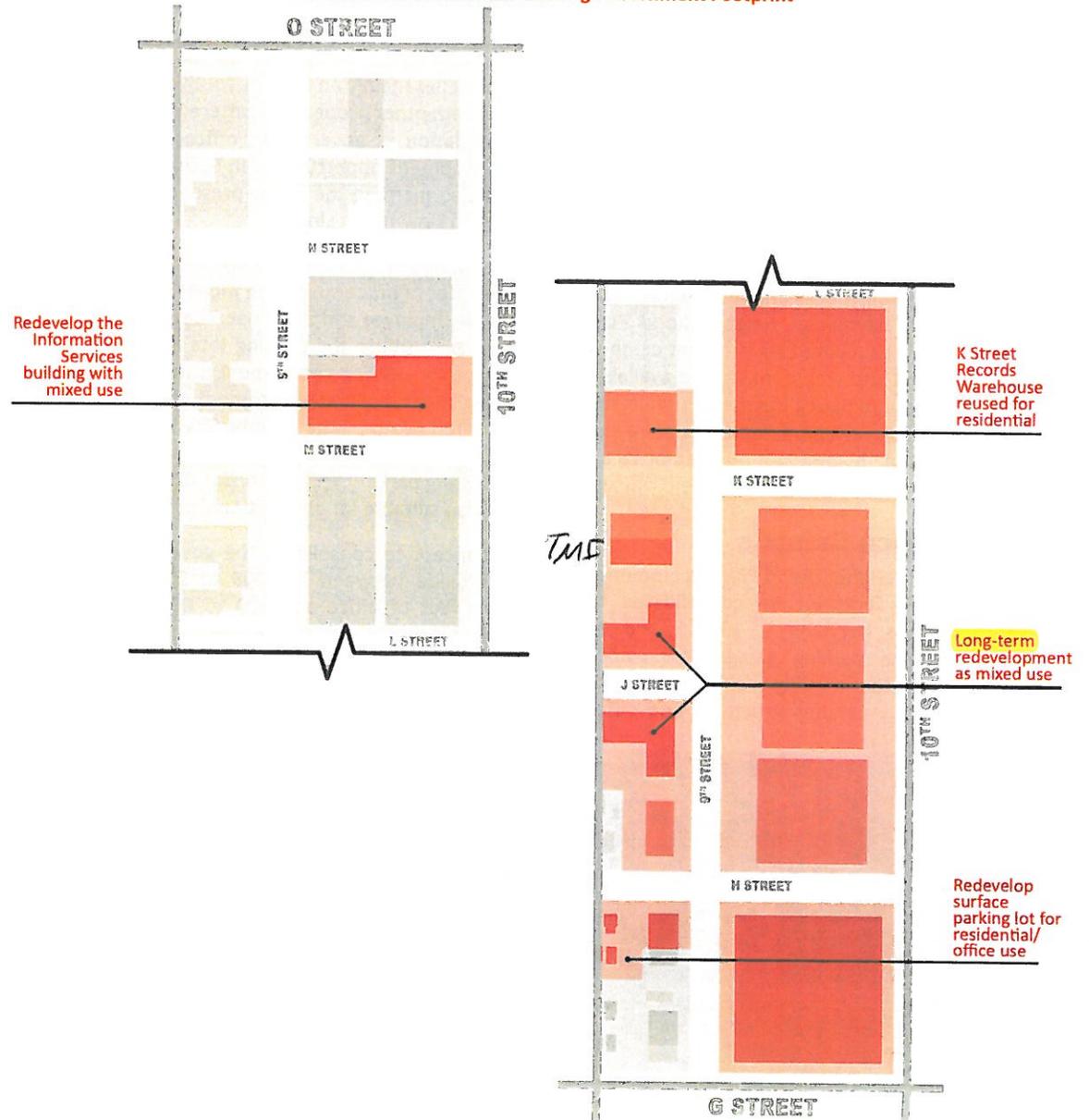
## Consolidate the Government Footprint

Consolidation of the County/City Office Campus between 9<sup>th</sup> and 10<sup>th</sup> Streets supports the goal of providing additional land for private redevelopment. The **conceptual** additional office buildings and parking garages on the north and south lots provide adequate office space and parking to consolidate surrounding government offices and provide for long-term growth in government activity. Any consolidation or reorganizing of government properties should respect the capital investment made in Public Building Commission and other government facilities when determining when to proceed with possible private redevelopment. In publicly held properties where significant financial resources, both in terms of new construction and renovations of existing buildings, have been invested, the timing of potential redevelopment on these properties will be dependent on the maximization of the investment in the property and the level of benefit provided by the potential private development.

The last PBC Master Plan was completed in 2002 and subsequent updates have been made in 2012 and 2014. Development patterns have changed significantly in Downtown over the last decade and are now impacting redevelopment opportunities in South Haymarket. Plans and recommendations that were established in master plan documents 10-20 years ago should be reevaluated and updated to reflect more recent trends. The South Haymarket Plan acknowledges and is informed by the Public Building Commission's efforts over the years to centralize government activities and be prudent with taxpayer dollars. These efforts have resulted in government efficiencies and savings to the City of Lincoln and Lancaster County, and are outcomes that are pointed to by the South Haymarket Neighborhood Plan as continued goals.

The concept of consolidating the government footprint is common in both the PBC master plans and the South Haymarket Neighborhood Plan. There is a need for continued and heightened coordination with the Public Building Commission and other County and City agencies to further realize the efforts of the

9<sup>th</sup> & 10<sup>th</sup> Street Corridor Existing Government Footprint





Public Building Commission and the South Haymarket Neighborhood Plan to increase government efficiencies through both phased and incremental approaches and through implementation of the long-term vision of the neighborhood.

The South Haymarket Neighborhood and surrounding areas have seen dramatic change over the past 20 years. This plan recognizes that change happens and can be good if well-planned and thought out. In order to provide direction for the vision set out in the South Haymarket Neighborhood Plan, several changes are recommended to existing government facilities. The concept in the South Haymarket Neighborhood Plan demonstrates how a consolidated government campus would occupy less land and would make land available for private development in South Haymarket while still meeting the needs of government expansion. See the Alternates Section of the Implementation Chapter for an alternate concept for consolidating government offices.

