

# **Antelope Valley Redevelopment Plan**

**City of Lincoln Mayor Coleen J. Seng**

**City Urban Development Department Marc Wullschleger, Director**

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## I. REDEVELOPMENT PLAN INTRODUCTION

### A. Antelope Valley Area

The Antelope Valley Area includes an important part of Lincoln's traditional center. Located on the north, east and southeast sides of Traditional Downtown and the University of Nebraska, the Antelope Valley Project gets its name from the valley in which Antelope Creek waters flow. See Antelope Valley Area, Figure 1. The Antelope Valley Area includes:

- ♦ "East Downtown": This area includes the eastern edge of Traditional Downtown (17th Street) to the new waterway (21st Street) and from "K" Street to "R" Street; sometimes referred to as "Autoland" based upon the heavy predominance of car dealerships, motor vehicle repair services, commercial uses and parking lots, See Figure 6. A subarea of East Downtown is the "O" Street Corridor area, which includes the east entryway into Downtown Lincoln along the "O" Street Corridor from 17th Street to 27th Street;
- ♦ "Neighborhoods": This area includes all or parts of seven residential neighborhoods: North Bottoms, Clinton, Malone/Hawley, Woods Park, Near South and Downtown, See Figure 6.

Compared to other parts of Lincoln, the Antelope Valley Area has not witnessed the same level of economic investment and reinvestment. Over the last decades, major signs of blight and substandard conditions have surfaced. To address serious urban problems in the area and to help spur redevelopment activities, three governments joined forces, developed and approved the Antelope Valley Projects.

### B. Three Primary Antelope Valley Purposes

The term "Antelope Valley Projects" describes the first ten years or the first phase of approved governmental projects that are being built in the Antelope Valley Area. See Chapter X below, for a more detailed description of the Antelope Valley Projects. Sponsored by the City of Lincoln, Platte

South Natural Resources District, University of Nebraska-Lincoln and the Lower Platte South Natural Resources District, the Antelope Valley Projects address the following three community redevelopment purposes:

- ♦ **Flood Control**
- ♦ **Transportation Improvements**
- ♦ **Community Revitalization**



**"K" St. near 19th Street (circa 1982)**



**N.17th St. Railroad Crossing**



**Revitalized Neighborhood Example**



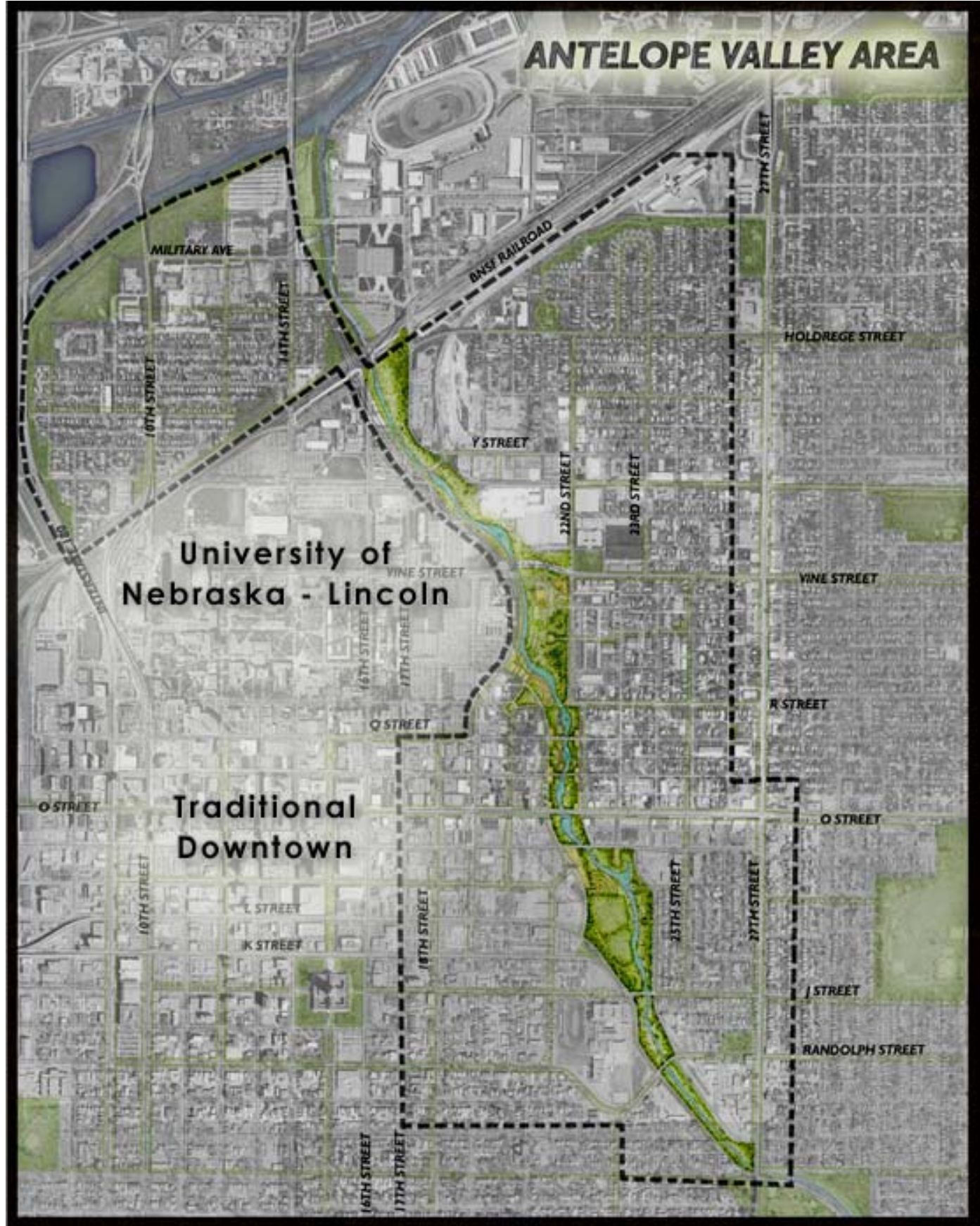


Figure 1



Three governmental partners have formed an administrative body, known as the Joint Antelope Valley Authority ("JAVA") to assist in implementation--final design, property acquisition, tenant and property owner relocation and construction efforts.

### C. Redevelopment Plan Purposes

This plan outlines the Antelope Valley 20-year vision. See Antelope Valley Twenty Year Vision, Figure 2. The plan attempts to leverage the approved flood control and transportation improvements of the Antelope Valley Projects. The flood control and transportation improvements are seen as the catalyst towards a major revitalization of the Antelope Valley Area. The Redevelopment Plan defines potential new community enhancement projects and reinvestments. The Redevelopment Plan attempts to draw a revitalized "forest", while encouraging the private sector to use its creativity in describing the "trees". The Redevelopment Plan is not rigid, but a flexible guide to the future. The maps and illustrations are

not mandatory, but are attempts to show new possibilities.

The Plan's concepts, illustrations and exhibits will hopefully foster additional imagination and creativity to improve and enhance Lincoln's urban center. If the private sector responds and invests over three dollars for every public dollar invested, the near one billion dollar total Antelope Valley investment will be monumental. More importantly, Lincoln's overall quality of life and economic development will be enhanced whether one judges a City on its central area or evaluates it based upon its "oldest and weakest" link.

The Redevelopment Plan and the follow-up implementation documents--zoning and design standards--are guided by four purposes:

- ♦ Support the development and conservation of livable neighborhoods;

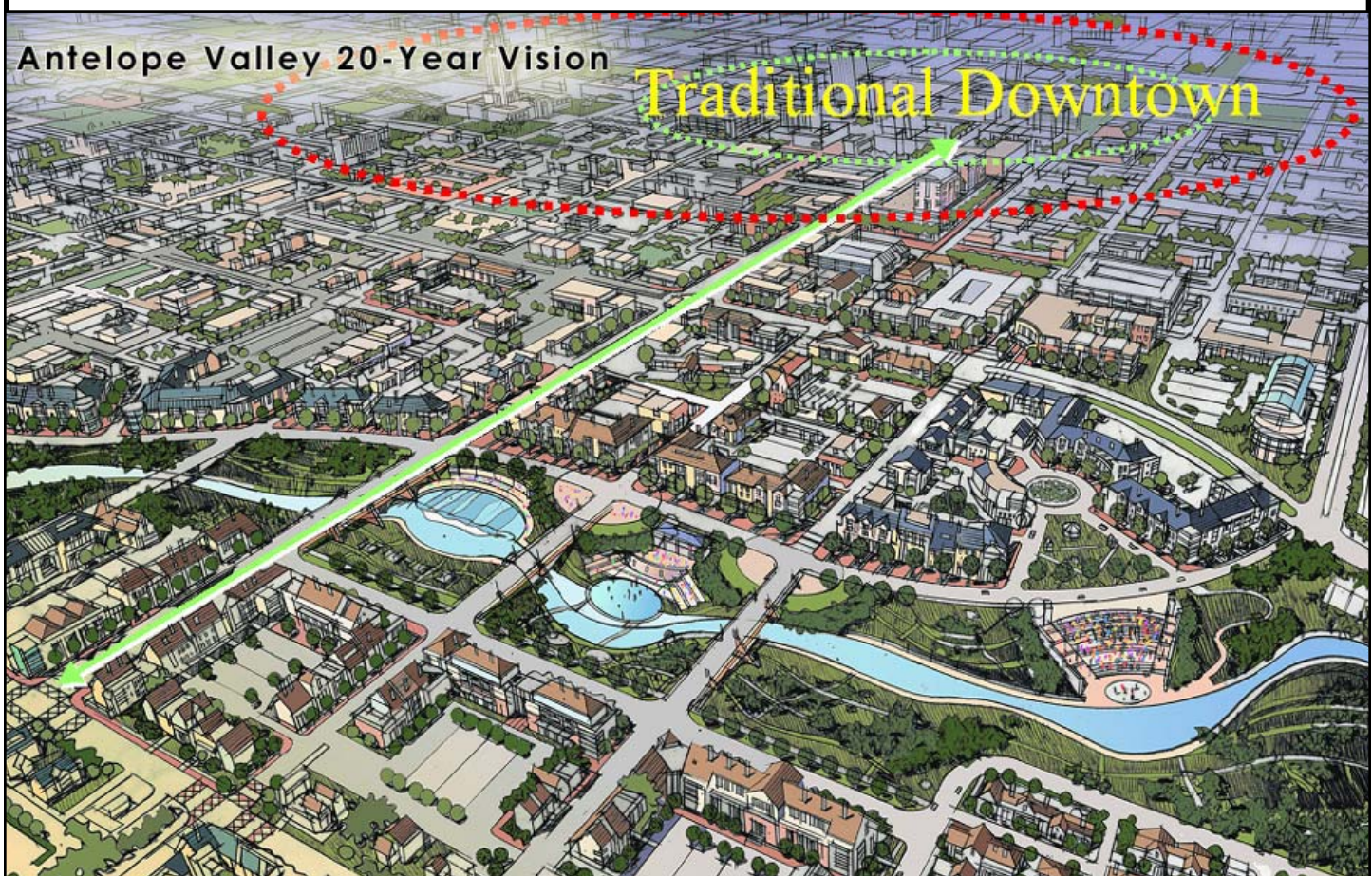


Figure 2



- ◆ Strengthen Downtown Lincoln and the University of Nebraska;
- ◆ Provide direction for shaping infill development in East Downtown and the surrounding residential Neighborhoods; and
- ◆ Leverage the public's large investment in the flood control and transportation improvements of the Antelope Valley Projects.

The Plan describes the statutory elements, necessary to utilize the Community Development Law's redevelopment and rehabilitation powers. Existing Conditions will be described, along with the vision of the future. The Plan outlines the two Proposed Redevelopment Projects, along with one Potential Redevelopment Concept that could be implemented in the next four years. In addition, the Plan outlines twenty-nine other Potential Redevelopment Concepts for the private sector to contemplate implementing sometime over the next 20 years.

With adoption of this Redevelopment Plan, the public sector and private sector will be able to partner in implementing new developments, rehabilitating homes and buildings, and creating new jobs and economic opportunities.

Viable neighborhoods start with sound housing stock. Yet, quality and sustainable neighborhoods also require in close proximity a broad range of neighborhood support service and economic opportunities; such as schools, churches, jobs, retail, entertainment, infrastructure, public safety, human services, arts, and cultural experiences. The Antelope Valley vision strives to provide this broad range of services and opportunities to residents, workers, customers, clients and visitors of the Antelope Valley Area.

#### **D. Redevelopment Plan Processes**

The City's first step in the process was to review the Antelope Valley Redevelopment Blight and Substandard Determination Study, dated April 2003. This Study was prepared by Hanna Keelan Associates, P.C. and is available for review at the City Clerk's Office or the City Urban Development Department. Based upon the conclusions of the

Study, the City Council declared the Antelope Valley Area "blight and substandard" on July 21, 2003.

The blighted and substandard declaration permits the City to then adopt a Redevelopment Plan, which in turn, permits the City to enter into redevelopment contracts with the private sector to implement redevelopment projects, construct public improvements, buy and sell real estate, issue bonds and other forms of indebtedness and to receive tax proceeds from Tax Increment Financing.

Three committees, representing a cross section of the City and Antelope Valley Area residents, were appointed by the Mayor to help guide the preparation of the Redevelopment Plan:

- ◆ East Downtown Citizen Committee, chaired by Robert Campbell and Betsy Kosier
- ◆ Neighborhood Citizen Committee, chaired by Terry Uland and Delores Lintel
- ◆ Whittier School Citizen Committee; chaired by Jon Carlson and Jon McWilliams

A roster of the citizens participating on the three Mayor Citizen Committees is shown in Appendix 1. Furthermore, in 1997 the Downtown Lincoln Association (DLA) appointed a subcommittee known as the DLA Antelope Valley Committee to provide input, guidance and review to the Antelope Valley process. The City expresses its appreciation in the quality effort, input and many hours of meetings of the three Mayor Citizen Committees and the DLA Antelope Valley Committee.

The City of Lincoln Urban Development Department is the lead City agency in guiding the community revitalization planning process. Other City Departments also provide key input and review: Planning Department, Parks and Recreation Department, Public Works and Utilities Department, Building and Safety Department and the City Attorney's Office.

The City of Lincoln sought the assistance of a national planning and design company, RTKL of Dallas, Texas. In turn, RTKL led and coordinated a Design Team of subconsultants: ERA (Chicago, Illinois), Olsson Associates, Erickson Sullivan Architects and Kim Todd, L.A., all of Lincoln, Nebraska. The Urban Development Department and the Design Team worked with the three Mayor Citizen Committees and conducted public workshop presentations on community preferences, urban design forms and land use products that led to the issuance of this Redevelopment Plan.

#### E. Redevelopment Plan Requirements

Redevelopment activities are guided by the Nebraska Community Development Law, Neb. Rev. Stat., Section 18-2101, et. seq. (as amended). Prior to preparing a Redevelopment Plan, the City Council must first declare the project area "substandard" and "blighted" as those terms are defined in the Nebraska Community Development Law. On July 21, 2003, the City Council declared the Antelope Valley Area both "blighted and substandard".

The City has authorized the City's Urban Development Department to act as the City's redevelopment authority under the Nebraska Community Development Law. In making its recommendation to approve this plan, the Urban Development Department has considered the land uses and building requirements and determined that they:

1. are in conformance with the general plan for redevelopment in the City; and
2. represent a coordinated, adjusted, and harmonious development of the City and its environs. These determinations are in accordance with:
  - a) present and future needs, to promote health, safety, morals, order, convenience, and prosperity;
  - b) the general welfare; and
  - c) efficiency and economy in the process of development.

Factors considered in the determination included among other things:

1. adequate provision for traffic, vehicular parking;
2. the promotion of safety from fire, panic, and other dangers;
3. adequate provision for light and air;
4. the promotion of the healthful and convenient distribution of population;
5. the provision of adequate transportation, water, sewage, and other public utilities;
6. schools, parks, recreational and community facilities, and other public requirements;
7. the promotion of sound design and arrangement;
8. the wise and efficient expenditure of public funds; and
9. the prevention of the recurrence of unsanitary or unsafe dwelling accommodations or conditions of blight.

This Plan was reviewed by the Lincoln/Lancaster County Planning Commission for compliance with the Comprehensive Plan and copies of the related staff report and Commission action accompany this Plan.

The Community Development Law Section 18-2111 defines the minimum requirements of a redevelopment plan as follows:

*"A redevelopment plan shall be sufficiently complete to indicate its relationship to definite local objectives as to appropriate land uses, improved traffic, public transportation, public utilities, recreational and community facilities and other public improvements, and the proposed land uses and building requirements in the redevelopment project area..."*

The statutes further identify six elements that, at a minimum, must be included in the Redevelopment Plan, they are:

1. The boundaries of the Redevelopment Project Area with a map showing the existing uses and condition of the real property within the boundaries;
2. A land-use plan showing proposed uses of the area;



3. *Information showing the standards of population densities, land coverage and building intensities in the area after redevelopment;*
4. *A statement of the proposed changes, if any, in zoning ordinances or maps, street layouts, street levels or grades, or building codes and ordinances;*
5. *A site plan of the area; and*
6. *A statement as to the kind and number of additional public facilities or utilities that will be required to support the new land uses in the area after redevelopment.*

**F. Plan Amendments**

After initial adoption, the Redevelopment Plan may be updated over time. As formal Redevelopment Projects are proposed in the Antelope Valley Area, written amendments to the Redevelopment Plan will need to be processed pursuant to State Statute.

**G. Acknowledgement of Other Planning Efforts**

The Antelope Valley Area traverses several Lincoln neighborhoods in Lincoln's urban core and is adjacent to the flagship campus of the University of Nebraska-Lincoln and Downtown Lincoln. While planning for Antelope Valley revitalization and redevelopment, this Plan also impacts on-going planning efforts of the University of Nebraska-Lincoln, Downtown Lincoln and the surrounding neighborhoods of North Bottoms, Clinton, Malone/Hawley, Woods Park and Near South.

The Antelope Valley Redevelopment Plan acknowledges and recognizes planning efforts underway in the surrounding neighborhoods and is flexible in responding to opportunities and constraints that may be identified in these current or future planning efforts. These planning efforts include neighborhood focus plans, the Downtown Lincoln Master Plan and the University of Nebraska-Lincoln Master Plan.

## II. EXISTING LAND USES AND ZONING

The Antelope Valley Area consists of approximately 900 acres. Current land uses in the Antelope Valley Area include residential, retail, services, office, industrial, educational, parks and open space. See Generalized Existing Land Use Map, Figure 3. Antelope Valley Zoning District Map, Figure 4, shows the different zoning districts within the Antelope Valley Area.

Four broad districts or groups of uses combine in Antelope Valley: Antelope Creek, Neighborhoods, Downtown Lincoln and the University of Nebraska City Campus. The relationship between them and the interaction and overlapping of the issues within, brings the Antelope Valley Projects together.

### A. Antelope Creek

One of the lead opportunities is the reopening of Antelope Creek after being covered and placed in an underground conduit over 80 years ago. As Lincoln grew southeast up the Antelope Valley, the new roof tops, roads, parking lots and other impervious surfaces over loaded the underground conduit when a 5-year or larger storm event occurred. The resulting 100-year designated floodplain today is approximately 5 blocks wide, and threatens 336 businesses and 961 residential dwelling units. See Current Floodplain, Figure 5. Because of the large floodplain area, reinvestment has been difficult and scarce.

In 2000, the Antelope Valley bottom-up citizen consensus process recommended four goals for the Antelope Creek:

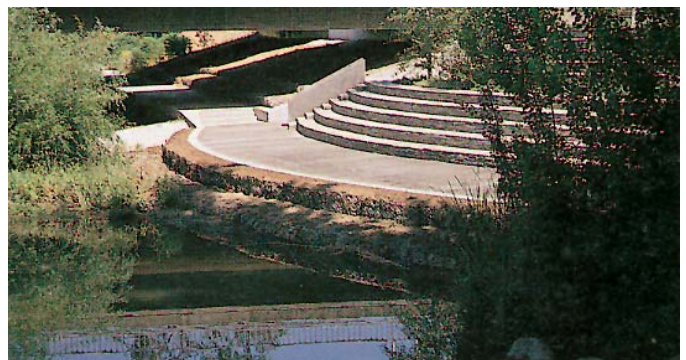
- ◆ to shrink the existing 5 to 7 block wide 100-year designated floodplain back into new landscaped creek banks and help prevent the community from suffering loss of lives and millions of dollars in flood damage;
- ◆ to uncover and reopen Antelope Creek, turning it into a type of attractive waterway;
- ◆ to spur new land use patterns and economic vitality adjacent to a soft, grass-bank waterway; and



**View: Antelope Creek looking South near Elliott School**



**View: Antelope Creek looking South near Devaney Center**



**Example: Restored/Amenitized Streambank**

- ◆ to create a water park area with water activities, a skating rink and outdoor amphitheater that would leverage urban revitalization, becoming a tourist attraction and a place for the community to gather for celebrations or enjoy a sunny afternoon.