### County/City Office Campus

The South Haymarket Neighborhood Plan recommends that the government footprint be consolidated to a north/south campus between L, 10<sup>th</sup>, G and 9<sup>th</sup> Streets with additional parking garages and office space developed on the existing north and south parking lots. Multi-story parking structures and office

County/City Building

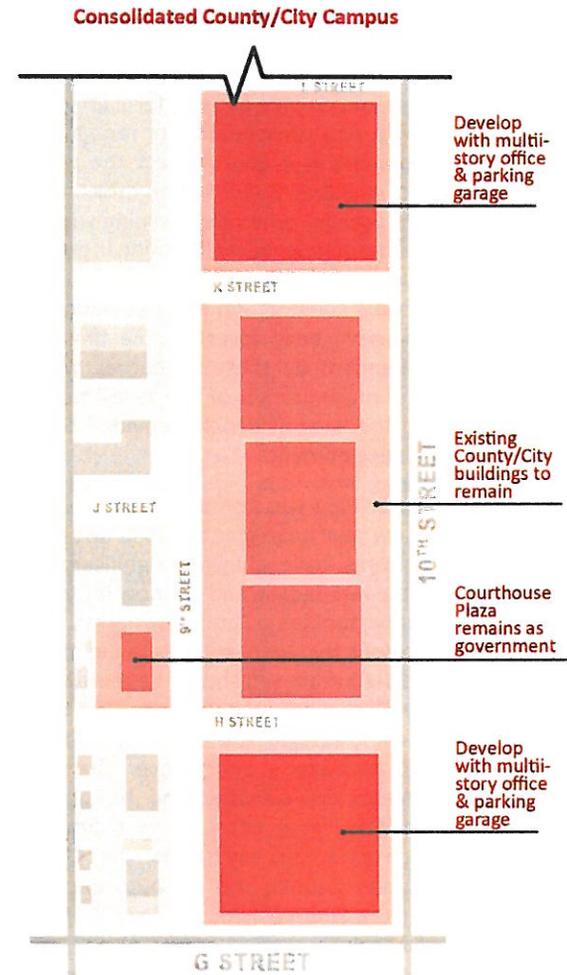


buildings would not only allow consolidation of existing government offices west of 9<sup>th</sup> Street, but would also provide for additional office space and parking as government grows overtime. The existing government footprint lies mainly on a north/south campus east of 9<sup>th</sup> Street with other properties scattered west of 9<sup>th</sup> Street. Consolidation of government offices would allow for redevelopment opportunities in South Haymarket, and could also increase the iconic presence of government offices in Downtown Lincoln.

The existing government campus contains over 500,000 square feet of office space and more than 1,200 parking stalls for employee and public use. The recommendations of this plan utilize the parking lots located north and south of the existing government campus for additional parking structures and government offices. The parking lot located north of the County/City Building has been designed to add two additional floors of parking above the existing parking deck. A portion of the north parking lot is also suitable for an additional office building.

The concept to consolidate the government footprint can provide between 200,000 to 250,000 additional square feet of office and 500 to 600 parking spaces on the blocks located north and south of the existing government campus. This recommendation, as depicted, demonstrates that the government campus concept in the South Haymarket Neighborhood Plan is flexible and could accommodate more or less office and parking.

The concept of consolidating the government footprint is common in both the Public Building Commission master plans and the South Haymarket Neighborhood Plan. This concept should be further refined with input from the Public Building Commission and other elected officials to establish a shared vision for South Haymarket.





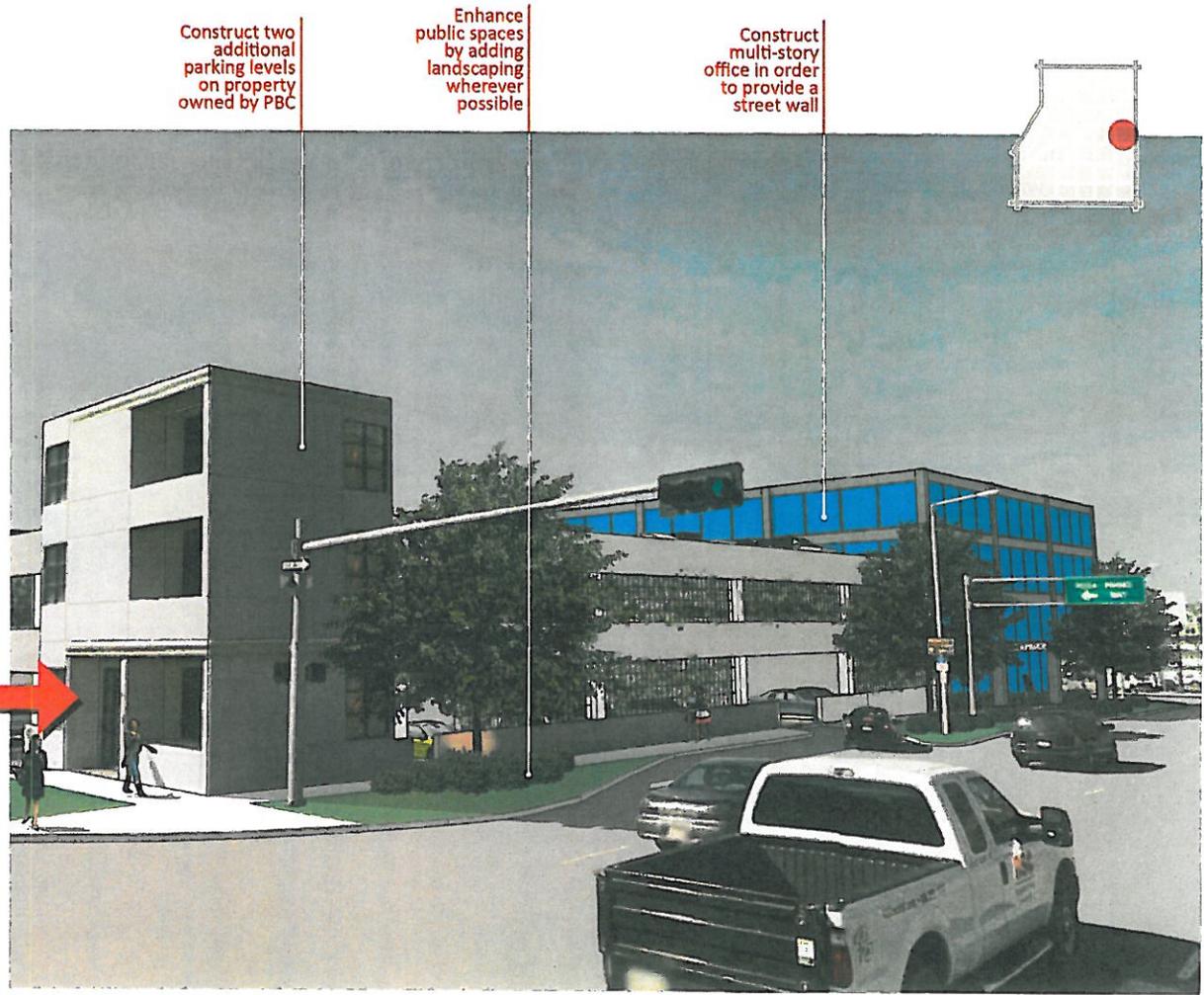
## North Parking Lot

The North Parking Lot of the County/City Campus could be built out to provide additional parking and office space as government activities expand with the community over time.

A four-story building could provide over 115,000 square feet of government office space, and the expanded parking garage could add over 230 parking spaces.

A similar design could be accommodated on the south surface parking lot bounded by 9<sup>th</sup>, H, 10<sup>th</sup> and G Streets to fulfill long-term growth needs.

10<sup>th</sup> Street Today





## 9<sup>th</sup> & J

The 9<sup>th</sup> & J Street Building and 825 J Street are located at a prime intersection in South Haymarket. If redeveloped, these properties could provide higher density and a mix of uses more similar to an urban residential neighborhood. These two properties also form the entryway into the J Street Boulevard concept for row house development. This office space could be provided in a new multi-story office building in the north parking lot at 10<sup>th</sup> Street and L Street. In these public properties where financial resources, both in terms of new construction and renovations of the buildings, have been invested, the timing of potential redevelopment on these properties will be dependent on the maximization of the investment in the property and the level of

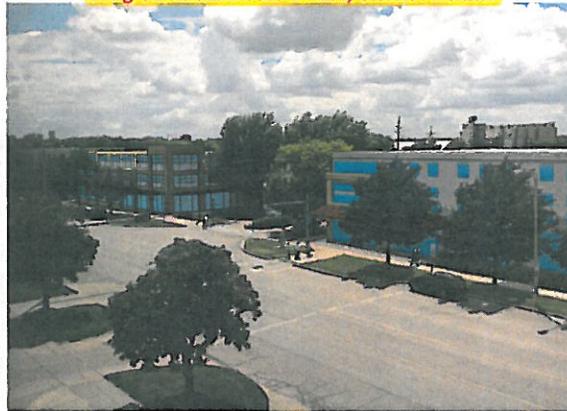
Current 9<sup>th</sup> & J Use



benefit provided by the potential private development. Before another large investment is committed to these buildings, consideration should be given to the long-term development of South Haymarket. This plan recommends continued and heightened coordination with the Public Building Commission (PBC) to further realize the efforts of the PBC and the vision of the South Haymarket Neighborhood Plan to increase government efficiencies through both phased and incremental approaches and through implementation of the long-term vision of the neighborhood.

Redevelopment of the former Benesch Building is likely to occur at the end of the planning period (2040) in order to maximize the current investment in this property.

Long-Term Vision for 9<sup>th</sup> & J, When Feasible



### 9<sup>th</sup> & J Street Building

The 9<sup>th</sup> & J Street Building (555 S. 9<sup>th</sup> Street) is a single-story structure at the northwest corner of 9<sup>th</sup> and J Street. This building has just over 5,000 square feet and has been used as swing-space. This building was acquired in 1997 and currently has no debt. The parking lot between the 9<sup>th</sup> & J Street Building and the DEC facility at 9<sup>th</sup> & K should be maintained for future DEC expansion and maintenance, which is a recommendation of the PBC as well.

### 825 J Street Building

The 825 J Street Building is a single-story building with just over 23,000 square feet on the main floor and in the basement. This property was purchased from Benesch for \$1.7 million in 2012, and the PBC invested approximately \$1.3 million to rehab the building. The acquisition loan will be paid off in 2018. The Public Building Commission (PBC) has approved a reuse of this building for the Crisis Center and approved a \$3.78 million bid in July 2015 to remake the building. This is a significant investment and demonstrates the PBC's commitment to keep the Crisis Center at this location. This plan acknowledges that redevelopment of this location will not happen until the end of the planning period (2040) in order to maximize the current investment in this property. Consolidating government offices is a goal of the PBC and is also supported by the South Haymarket Neighborhood Plan, but the long-term vision for this property should include a multi-story mixed-use building which is a higher and better use of the property.



## K Street Records Warehouse

The K Street Records Warehouse located at 9<sup>th</sup> & K Streets was previously used as a power plant, and the Public Building Commission purchased the building from LES and converted the building into storage in 1993. The building continues to hold records for City, County and State agencies. The majority of storage, roughly two-thirds of the building, is occupied by the State. This building is a prominent brick structure in South Haymarket, and this plan continues to support the reuse of the building for a higher and better use as identified in the 2005 Downtown Master Plan. If developed as high

K Street Records Warehouse



density residential or another active use, the K Street Complex would be a catalyst project for additional residential development in South Haymarket and would contribute significantly to our community's tax base. When private sector offers are received to potentially redevelop this facility and transition it to a different use, the financial acceptability of any such transaction will need to account for maximizing the value of the publicly held land and provide for replacement costs of the public activity so that the value of the property is retained to the benefit of the taxpayers.

Document storage is a necessary government function, and the K Street Complex has served the purpose well. Over the past 20 years records storage and retention methods have changed, including electronic document storage and the common practice of emailing files. A new County/City storage facility should be explored to provide enough space to accommodate current and future storage needs. Possible considerations for storage locations include the Municipal Services Center, a private facility or possibly other public facilities that may be built in the South Haymarket Neighborhood.

For example, a future building in the north parking lot at 10<sup>th</sup> and L Streets as part of a consolidated government footprint could provide storage for County/City records, in addition to new office space. Each floor of that

building could provide around 30,000 SF, and a building on this site could be up to 150' tall per the zoning district. County/City storage should also consider collocating with an existing County/City agency, such as the new jail on West O Street or a new Police maintenance garage facility.

Additional considerations to assist in identifying the feasibility of relocating the government storage to allow the reuse of the K Street Complex should include:

- Importance of proximity to the County/City Government Campus
- Storage needs for the next 20 years
- Potential for State or other governmental agencies to collocate in a new facility
- Determine proceeds from sale of K Street Records Warehouse to be invested in a new facility
- Improved technology for file delivery

The 2005 Downtown Master Plan specifically calls for repurposing historic properties wherever possible and specifically calls for renovating the K Street Records Warehouse for high density residential development. The K Street Records Warehouse has been determined to be eligible for the National Register, and the recommendation to develop this building into a residential use continues to be supported by this plan.



### **Parking Lot at 8<sup>th</sup> & H Streets**

Demand for off-street parking surrounding the County/City complex continues to increase as offices are relocated Downtown and the courts continue to expand. While the parking lot at 8<sup>th</sup> and H will serve near-term demand, a long-term solution should be sought which would meet parking demands of future employees and the general public in the consolidated County/City office campus. The surface parking lot could then be sold for private redevelopment which would generate additional property tax and would meet the goals of providing additional housing options.

### **Courthouse Plaza**

Courthouse Plaza is located at the northwest corner of 9<sup>th</sup> and H Streets. This is a three-story office building located on a major arterial street across from the main County/City Government Campus. This office building is an appropriate use near residential areas and should continue to be used for government or general offices.

Courthouse Plaza



### **Transit Center**

The City is interested in creating a new Downtown transit center. The current operation is split between administration offices on J Street and a transfer station on 11<sup>th</sup> & N Streets. A new transit center would consolidate the administrative functions and transfer station into one location to provide more efficient service. This would also make other public properties available for private redevelopment.

If a transit center were to locate in South Haymarket, it should incorporate private development as much as possible. For example, a parking structure could be developed in conjunction with the transit center. If a site in South Haymarket is not chosen for the transit center, a location further east should be explored that would increase operational efficiencies.