# Generalized Existing Land Use Map

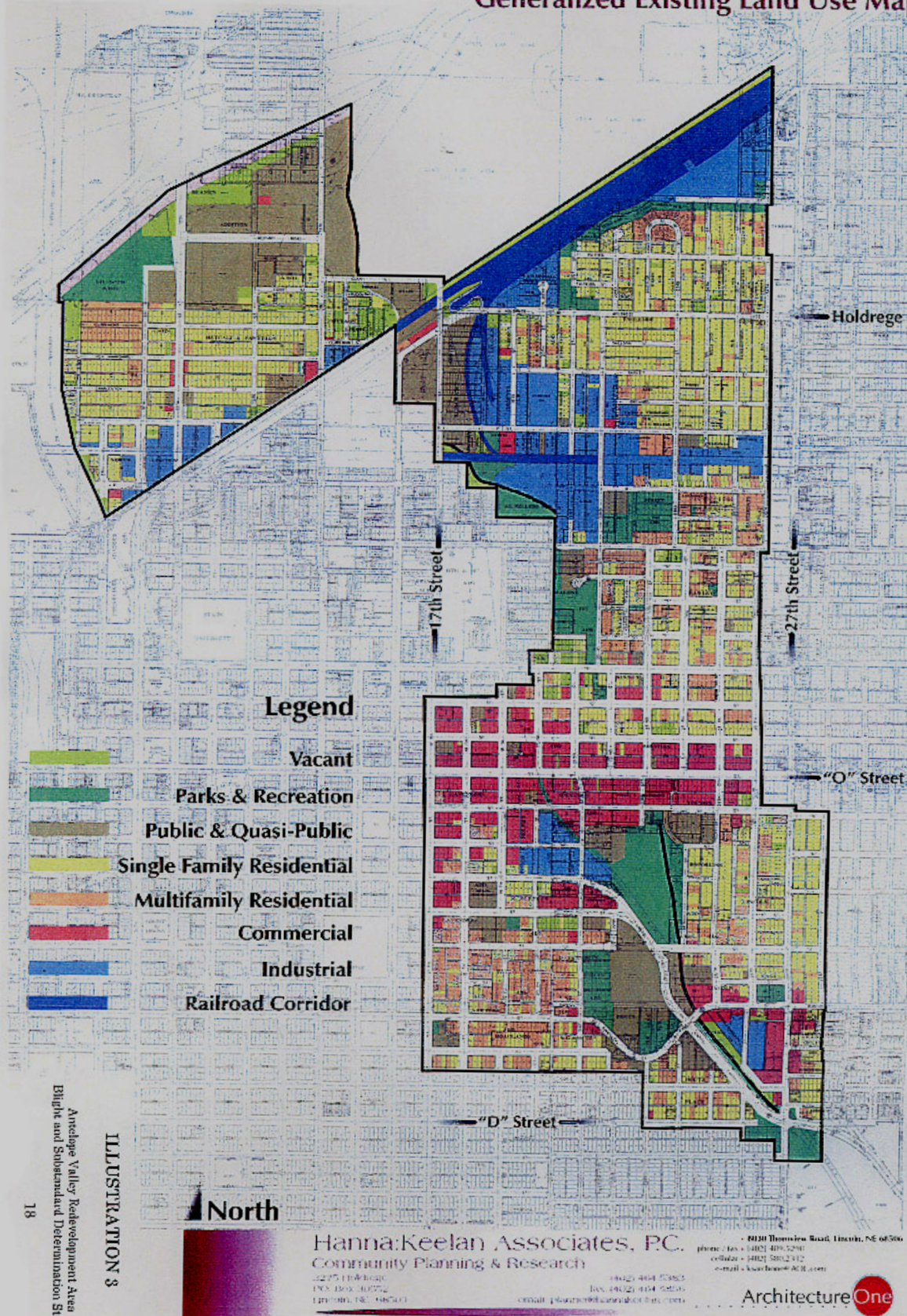
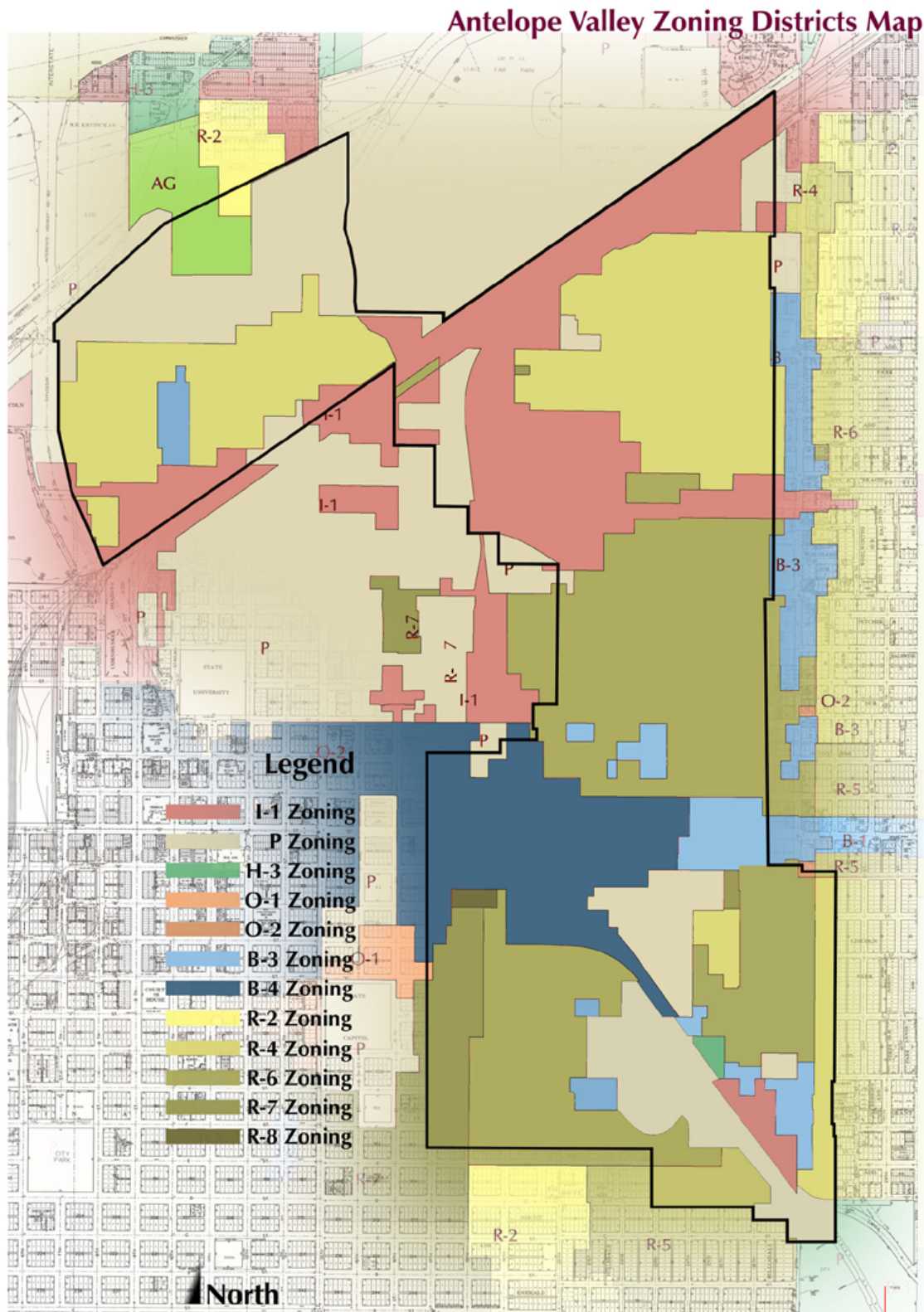


Figure 3





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**Figure 4**



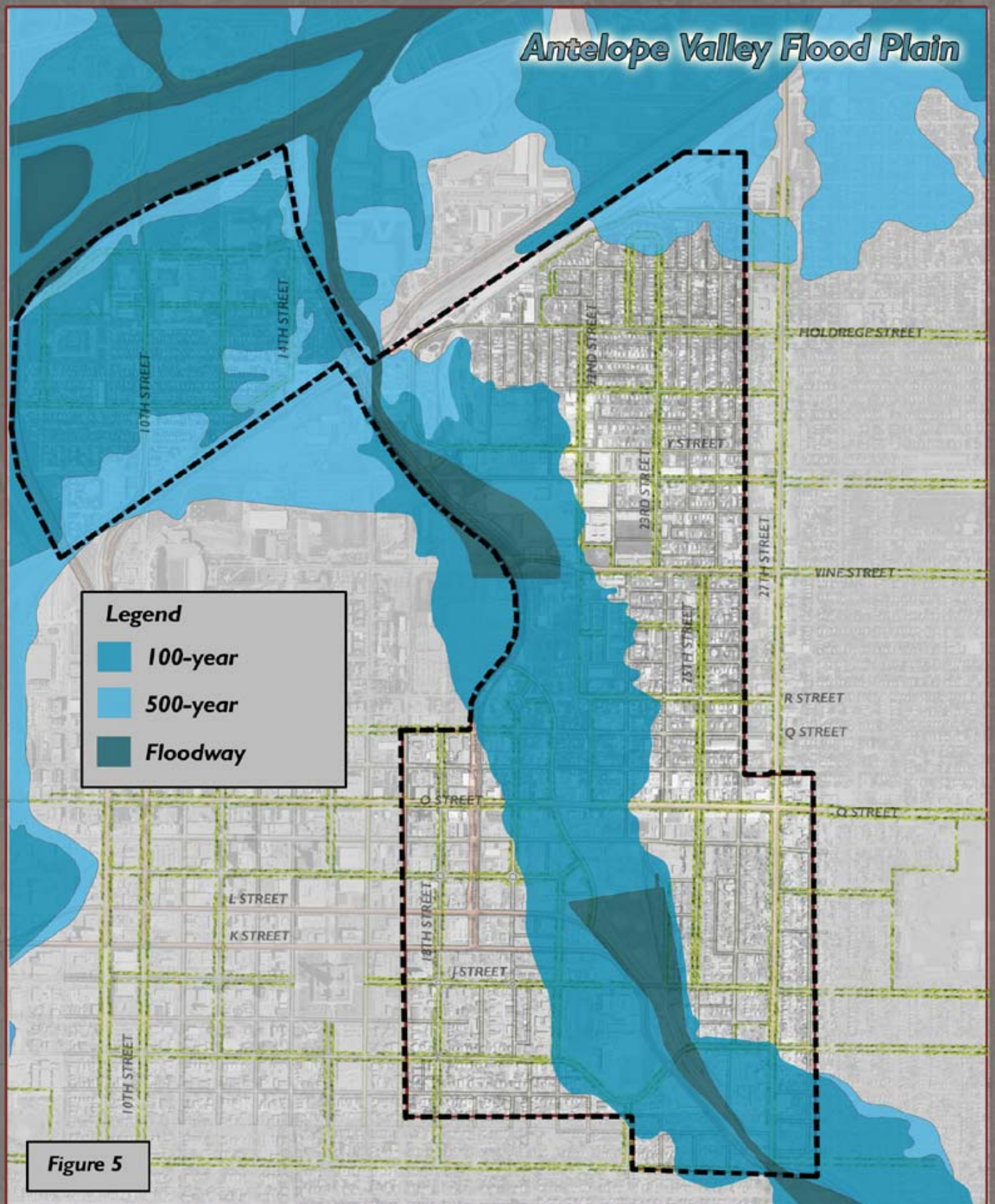


Figure 5



## B. Neighborhoods

The Antelope Valley Area includes several of Lincoln's oldest residential neighborhoods: North Bottoms, Clinton, Malone/Hawley, Woods Park, Near South and Downtown. See Neighborhoods in the Antelope Valley Area, Figure 6. These residential neighborhoods have some of the strongest civic leadership, oldest housing stock and neighborhood retail areas. Many fine architectural and historic features exist, but there are many signs of disrepair and blighting factors.

The area has a long tradition of strong family neighborhoods, but the trend line shows signs of increasing rental properties. College students reside in the area while attending nearby University of Nebraska, Hamilton University and Southeast Community College. Meanwhile, many neighborhood support services have left the area (e.g., churches, grocery stores, retail services) and have been replaced with additional bars, pawn shops, check cashing and cigarette stores. To counter this trend, the City has strategically concentrated recent redevelopment efforts on N. 27th Street from "O" Street to Potter Street. This commercial corridor has a new look and many new retail shops and ethnic restaurants. Furthermore, S. 27th Street from Randolph to Capitol Parkway remains an important neighborhood retail shopping area for the surrounding neighborhoods.

1. **North Bottoms Neighborhood:** The North Bottoms Neighborhood has great proximity to downtown and UNL City Campus but is somewhat isolated by its strong boundaries of Interstate 180 on the west, Salt Creek, Oak Creek and Cornhusker Highway on the north, State Fair Park on the east and the Burlington Northern Santa Fe Railroad dominating its southern edges. Yet, this unique and historic neighborhood has many fine smaller homes. Because of its close proximity to UNL and affordable rents, many University students are tenants. Conflicts have arisen between some residents, especially over late night noise and other disturbances of the peace.



**View: North Bottoms**

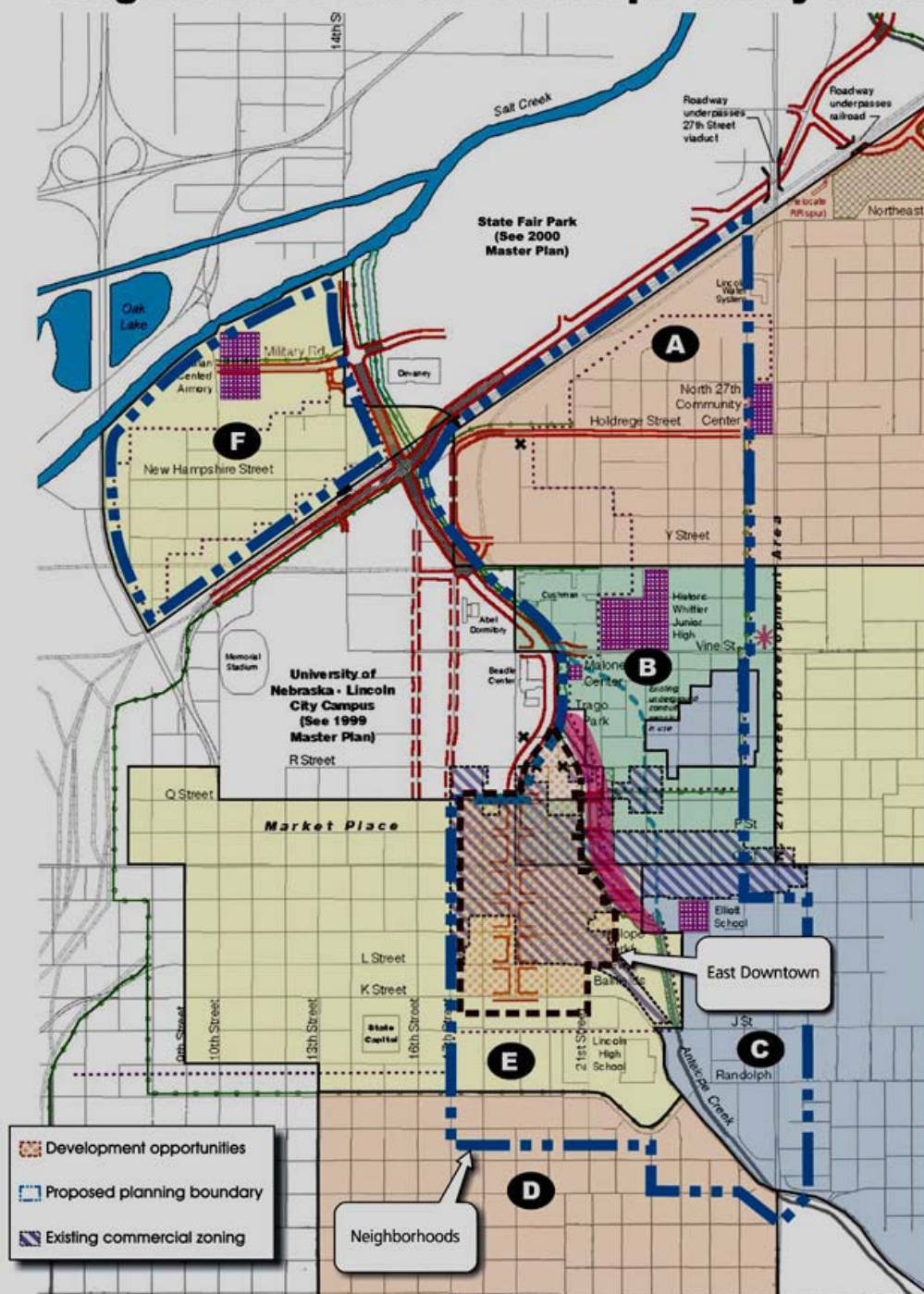


**View: Malone Village**



**View: Woods Park**

## Neighborhoods in the Antelope Valley Area



### Figure 6

### Legend

- |   |   |   |  |
|---|---|---|--|
|  | New roadways                                    |  | New bike / hike trails                 |
|  | Roadway Conversion                              |  | Neighborhood land use bridges          |
|  | Open channel / park / trail                     |  | Closed RR crossing                     |
|  | Existing or Potential Community Learning Center |  | Closed or limited access local streets |
|  | Park expansion / UNL recreation                 |  | Health clinic                          |

### Neighborhoods

- |                        |                        |
|------------------------|------------------------|
| <b>A</b> Clinton       | <b>D</b> Near South    |
| <b>B</b> Hawley/Malone | <b>E</b> Downtown      |
| <b>C</b> Woods Park    | <b>F</b> North Bottoms |

### Figure 6



2. **Clinton Neighborhood:** The western portion of the Clinton Neighborhood is located in the Antelope Valley Area. The western and southern edges of the Neighborhood abut industrial businesses which have caused many land use conflicts. These edges show the highest degree of blighting and substandard factors. Yet, the remaining eastern portion is relatively stable with better housing stock, streetscape and a strong sense of community. The nearly vacant Whittier Junior High School and an existing industrial zoned lumber company provide a poor southern edge for the Neighborhood.
3. **Malone/Hawley Neighborhoods:** This historic area draws its boundary from the former Mo Pac Railroad tracks on the north, N. 27th Street on the east, "O" Street on the south and 19th Street on the west. The Malone Neighborhood has a multitude of housing styles, density, quality and texture. The southwest edge and north edge show the greatest signs of blight. Hawley Landmark District and the east side in general have experienced reinvestment by homeowners and investors. As in the case of the Clinton Neighborhood, the nearly vacant Whittier Junior High School and an existing industrial zoned lumber company provide a difficult northern edge for the Neighborhood. Similar to North Bottoms, the Malone Neighborhood is a popular rental housing market for UNL students, which sometimes conflicts with the family neighborhood atmosphere. Likewise, the close proximity to UNL also means many commuter students park in the Malone Neighborhood.
4. **Woods Park Neighborhood:** The western portion of the Woods Park Neighborhood is located in the Antelope Valley Area. This area has a mixture of housing styles, density and streetscape. The neighborhood west of 27th Street is a quiet residential enclave between the park and the busy arterial, and has several landmark structures including the Guy Brown House, the Murphy-Sheldon House, the Pace-Woods House and Antelope Grocery. The "N" and "O" Streets commercial areas dominate the Neighborhood's northern edge, while the southeast corner borders the S. 27th Street retail centers and the southwest corner borders industrial and service areas.
5. **Near South Neighborhood:** The Antelope Valley Area only includes the northeast corner of the Near South Neighborhood. For this planning analysis, the Near South Neighborhood District is defined by "G" Street, Capitol Parkway, "F" Street, and 17th Street. This area experiences one of the highest density areas in Lincoln characterized by many "slip-in" apartments with minimum design qualities. The area has experienced an increase in police calls. Yet, the balance of the Near South Neighborhood is relatively stable and has a strong sense of community.
6. **Downtown Neighborhood:** The Downtown Neighborhood Association's boundaries include Traditional Downtown as well as the area between the Capitol and Lincoln High School, north of "G" Street to "O" Street. Presently, about 2,500 to 3,000 residents live in the Downtown Neighborhood. Traditional Downtown, from Haymarket area to 17th Street is becoming a popular place to live. Downtown Lincoln presently is experiencing a 95% occupancy rate for residential dwellings. Hopefully this housing success will generate new housing products throughout the Downtown Neighborhood. The Downtown Neighborhood Association is working hard to tie the many styles of residential living into a cohesive residential area.
7. **Neighborhood Retail Centers:**
  - ♦ N. 27th Street from "O" Street to Potter Street: This major commercial corridor



has seen many recent redevelopment projects and public improvements based upon the N. 27th Street Redevelopment Plan. The new retail areas, streetscape, police substation, health clinic and Northbridge Community Center have all added important services to the surrounding areas. However, several blighted properties remain in need of improvement.

- ◆ S. 27th Street from Randolph to Capitol Parkway: This well-established neighborhood center contains a successful grocery store, hardware store and other neighborhood services. Yet, there are several underutilized commercial properties. Located immediately to the west is an industrial zoned area that sometimes conflicts with the S. 27th Street retail corridor and the surrounding residential areas.
- ◆ N. 10th Street from approximately "Y" Street to New Hampshire Street: This small commercial corridor contains a handful of neighborhood and business services.

### **C. Downtown Lincoln**

Downtown Lincoln enjoys unique opportunities and vibrancy as the home of the State Capitol and the University of Nebraska. With over 28,000 employees, it is a major employment market. As the City's primary mixed-use entertainment center, Downtown Lincoln has strong vitality after 5:00 PM. Yet, over many decades Downtown Lincoln has lost much of its retail base. The area's agencies, employers and employees work hard to sustain the area as Lincoln's leading employment center. More and more people are finding Downtown an exciting place to live. Two new residential redevelopment projects recently opened in the historic Old Federal and Lincoln buildings. With the new theater project, along with many fine performing, visual arts and sporting venues, Downtown Lincoln is well positioned as the community's entertainment center.



**View: "O" Street - Downtown Lincoln**



**View: "O" Street - Downtown Lincoln**



**View: 14th Street - Downtown Lincoln**

1. **East Downtown:** While normally considered a secondary area of Downtown Lincoln, most of the eastern edge area to Downtown has the same B-4, Lincoln Center Business zone, as Traditional Downtown. While not as dense or intense as Traditional Downtown, East Downtown has the same general land use categories: retail, service, office, industrial and residential. Currently, auto related sales and services have dominated the area. But in recent years, major motor vehicle dealers have either moved out or announced plans to relocate outside this area.

East Downtown is a transition zone between the Traditional Downtown business district and the residential neighborhoods to the east. East Downtown is currently home to numerous vacant and underdeveloped properties, which should become key development parcels in the future. Furthermore, the portion of East Downtown north of "L" Street has many industrial uses that at times cause land use conflicts.

2. **"O" Street Corridor:** A related commercial subarea of East Downtown is the "O" Street Corridor between 17th and 27th Streets. This Corridor is a major entryway into Traditional Downtown. Yet, significant portions of the "O" Street Corridor are showing a serious lack of reinvestment and signs of stress. Some of the cause is the 4-5 block wide Antelope Creek floodplain. Other reasons center on the lack of landscape and general street appeal. Altogether, this area does not present an attractive ingress and egress point to Downtown Lincoln.

Once constructed, the new flood control and transportation improvements of the Antelope Valley Projects will help strengthen and expand Downtown Lincoln's commercial core. The proximity of Traditional

Downtown, East Downtown and the surrounding Neighborhoods should produce a "win" for all three areas through a new district of pedestrian-oriented, mixed-use development with a lively streetscape and an emphasis on housing.

During the next year, the City and the Downtown Lincoln Association will complete a new Downtown Master Plan which will weave a collective stronger vision for Haymarket, Traditional Downtown and the East Downtown/Antelope Valley Area. The new Master Plan is needed to identify new projects and updated programs that will strengthen the Downtown Lincoln area.

#### D. UNL City Campus

The University of Nebraska-Lincoln is an active partner in the Antelope Valley process. The University seeks to strengthen its research and educational mission, while striving to improve its physical campus and surrounding neighborhoods. A strong University is dependent upon strong neighborhoods, the Downtown and vice versa. The unique relationship gives rise to many opportunities for partnerships and enhancements between the University and the rest of the Lincoln community. With a school body of over 22,000 students, and faculty and staff of over 5,000 there are many forces at work that could contribute to the new Antelope Valley vision.

The Antelope Valley Project's transportation components will remove the arterial traffic from N. 16th and N. 17th Streets that bisect the campus and threaten University pedestrians. Upon completion of the new roadways, N. 16th and N. 17th Streets are scheduled to revert back to two way local traffic roads. Removal of the arterial traffic through the middle of the campus will help unify the physical characteristics of UNL.

In 1999, the University developed a UNL City Campus Master Plan to show the new Antelope Valley Projects. The flood management improvements of the new Antelope Valley waterway will



remove the eastern 50 acres of the City campus from the 100-year flood designation. In turn, the removal of the major flooding threat will enable the University to use its eastern edge to expand its research and development initiatives, as well as improve campus recreation and housing. The removal of the flooding threat will allow the University to better utilize its own lands, and create a coherent boundary between UNL and adjacent areas.

In 2003, the University of Nebraska Foundation, on behalf of the University, acquired the southern portion of the former Cushman/Textron properties east of the new Antelope Valley Parkway. The former Cushman/Textron properties, along with the removal of the 50 acres from the 100-year floodplain designation, strategically position the University to be very competitive with its future research and development efforts.



**View: University of Nebraska - Love Library**



**University of Nebraska - Memorial Stadium**



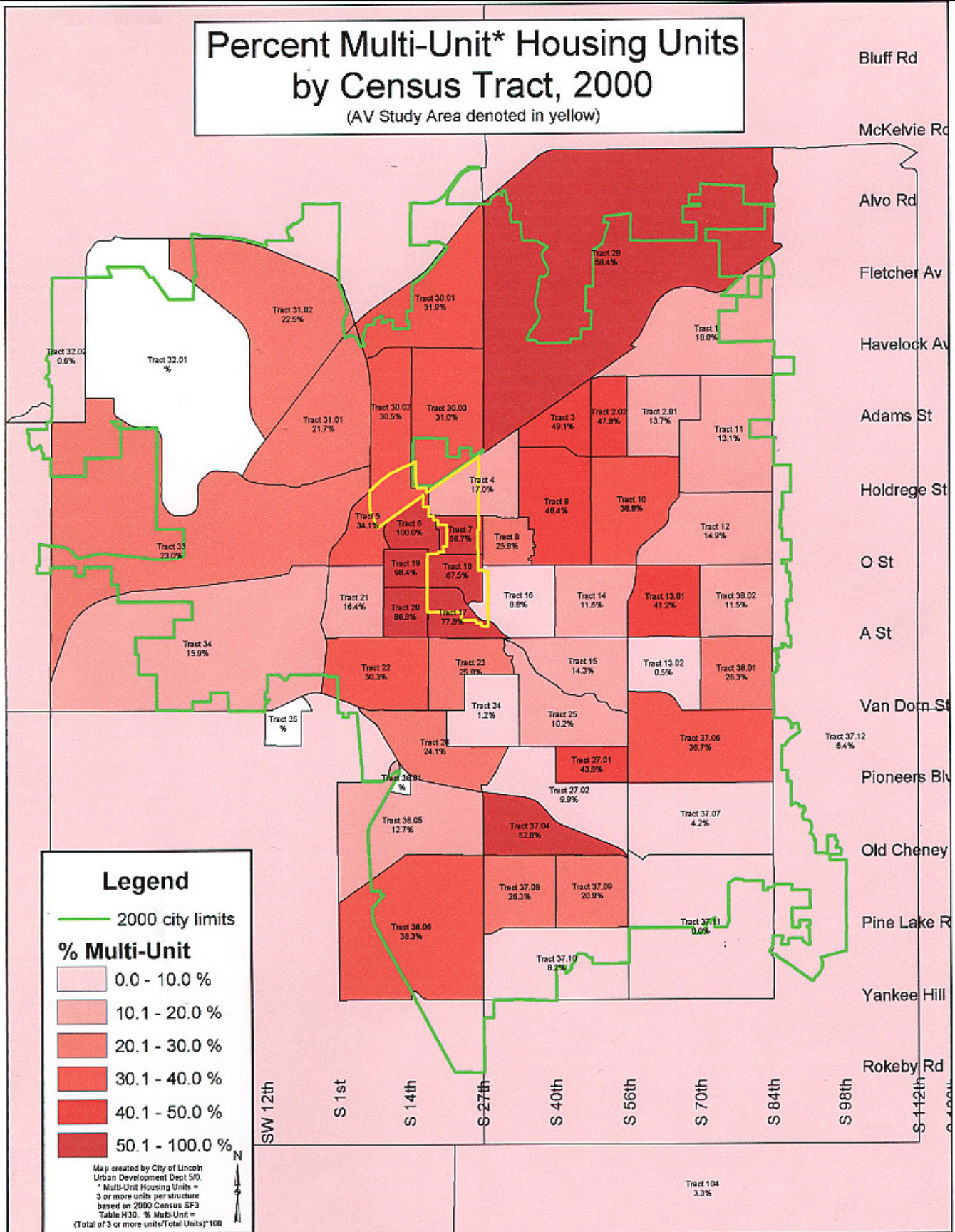
**View: University of Nebraska - Architecture Hall**

### **III. DEMOGRAPHICS**

Figures 7 through 10 show the 2000 U.S. Census data for the City of Lincoln, with the Antelope Valley Area boundary highlighted in yellow. The major emphasis shows:

- ◆ Figure 7 shows that the Antelope Valley Area includes a high percentage of multi-family units compared to other parts of the City. In some of the Antelope Valley Neighborhood Census Tracts the percentage of homeownership has dropped to below fifteen percent;
- ◆ Figure 8 reveals that the Antelope Valley Area is becoming an ethnic area for new immigrants. For example, both Elliott and Clinton Elementary Schools have over twenty different foreign languages spoken in their classrooms. For its size, Lincoln is one of the top ten cities nationwide welcoming these new residents;
- ◆ Figure 9 shows the median income for the City and the Antelope Valley Area. Compared to the 1990 Census data, the 2000 Census data shows the income gap widening between citizens living at the edge and those living in the older neighborhoods;
- ◆ When these three Census data are combined with other relevant Census data factors, the combination of factors are shown in Figure 10 and indicates a "High Concern" in the Antelope Valley Area compared to the rest of the City.





**Figure 7**



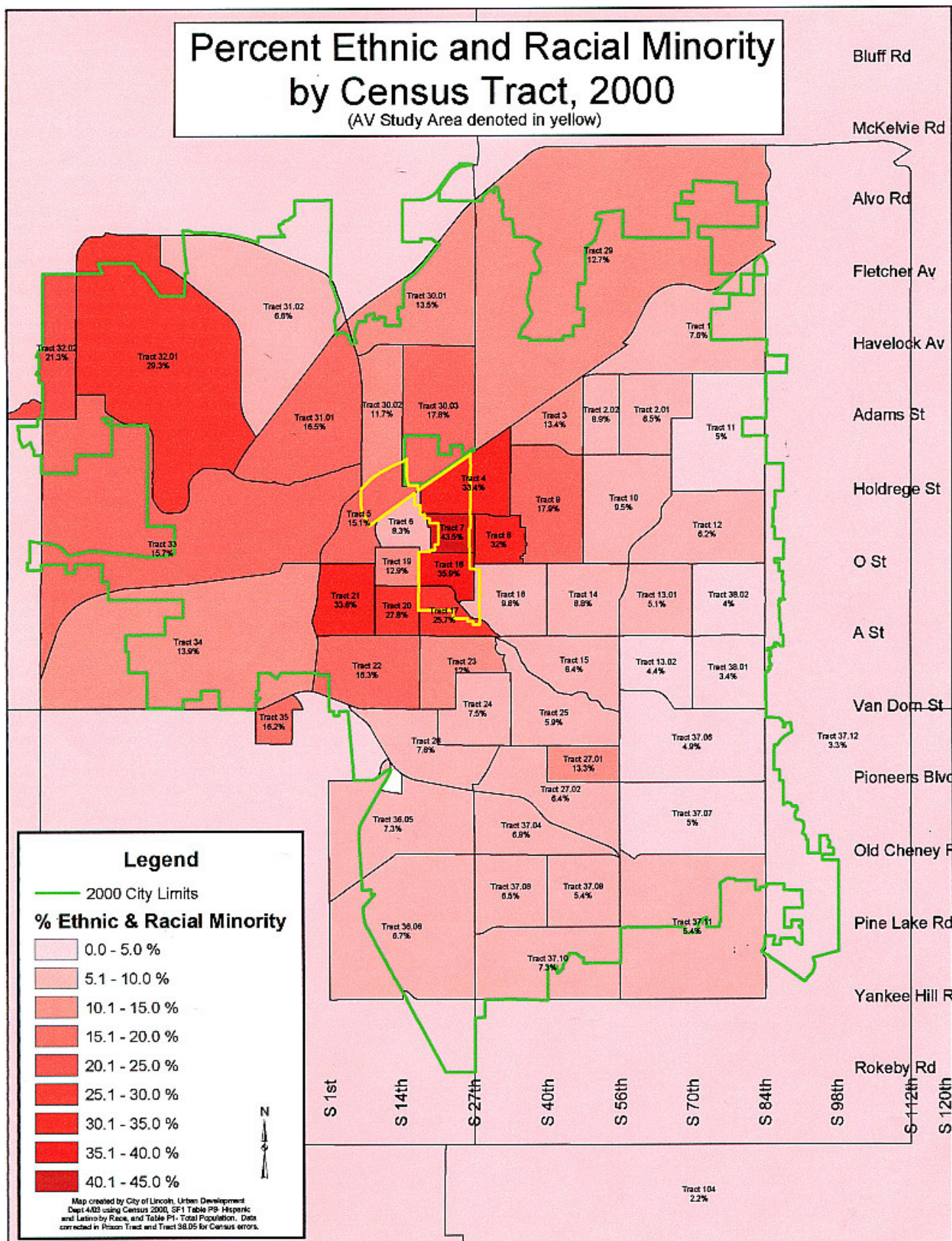


Figure 8



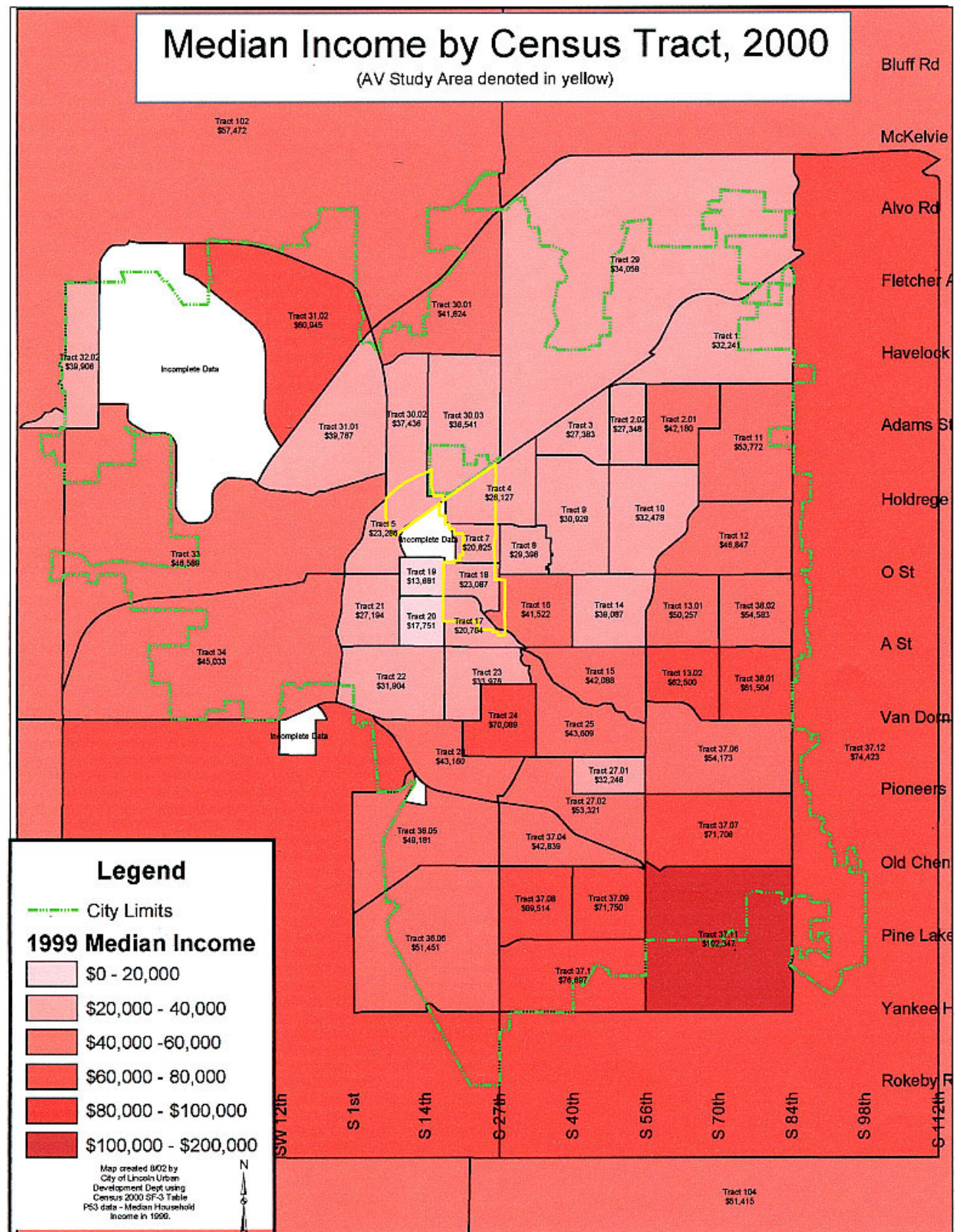


Figure 9



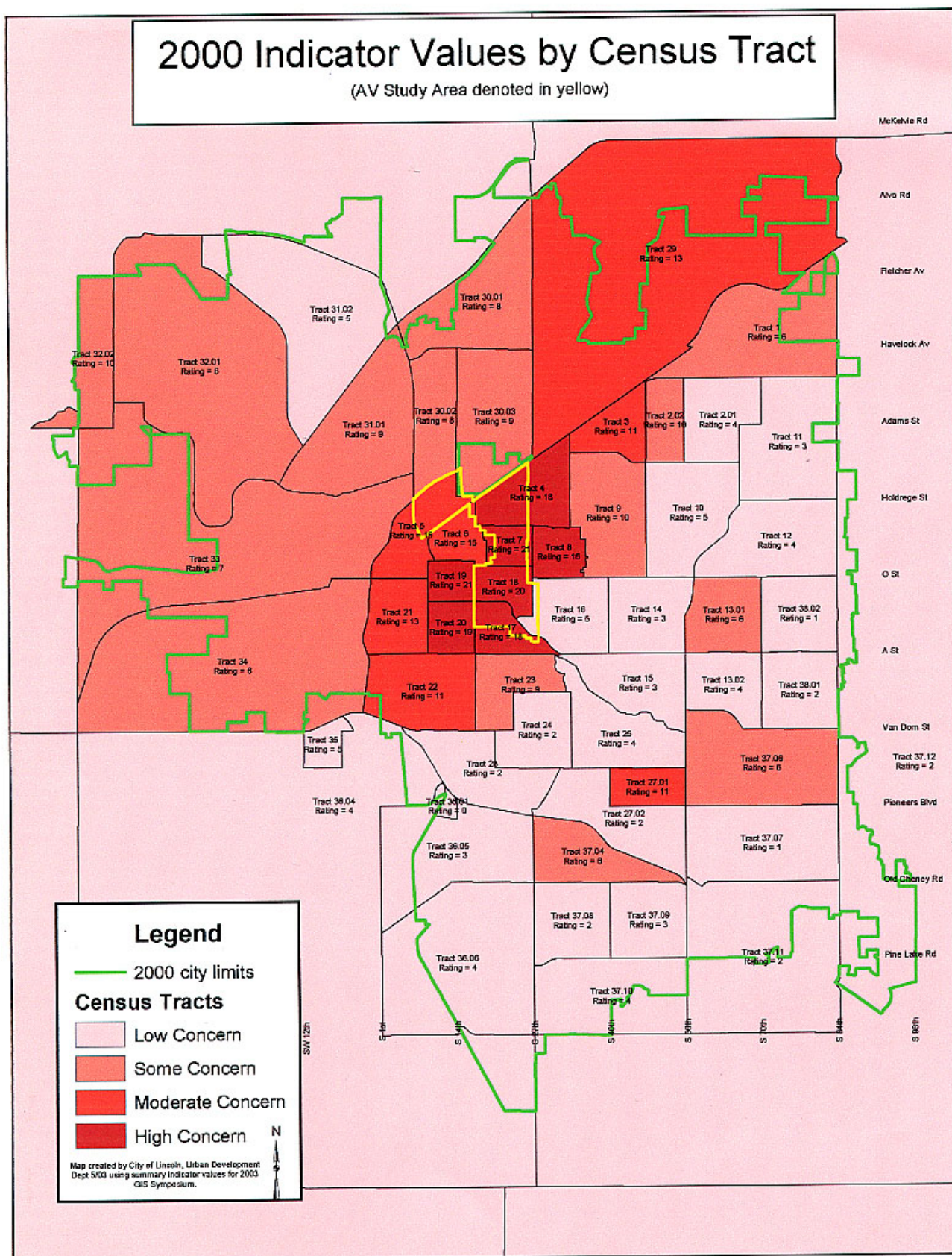


Figure 10



#### **IV. BLIGHT STUDY: OVERALL SITE CONDITIONS**

As part of the Antelope Valley Blight and Substandard Determination Study, April 2003, the study's consultant conducted a parcel-by-parcel field survey. Approximately 2,435 parcels were reviewed from the public right-of-way to measure overall condition of the parcel and improvements. Overall Site Condition Map, Figure 12 summarizes the Overall Site Condition block-by-block within the Antelope Valley Area. The following chart highlights the Overall Site Conditions for the Antelope Valley Area.

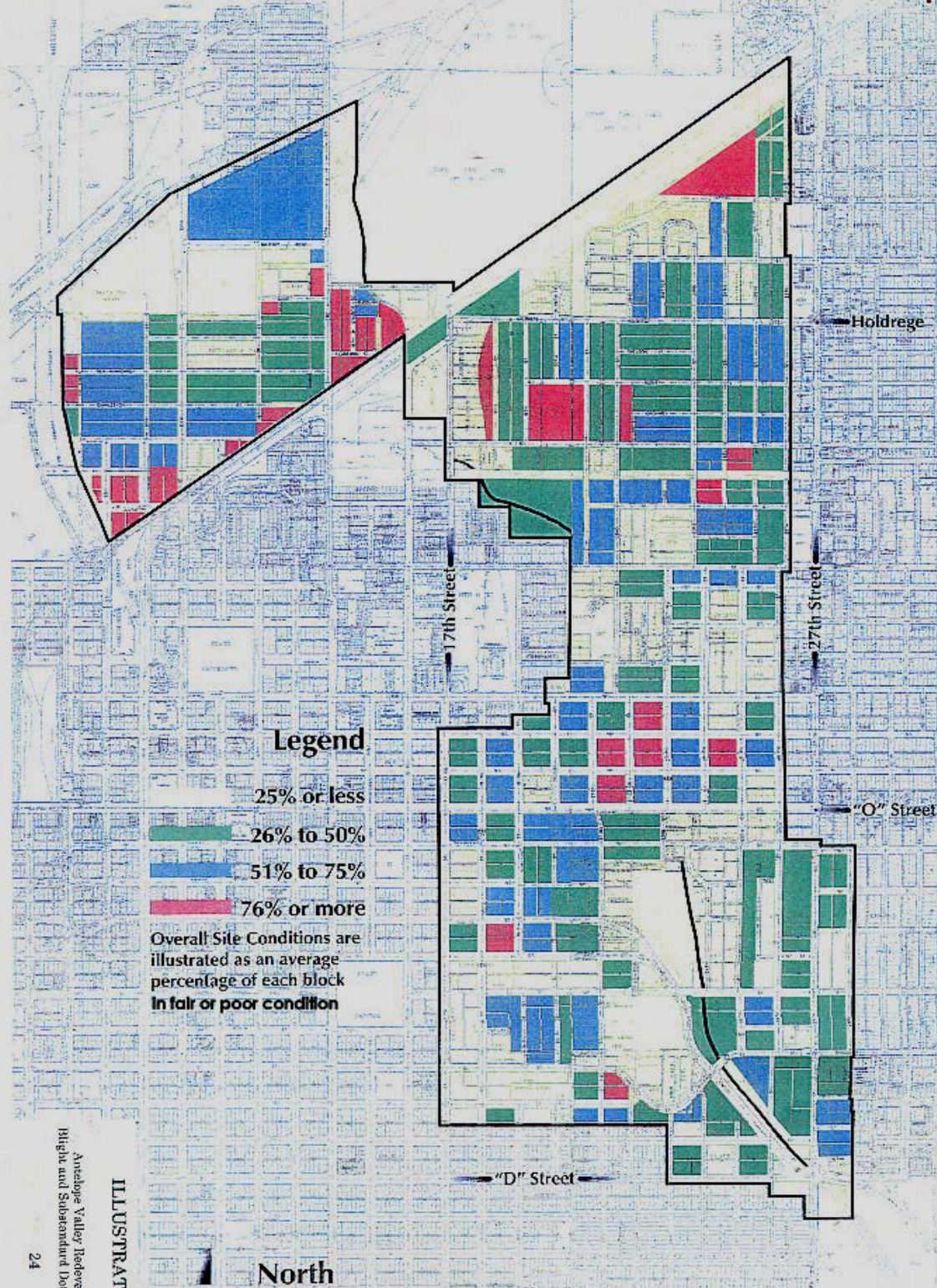
The Blight and Substandard Determination Study is summarized in Appendix 2.

**Overall Site Condition of 2,435 Parcels  
Within The Antelope Valley Area  
Figure 11**

<b>Condition</b>	<b>Parcels</b>	<b>Percentage</b>
Excellent	194	8.0%
Good	1,187	48.7%
Fair	872	35.8%
Poor	182	7.5%
<b>Total</b>	<b>2,435</b>	<b>100.0%</b>

**Figure 11**

# Overall Site Conditions Map



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ILLUSTRATION 6  
Antelope Valley Redevelopment Area  
High and Substandard Determination Study

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Architecture One

Figure 12



## V. EXISTING PUBLIC FACILITIES

The following is an inventory of Public Facilities (Parks, Fire, Police and Schools) in Antelope Valley and its surrounding environs.

### A. Parks

The newest park in Antelope Valley is the 30 acre park project called Fleming Fields Recreational Sports Park. Connected by a hiker/biker trail, the new facility located at N. 32nd Street and Leighton Avenue has 4 softball fields and many acres of multi-sport fields, courts, a concession stand, shelters and playground equipment.