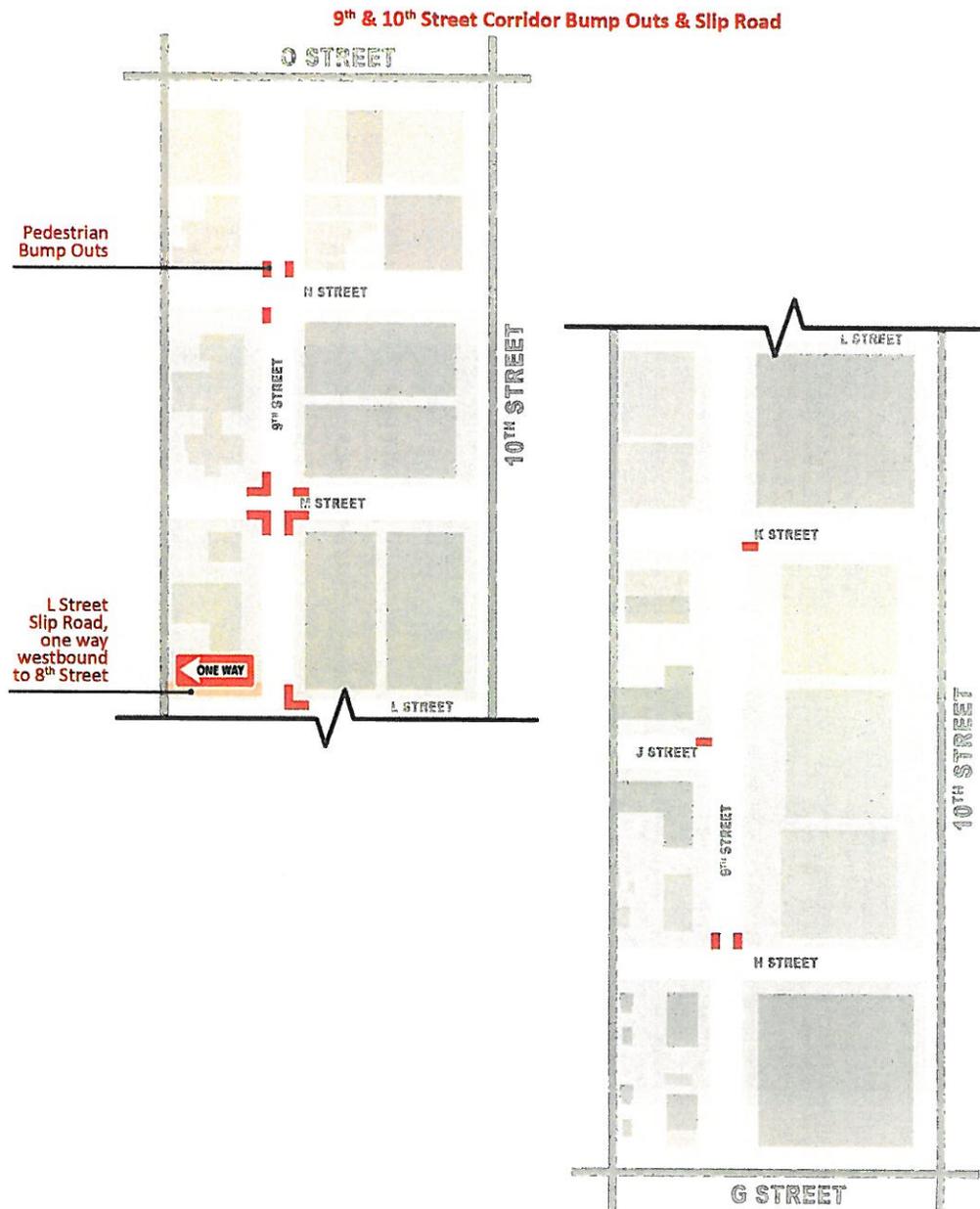
## Organize the Streets, Sidewalks & Trails

The right-of-way system in the 9<sup>th</sup> and 10<sup>th</sup> Street Corridor is built out and developed for mainly vehicular traffic. This plan recommends enhancements to the pedestrian spaces within the public realm to connect South Haymarket to Greater Downtown in a safe and efficient manner.

Improvements should be made at key intersections to increase pedestrian safety. Shortening lane pavement by adding bump outs is one way to appeal to pedestrians. This has been done at the intersection of 9<sup>th</sup> & J Streets. New stop bars and other painted markings increase awareness between vehicles and pedestrians. Locations for bump outs should be considered for the intersections shown on the map to the right. New bump outs will not reduce the number of travel lanes or on-street parking spaces.

The L Street slip road is supported by this plan and would provide access to properties along L Street and 8<sup>th</sup> Street. The L Street slip road would be similar to what has been constructed at 9<sup>th</sup> and O Streets. If M Street becomes a one-way eastbound facility, the closest access points into South Haymarket become N Street and J Street, creating a 4-block span along 9<sup>th</sup> Street without vehicular access to the west. Pedestrian circulation should be incorporated into the L Street slip road.

Future L Street Slip Road





## 9<sup>th</sup> Street Streetscape

This image shows the streetscape concept for 9<sup>th</sup> Street. The planting areas buffer the pedestrians from motorists and create defined spaces along the sidewalks. The right-of-way width for 9<sup>th</sup> Street is 120 feet, and most sidewalks are 25 feet wide. This streetscape incorporates bump outs, on-street parking and landscaping amenities. Not only does this concept soften the sidewalks for pedestrians, but it also enhances the visual appeal for motorists by breaking up the massive amount of concrete.

The sidewalk on 10<sup>th</sup> Street is narrower than on 9<sup>th</sup> Street due to less available right-of-way and street widening projects. Opportunities should be sought to add street trees and pedestrian amenities to enhance the sidewalk experience on 10<sup>th</sup> Street as well, although on a smaller scale. Streetscape elements should always be considered when adjacent properties are redeveloped. (See the Implementation Chapter for more information on the street sections in the 9<sup>th</sup> and 10<sup>th</sup> Street Corridor.)