Other parks in and around the Antelope Valley Area include:

Abel (Hazel) Park, 18th & "E" Streets

- ◆ 0.5 acres
- ◆ Drinking Water
- ◆ Playground Equipment

American Legion, 26th & Randolph Streets

- ◆ 1.1 acres
- ◆ Drinking Water
- ◆ Horseshoe Court
- ◆ Picnic Tables
- ◆ Playground Equipment
- ◆ Open Shelters

Antelope Park, 23rd & "N" Streets to 33rd Street & Sheridan Boulevard

- ◆ 111.4 acres
- ◆ Ball Diamond
- ◆ Basketball Court
- ◆ Bicycling
- ◆ Drinking Water
- ◆ Flower Gardens
- ◆ Golf Course
- ◆ Hiker Biker Trail
- ◆ Picnic Tables
- ◆ Playground Equipment
- ◆ Restrooms
- ◆ Open Shelters
- ◆ Rentable Shelters
- ◆ Swimming Pool

- ◆ Tennis Courts
- ◆ Volleyball Court

Cooper Park, 6th & "D" Streets

- ◆ 11.515 acres
- ◆ Ball Diamond
- ◆ Basketball Court
- ◆ Drinking Water
- ◆ Horseshoe Court
- ◆ Picnic Tables
- ◆ Playground Equipment
- ◆ Restrooms
- ◆ Open Shelters
- ◆ Tennis Courts

Hartley Park, 31st & "R" Streets

- ◆ 0.24 acres
- ◆ Drinking Water
- ◆ Playground Equipment
- ◆ Open Shelters

Hayward Park, 9th Street & Military Avenue

- ◆ 18.348 acres
- ◆ Ball Diamond
- ◆ Drinking Water
- ◆ Picnic Tables
- ◆ Playground Equipment
- ◆ Restrooms
- ◆ Open Shelters
- ◆ Volleyball Court

Lewis Park, 24th Street and Monroe Avenue

- ◆ Included in Antelope Park Acres
- ◆ None

Lintel Park, 21st and Holdrege Streets

- ◆ 2.102 acres
- ◆ Bicycling
- ◆ Drinking Water
- ◆ Hiker Biker Trail
- ◆ Playground Equipment
- ◆ Open Shelters

McWilliams Park (Passive Park), 25th & "T" Streets

- ◆ 0.163 acres
- ◆ Drinking Water
- ◆ Picnic Tables

**Nevin Park, 32nd Street & Doane**

- ◆ 0.37 acres
- ◆ Playground Equipment

**Oak Lake Park, 1st & Charleston Streets**

- ◆ 186.888 acres
- ◆ Boating
- ◆ Fishing
- ◆ Drinking Water
- ◆ Ice Skating Park
- ◆ Picnic Tables
- ◆ Playground Equipment
- ◆ Restrooms
- ◆ Open Shelters
- ◆ Snowmobile Area

**Pentzer Park, N. 27th & Potter Streets**

- ◆ 1.048 acres
- ◆ Ball Diamond
- ◆ Basketball Court
- ◆ Drinking Water
- ◆ Picnic Tables
- ◆ Playground Equipment
- ◆ Restrooms
- ◆ Open Shelters
- ◆ Volleyball Court

**Peter Pan Park, 32nd & "W" Streets**

- ◆ 11.128 acres
- ◆ Ball Diamond
- ◆ Basketball Court
- ◆ Bicycling
- ◆ Drinking Water
- ◆ Hiker Biker Trail
- ◆ Horseshoe Court
- ◆ Ice Skating Rink
- ◆ Physical Fitness Course
- ◆ Picnic Tables
- ◆ Playground Equipment
- ◆ Restrooms
- ◆ Open Shelters
- ◆ Tennis Courts
- ◆ Volleyball Court
- ◆ Soccer
- ◆ Skate Board Ramp

**Trago Park, 20th & "U" Streets**

- ◆ 8.047 acres
- ◆ Ball Diamond
- ◆ Basketball Court
- ◆ Drinking Water
- ◆ Hiker Biker Trail
- ◆ Horseshoe Court
- ◆ Picnic Tables
- ◆ Playground Equipment
- ◆ Open Shelters
- ◆ Volleyball Court

**Woods Park, 33rd & "J" Streets**

- ◆ 47.131 acres
- ◆ Ball Diamond
- ◆ Bicycling
- ◆ Concession Stands
- ◆ Drinking Water
- ◆ Flower Gardens
- ◆ Hiker Biker Trail
- ◆ Picnic Tables
- ◆ Playground Equipment
- ◆ Restrooms
- ◆ Open Shelters
- ◆ Swimming Pool
- ◆ Tennis Courts
- ◆ Volleyball Court
- ◆ Soccer

**Woodside-Fleming Fields Park, 31st Street & Leighton Avenue**

- ◆ 3.21 acres
- ◆ Bicycling
- ◆ Flower Gardens
- ◆ Hiker Biker Trail


**Fleming Fields Recreational Sports Park**

### **B. Fire Stations**

Antelope Valley has four fire stations providing good response time to the Antelope Valley Area:

#### **NW**

- ◆ Station 3, 121 S. 2nd Street

#### **NE**

- ◆ Station 10, 1440 Adams Street
- ◆ Station 2, 1545 N. 33rd Street
- ◆ Station 1, 1801 "Q" Street

### **C. Police Stations**

The new combined Police and Sheriff Offices in Downtown Lincoln and the new Police Substation at 27th & Holdrege Streets have updated the police facilities in the area. Furthermore, the prioritization of community policing has increased police presence and improved community relationships. Together, they have provided a sense of security to the surrounding neighborhoods.

Police facilities serving the Antelope Valley Area includes:

#### **Headquarters**

- ◆ 575 South 10th Street. First Floor

#### **Southwest**

- ◆ "F" Street Community Center, 1225 "F" Street

#### **Southeast**

- ◆ Auld Recreation Center, 3140 Sumner Street

### **D. Schools**

The Antelope Valley Area is served by many fine K-12 public and parochial educational facilities:

#### **NW**

- ◆ Belmont Elementary School, 3425 N. 14th Street
- ◆ West Lincoln Elementary, 630 W. Dawes Avenue

#### **NE**

- ◆ Consolidated Christian, 2625 Potter Street
- ◆ Clinton Elementary School, 1520 N. 29th Street
- ◆ Sacred Heart, 530 N. 31st Street
- ◆ Elliott School, 225 S. 25th Street

#### **SE**

- ◆ Lincoln High School, 2229 "J" Street

#### **SW**

- ◆ St. Mary's, 15 & "K" Streets
- ◆ McPhee Elementary School, 820 S. 15th Street
- ◆ Everett Elementary School, 1123 "C" Street
- ◆ Park Middle School, 855 S. 8th Street



**Lincoln High School**



**Elliott Elementary School**

## **VI. EXISTING UTILITIES & INFRASTRUCTURE**

Basic public infrastructure components-water, sanitary sewer, and storm sewer-are located throughout the redevelopment area; however, these infrastructure components are fairly characterized as "age stressed" and in some areas facing increasing demands. As a result, most utilities are in need of at least increased levels of maintenance and, in some cases, replacement. A detailed analysis should be conducted to identify specific needs and projects, particularly on a case-by-case basis as redevelopment projects occur.

As part of the Antelope Valley Projects, several relocations are proposed to avoid conflicts with the flood control and transportation improvements. Along with these relocations, some consideration has been provided for future redevelopment.

The Antelope Valley Area is served by the following utilities:

- ◆ Water System (underground)
- ◆ Sanitary Sewer System (underground)
- ◆ Storm Water System (aboveground and underground)
- ◆ Gas Lines (underground)
- ◆ Electrical Conduits (overhead and underground)
- ◆ Telephone Conduits (overhead and underground)
- ◆ Cable Conduits (overhead and underground)
- ◆ Fiber Optic Communication Conduits (overhead and underground)

### **A. Water System**

The water system in the Antelope Valley Area consists of water mains ranging in size from 4" up to 24" in diameter. Most of the smaller mains-4", 6", and 8"-are in the area of 17th Street to 22nd Street and "J" Street to "R" Street. In the same area there is a 12" water main in 18th Street; a 12" water main in "L" Street; and a 16" water main in "P" Street.

Beyond this general area there are a few smaller mains-typically 6" and 8". Within the greater

Antelope Valley Area, water mains primarily are 12" and 24" mains. Specifically, there is a 12" water main in 14th Street; a 24" water main in 16th Street; a 12" water main in Vine Street; and a 12" water main in "Y" Street. New water system improvements are being constructed near N. 27th and Vine Street as part of the Vine Street Road Improvement Project.

### **B. Sanitary Sewer System**

The sanitary sewer system is a closed system, separate from the storm sewer system. The sanitary sewer lines in the area range from 8"-15" in diameter, but are primarily 8" lines occur throughout the Antelope Valley Area. New sanitary sewer system improvements are being constructed near N. 17th and Vine Streets as part of the Vine Street Road Improvement Project.

There are also two trunk sewers in the area. One trunk sewer is 36" in diameter and is the aged Antelope Creek Drainage Basin sewer. The 42" trunk sewer is the newer of the two. Both sewers follow the same general route along the 21st Street corridor until they split at Vine Street. North of Vine Street the 42" sewer skirts the eastern edge of the area while the 36" sewer generally follows Antelope Creek. Both trunk sewers flow by gravity towards the Theresa Street Treatment Facility, which is located northeast of the Redevelopment Area.

The Theresa Street Treatment Facility located at 2400 Theresa Street, near N. 27th Street and Cornhusker Highway, serves the Antelope Valley Redevelopment Area. The facility currently serves approximately 70 percent of the City.

### **C. Storm Water System**

The storm sewer network within the development area consists of multiple closed pipe and inlet systems that generally drain to the Antelope Creek channel. There are generally six major storm sewer systems that drain the Redevelopment Area. The storm sewer outfall lines for these systems are generally located as follows:



- ◆ "K" Street, 17th Street east to Antelope Creek
- ◆ "L" Street, 18th Street east to 21st Street
- ◆ "N" Street, 18th Street east to 21st Street
- ◆ "O" Street, 17th Street to 19th Street and 20th Street to 21st Street
- ◆ 19th Street, "O" Street north to Antelope Creek
- ◆ 21st Street, "L" Street north to Vine Street

As part of the design for the Antelope Valley transportation improvements, the capacity of the existing storm sewer outfall pipes have been evaluated to determine if they meet current drainage criteria for a 10-year storm event. A runoff coefficient of 0.80 was used in the evaluation for the area located between "K" Street and "Q" Street, with areas north of "Q" Street utilizing a runoff coefficient of 0.70. Several of the storm sewer outfalls were identified as deficient and recommended improvements were identified.

In conjunction with the construction projects for transportation improvements, certain storm sewer outfalls that have been identified as deficient within the area will be upgraded. This work will include construction of a new 72-inch bypass storm sewer along 21st Street between "N" Street and Vine Street to divert normal storm sewer flows that drain to the proposed channel around the proposed East Downtown Park and Trago Park areas. As part of any redevelopment project, a detailed drainage study should be conducted.

## **VII. EXISTING TRANSPORTATION, STREET LIGHTING & PARKING**

### **A. Street System**

The Antelope Valley Redevelopment Area is served by a rectilinear grid pattern street system. Several arterial streets that have been identified within Chapter 10.26 of the Lincoln Municipal Code traverse the area. Two of Lincoln's primary arterials ("O" Street and 27th Street) are included in this redevelopment. North 27th is the primary north-south traffic corridor along the east edge of the Antelope Valley Area, as well as the entire City of Lincoln. "O" Street serves as the primary east-west thoroughfare in Lincoln.

Other arterials in the Antelope Valley Area include Vine Street, Holdrege Street, 10th Street, 21st Street, "L", "K", "P", "Q" and "R" Streets. Currently, "P", "Q" and "R" Streets are designated as arterials only to the west of 27th Street. Also 21st Street is designated as an arterial only south of "O" Street to "K" Street. "P" and "Q" Streets are the only arterial, one-way streets in the Antelope Valley Area, with "P" Street carrying eastbound traffic and "Q" Street carrying westbound traffic. Through implementation of the Antelope Valley Projects, the functional classification of Holdrege Street will be de-emphasized from an arterial to a collector street. All other streets in the area are collector or local streets.

Approximately 18% of the streets were in fair to poor condition in the 2000 N. 27th Street Blight Study and 18% rated fair in the 2003 Antelope Valley Blight Study. In addition, a majority of the alleys examined in both studies were not hard surfaced and were found to be in fair to poor condition.

### **B. Traffic Circulation**

Local traffic circulation is an issue in the Antelope Valley Area. The railroad and UNL City Campus are an obstacle to through traffic in the area. Development north and south of these areas have increased traffic on North 27th Street and other streets, causing conflicts with local trips. The existing street system provides for adequate local travel and inadequate regional travel. North-south streets

provide little relief for local trips using 27th Street, resulting in mixed local and regional traffic. The traffic congestion on the major arterials roadways cause the undesirable consequences of non-local motorist turning off and cutting through local residential neighborhood streets.

### **C. Street Lighting**

Street lighting in the Antelope Valley Area is generally comprised of high-pressure sodium fixtures. Vine, 27th and "O" Streets area are well lit, as are most of the redevelopment area streets, with at least one street lamp located on every block. However, there are a few streets in the southern portion of the Antelope Valley Area between 27th and 28th Streets and from "P" to "U" Streets, which do not have a street light on the block. Although most of the area seems to have adequate amounts of lighting, some additional lighting fixtures may benefit and enhance the area. The new streetscape lighting along 27th Street has also increased lighting amenities in the area.

### **D. Parking**

Parking is a concern throughout the area. Since a large portion of Antelope Valley was developed prior to the widespread use of the automobile, it was not designed to accommodate parking. Many neighborhood streets were not built with an adequate width to handle the necessary on-street parking in addition to two-way traffic. The conversion of single family homes into multi-dwelling sites has also compounded the parking problems.

Limited on-street parking is allowed on the arterial streets, and the parking along collector streets in the residential areas is inadequate. Approximately 37.7% of the parcels in the Antelope Valley Area do not have off-street parking. In addition, University students and downtown employees residing in other areas of Lincoln use neighborhood streets for parking, compounding the parking problem. Off-street parking in the Redevelopment Area is inadequate and needs to be addressed in order to meet both current and future needs.



### E. Multi-Modal Transportation

The City currently is completing a Multi-Modal Transportation Study based on the recommendations of the Lincoln-Lancaster County Comprehensive Plan to plan for the expansion of opportunities for alternative modes of travel and mobility. The primary focus of this study is to identify realistic means for expanding travel, mobility and accessibility opportunities within the City and County by supporting and promoting alternative modes of transportation. This includes a fuller understanding of the relationship that land use policy, growth planning and design standards play in furthering the ultimate success of alternative transportation modes.

shop and go to school in the Antelope Valley Area. Yet, there is the on-going public debate between increasing services, new and expanded routes, increase fares and higher operating costs.

**1. Sidewalks:** The Blight and Substandard Determination Study identified 9.2 percent of the sidewalks in either fair or poor condition. The City's present sidewalk repair program seeks to make sidewalks safe for pedestrians and help prevent injuries caused by damaged walks. When sidewalks crack and break, it creates hazards for pedestrians. Many people, especially the physically challenged, elderly, and children, have trouble using damaged sidewalks.

**2. Trails:** Six existing trail networks enter and leave the Antelope Valley Area, but there is poor connectivity between the existing trails. The current trails are important for commuter biking, which provides an attractive alternative to motor vehicles. In addition, the hiker/biker trails provide important exercise and recreation activities.

**3. Public Transit:** Many of the StarTran bus routes travel through the Antelope Valley Area. The mixed-use and higher density of Traditional Downtown and East Downtown combine to form Lincoln's largest employment center area, which generates many bus rides. In addition, many riders originate and end their work and shopping day from the surrounding Neighborhoods. Simply put, StarTran is an important primary and second transportation system for those that live, work,

# VIII. HISTORIC RESOURCES IN ANTELOPE VALLEY

A thorough review of historic resources in Antelope Valley must consider at least four categories of historic sites. These include properties currently listed on the National Register of Historic Places (NRHP), which have the protection of the historic review and comment process accorded by the National Historic Preservation Act of 1966, commonly referred to as the "Section 106" process. Properties designated by the Lincoln City Council as "Landmarks" or within "Landmark Districts" have the protection of chapter 27.57 of the Lincoln Municipal Code, requiring design review prior to issuance of building permits for exterior changes. Mention is also made of historic resources previously identified as eligible for listing on the NRHP, or very likely to be identified as NRHP-eligible in the future. Properties eligible for NRHP listing have the same protection and require the same review of federally funded or sponsored actions as properties already listed. While it is possible for properties to be listed as Landmarks and not be eligible for NRHP listing, it is a safer assumption that all Lincoln Landmarks are NRHP-eligible.

Finally, it is important to acknowledge that the identification and understanding of historic resources is a dynamic, on-going process. Additional research, developments in scholarship, and growth in appreciation of our heritage all can bring into focus properties that have previously been overlooked. This discussion includes some of these properties that make special contributions to the character of their neighborhood and warrant special consideration, whether or not they are NRHP-eligible or likely to warrant Lincoln Landmark designation.

**A. Properties Listed on the National Register of Historic Places &/or Designated as Landmarks**  
The Antelope Valley Study Area contains numerous properties already listed on the National Register of Historic Places and/or designated as Landmarks by the City Council:

## 1. Downtown Vicinity:

Greek Row Historic District ("R" Street and N. 16th Street), NRHP district, including approximately 30 contributing properties, of which the following also have individual designations:

- ◆ Phi Delta Theta Fraternity House, 1545 "R" Street, individual NRHP and Lincoln Landmark, within NRHP district
- ◆ Delta Gamma Chapter (sorority) House, 400 University Terrace, Lincoln Landmark within NRHP district
- ◆ Kappa Kappa Gamma Sorority House, 616 North 16th Street, Lincoln Landmark within NRHP district
- ◆ Kappa Alpha Theta Sorority House, 1545 "S" Street, Lincoln Landmark within NRHP district
- ◆ Sigma Nu Fraternity House, 625 North 16th Street, Lincoln Landmark within NRHP district
- ◆ Sigma Phi Fraternity House, 601 North 16th Street, Lincoln Landmark within NRHP district
- ◆ Alpha Xi Delta Sorority House, 1619 "R" Street, Lincoln Landmark within NRHP district.
- ◆ Lewis-Syford House, 700 N. 16th Street, NRHP
- ◆ Nebraska State Historical Society Headquarters, 1500 "R" Street, NRHP
- ◆ Rock Island Depot, 1944 "O" Street, NRHP
- ◆ State Arsenal, 17th & Court Streets, NRHP
- ◆ Tifereth Israel Synagogue, 344 S. 18th Street, NRHP and Lincoln Landmark



**Union Bank  
(Former Rock Island Train Station)**

**2. North Bottoms:**

Hayward School, 1215 N. 9th Street, NRHP and Lincoln Landmark

**3. Malone/Hawley Neighborhood:**

Hawley Landmark District (Malone/Hawley Neighborhood), 23rd Street and 24th - 26th Streets, "R" to "U" Streets), including the following individually designated properties:

- ◆ Royer-Williams House, 407 N. 26th Street, NRHP, Lincoln Landmark, and within Hawley Landmark District
- ◆ Langworthy Taylor House, 435 N. 25th Street, NRHP and within Hawley Landmark District
- ◆ Cultra Duplex, 545 N. 25th Street, individual Lincoln Landmark and within Hawley District

**4. Clinton Neighborhood:**

Jasper Newton Bell House, 2212 Sheldon Street, NRHP

Trago McWilliams House, 1723 N. 29th Street, NRHP

**5. Woods Park Neighborhood:**

Antelope Grocery, 2406 "J" Street, NRHP and Lincoln Landmark

Sheldon House, 2525 "N" Street, NRHP and Lincoln Landmark

Guy Brown House, 221 S. 27th Street, NRHP

Nimrod Ross House, 445 S. 30th Street, NRHP

Pace-Woods House, 2545 "N" Street, Lincoln Landmark

Nearby:

East Lincoln/Elm Park Landmark District, Woods Park Neighborhood 28th - 30th Street, "N" Street to Randolph, Lincoln Landmark District

**6. Hartley Neighborhood:**

John Taylor House, 2721 "P" Street, Lincoln Landmark

Nearby:

East Lincoln Baptist Church, 2748 "S" Street, Lincoln Landmark

**B. Properties determined eligible for listing on National Register of Historic Places**

Background studies of the Antelope Valley Projects identified a number of other properties that were deemed eligible for listing on the National Register of Historic Places. These include:

- ◆ Algonquin Apartments, 1729 "K" Street
- ◆ Colonial Apartments, 1741 "K" Street
- ◆ Fontanelle Apartments, 1742 "K" Street
- ◆ Bel Air Apartments, 509 S. 18th Street
- ◆ Angelo Apartments, 519 S. 18th Street
- ◆ Residence, 1907 "L" Street
- ◆ Residence, 2005 "L" Street
- ◆ Residence, 2011 "L" Street
- ◆ LT&T Warehouse, 21st & "L" Streets
- ◆ Elliott School, 225 S. 25th Street
- ◆ Nebraska Central Building, 1409 "O" Street
- ◆ E. C. Strode Building, 1600-1614 "O" Street
- ◆ Commercial Buildings, 1616-1620 "O" Street
- ◆ Lord Building, 1622-1644 "O" Street
- ◆ Hagenow Building, 1701 "O" Street
- ◆ Former DuTeau Chevrolet, 1800 "O" Street
- ◆ Residence, 200 N. 18th Street
- ◆ "Triplets" (three residences), 125, 135, 145 N. 22nd Street
- ◆ Brigham Dry Cleaners (Planned Parenthood), 2246 "O" Street
- ◆ Fire Station (Hispanic Center), 2300 "O" Street
- ◆ Residence, 2315 "Q" Street
- ◆ Don Critchfield House, 2535 "P" Street
- ◆ Dr. O. C. Reynolds House, 2530 "Q" Street
- ◆ Residence, 2200 "R" Street
- ◆ Whittier Junior High School, 2240 Vine Street
- ◆ Filing Station, 2101 Holdrege Street

In addition, the North Bottoms Neighborhood is treated as a district eligible for the National Registry, with the east boundary established as the alley east of North 14th Street (based on analysis in the 1998 study of historic resources in Antelope Valley).



## IX. EXISTING HUMAN AND COMMUNITY SERVICES

Through the Antelope Valley process, the assistance of the Community Services Planning Cabinet was sought to help identify and address human and community services needs. The Antelope Valley Area is more ethnically diverse and has a higher percentage of English Language Learners than other Lincoln neighborhoods. The residents are more transient and have lower median incomes than other Lincoln residents. The residents are younger in age and more likely to live in multi-unit dwellings.

### A. Seven Human Service Priorities

The Community Services Initiative (CSI) (formerly known as Community Services Implementation Project) has identified, through an intensive community process, seven human service priority areas for Lincoln/Lancaster County. The priority areas are also appropriate for the Antelope Valley Neighborhoods. These seven areas are:

- ◆ Basic and Emergency Needs;
- ◆ Behavioral Health Care (including mental health, substance abuse, developmental disabilities and sexual health);
- ◆ Early Childhood and Youth Development;
- ◆ Family Violence;
- ◆ Housing;
- ◆ Medical Health Care; and
- ◆ Transportation.

The CSI process, in turn, formed "Community Coalitions" that address each priority area through the formulation of Action Plans. Each Action Plan describes the human service needs, as well as includes measurable benchmarks to assist in determining progress towards achieving the action steps and strategies for each area.

### B. Summary of Major Human Service Needs

There are many Human Service needs identified by Community Coalitions. The major needs are summarized below:

- ◆ Almost all, if not all, of the Coalitions determined that cultural and linguistic competence

is in high need among providers. One solution may be to combine and leverage resources by expanding existing agency efforts to develop and train translators that are comfortable and conversant with the variety of the human service needs, possibly in multiple languages, and with sensitivity to a variety of cultures.

- ◆ Emergency food availability is another priority. There is a great need to expand the geographic location and reach of food pick-up sites, as well as expand the availability of after-hours services. Food sites need to be located closer to neighborhood centers, open during after-work hours, and transportation services must be available to help families transport the food packages.
- ◆ Transportation to and from services and places of employment is a major concern for all groups. Public transportation in Lincoln and the greater Lancaster County area is limited at best. For some citizens, the cost is prohibitive, for others the routes are not close to work, childcare or home. The limited hours of available transportation services play a huge role in resident's ability to access services in the evenings or on weekends.
- ◆ All residents need a safe place to live, whether it is a house, apartment or shelter facility. Permanent housing stock must be available, affordable and of good quality. It must be located in areas where the demand exists. Transitional and alternative or group housing options must exist for those that are moving into the community from shelters, treatment facilities and periods of incarceration. Emergency and short-term assistance with rent, utilities and other living expenses must be available to families and individuals facing potential crisis situations, not after the fact.
- ◆ Community alternatives must be developed and strengthened for persons with behavioral or substance abuse problems in order to reduce improper use of emergency or incarceration facilities.

- ♦ Community education is paramount as a prevention tool for all services provided. Residents may need to be educated as to what constitutes healthy behaviors, how to avoid high-risk behaviors and how to access services for friends and family members. Positive behaviors that lead to reductions in violence, disease, substance abuse and crime against others must be encouraged.
- ♦ Programs that recognize the importance of early childhood education, parenting and care must be encouraged and supported. Appropriate early brain development is crucial in infants and toddlers to help avoid problems in later life. It allows them to enter the education system on an equal footing with their peers from less disadvantaged areas of the community.
- ♦ Opportunities for youth and adolescent services, education and involvement must be supported and made available in a variety of safe locations. These services are needed for youth ages six to twenty-one. A wide range of services are needed from tutoring and educational assistance, to nutritional and physical activity, behavioral, substance abuse and sexual health counseling, decision making and life skills development, leadership development, job skills development and opportunities for community services and involvement. Adults transitioning back into the community also benefit from such services.
- ♦ All services need to be better coordinated in order to better serve the clients, while protecting confidentiality and safety.
- ♦ Community businesses and employers need to be sensitive to employee needs by ensuring safe working conditions and perhaps allowing options for flexible hours. Businesses in the neighborhood can be supportive by partnering with human service agencies in providing volunteer or other in-kind services as well as

financial support, creating internships or employment opportunities, and investing in the neighborhoods.

### **C. Community Learning Centers (CLC)**

The Community Learning Center (CLC) model has emerged over the last several years as the most suitable vehicle for ensuring that human services continue to be provided in a manner that is appropriate to the Antelope Valley Neighborhoods. Previously called, "wrap around centers", the new Community Learning Centers provide a framework that uses a facility such as a school, cultural center, church or recreation center as the core hub and then leverages additional services and programs. The result is a linkage between the local neighborhoods, people of all ages and backgrounds and other service providers without constructing another costly physical space. Services provided by CLCs include: child care, before and after school educational programs, English language learners, senior centers, computer labs, food services, health services and classes covering health, family and job training matters. For example, CLCs are an access point for service providers such as literacy and mentoring programs. What makes the CLC process unique is its flexibility and community-wide collaborative partnerships. While the Community Learning Center model certainly has a focus on improved student learning, it also focuses on developing stronger families and healthier neighborhoods.

Early on in the Antelope Valley process, five CLC's were proposed at Elliott School, the Indian Center, the former Whittier Jr. High building, the Clyde Malone Center, and a new facility near 27th & Holdrege Streets. Cedars Youth Services and the City of Lincoln have subsequently implemented the 27th & Holdrege Streets vision and opened the doors to the new Northbridge Community Center. Lincoln Public Schools and others have created a CLC at Elliott School. Discussions are underway to expand or replace the Malone Center. Other designated and operating CLC's near the Antelope Valley Area include Hartley School, Clinton School, Everett School and the "F" Street Parks and Recreation Community Center.

Major CLC partners include the Lincoln Public Schools, the Foundation for Lincoln Public School, Cedars Youth Services, the YMCA, the University of Nebraska-Lincoln's Community Outreach Partnership Center, the City of Lincoln, the Antelope Valley Connection Team, neighborhood associations, cultural centers, foundations and human service agencies. This list is not meant to be exclusive. Each of the organizations listed above already have multiple partnerships with a variety of other organizations, providers and entities.

#### **D. Northbridge Community Center**

The Antelope Valley community involvement process identified the need for wrap-around centers, or CLC's. Working through the North 27th Street Redevelopment Plan, the City's Urban Development Department issued a Request for Proposals to construct a new wrap-around facility at about 27th and Holdrege Streets. Cedars Youth Services was selected as the redeveloper and with the aid of Tax Increment Financing, city secured federal grants, grants obtained by Cedars, and local fund-raising efforts, the new facility was constructed. Cedars Northbridge Community Center was dedicated in January, 2004. Northbridge is designed to be a center focusing on children and youth and facilitates the collaborative provision of services through several organizations. In addition to furthering the goals of the North 27th Street Redevelopment Plan, the facility provides needed services to a previously under-served area, and eliminated a blighted structure in the area.

#### **E. People's Health Center**

Throughout the Antelope Valley community involvement process, area residents continually identified the lack of health care services as an issue of primary concern. To address the lack of medical services in the core of the city, a new non-profit agency was established, comprised of representatives from many health care providers and consumers in Lincoln. As a result of a collaborative process and strong community leadership, the People's Health Center, Inc. was designated a Federally Qualified Health Center (FQHC) and received federal and local funds to build a new health care facility at 27th and "X" Streets.

The People's Health Center partnered with the City of Lincoln to establish the new clinic as part of Lincoln's North 27th Street Redevelopment Plan efforts. The site had been identified in the Redevelopment Plan for redevelopment and was the location of a blighted, dilapidated commercial structure. The City entered into a redevelopment agreement with a private developer, who constructed the new building. The location was selected because of its central location in the medically under-served area. The clinic opened in the fall of 2003 and provides access to primary medical, oral and behavioral health care on a sliding scale basis to area residents. A second phase of the project will expand the building at its current location and is anticipated to begin in 2005.

People's Health Center is the only such facility in Lincoln and one of only five in Nebraska. The Lincoln target area includes 24,000 people who are under 200 percent of the federal poverty level, with nearly nineteen percent who speak a language other than English and thirty-six percent who are uninsured. One of the initial primary goals of the Center will be to help refugees in navigating the health care system.

#### **F. Antelope Valley Connection Team (AVCT)**

Last year, a multi-cultural action team was formed in response to the Antelope Valley Projects. The grassroots group is calling itself the Antelope Valley Connection Team (AVCT). The AVCT's purpose is to provide leadership in the community revitalization efforts.

Based upon the "vision of diversity" and "multi-ethnic neighborhoods", the AVCT strives to build multi-cultural opportunities, while safeguarding each culture's unique and special traditions and practices. The revitalization initiative bridges existing neighborhood resources and institutions with city-wide stakeholders to build from within an infrastructure for local families that encourages entrepreneurial spirit, job creation, home ownership, celebration of cultural traditions, affirmation of rich community history, and a sustainable investment in the success of future generations.



The Antelope Valley Neighborhoods will become Lincoln's cultural hub.

The AVCT is fulfilling this function through: fostering strong partnerships between individual community members, education and health institutions, the public and private sectors, city, county, and state governments, business owners, community agencies, faith communities, and neighborhood groups, resident focus groups; community awareness campaigns, strategic planning, capacity building, and program and project implementation. The AVCT is focusing on the integration of multiculturalism in three primary areas: business/economic, education/social services, and arts/culture. Although the AVCT focus is in these areas, incorporating multiculturalism in all phases of the Antelope Valley Projects is a priority.

AVCT helps build support through the community for public projects that provide opportunities for the neighborhood and the entire community by assisting in the planning process for the renovation of existing facilities and construction of new facilities. They advocate that these projects must incorporate appropriate connections to the multicultural communities of Lincoln. Examples of this include the recently completed "Celebrate Lincoln!," a cultural festival that was sponsored by the Updowntowers this past spring. Other on-going activities include: support for fundraising activities of the various ethnic and cultural groups, and a public outreach effort to inform the entire community about the cultural opportunities and activities, particularly throughout the Antelope Valley revitalization area.

#### **G. Community Development Resources**

The City of Lincoln has a new opportunity to bring in financial resources for economic development projects. It is called Community Development Resources (CDR). Formerly called Self Employment Loan Fund of Lincoln (SELF), Community Development Resources provides loans, technical assistance and business training for small business owners, self-employed persons and nonprofit organizations in Lincoln and Lancaster

County, Nebraska. Since Community Development Resource's creation, it has made 160 loans to businesses, self-employed individuals and organizations.

Loans can be used for land acquisition, housing construction, equipment, real estate, inventory, working capital, bridge financing, accounts receivable and grants receivable. Business loans are available to small business owners and self-employed individuals. Community Development Resources also provides technical assistance and a business-training course for staff and board members. The training provides an opportunity to create, develop or strengthen business plans.

Recently, Community Development Resources received certification as a community development financial institution (CDFI) from the U.S. Department of the Treasury's CDFI Fund. This is the first CDFI certificate awarded to a Lincoln lending entity. The certificate will enable the Lincoln community through CDR to receive additional funds the US Treasury has earmarked for economic development projects. For more information on the Community Development Resources, citizens can go on line to its website at [www.cdr-nebraska.org](http://www.cdr-nebraska.org).

#### **H. Co-SINC & Community Gardens**

Another new initiative is the Community Support, Investment & Change (Co-SINC) Garden Project. Co-SINC offers workshops and educational training grounds for agricultural-based entrepreneurs, especially targeting refugee, immigrants, migrant and low income neighbors. Co-SINC also provides community members with community garden space to grow fresh fruits and vegetables through gardening plots at various Lincoln locations. Co-SINC is "connecting community one tomato at a time". Co-SINC's vision is to have two gardening plots in each of the Antelope Valley Neighborhoods.

## X. ANTELOPE VALLEY PROJECTS

### A. Description of the Antelope Valley Projects

In 2000 and 2001, the Antelope Valley Projects were approved by the three Antelope Valley Partners and JAVA. The Antelope Valley Projects, Figure 13, and proposed implementation timeline, JAVA Construction Schedule, Figure 14, are summarized below:

1. *Construction of a landscaped Antelope Creek waterway from "J" Street to Salt Creek designed to safely carry 100-year flood waters.* The reduction in the designated floodplain will remove from floodplain designation 336 commercial and industrial structures, 961 residential structures and 50 acres of the University of Nebraska-Lincoln ("UNL") properties. The attractive new waterway will generate new public recreation opportunities, while encouraging new private reinvestment.

2. *A new north/south arterial roadway (hereinafter referred to as the Antelope Valley Parkway) which will connect "K"/"L" Streets (at S. 19th Street) and N. 14th Street (near Cornhusker Highway) and a second new east/west arterial roadway connecting 9th/10th Streets (near Memorial Stadium) and 27th Street (near Theresa Street).* Totalling 6.2 miles, the new roadways will improve traffic flow in the central core and to northeast Lincoln, reduce the 16th/17th Streets through traffic from the University Campus and relieve congestion on other center city arterial and local streets. Together, the two roadways eliminate two dangerous mainline at-grade railroad crossings (N. 14th & N. 17th Streets) currently utilized by over 80 freight and coal trains a day which in turn blocks motorist, emergency vehicles and business commerce over five hours in a twenty-four hour period.

3. *Development of a new northeast community park and recreation fields west of N. 33rd Street & Leighton Avenue.* The new 30 acre park project, called Fleming Fields Recreational Sports Park, opened in the spring of 2004 and has added needed central city recreation opportunities.

4. *Creation of a Downtown/UNL bike trail loop connecting six existing and proposed trails to provide direct access to Downtown and UNL City Campus.* These new trails will provide pedestrians and bikers connections to Downtown, the University, neighborhoods, employment centers, schools and community and cultural centers.

5. *Improvements to cultural centers, community learning centers and human services.* The vision calls for stabilizing and sustaining Lincoln's cultural centers, while providing new Community Learning Centers that will provide new multi-cultural opportunities and human services closer to residents.

6. *Redevelopment of the East Downtown and neighborhood retail areas with mixed-use retail, services and office opportunities.* The new public investments will encourage economic development, research and development, job creation, and private sector reinvestment in the traditional center of our community. The new mixed-use commercial developments are planned in the present flood prone areas of East Downtown and the Neighborhood business areas: (i) "O" Street from 17th to 27th Streets, (ii) N. 27th Street from "O" Street to Holdrege Street and (iii) S. 27th Street from Randolph Street to Capitol Parkway.

7. *Enhancement of residential neighborhoods with proper balance of new residential housing products and reinvestment in quality housing stock.* The new vision is to encourage mixed income neighborhoods with expanded housing choices. The plan proposes new affordable and work force housing, new loft, multi-story and row homes in close proximity to Downtown, the University and the new waterway. At the same time, the maintenance and enhancement of existing quality housing stock will be encouraged.

### B. Costs

The first phase of the Antelope Valley Projects will take approximately ten years to construct at an estimated public cost of approximately \$240 million (2004 dollars). The first project is completed: the new 30 acre Fleming Fields Recreational Sports





# Antelope Valley Projects

Community Revitalization • Stormwater Management • Transportation Improvements

Joint Antelope Valley Authority (JAVA)

- University of Nebraska - Lincoln
- Lower Platte South Natural Resource District
- City of Lincoln, Nebraska

## Priority Project Limits

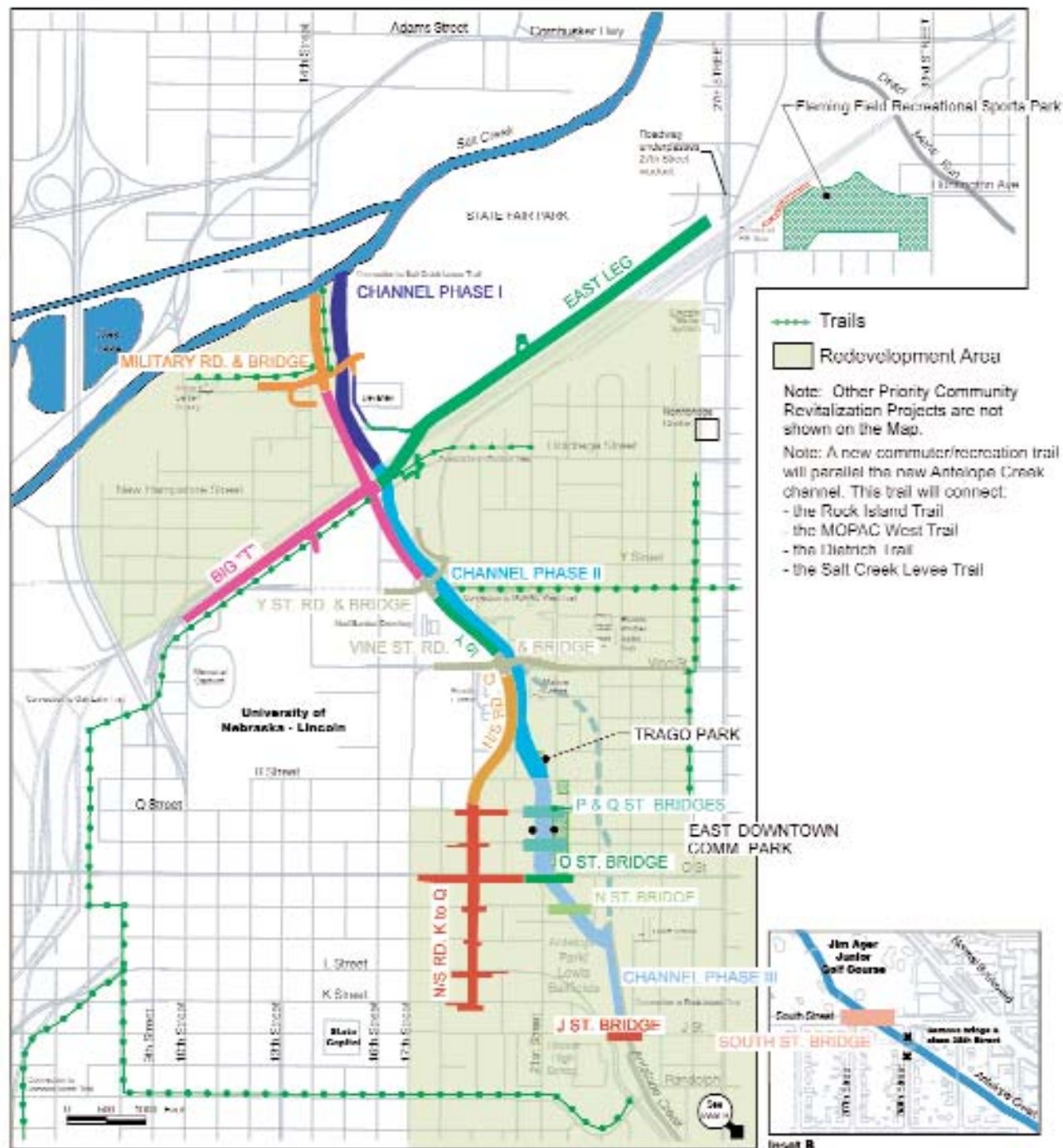


Figure 13



# Antelope Valley Projects

Community Revitalization • Stormwater Management • Transportation Improvements

## JAVA Construction Schedule <sup>1</sup>

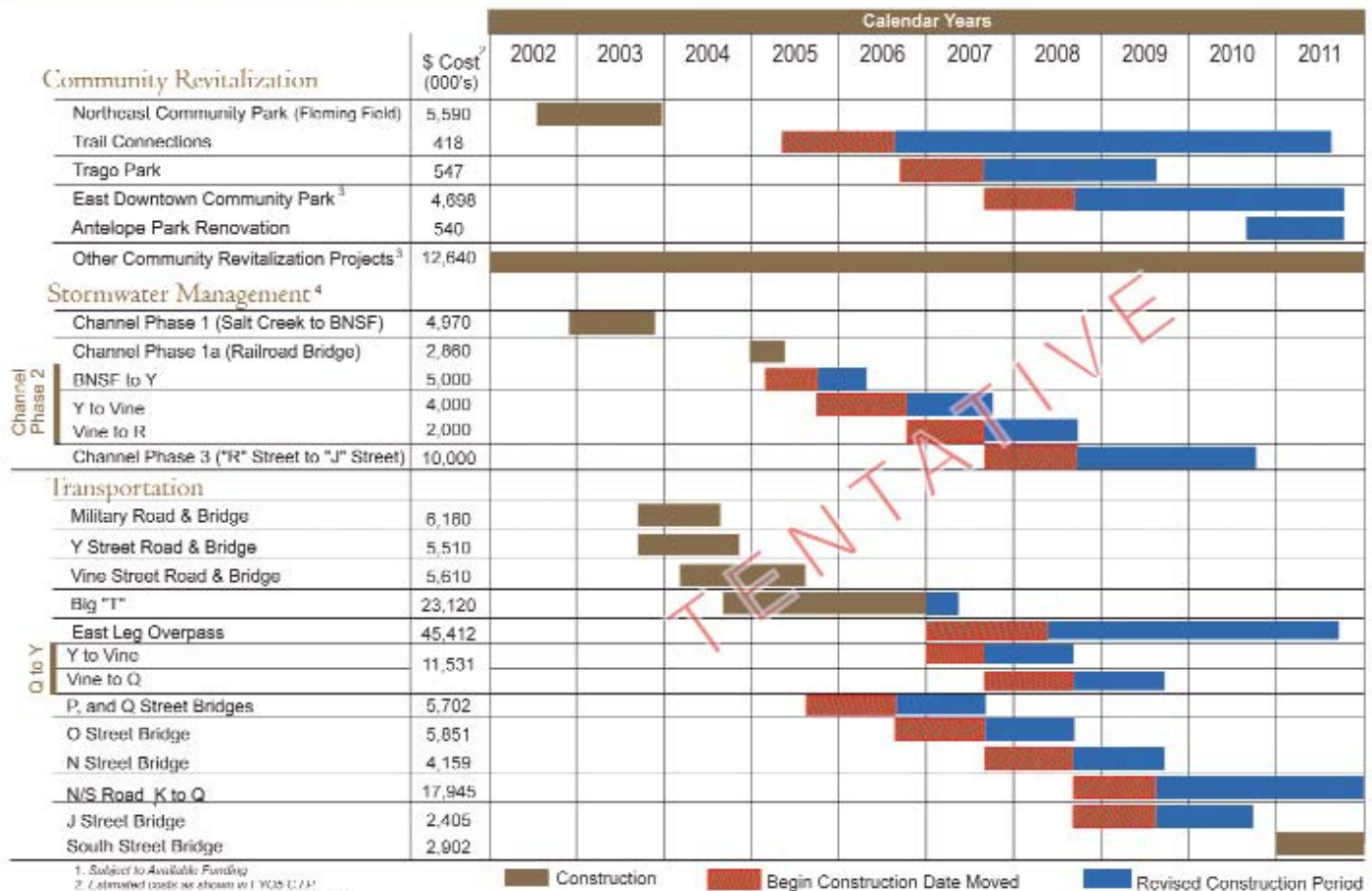


Figure 14

Park (near 32nd Street and Leighton Avenue). Several other projects are under construction--(i) the first stretch of the enhanced waterway (west of Bob Devaney Center), (ii) new bridges crossing the new waterway at Military Road, "Y" Street, and Vine Street and (iii) an updated Vine Street profile between N. 22nd & N. 27th Streets.

Two-thirds of the necessary right of way and property for the roadways and waterway have been acquired to date. Many public funding sources have been secured or identified, including federal, state and local governments. The City's 1 and 6 years Capital Improvement Plan and Budget identify the projected six year funding for the roadways and waterway.

## C. Benefits

As cities grow, certain negative trends can occur. Many cities larger than Lincoln have experienced an exodus of the middle and upper classes from the central core. In other cities, this "flight" to the suburbs has created many inequalities and causes social, political, environmental and economic stress. To date, Lincoln has not experienced major "flight" to the edge to the same degree as other urban areas. Lincoln has generally remained "one community" with one central government, one unified school district and one set of utility systems.

A major purpose of Antelope Valley is to preserve and enhance Lincoln as one community and avoid experiencing a depopulation (and resulting



increased blight) of its urban core. Antelope Valley is centered on the adage that it is better to reinvest now to protect and enhance its core than for Lincoln to follow the pattern of most cities larger than Lincoln that allow serious degradation and then pay vastly larger sums later to rebuild their cores.

While expensive, the Antelope Valley Projects benefits will exceed its costs by a three to one margin:

- ♦ A professional economic report estimated the proposed Antelope Valley Projects will produce over \$745 million of benefits including: \$63 million of time savings with the construction of the new "X" shaped overpasses near the Bob Devaney Center; \$242 million to the local and state economy with the removal of the designated 100-year floodplain and \$229 million of additional construction benefits.
- ♦ Another professional market economist has projected that for every public dollar expended the private sector will respond with at least three dollars of private investment and redevelopment in the Antelope Valley Area.