9<sup>th</sup> Street Today



On-street metered parking remains on 9<sup>th</sup> Street

The landscape buffer creates an enclosure for pedestrians

Pedestrian-scaled lighting should be considered throughout South Haymarket

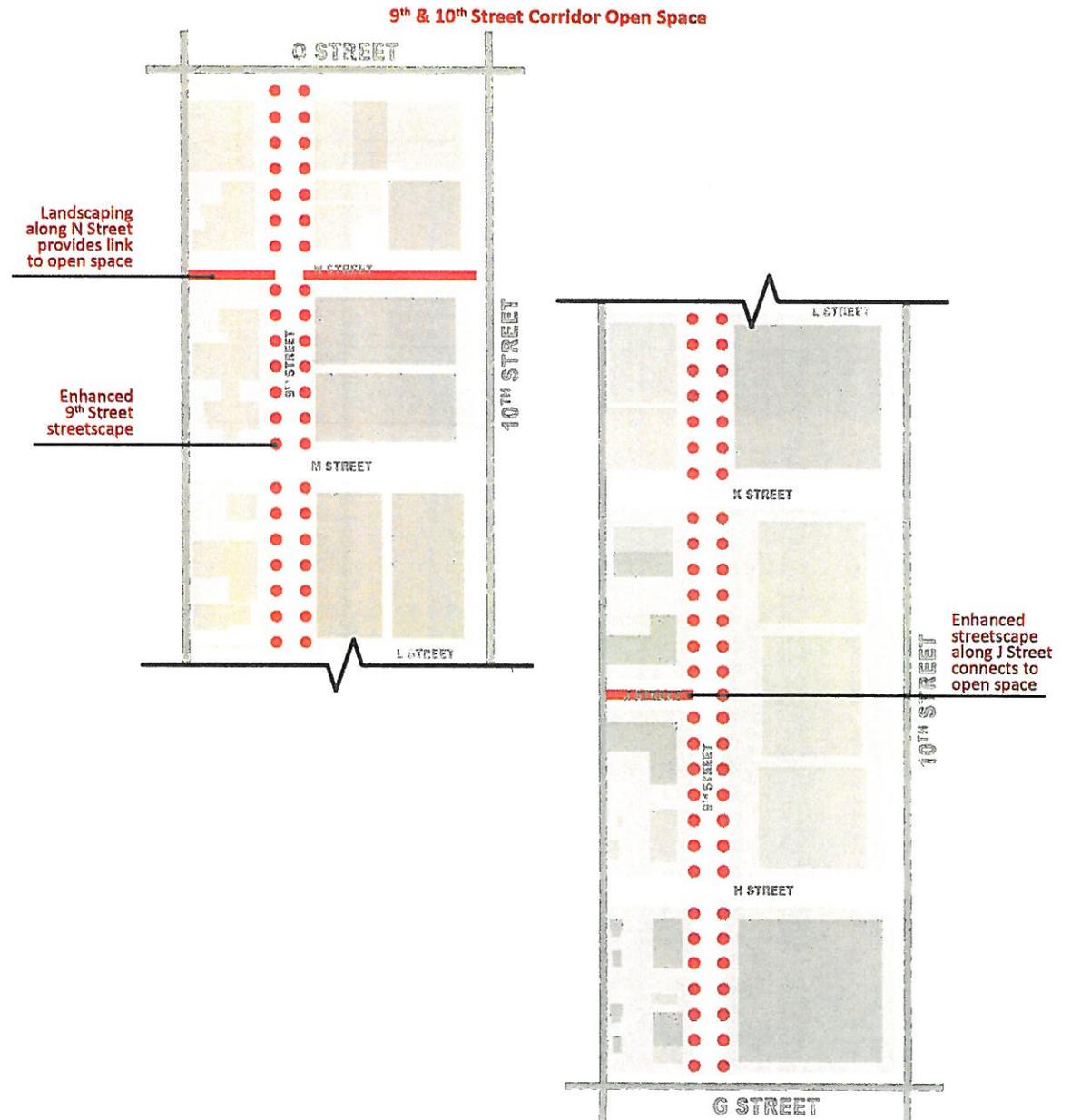
24-foot sidewalk accommodates the proposed landscaping





## Develop Adequate Open Space

Residents in the 9<sup>th</sup> & 10<sup>th</sup> Street Corridor will have access to open space in South Haymarket via east/west linkages. The addition of street trees and consistent sidewalks on all streets provides a more comfortable pedestrian zone in South Haymarket and encourages people to walk to nearby destinations. The N Street Protected Bikeway and the J Street Boulevard provide enhanced streetscapes that will serve as major east/west connectors between the 9<sup>th</sup> & 10<sup>th</sup> Street Corridor and the open spaces in the South Haymarket Neighborhood. In addition, residents and employees in the 9<sup>th</sup> and 10<sup>th</sup> Street Corridor can access Cooper Park via 8<sup>th</sup> Street.



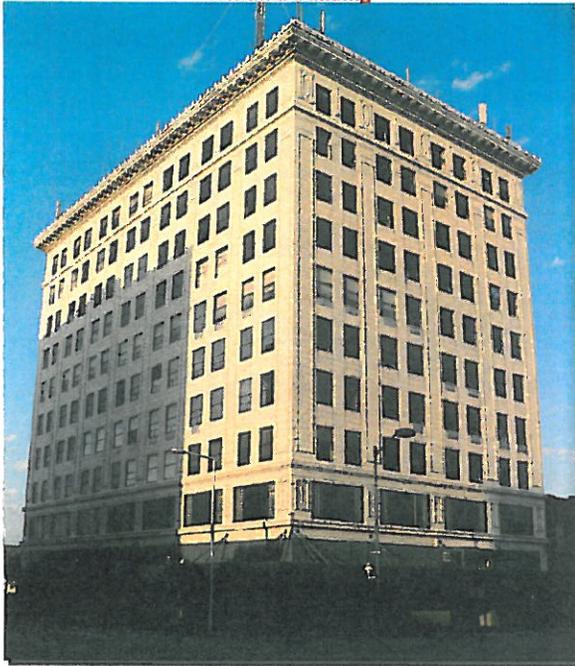


# Preserve Historic Resources

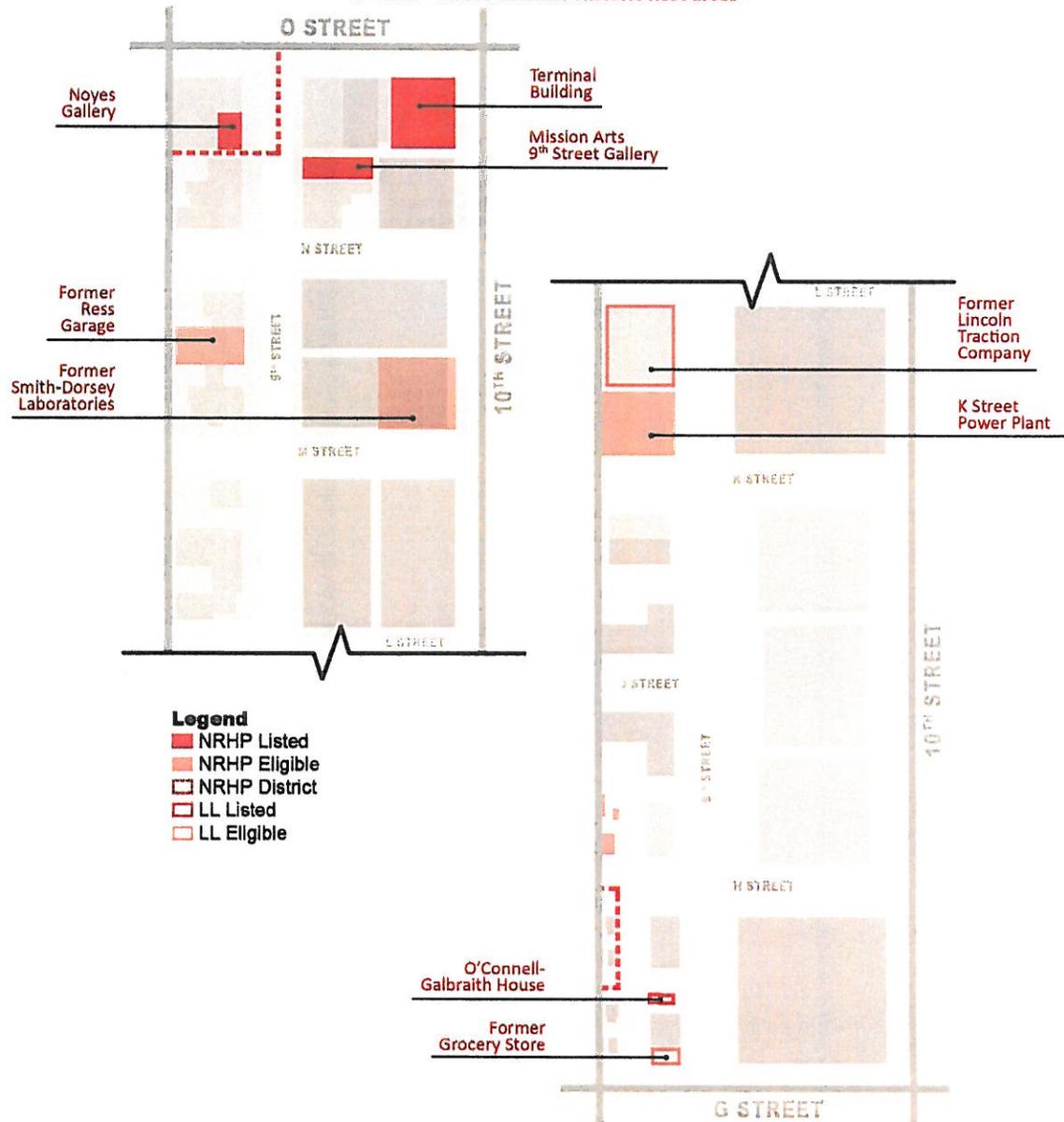
Nine individually significant properties and portions of two historic districts are located within the 9<sup>th</sup> and 10<sup>th</sup> Street Corridor. Efforts should be made to retain and repurpose these historic resources while also achieving the goal of increasing height and density within this corridor. If redevelopment proposes to alter or demolish a historic resource, the City should be consulted to determine if alternates to demolition are feasible.