#### **D. Phasing**

The JAVA Construction Schedule, Figure 14, outlines the tentative phasing schedule for the construction of the Antelope Valley Project, Figure 13. This Schedule is subject to change, depending upon securing the necessary governmental funding and potential phasing of redevelopment projects.

#### **E. Antelope Valley Projects Website**

For more information on the Antelope Valley Projects, citizens can go on-line to the City's website at [www.ci.lincoln.ne.us](http://www.ci.lincoln.ne.us), then click on Antelope Valley, What's New.

## XI. FUTURE MARKET POTENTIALS

### A. Summary of Concord Market Study

In July 2001, the City of Lincoln, Nebraska in cooperation with the University of Nebraska and the Lower Platte South Natural Resources District commissioned The Concord Group to conduct a strategic market analysis of the area. This study sought to project the Antelope Valley redevelopment potentials and has become the foundation for subsequent work efforts.

The Concord Group evaluated Antelope Valley from a market perspective with respect to the development of for-rent and for-sale residential products, retail and entertainment uses and office space, based on the assumption that the currently planned infrastructure and open space improvements were implemented. Based on ratings in regional location, submarket location, prevailing land uses, physical site characteristics, proximity to services, access and visibility, an overall rating for the development of each land use type in Antelope Valley was identified. All four uses were rated above 4.3 (good) on a 5.0 point scale, with 5.0 representing excellent and 1.0 representing poor. For-rent residential uses were rated the highest, at 4.7, followed by 4.6 for retail/entertainment uses, 4.4 for office uses and 4.3 for for-sale residential. These numbers are based on Concord's 10-year Market Study for Lincoln.

The Concord Group recommended that the planned infrastructure improvements in the area must be completed to the highest national standards, and the timing of improvements must be prompt and well-publicized. The offering of development parcels in the area, particularly in East Downtown that are closest to the new waterway, must be strategic and coordinated with the construction of the roadways and waterway. Public and cultural uses should continue to have a significant role in the evolution of East Downtown and the surrounding Neighborhoods.

The Concord Group also suggested that development must be made possible but also guided through the adoption of targeted but flexible plan-

ning and zoning regulations and initiatives tailored to the area. Modifications in the zoning regulations should be adopted for Antelope Valley that includes flexible setback requirements, density maximums and other policies that encourage specific development types but also make the area attractive to developers.

### B. Summary of ERA Findings

Economic Research Associates (ERA) of Chicago, were retained as consultants to examine the data received from The Concord Group. Through refinement of this data, ERA devised development projects within Lincoln over the next ten years as shown in Real Estate Summary, Figure 15, and Anticipated Project Components, Figure 16. ERA's expertise was also solicited for financial implementation studies and recommendations for funding mechanisms to best ensure highest and best use of the lands available for development in the Antelope Valley Area. CAGR as referenced in figure 15, refers to the Compound Annual Growth Rate.

From an economic perspective, a redevelopment plan should induce desired markets and facilitate private investment in a particular area. In large measure, the plan creates value by setting forth a vision. In some instances, vision, alone, is sufficient to attract the market to redevelop the site, with little to no additional government intervention. Alternatively, the vision can serve as the basis for the additional investment needed to complete the process of inducing a market for the site.

ERA identified several funding mechanisms for revitalization efforts. These include: the Community Development Assistance Act (CDAA) - a fundraising tool for local governments and non-profit organizations for projects in chronic economically distressed areas, Tax Increment Financing (TIF) in Nebraska is primarily designed to finance the public costs associated with a private development project, and the Community Development Block Grants (CDBG) program provides the largest formula grant to the City of Lincoln. The City has received allocations totaling over \$46.5 million since 1975. Potential grant uses include rehabilitation of owner-occupied and rental housing, home



# Real Estate Summary

<b>Real Estate Market Recap</b>							
	Metropolitan Lincoln			Antelope Valley		Downtown	
	Current Supply	10-Year Demand	CAGR	10-Year Demand	Capture	10-Year Demand	Capture
<b>Housing</b>							
Rental (units)	39,000	4,000	1.0%	694	17.4%	694	17.4%
Sale (Units)	60,000	15,000	2.3%	718	4.8%	478	3.2%
Total Hsg	99,000	19,000	1.3%	1,412	7.4%	1,172	6.2%
Retail (SF)	11,160,000	2,092,222	1.7%	336,006	16.1%	N/A	N/A
Office (SF)	11,636,000	1,653,400	1.3%	369,340	22.3%	302,010	18.3%
Hotel (Rooms)	4,166	759	1.5%	N/A	N/A	N/A	N/A

Source: The Concord Group, US Census, NE DED, ERA

CAGR: Compuond Annual Growth Rate

**Figure 15**

ownership assistance, public improvements, assistance to neighborhood organizations, assistance to businesses to expand or retain jobs, rehabilitation of commercial buildings and assistance to non-profit organizations to provide human services.

ERA concluded that Tax Increment Financing appears to be the most applicable funding mechanism for initial development in Antelope Valley. Potential funding, aside from TIF, for Antelope Valley projects may include the following:

- ◆ Special Assessment Districts
- ◆ The State Community Development Assistance Program
- ◆ Community Development Block Grants

It will be important to revisit funding options in future phases of the Antelope Valley Projects. State program opportunities may change depending on the economic climate in future years and its impact on state budgets. Public/private partnership opportunities are encouraged as development projects move forward.

## C. Market Assumptions

This Redevelopment Plan utilizes the above market research to capture the potential thirty to fifty-year build-out. The plan is not so much prescriptive or restrictive as it is a vision providing a framework for future redevelopment projects within Antelope Valley. The Redevelopment Plan assumes a projected build-out as shown below:

### Residential

Townhouse.....424 units  
Single Family.....360 units  
Multi Family.....2,085 units

Retail.....333,950 sq.ft.

Office.....954,200 sq.ft.

\* Note: These numbers are based on the Capacity for the longterm (30+ years) full buildout of the Antelope Valley Study Area for what the land area can potentially yield. These are not specific figures from a market study, but rather the program and proportions are generally extrapolated on the market report.

The studies completed by Concord and ERA suggest a demand for high quality multi-unit housing, for students on and off-campus, young professionals, empty nesters and others seeking to live and work in a vital, walkable urban environment. This market demand will help drive the redevelopment process as new high quality residential environments are infused into Lincoln revitalizing the community. This residential "driver" will then support the retail redevelopment along "O" street, the main street through the Antelope Valley Area.



**Example: Multi-Family Environment  
Addison Circle - Addison, TX**



**Example: Single Family w/Granny Flat  
Kentlands - Gaithersburg, MD**



**Example: Urban Townhomes  
Orenco Station, Portland, OR**



# Anticipated Project Components

Product Type	Density	Project Scope		Buildout	
	DU/Ac or FAR	Units or SF	Projects	Units or SF	Acres
Rental - Midrise	30 - 50	60 - 100	6	500	12.5
Rental - Garden	18 - 32	60 - 100	11	900	36.0
For Sale - Midrise	40 - 60	40 - 70	5	290	5.8
For-Sale - Loft/Hybrid	18 - 36	10 - 50	11	325	12.0
For Sale - Rowhouse	12 - 20	10 - 30	14	275	17.2
For Sale - Bungalow	6 - 10	1	175	175	21.9
Neighborhood Retail	0.33	100,000	2	150,000	10.4
Main St. Retail/Entertainment Mixed	1.00	5,000	36	180,000	4.1
Corporate Office	0.50	100,000	6	590,000	27.1
Boutique Office Mixed	1.00	5,000	16	80,000	1.8
Full Service Hotel	1.00	60 - 200	N/A	N/A	N/A

Figure 16

## XII. FUTURE LAND USES

### A. Potential University/East Downtown Future Land Uses

As part of the development of this Redevelopment Plan, University and City officials conducted a day long workshop to strategize on how to best utilize the Cushman/Textron properties and the eastern edge of the UNL City Campus. The result is a new collective vision that will maximize both the public and private sectors' research and development (R & D) efforts in a manner that will enhance East Downtown and conserves the established residential neighborhoods. See University/East Downtown Future Land Use Map, Figure 17.

The proposed land uses on Figure 17 shows many new University R & D locations in close proximity to the existing Beadle Center and newly renovated College of Engineering. Included in this area are the former Cushman/Textron properties, along with many of the 50 acres that will be removed from the designated 100-year floodplain. The remaining 50 acres not used for R & D initiatives, are shown to be new University housing, parking and recreation fields. The new waterway and recreational green spaces help frame and provide an attractive campus setting for the new University R & D facilities.

This University R & D campus setting will strategically leverage the University to carry out and expand its research mission. The local and state economic spin-off benefits from this expanded University R & D initiative have been measured as having a present day value of over \$352 million dollars to the Lincoln economy.

Furthermore, the University R & D initiatives provide other opportunities. East Downtown north of "O" Street and west of the new Antelope Valley Parkway is now envisioned to be a mixed-use residential/office/retail area containing many private sector R & D activities that want to be in close proximity to the University's R & D activities. In turn, this East Downtown area will hopefully provide residential, extended hotel/motel, small conference space, restaurants and other related support services.

### B. Future Land Uses for East Downtown and the Neighborhoods

The Antelope Valley Area consists of approximately 900 acres. The future land use patterns for this large and diverse area are shown on Future Land Use Map, Figure 18. The Antelope Valley land use categories are an illustration of a 20-year or longer vision. With the major roadways and waterway completed by the year 2011, the three Antelope Valley government partners hope and expect large portions of this area to experience major reinvestment by the private sector over the next 20 years. Major reinvestment is expected to occur in the form of new construction or rehabilitation. For every one dollar of public expenditure, land use experts propose that three dollars of private sector reinvestment could occur. If true, the public and private investments in the Antelope Valley Area could be near one billion dollars (2004 dollars) in the next 20 years.

With the current 100-year floodplain designation, much of the reinvestment of the Antelope Creek valley properties will have to wait approximately six years for the completion of the new waterway to remove the floodplain restrictions. Some of the North Bottoms Neighborhood will remain in the Salt Creek 100-year designated floodplain. Yet, most of the Antelope Valley Area is presently free of the 100-year floodplain designation.

**1. East Downtown:** is defined by the waterway, the one-way pairs of "K" and "L" Streets, 17th Street and the UNL Campus edge. The area has a variety of architecture, building usage, streetscape definitions and site density. It is intended to be marked by mixed-use, streetscape-oriented infill development revitalizing underdeveloped land, renovating key existing structures, and capitalizing on parking and open space. The applicable East Downtown future land use designations would encourage mixes of uses-residential/office/retail/services-next to each other as well as a commercial use on the first floor and another land use on the upper floors.



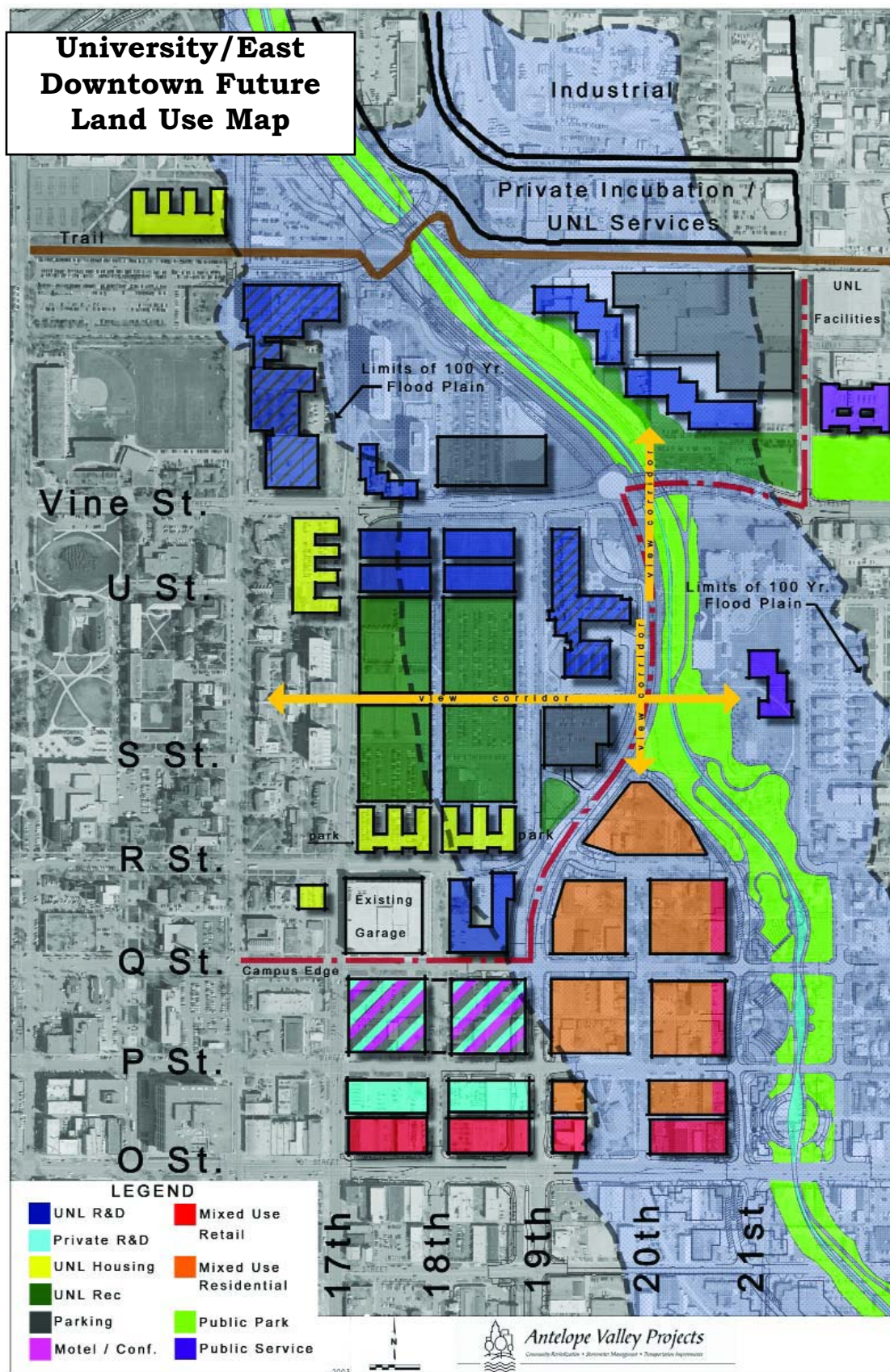


Figure 17



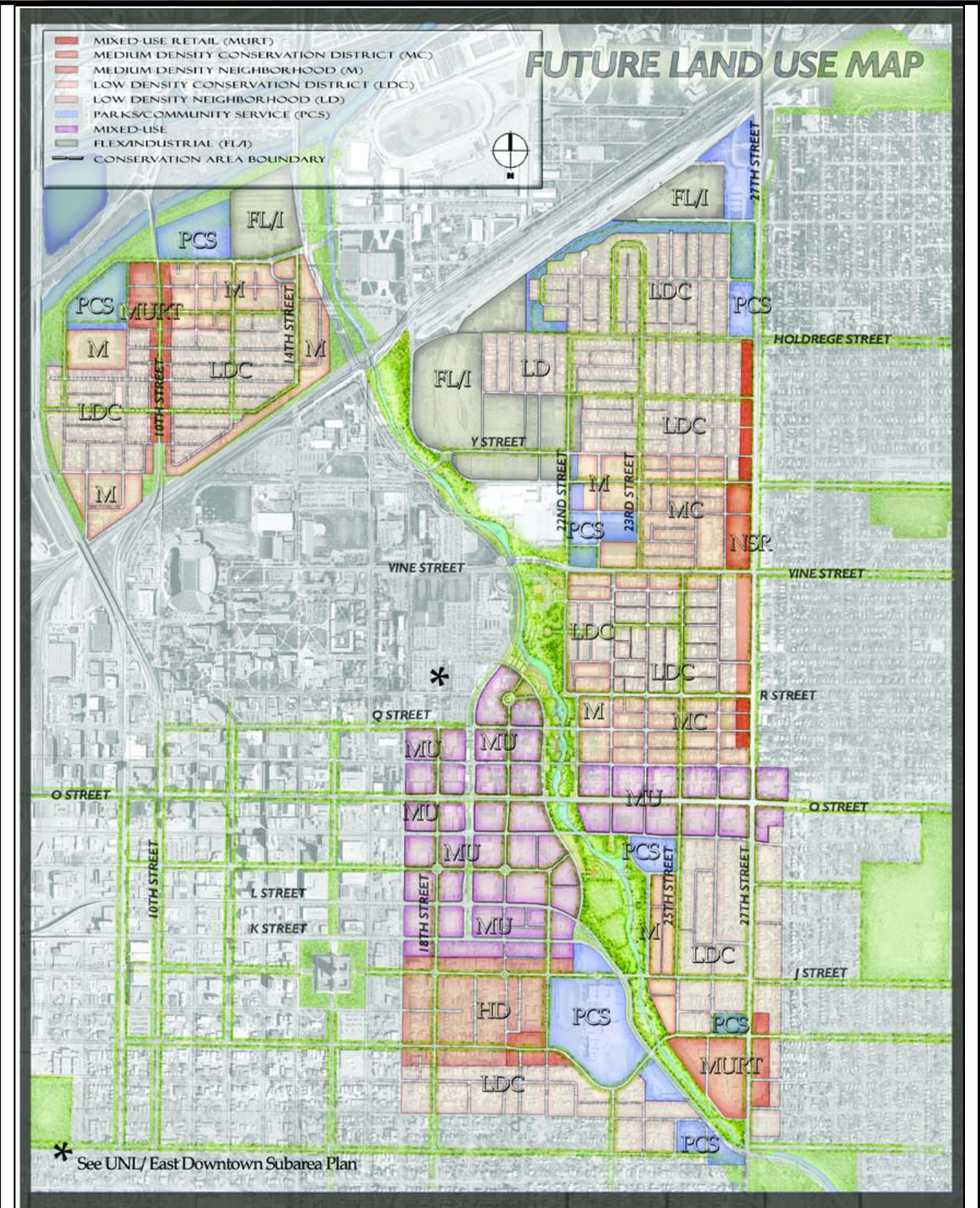


Figure 18



As a major entrance to Traditional Downtown, the "O" Street Corridor between S. 17th and 27th Streets needs to be strengthened. A new streetscape and general street appeal are needed, along with stronger general and neighborhood retail and other mixed-uses.

2. **Neighborhoods:** includes North Bottoms, Clinton, Malone/Hawley, Woods Park, Near South and Downtown. These Neighborhoods have each experienced eroding forces through the evolution of a growing city and auto-dependent development. In most cases, they have been weakened by encroaching/expanding commercial development, inappropriate multi-family "slip-in" development infill, the effects of busy arterials and the fragmented floodplain environments.

In most cases, these forces have isolated the communities from their traditional context and worked to dismantle the sense of place each neighborhood was originally founded upon. Despite these challenges, there are core areas within each neighborhood which have maintained their experiential strength. The Antelope Valley Master Plan encourages the creation of conservation districts to protect these neighborhood cores from further dismantling.

The Redevelopment Plan attempts to conserve desirable characteristics of Antelope Valley's established residential and commercial communities, while shaping new development to create more livable neighborhoods. The Redevelopment Plan outlines design elements for streets, open spaces and new types of dwellings and commercial spaces.

The various residential future land uses encourage restoring, updating and renovating the many older viable neighborhood homes. New construction will be invited and encouraged provided primary emphasis is given to the preservation of existing buildings. Furthermore, the design of such new space should enhance and contribute to the aesthetic character and function of the existing buildings and the surrounding neighborhood form. Unattractive, slip-in apartments in the neighbor-

hoods would be encouraged to provide new exterior façades to be more compatible with the rest of the surrounding residential dwellings.

### C. Future Land Use Patterns

There are nine specific future land use patterns on the Future Land Use Map, Figure 18, that outline the future vision in the Antelope Valley Area. Images of Land Use Classifications, Figure 19, show photos to help illustrate the respective land use classifications. The ten land use patterns are summarized below:

1. *MURT - Mixed-Use Retail:* are neighborhood retail centers. While an allowable use is retail, there could be other uses such as residential/office/services or Mixed-Use buildings with retail on the first floor and office or residential on the upper floors. These areas are located along 10th Street in the North Bottoms Neighborhood and the neighborhood retail area on South 27th Street between Randolph Street and Capitol Parkway in the Woods Park Neighborhood.

The existing retail developments do not encourage pedestrian traffic and lack residential development to fully support such retail. The Mixed-Use Retail land use category is designated to improve the fragmented retail character that already exists in each of these locations.

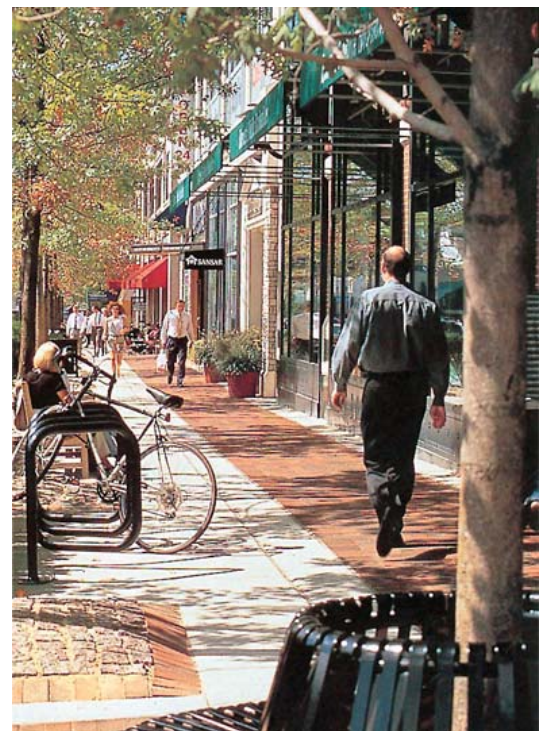
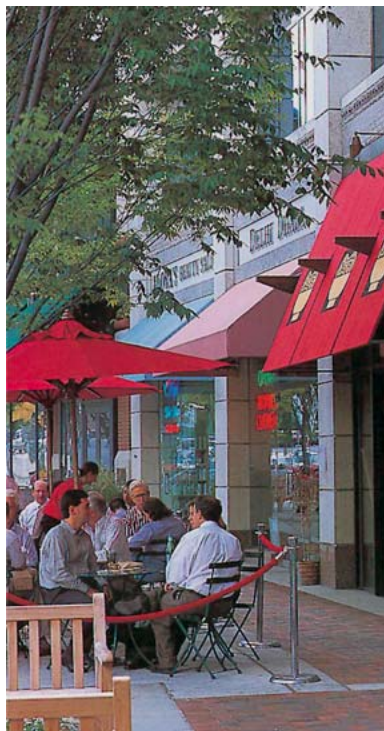


Figure 19 - MURT (Mixed Use Retail)



2. **MU - Mixed-Use:** The Mixed Use (MU) area east of traditional downtown is intended to accommodate a wide variety of land uses compatible with adjacent residential areas and supportive of downtown as the community's center. Within this wider area, certain subdistricts should be encouraged through incentives and regulations. Residential uses are encouraged throughout the MU area to capitalize on public investment and to provide a variety of housing options near the downtown core. In particular, high-density, high-amenity urban residential uses are very desirable between 17th St. and the new Antelope Creek and park. Improvements in the "triangle" bounded by 19th St., the Creek, and O Street should be strongly encouraged to foster development of an "urban village"-Haymarket without the history. South of O St. and east of 17th St. there is an opportunity to strengthen housing in proximity to the Capitol and other employment centers.

In the area west of the Antelope Valley Parkway, north of "O" Street and adjacent to the University, office, research, and residential uses are all appropriate in separate structures or Mixed-Use buildings. This land use pattern would allow for the new research and development office opportunities, while providing for unique residential infill to screen parking. This area north of "O" Street is currently out of the floodplain.

The area along "K" and "L" Streets between S. 17th and S. 22nd Streets is a key entry corridor to and from downtown. In this area the mix of uses is intended to provide additional diversity in office



Figure 19 - MUR (Mixed Use Residential)



and residential products to traditional Downtown. The proximity of these blocks with the State Capitol provides the impetus for government and statewide association facilities.

Another noteworthy Mixed-Use area is along the west side of the waterway south of "O" Street. This land benefits by proximity to open space and the Creek and from the possibility of assembling some larger tracts than in traditional downtown. This area offers opportunities for high-quality office, residential, or mixed-use development.

The Mixed-Use designation along "O" Street is intended to provide an attractive entry corridor to and from downtown as well as a central neighborhood amenity within the Antelope Valley Area. Due to the amount of traffic within the corridor, auto oriented land uses are predominant and will likely continue. Public streetscape improvements can upgrade the appearance of the area and should be matched by higher design standards for private improvements, including building materials, locations, and landscaping. Emphasis should be given to maintain an attractive "edge" to the corridor of building and/or landscaping. Residential projects that front on P, N, or the north-south streets should be encouraged. Non-auto-oriented retailing more appropriate to the heart of downtown should not be encouraged.

Along P and N Streets there should be a greater emphasis on public and private improvements to foster a lively pedestrian environment and to provide an appropriate transition to the adjacent residential neighborhoods.



**Figure 19 - MU (Mixed Use)**



3. **HD - High Density:** is a residential land use pattern located south of "K" Street, generally between the State Capitol Square and Lincoln High School. This residential category has greater density than other residential categories. With some higher quality development, selective infill, and neighborhood improvements this area can be the gradient of transition from the southern Lincoln traditional neighborhoods to the intense Mixed-Use density of Downtown Lincoln.

The High Density residential will support the retail developments in Traditional Downtown and East Downtown. The current predominant use in the area is multi-family structures. Unattractive slip-in apartments in the neighborhoods should be encouraged to provide a new exterior facade to be more compatible with the rest of the surrounding residential dwellings. There is an interesting mix of densities that should continue as a part of this neighborhood's dynamic. With quality new developments, this area has the potential to become a highly interesting urban village with a denser neighborhood feel.



**Figure 19 - HD  
(High Density Residential)**



4. *M - Medium Density:* is a medium density residential land use pattern found in most of the Neighborhoods. This category encourages new mixed-income housing products and mixes with strong design characteristics to strengthen the surrounding and adjacent neighborhoods. The land use pattern provides strong edges and cores to the neighborhoods.

Medium Density refers primarily to the new residential development that should occur along or near the east side of the new waterway. While current quality housing structures should continue, this category envisions replacement of lesser quality housing structures with new quality housing products. These blocks are to have a higher density to capitalize on the public improvements by providing greater activity and overall sense of community. This category should fade in density and character to blend seamlessly with the adjacent neighborhoods.

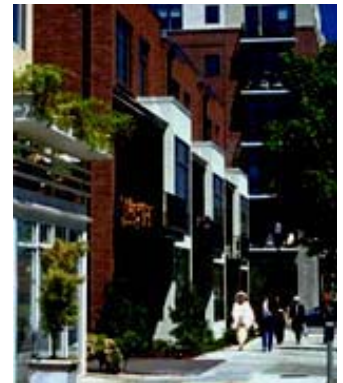


Figure 19 - M (Medium Density Residential)



5. *MC - Medium Density Conservation District:* has a similar density pattern as Medium Density, but encourages preservation of the many quality and viable older houses. This land use pattern envisions restoring, updating and renovating the viable older homes. New housing products would be allowed, but as a general rule, only to replace the lesser quality housing structures that cannot be economically renovated. Unattractive "slip-in" apartments in the neighborhoods should be encouraged to provide a new exterior facade to be more compatible with the rest of the surrounding residential dwellings.

These designated areas have the potential to have a renaissance and return to the great neighborhoods they once were. The new development in these areas should maintain the residential development pattern. This land use pattern is similar in character to LDC - Low Density Conservation District; however, the development should achieve moderately higher density patterns.



Existing



Proposed

Figure 19 - MC (Medium Density Conservation

6. *LD - Low Density:* is a proposed residential neighborhood area for the west end of the Clinton Neighborhood. This land use pattern encourages new housing products and mixes that are not dense to strengthen the surrounding and adjacent neighborhoods. This category provides a strong western edge to the Clinton Neighborhood. Where appropriate, the existing architectural and single-family development patterns should be honored.

While current quality housing structures should continue, this land use pattern envisions replacement of lesser quality housing structures and replacing them with new quality housing products.



Figure 19 - LD (Low Density Residential)



7. *LDC - Low Density Conservation District:* envisions restoring, updating and renovating the viable older homes. The Conservation District designation means more emphasis should be placed on renovation rather than new construction. The land use pattern has a similar density pattern as Low Density, but encourages preservation of the many quality and viable older houses. New housing products would be allowed, but generally only to replace the lesser quality housing structures that cannot be economically updated.

This land use pattern is found in each of the Antelope Valley Neighborhoods. These areas reflect the core of the traditional neighborhoods and are well positioned to experience continued reinvestment due to their strong physical form. To protect this form, new development should target detached single-family infill including alley-fronting garage units, with the exception of lots directly between slip-in apartment buildings and the nearest street corner. In such locations, attached single-family is encouraged in order to provide these "slip-ins" with a proper transition in building massing and economic motivation to renovate these structures street presence. All new and renovating construction should meet design criteria to ensure fulfillment of the traditional neighborhood ambiance.



Figure 19 - LDC (Low Density Conservation)



8. *FL/I - Flex/Industrial:* Flex-space and Industrial is currently zoned industrial and that is the predominant land use presently on those properties. The Flex-space option is included to allow for some further evolution of these properties. Flex means that it is flexible in terms of what can be done on these properties. This could mean reuse of the existing industrial buildings as future residential, retail, or even industries such as an environmental or 'green' research center.



Figure 19 - FL/I (Flex/Industrial)



9. *PCS - Parks/Community Service:* The Parks and Community Service land use pattern includes all public services, which could also be called infrastructure for community, such as public parks, schools and community centers.



**Figure 19 - PCS (Parks/Community Service)**

### XIII. GUIDING LAND USES AND DESIGN PRINCIPLES

#### A. General Principals

The following General Principles should help guide redevelopment efforts in the Antelope Valley Area:

1. *More Choices* - Provide people more choices in housing, shopping, neighborhoods, employment, recreation, entertainment and transportation.
2. *New Residential Products* - Encourage a range of housing types (single-family, apartments, row homes, granny flats, condominiums and live/work units) giving citizens of different incomes, ages and family sizes a wide range of choices.
3. *Compaction* - Compact development patterns help assure that a City uses its land, infrastructure, transportation and human resources wisely.
4. *Unique Attributes* - Approach planning and design as an interdisciplinary effort. Define and understand a neighborhood's unique sense of place by honoring its quality attributes and characteristics.
5. *Easy Walking Distance* -- As many activities as possible should be located within easy walking distance of trails and transit stops. Walkable communities are desirable places to live, work, play, learn, and worship.
6. *Open Spaces* - Establish parks, gardens, trails, plazas, playgrounds, and other open spaces that provide recreation and green areas to support existing and future residents and workers. Open space bolsters residential living and economic development.
7. *Public Spaces* - Public spaces should encourage presence of people at all hours of the day and waking night.
8. *Conservation* - Redevelopment should help conserve resources and minimize waste.
9. *Economic Development* - Create economic development patterns that support the existing business community and promote new business development opportunities. Protect critical economic enterprise areas and promote a variety of locations for economic activities.
10. *Commercial Buildings* - Promote a range of urban commercial building types with at least two floors to assure a range of commercial uses and employment choices.
11. *Economic Restructuring* - Companies and job markets must recognize the current restructuring of the local, provincial, national and international economies.
12. *Sustainability* - Redevelopment should follow the "sustainability" principles of equity, economic development and environment.
13. *Public Services* - schools, infrastructure and services should support the planned levels of residential, office, service and retail development. Quality public amenities and infrastructure will attract private sector construction to enhance economic viability and quality of life.
14. *Regional Services* - Regional uses and services (e.g., government, library, convention centers, stadiums, museums,) should be located in the Downtown environs.
15. *Broad Support* - For a community to be successful in implementing its vision, both the public and private sector must embrace the vision.
16. *Participation* - Encourage resident, stakeholder and citizen participation in continued planning efforts and decision-making. People are a community's best resource for visioning and investing in the future.



**17. Public Decisions** - Make public incentives and public redevelopment decisions predictable, fair and cost-effective.

**18. Incentives** - Provide incentives and tax policies to support urban intensification including brown field redevelopment and the redevelopment of underutilized lands and buildings.

## B. Zoning Concepts

New or updated zoning and design standards are needed to help implement the Antelope Valley vision. The regulatory schemes should be a product of a community-based input process. The implementation tools should provide a framework of neighborhood design for enhancing residential neighborhoods and shaping Mixed-Use redevelopment. The new zoning and design standards should compliment the community's land use and growth management policies. The standards should illustrate how new infill housing products and other uses can result in a community of interconnected districts where existing residential neighborhoods are enhanced and new ones are created. Ultimately, the strategies behind the revitalization of the Antelope Valley communities are to strengthen and proactively position Downtown Lincoln and surrounding Neighborhoods.

During the next year, the City and Downtown Lincoln Association will complete a new Downtown Master Plan which will weave a stronger collective vision for Haymarket, Traditional Downtown and the East Downtown/Antelope Valley Area. When the Downtown Master Plan is completed, there may need to be modifications to the Future Land Use Map, Figure 18, especially in East Downtown between the eastern edge of Traditional Downtown (17th Street) and the new Antelope Valley Parkway (19th Street).

The County-City Planning Department is taking the lead to update the zoning and design standards that will apply to the Antelope Valley Area. Some of the updates need to center around the following strategies:

- ◆ The B-4 zone is the zone of Traditional Downtown. It allows virtually any land use, at high intensity and density. East Downtown should not have regulations that are the same for Traditional Downtown. For example, the present height limitation in the B-4 is 275 feet. This height is too high for East Downtown.
- ◆ The B-4 zoning ordinance needs revisions so most industrial uses are not permitted in East Downtown. Billboards should also be discouraged. Alternatively, modified zoning regulations could be developed that limit such uses or place such restrictions.
- ◆ Presently, a special permit is required to have a dwelling above the first floor that cannot meet yard requirements. The ordinance needs to encourage dwellings above first floor commercial spaces.
- ◆ The B-4 zone east of 17th Street between "N" Street and half way between "P" and "Q" Streets does not require parking spaces to be provided. Yet, the proposed Mixed-Use commercial zone on the Future Land Use Map, Figure 18 extends commercial activities south of "N" Street and north of the alley between "P" and "Q" Streets.
- ◆ The parking requirements, meters and funding strategies for East Downtown need to be analyzed to be sure desirable land uses are not discouraged because of parking requirements. Similarly, parking requirements must insure that there is adequate parking in the vicinity and motorists are not parking in the abutting residential neighborhoods.
- ◆ The B-1 and B-3 zones need revisions to help provide for neighborhood commercial uses, adequate parking and proper siting of improvements to minimize negative impacts.
- ◆ In several instances, the Future Land Use Map, Figure 18 would suggest changes to the zoning map for various portions of East Downtown and the surrounding Neighborhoods.

### C. Urban Design Principles

The following Urban Design Principles should be part of the redevelopment effort in the Antelope Valley Area:

1. **Urban Design** - Development should avoid a suburban style and instead be pedestrian oriented and varied with strong streetscapes reinforced by quality buildings. Suburban elements to avoid include deep setbacks, and overall design oriented toward the scale of the automobile. Building should be encouraged to be located next to the sidewalks along the front yard line, with parking in the back of buildings.
2. **Pride of Place** - Building Entrances should be given emphasis or "pride of place", placed on the street to enhance street level activity.
3. **Diminish Visual Prominence of Parking** - Concentrations of parking should be concealed within interior parking courts (buildings on the street, parking behind) or in garages wrapped with buildings.
4. **On-Street Parking** - On-street parking should be encouraged to promote street level activity, important for urban retail, and for pedestrian safety and comfort offering a buffer for pedestrians from moving traffic.
5. **Streets as Public Space** - Streetscapes should be designed as attractive public spaces with ample room for sidewalks and street trees, encouraging pedestrian movement.
6. **Character of Place** - Buildings should be designed to be compatible, in form and proportion, with the neighboring buildings and should include a variety of forms, materials and colors, yet these elements should be composed to maintain a complementary appearance.
7. **Quality of Place** - Buildings should include a richness of architectural detail to help define their scale and extend to the sidewalk in front of the property for pedestrian access and visual rhythm and interest.
8. **Physical Connectivity** - Physical integration and connectivity should be a prominent force guiding all transportation decisions to promote development that is integrated and connected with its surrounding environment and community. This facilitates ease of access, economy of movement and improved social interaction.
9. **Accessibility** - Accessibility should be promoted allowing multiple modes of transportation or movement.
10. **Traffic Calming** - Elements of Traffic Calming should be enacted to slow the movement of automobiles through pedestrian heavy areas such as two-way traffic, narrow traffic lanes, raised intersections, on street parking, street trees and other strategies as well.
11. **Day/Night Activity** - Design 24 hour city with "eyes on the street" promoting a common trust in community and designing self-policing, defensible space.
12. **Mix of Uses** - Include a variety of uses in places that receive the most foot and car traffic to strengthen the most interesting and vital parts of town.
13. **Diversity** - Promote diversity and adaptability through a variety of housing styles and products, using a great variety of spaces and places with a range of prices; (small and large apartments, row housing, single-family, bungalows, granny flats)
14. **Environmental Responsiveness** - Promote and design for environmental responsiveness by addressing physical necessities of ecosystems, linear parks, urban water issues, waste and energy.
15. **Urban Sustainability** - Design for the long term health and success of the city by keeping



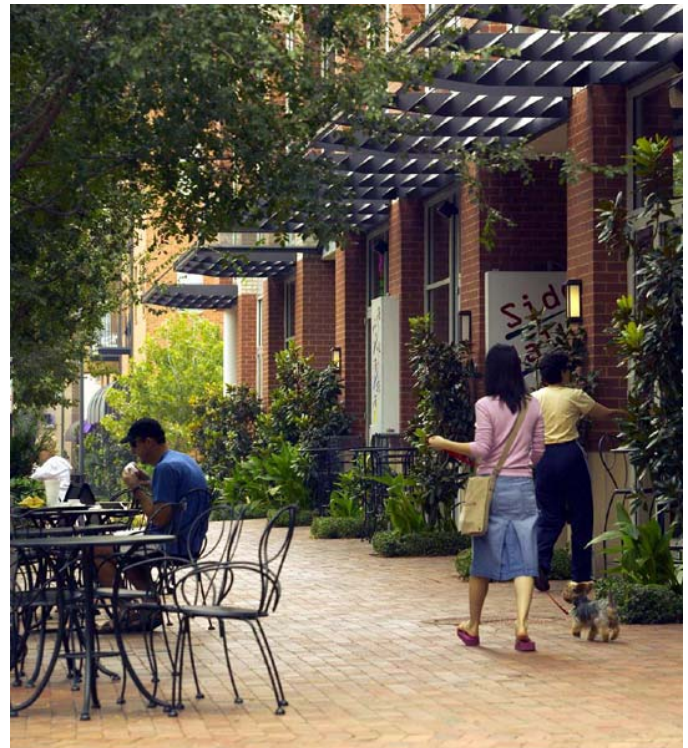
both economic and environmental sustainability in mind.

#### D. Streetscape Design

The Antelope Valley Landscape Design Guidelines ([Appendix 8](#)) address three primary areas that will form transitions between the new waterway and the Antelope Valley Parkway: East Downtown (including the "O" Street Corridor from 17th to 27th Streets), Capitol Parkway Corridor and the adjacent Neighborhoods. The landscape design guidelines are divided into five sections: a general description of character and existing conditions, proposed land uses, broad design guidelines, and specific recommendations for streetscape, landscape and associated site amenities.

In all transition land use patterns, the Antelope Valley Landscape Design Guidelines ([Appendix 8](#)) will serve as an element to provide continuity between disparate land use areas, variety, interest, softening and contrast. It will strengthen both the edges and character of specific Neighborhoods, while allowing individual expression and sense of place. The described streetscape will be a consistent element against which and within which creative and unique aspects of public, semi-public and private development will occur. The Guidelines will help create a sense of entrance, movement, and transition. Differences in density, architectural and spatial scale and site development requirements will result in varying opportunities to use streetscape and landscape elements to:

- ◆ Focus attention or reinforce strong directional movement;
- ◆ Screen competing land uses and obtrusive views or objects;
- ◆ Modify climate and the pedestrian comfort zone;
- ◆ Separate pedestrians from vehicles;
- ◆ Mitigate the visual, physical and psychological effects of large numbers of vehicles and expanses of pavement; and
- ◆ Create individual identity within an overall pattern or fabric that has design consistency-much like a quilt.



**Example: Streetscape Detail  
Addison Circle - Addison, TX**



**Example: Evening Street Scene  
Legacy Town Center - Plano, TX**



**Example: Building/Streetscape Relationship  
Legacy Town Center - Plano, TX**

#### XIV. REDEVELOPMENT PROJECTS

##### A. Vine Street Redevelopment Project: 23rd to 24th Streets, U to Vine Streets -- New Affordable Housing/First Time Homebuyer Project

###### 1. Site Description and Project Elements

The Redevelopment Project Area is bounded by Vine Street on the north, U Street on the south, 24th Street to the east and 23rd Street to the west. This one-acre property is a significant vacant tract of residential land in the Antelope Valley Area. See Redevelopment Project A, Figure 20. The Blight Study's maps and descriptions reveal the condition of the real property within the Redevelopment Project Area. The Future Land Use Map, Figure 18, shows this area as M - Medium Density. This designation describes the desired standard of population densities, land coverage and building intensities. Medium Density encourages new housing products and mixes that are slightly denser to strengthen the surrounding and adjacent neighborhoods. Information showing the standards of population densities, land coverage and building intensities in the area after redevelopment is shown on Figures 18, 19 and 20.

The tract's existing high density R-6 zoning would allow development of approximately 40 apartment units. However, the plan encourages a new type of lower housing density that results in affordable single-family homes for first time homebuyers. At the same time, the redevelopment project's design should be architecturally appropriate to respect the historic quality of the Hawley Neighborhood and its multicultural demographics. Project elements may include:

- ◆ Acquisition of Kelley's Subdivision Lots A, B, and C; Hawley's Addition Block 3, S70' Lot 5, S70' Lot 4, N74 ½' Lots 4 & 5, N74 ½' Lot 6 except N portion for road and S70' Lot 6. Acquisition will follow procedures of the City of Lincoln, taking all steps necessary for the acquisition by purchase, if possible, or by condemnation if necessary.
- ◆ Demolition, disposal/sale of property.
- ◆ Site preparation including driveway easements if needed, driveway approaches and side-

walks.

- ◆ Relocation of overhead utility lines.
- ◆ Rerouting/upgrading of underground utilities.
- ◆ Landscaping in public right-of-way.
- ◆ Replatting (Community Unit Plan) as required.
- ◆ Removal of curb cuts.
- ◆ Expanded alley access.
- ◆ Alley and street vacations.
- ◆ Reconstruction of 24th Street hammerhead.
- ◆ Voluntary acquisition of other listed properties.



**Figure 20**



2. Uses and Sources of Funds

Figure 21

<b>Uses &amp; Sources Of Funds Vine Street Redevelopment Project Redevelopment Project A Figure 21</b>	
<b>Uses</b>	
Land acquisition	\$195,000
Relocation	90,000
Demolition	20,000
Sidewalks, utilities & paving	122,531
Streetscape	38,000
Construction	1,567,035
<b>Total Uses</b>	<b>\$2,032,566</b>
<b>Sources</b>	
TIF and Land Sale Proceeds	\$375,820
Private Developer	1,656,746
<b>Total Sources</b>	<b>\$2,032,566</b>

B. Neighborhood Enhancement Redevelopment Projects

1. Site Description and Project Elements

The Antelope Valley Projects are expected to spur and promote redevelopment projects in all the neighborhoods in the Antelope Valley Area. To help jump start the private sector reinvestments, strategic and concentrated areas should be improved first to create a visible improvement to key portion(s) of the neighborhoods in a relatively short time. These redevelopment projects are called "Neighborhood Enhancement Projects" and are envisioned in all the neighborhoods of the Antelope Valley Area.

Neighborhood Enhancements Projects involve a variety of strategies and improvements:

- ♦ Improve important pedestrian and vehicular corridors, particularly those in need of utility



**Example: Urban Infill Development  
Washington, D.C.**

and streetscape enhancements. Improvements may include new street trees, lighting, sidewalks and potential curb replacements. Improvements can be accomplished in conjunction with private improvements.

- ◆ Investigate existing housing or buildings which should be preserved. These properties should be considered important existing context for future development in the area. New developments should integrate these significant existing properties into future development concepts.
- ◆ Investigate existing housing which has been negatively impacted by past modifications inconsistent with the style or context of the house. For example, a porch that has been inappropriately modified or removed or application of inappropriate siding. Provide financial incentives of some sort that encourage property owners to remodel their property in a manner that better fits the context of the house and the neighborhood.
- ◆ Identify existing housing of acceptable quality, but needing maintenance improvements, such as painting, reroofing, etc. Provide some manner of financial assistance to aid property owners in making the needed improvements.
- ◆ Identify existing properties in key commercial areas with land values that are, for various reasons, lower than average. These properties are mixed commercial development opportunities, consistent with the overall Future Land Use Map, Figure 18.
- ◆ Identify the few instances of blighted and dilapidated housing, purchase and clear the property, and either replat it to adjacent property owners or redevelop it into new mixed density housing. The intent is to strengthen key residential parcels or provide new housing products for the area.