The 10-story Terminal Building of 1916 at 947 O Street is listed on the National Register of Historic Places (NRHP) for its architectural significance and for its association with Lincoln Traction Company, the community's streetcar and electric generating company. The Terminal Building anchors the core-downtown edge of the South Haymarket Neighborhood at the intersection of O Street and 10<sup>th</sup> Street.

Terminal Building



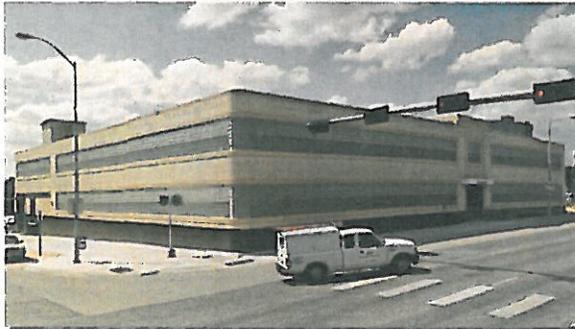
## 9<sup>th</sup> & 10<sup>th</sup> Street Corridor Historic Resources





The city-owned, Art-Moderne building at 233 S. 10<sup>th</sup> Street was built and remodeled in several stages, reaching its present overall appearance in 1946 as the home of the Smith-Dorsey Laboratories. It appears to be NRHP-eligible for architectural and historical significance and has a substantial presence on the 9<sup>th</sup> and 10<sup>th</sup> Street Corridor. If redevelopment occurs on this block, consideration should be given to incorporate the structure. If demolition is proposed, care should be taken to document the structure prior to demolition.

233 S. 10<sup>th</sup> Street



Topographically and structurally, 9<sup>th</sup> Street begins the transition from the higher downtown core to the lower elevations and buildings that are predominant in South Haymarket. Mission Arts/9<sup>th</sup> St. Gallery at 124 South 9<sup>th</sup> is NRHP-listed for its social history significance as a 1900 brothel, converted to Peoples City Mission in 1909. Its current mixed use as housing, studios, and galleries is strongly supportive of the goals of the South Haymarket

Neighborhood Plan. Across 9<sup>th</sup> Street, Noyes Gallery at 115-125 South 9<sup>th</sup> is within the boundaries of the Lincoln Haymarket (NRHP) Historic District and complements Mission Arts. South of Noyes Gallery, the stone-paved alleys within the block bounded by 8<sup>th</sup>, 9<sup>th</sup>, O and N Streets are a unique public works feature in Lincoln and contribute to the significance and ambiance of the Haymarket NRHP District.

124 S. 9<sup>th</sup> Street



Continuing along 9<sup>th</sup> Street, the former Ress Garage at 221 S. 9<sup>th</sup> Street is a picturesque example of the early automotive services buildings on the west edge of downtown and is NRHP-eligible.

At the northwest corner of 9<sup>th</sup> and K Streets, the former K Street Power Plant, currently used for public record storage, provides a powerful west gateway to Downtown at the foot of Rosa Parks Way. The Power

Plant is NRHP-eligible for architectural and historical significance. Adjacent to and north of the Power Plant, the former Lincoln Traction Company office and garage at the southwest corner of 9<sup>th</sup> and L Streets is historically significant and an architecturally handsome counterpart at two stories to the much taller Power Plant. As such, it is likely eligible for Lincoln Landmark designation.

Lincoln Traction Company/Heritage Square



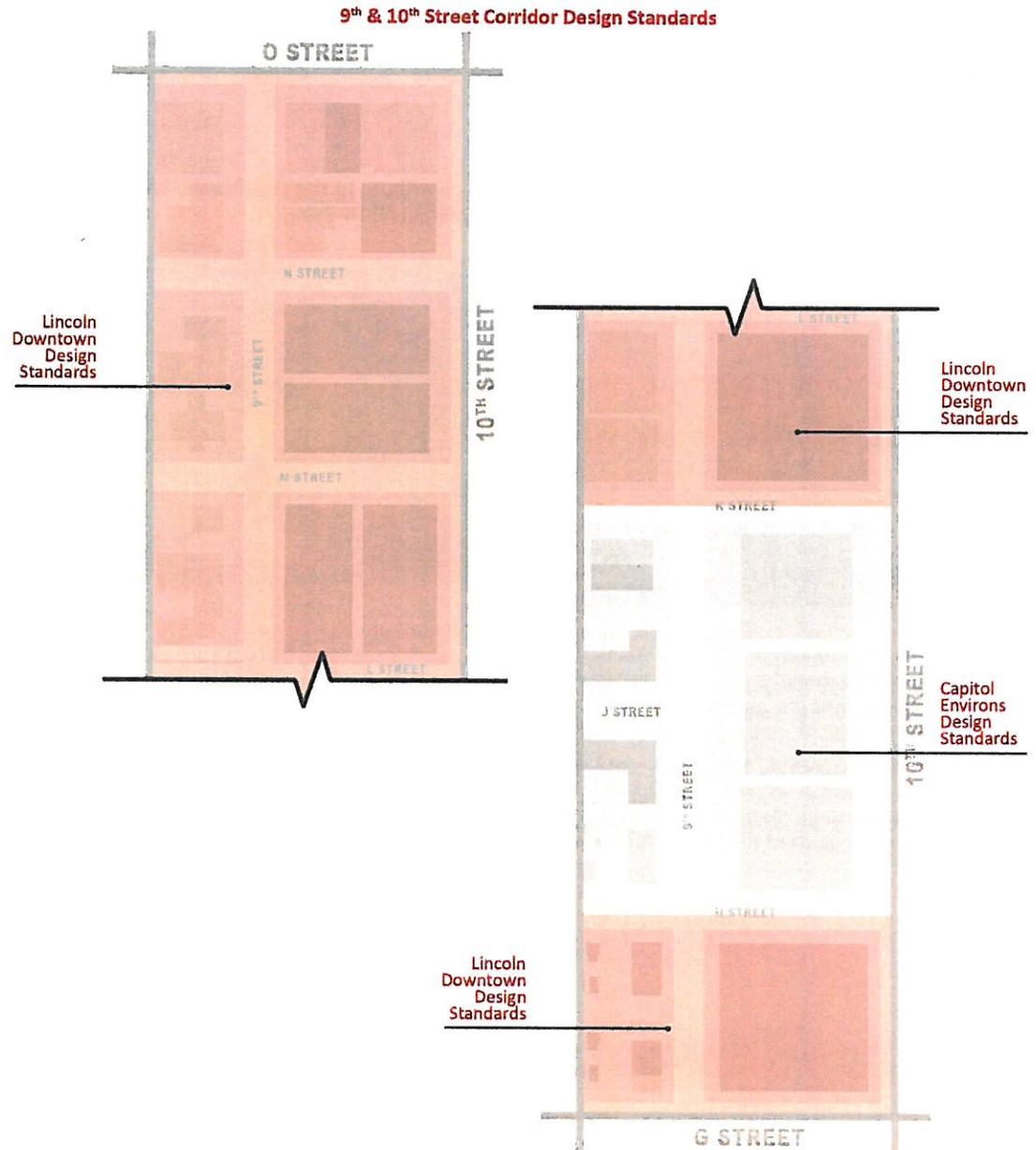
Two much smaller historic resources complete the group along 9<sup>th</sup> and 10<sup>th</sup> Streets. The O'Connell-Galbraith House at 727 S. 9<sup>th</sup> Street is a designated Lincoln Landmark as one of the earliest (ca. 1881) brick houses in Lincoln and for its association with ethnic history of our community. South of 727 S. 9<sup>th</sup> Street, Lincoln Literacy Center occupies a former, early 20<sup>th</sup> century grocery store at 745 S. 9<sup>th</sup> Street that would likely also be eligible for Lincoln Landmark designation.



## Implement Site & Building Design

Properties within the 9<sup>th</sup> and 10<sup>th</sup> Street Corridor fall within the Lincoln Downtown Design Standards, with the exception of properties between H and K Streets. The Capitol Environs Design Standards apply to properties at that location, lying within one block on either side of J Street/Lincoln Mall.

Property within the 9<sup>th</sup> and 10<sup>th</sup> Street Corridor should be urban, mixed-use, and high density in nature, with wide sidewalks and buildings typically constructed from property-line to property-line. Properties are suggested to take advantage of the building height maximums, and respect the building height maximum of 57 feet within the Capitol Environs District. The first and possibly second floors of buildings north of L Street in this Corridor should have active commercial uses with residential units above. Buildings in the County/City Campus are encouraged to employ good design as recommended in the Capitol Environs Design Standards.



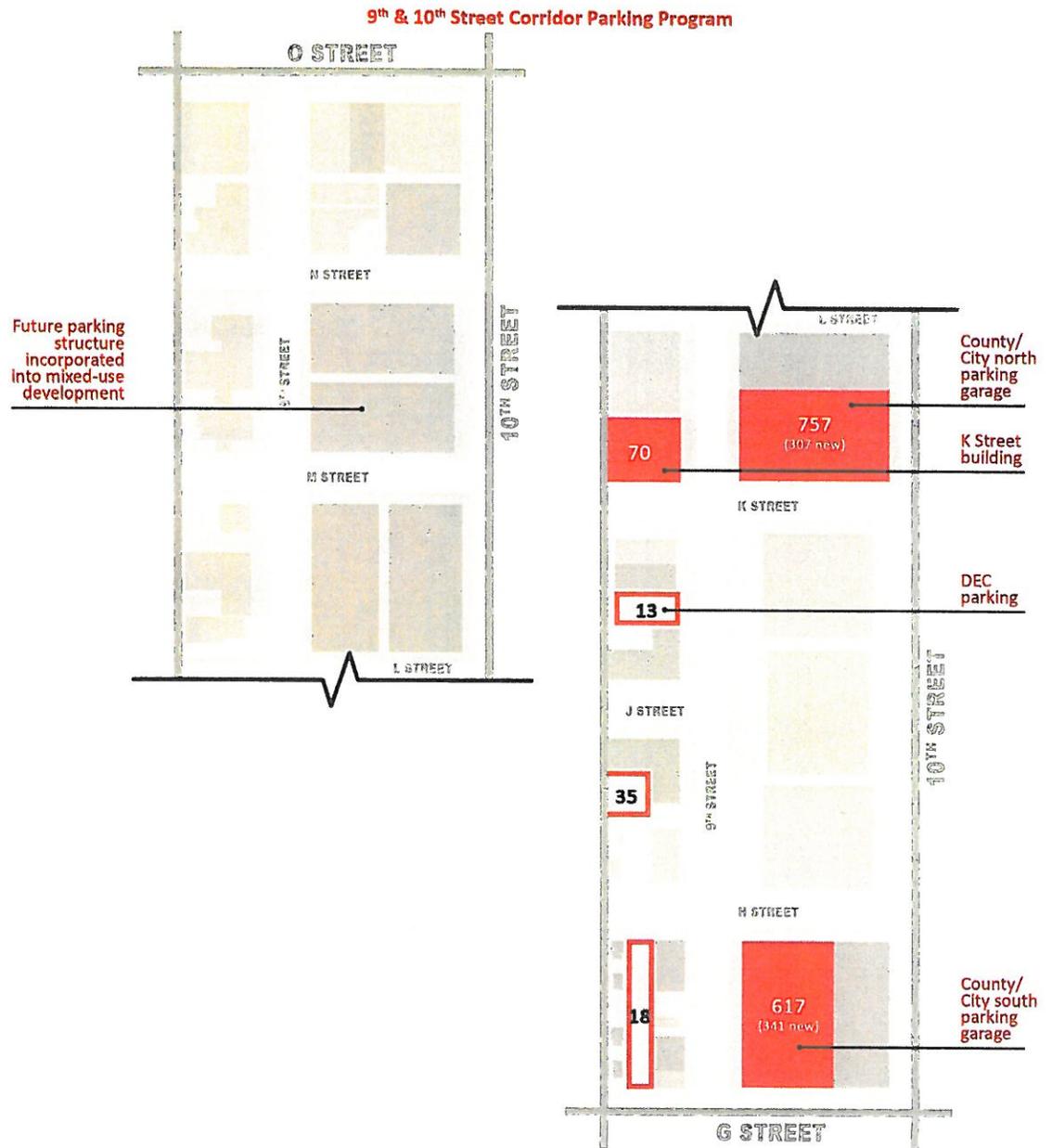


## Develop a Parking Program

The 9<sup>th</sup> and 10<sup>th</sup> Street Corridor is a transition area between the South Haymarket Neighborhood and Downtown proper. Development in this Corridor should maximize building coverage and limit surface parking lots. Existing surface parking lots in this area are considered opportunities for infill and redevelopment.

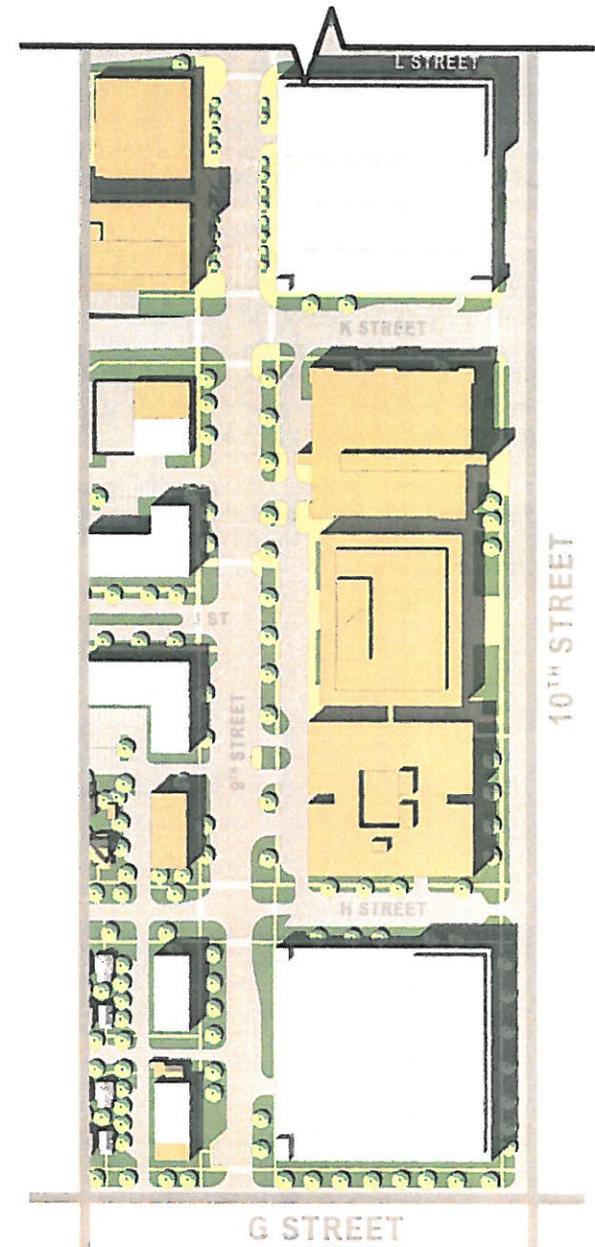
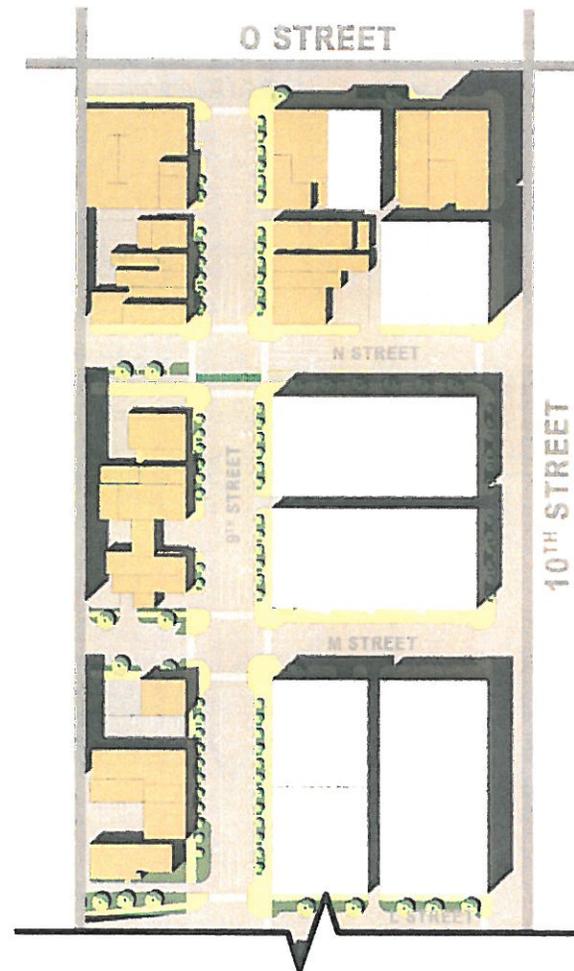
This area of South Haymarket is similar to the Downtown core and is not proposed to have an off-street parking requirement. However, new projects are encouraged to provide parking in structured garages within the development or consider leasing spaces from public garages. Parking garages are acceptable uses if a 'wrap' is provided to ensure active uses are visible from the sidewalk and street instead of parking stalls.

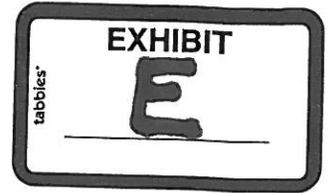
On-street, metered parking is currently available throughout the Corridor and should continue to be used for short-term parking.



## 9<sup>th</sup> & 10<sup>th</sup> Street Corridor Recommendations:

- Work in concert with County/City government offices, including the PBC, to seek redevelopment opportunities of identified publicly-owned properties for private residential and mixed uses
- Support consolidation of the County/City Offices between L, 10<sup>th</sup>, G and 9<sup>th</sup> Streets
- Add additional decks to the north lot of the County/City Building and add a parking structure to the south surface parking lot when future growth requires parking
- Plan for future construction of the L Street slip road
- Promote the K Street Records Warehouse for reuse and determine alternate locations for records storage
- Implement the streetscape recommendations along 9<sup>th</sup> Street and 10<sup>th</sup> Street





**SITE COMPARISON COSTS**

	Site #2 Williamsburg	Site #3 Corporate Center 75th & O	Site #4 Landmark
<b>CONSTRUCTION COSTS</b>			
Land Cost	\$ 180,000	\$ 180,000	\$ 200,000
Impact Fees ( <i>approx.</i> )	N/A	\$ 43,800 <i>roads, water service</i>	\$ 6,800 <i>wastewater only</i>
Site Development Costs prorated parking lot construction cost	\$ 69,155 TBD	\$ 69,155 TBD	\$ 255,165 N/A
<b>TOTAL</b>	<b>\$ 249,155</b>	<b>\$ 292,955</b>	<b>\$ 461,965</b>
<b>OTHER COSTS</b>			
Annual site maintenance costs	\$ 8,900	\$ 9,000	\$ -
<b>TOTAL</b>	<b>\$ 8,900</b>	<b>\$ 9,000</b>	<b>\$ -</b>

**IMPACT FEES**

Site #2: N/A

Site #3:

Roads - \$3.73/SF = \$37,300  
water service: \$6,500

Site #4:

wastewater: \$3,400 - \$6,800

**Common Area Charges**

Site #2: \$.90/sf (range: \$.87 - \$.93/sf)

Site #3:

Commons Assn: \$.04/sf  
N Office Ctr Assn: \$.85/sf