## 2. Neighborhood Enhancement Principles

Replacing poor condition housing and expanding quality affordable housing is a major principle of this Redevelopment Plan and the Neighborhood Enhancement Redevelopment Projects. Other

important principles include:

- ◆ Separate residential areas from incompatible uses.
- ◆ Provide public infrastructure and park facilities.
- ◆ Limit non-residential traffic in residential areas.
- ◆ Rehabilitate or remove existing deteriorating and substandard housing.
- ◆ Expand the housing supply available in the redevelopment area, including affordable and mixed income housing.
- ◆ Maximize opportunities for homeownership in the Redevelopment Areas, for all income levels.
- ◆ Work closely with private lenders, Neighborhoods Inc., Nebraska Investment Finance Authority, Lincoln Housing Authority and private developers to expand the supply of affordable housing and maximize homeowner opportunities in the Redevelopment Areas.

## 3. Infrastructure Improvements

Land use and traffic patterns in some of the Antelope Valley Neighborhoods have resulted in conflicts between local and through traffic and an unfriendly, potentially unsafe place for pedestrians. In addition, the overall deteriorating condition of the infrastructure, streets, alleys, and sidewalks, impedes new development throughout the redevelopment area and contributes to the blighting conditions. Therefore, the following public improvement activities should occur:

### a. Streets and Alleys

- ◆ Alley Improvements - the majority of alleys examined in the Blight Study were found to be in fair or poor condition. Alleys should, at a minimum, be graveled or paved where feasible. Alleys will be paved in conjunction with specific redevelopment projects, whenever feasible.
- ◆ It may be necessary to vacate all or portions of particular streets or alleys to promote redevelopment. In these situations, the City will act upon the individual merits of the development proposal.



b. Sidewalks and Connectors:

The Blight and Substandard Determination Study identified just 9.2 percent of the sidewalks in either fair or poor condition. This reflects the City's increased efforts in repairing and replacing sidewalks through its sidewalk repair program. However, additional surveys will be completed and sidewalks repaired or replaced as necessary. In addition, sidewalk and other improvements will be coordinated with the trails network in the area including connector facilities and transition spaces where appropriate.

c. Streetscape Beautification:

Implement a design plan for Antelope Valley Area unification and beautification based on the standards described in Appendix 8. Elements should include but not be limited to lighting, thematic entrances, landscaping and streetscape.

d. Public Utilities:

In the Existing Conditions section of this Plan, much of the infrastructure in the area was identified as inadequate - in need of maintenance and, in some cases, replacement. In order for new development to occur, a detailed analysis of storm sewers, water sewers, sanitary sewers, and the water system should occur, to determine additional needed improvements. Complete improvements as required to support current and anticipated development.

#### 4. Residential Redevelopment and Housing Rehabilitation

For the Neighborhood Enhancement Principles to be implemented, it will require site acquisition, relocation, demolition, construction and site preparation. The City should also acquire substandard housing for redevelopment purposes, either to replace with new housing or to strengthen neighboring properties. To maximize the potential for new residential development in the Antelope Valley Area, parcels may be acquired by the City and made available individually or assembled for ultimate disposition.

Parcels identified for acquisition for residential redevelopment are included in Appendix 3, titled *Parcels To Be Acquired For Residential Development*, based upon one or more of the reasons stated under Neighborhood Enhancement Principles described above. When possible, rehabilitation programs available through the City of Lincoln should be utilized to improve overall housing conditions. Additional voluntary acquisitions will be included in Appendix 3, *Parcels To Be Acquired For Residential Development* and Appendix 4, *Parcels To Be Acquired, Substandard Housing and Commercial/Industrial Structures* (added to this Plan by Mayor's Executive Order as they occur).

#### 5. Acquisition of Substandard Housing and Commercial/Industrial Structures

Substandard housing and commercial/industrial structures contributing to substandard and blighting influences in the Redevelopment Areas, including structures that are inconsistent or incompatible with existing land uses, will be acquired and parcels made available for redevelopment. In some cases, parcels may be assembled for disposition. By acquiring and assembling parcels of land, the City can create marketable parcels which are of sufficient size to attract the interest of the private sector. Sale of these assembled parcels will assist the private sector in realizing economies of scale on a project while making it possible to improve design through planned, integrated developments. The initial impact will be to eliminate blighting influences caused by substandard housing and commercial/industrial structures that are inconsistent and incompatible with surrounding land uses. Parcels to be acquired are included in Appendix 3.

Residential and commercial parcels identified in Appendix 3 and Appendix 4 are proposed for acquisition in accordance with one or more of the Neighborhood Enhancement Principles described above. Additional voluntary acquisitions will be included in Appendix 3 and Appendix 4 and added to this Plan by Mayor's Executive Order as they occur.

#### 6. Additional Regulatory Controls

The Neighborhood Enhancements Redevelopment Projects may also involve replatting, changes of zones and strengthening design standards. Some

Neighborhood Enhancements Redevelopment Projects will require a new zoning configuration consistent with redevelopment activities. The City should also explore adoption of new urban architectural design and streetscape design standards, including new sign standards.

### 7. Phasing and Funding Strategies

The Antelope Valley Area is the Redevelopment Project Area for the Neighborhood Enhancements. Working with Neighborhoods Inc., the City Urban Development Department should start with the Malone/Hawley Neighborhood. This first phase area was identified due to its close proximity to the new waterway and the new East Downtown Park, consisting of the proposed amphitheatre, ice skating rink and fountain area. It was also reasoned that improved areas east of the new waterway would help promote maximum private investment adjacent to the waterway, once the designated floodplain is removed. The first set of sidewalk, road and streetscape enhancements should follow the following street corridors: N. 22nd Street, N. 25th Street and "R" Street.

This redevelopment project should be an on-going program throughout the planning period. Once the Neighborhood Enhancements are underway in the Malone/Hawley Neighborhood, then the redevelopment program should be expanded and include other project phases in other Neighborhoods as soon as practical.

Project phasing will also be impacted by available funding. City general funds are identified in the City's 2004/05 Capital Improvement Plan and for the Neighborhood Enhancement Projects in the next several years. Yet, more public monies will need to be identified. Tax Increment Financing, Home funds and Community Development Block Grant are potential supplemental funding sources.

### 8. Redevelopment Elements

The Antelope Valley Area maps show the boundaries of the Neighborhood Enhancement Projects. The Blight Study's maps and descriptions reveal the condition of the real property within the Redevelopment Project Area. The Future Land Use

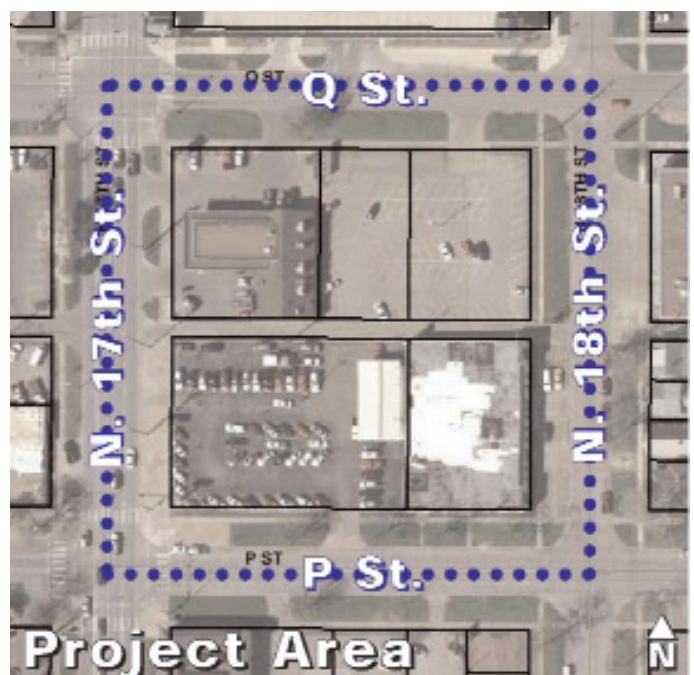
Map, Figure 18, shows this area as M - Medium Density and LD - Low Density. This designation describes the standards of population densities, land coverage and building intensities. These land use patterns encourages new housing products and mixes that are slightly denser to strengthen the surrounding and adjacent neighborhoods.

### C. East Downtown Hotel Project

#### 1. Site Description and Project Elements

The East Downtown Hotel Project Redevelopment Area is bounded by 17th to the west, Q Street to the north, 18th Street to the east, and P Street to the South. This block is legally described as Hancock Addition, Lots 1 & 2 and Kinney's O Street Addition, Block 11, Lots 1, 2, 7-12. The University/East Downtown Future Land Use map shows this area as a mixed use zone, including uses such as parking, hotel or research and development (see p. 54-55). The proposed East Downtown Hotel will meet this future land use goal for providing a 150 room, extended stay hotel. While this parcel's B-4 zoning does not require any on-site parking, this project will also include approximately 75 dedicated, on-site parking stalls.

Located outside of the current boundaries of the 100 year flood plain, this \$18,400,000 hotel project can act as a catalyst for further investment. It would benefit through its proximity to both the University







and downtown. It would facilitate medium density developments and district-wide approaches to parking. In addition, it would support plans to add research and development facilities in this section of the redevelopment plan area.

Project elements may include:

- ◆ Acquisition of all lots on the block. Acquisition would follow procedures for the City of Lincoln, taking all steps necessary for the acquisition by purchase, if possible.
- ◆ Demolition/environmental remediation.
- ◆ Alley and street vacations.
- ◆ Disposal/sale of property.
- ◆ Site preparation.
- ◆ Relocation of overhead utility lines.
- ◆ Rerouting/upgrading of underground utilities.
- ◆ Streetscape improvements/landscaping in the public right of way.

**D. "O" Street Redevelopment Project: 25th to 26th Streets-New Mixed Use Office/Retail**

**1. Site Description**

This project is located on the north side of "O" Street and includes the three lots west of 26th Street. The Future Land Use Map, Figure 18, page 54, shows this area as Mixed Use. The Mixed Use designation on this portion of "O" Street is intended to provide an attractive entry corridor to and from downtown and improve the area for the benefit of the adjacent neighborhoods. The site is currently zoned B-3 and contains three houses that have been converted to businesses.

**2. Project Elements**

The is a mixed-use redevelopment project containing office and/or retail. Project elements may include:

- ◆ Voluntary acquisition of Kinneys O St. Add, block 22, lot 16, E10' & all lots 17 &18; Kinneys O St. Add, block 22, lot 15, & W15' lot 16; and Kinneys O St. Add, block 22, lot 13-14; generally known as 2544 O Street,2536 O Street, and 2530 O Street.
- ◆ Demolition, disposal/sale of property.
- ◆ Site preparation including driveway easements if needed, driveway approaches and sidewalks.
- ◆ Relocation of overhead utility lines.
- ◆ Rerouting/upgrading of underground utilities.
- ◆ Landscaping in public right-of-way.
- ◆ Paving the alley.



**Example: Mixed-Use R&D Development  
University Park at M.I.T. - Cambridge, MA**

**E. Adaptive Re-Use of Existing Building into Mixed-Use Office/Retail, 2124 Y Street**

**1. Site Description**

The site is comprised of an old manufacturing building and a vacant lot. It is currently zoned I-1 Industrial. The Future Land Use map, Figure 18, page 54, identifies the site as Flex/Industrial. This land use option allows for flexible uses meaning reuse of existing industrial buildings as residential, retail, or other uses.

**2. Project Elements**

Adaptive re-use of an old manufacturing building into a mixed-use office/retail use. Project elements may include:

- ◆ Voluntary property acquisition at Muirs Sub L14 Millers Sub, Lot 13-16 and Yates & Thompsons Sub, Lot 13, Millers 24106, Lot 10-12, more generally known as 2124 Y Street and 1102 N. 21st Street
- ◆ Utility relocation, including installation of fiber optics
- ◆ Parking lot construction
- ◆ Site preparation including driveway easements if needed, driveway approaches and sidewalks
- ◆ Landscaping in public right-of-way
- ◆ Alley paving.

**F. Housing Redevelopment Project, 1546 N. 14th Street**

**1. Site Description**

This site is currently zoned R-4 and includes a vacant lot and single family house. The Future Land Use map, Figure 18, page 54, identifies the site as Medium Density. This category encourages new mixed-income housing with strong design characteristics to strengthen the surrounding neighborhoods.

**2. Project Elements**

A housing redevelopment project that will rehab or replace a substandard house and develop a vacant lot with up to two new housing units, designed to fit in with the character of the neighborhood. Project elements may include the following elements: (\*\*Per Planning Commission, at the request of the applicant, 7/18/07\*\*)

- ◆ Voluntary acquisition of Ryans Thos Sub L10 SW 13-10-6, block 1, Lot 17-20, more generally known as 1546 N. 14th Street
- ◆ Demolition, disposal/sale of property
- ◆ Site preparation including driveway easements if needed, driveway approaches and sidewalks
- ◆ Relocation of overhead utility lines.
- ◆ Rerouting/upgrading of underground utilities
- ◆ Landscaping in public right-of-way
- ◆ Paving the alley.

**G. Streetscape Project in the North Bottoms Neighborhood**

The North Bottoms neighborhood is a City designated Focus Area. The neighborhood partnered with the City to develop a Focus Area plan that has been adopted by the neighborhood association. The Plan identifies a streetscape project on 10th Street, between the viaduct (just to the south of Charleston Street) and extending to Military Road. Preliminary design of the streetscape has been completed and through this redevelopment project, should be constructed. Project elements include decorative lighting, sidewalk replacement, trash receptacles, bike racks, and landscaping, all in the City's right-of-way.

**H. Housing Project for Low-Income Households and Low-Income Seriously Mentally Ill Persons**

**1. Site Description**

This project is located at 10th Street and Military Road, on the west side of 10th Street. The site is comprised of the old Naval Reserve Building and Parks and Recreation facilities. It is currently zoned "P" or Public. The Future Land Use Map, Figure 18, page 54, identifies the site as Mixed-Use Retail. In addition to retail uses, Mixed-Use Retail allows other uses such as residential/ office/services or mixed-use buildings with retail on the first floor and office or residential on the upper floors.

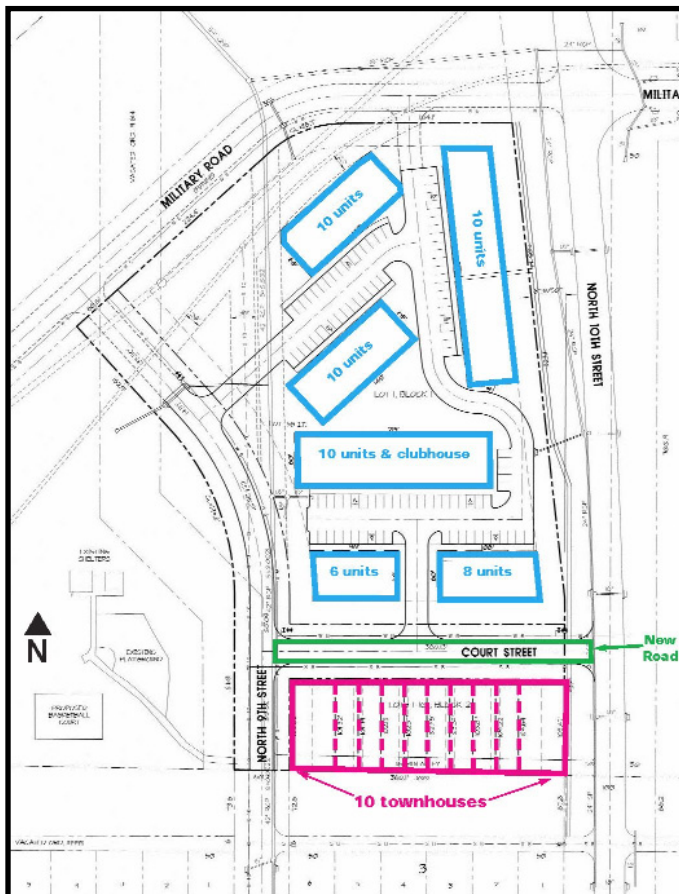
**2. Project Elements**

This is a housing project for low- income households and low-income seriously mentally ill (SMI) persons. The project should include the construction of up to 60 units of housing. It should also



include a club house/services building that provides meeting and community space, offices for case management, and other services for the SMI tenants. A residential manager apartment should also be located there.

Ten (10) affordable single-family townhouses will also be part of the project, built as a buffer to the neighborhood and targeting homebuyers with incomes at 60 to 80% of median income. A new road off of 10th Street will provide access to the project site and also serve as a buffer between the new single family residential construction and the higher density housing project.



**Potential Site Plan for Low-Income SMI Housing at 10th Street and Military Road**

The project's public activities may include:

- ◆ demolition of existing buildings
- ◆ relocation of Parks and Recreation facilities
- ◆ relocation/construction of utilities
- ◆ construction of a new street off of 10th Street
- ◆ construction of sidewalks
- ◆ replat and rezoning, as needed
- ◆ street trees
- ◆ pave and landscape outside of property line

## I. Antelope Valley Parkway - WJS Redevelopment Project

### 1. Project Description

The AV Parkway -WJS Redevelopment Project is a mixed-use, retail, office, and banquet hall project with adjacent parking lot. The project area incorporates lots 14 to 17 (the southwest quarter) and lots 49 to 55 (the north half) on the block bounded by 19th and 20th Streets and K and L Streets in Antelope Valley and surrounding right-of-way, as well as 20th Street from L to K Street. The residential structures on the lots have been demolished by the developer; the lots are currently vacant.

This project is consistent with the goals of the Antelope Valley Redevelopment Plan. The goal of this project is to create an active entrance to the new Antelope Valley Parkway. The project will remove blighted and substandard conditions, strengthen Downtown Lincoln, and help shape and encourage future development.

Public investment may assist in site improvements and grading; utility relocation and/or resizing; redevelopment of the streetscape surrounding the block; building enhancements that exceed minimum design standards; public art; and, other public improvements.

### 2. Statutory Elements

The developers will seek a vacation of the west half of the east-west alley. The developer plans to seek vacation of the north half of 20th Street from L Street to the east-west alley. Currently, there are no plans to acquire, relocate, demolish, or dispose of any additional real property. Should any of these occur, the City will follow policy outlined in the Plan. The rest of the existing street system within the project

area will not be changed as a result of this project, but as part of the Antelope Valley Redevelopment Plan already being implemented.

Land coverage and building density will be altered with the implementation of this project. Two or more, two- to four-story masonry buildings connected through common areas will be constructed on vacant land along the western face of the block.

A private parking lot will be constructed as part of this project, and will result in up to 140 stalls. On-street parking will surround the project area block, including 19th, K, and L Streets.

There are no residential units within the proposed project boundaries. Multi-family structures are located on the two remaining lots on the block outside the project area, with no plans for acquisition of these structures. No additional residential structures will be built as part of this project.

The area is located within the East Downtown area of Antelope Valley, and is currently zoned B-4.

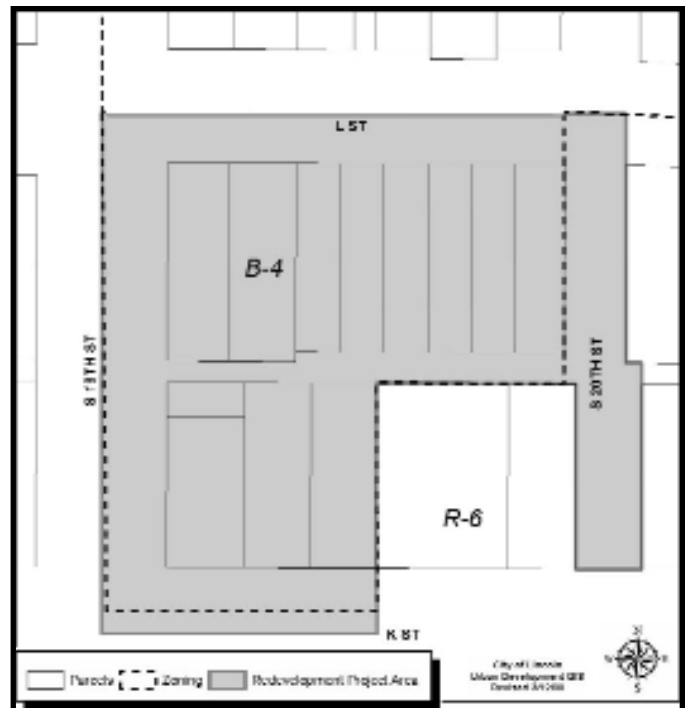
New infrastructure improvements may include curb, sidewalk, and utility improvements, the vacation of and improvements to 20th Street and the east-west alley, as well as other public enhancements within the project area.

A cost-benefit analysis will be prepared and included as a part of the material that will be presented to City Council.

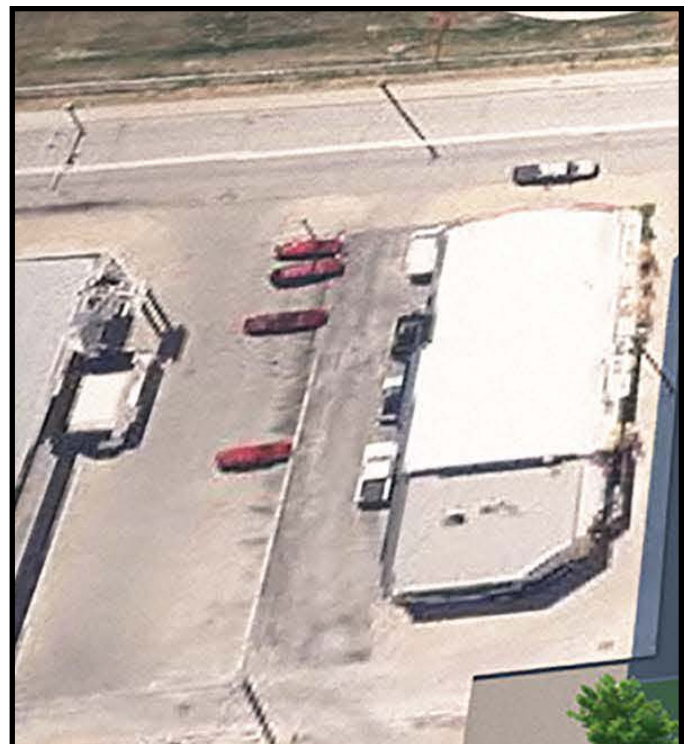
### 3. Proposed Costs and Financing

The estimated total cost to implement this mixed-use redevelopment is approximately \$7 million; this includes approximately \$565,000 of City public investment.

The source of public funds for these improvements will be Community Improvement Financing, estimated to be \$565,000, generated from the private developments within the project area, and Capital Improvement Program funding.



**Antelope Valley Parkway - WJS:  
Redevelopment Area (above) and Site Plan (below)**





## J. AV Parkway Plaza Triangle Redevelopment Project

### 1. Site Description

The AV Parkway Plaza Triangle Redevelopment Project Area is located in the "super block" that includes Q Street to the South, the proposed site of the Antelope Valley Parkway to the West, and 21st Street and a portion of the proposed site of Union Plaza to the east, as shown on the Project Area Boundary Map (right). The area will be replatted to accommodate the future public and proposed private improvements.

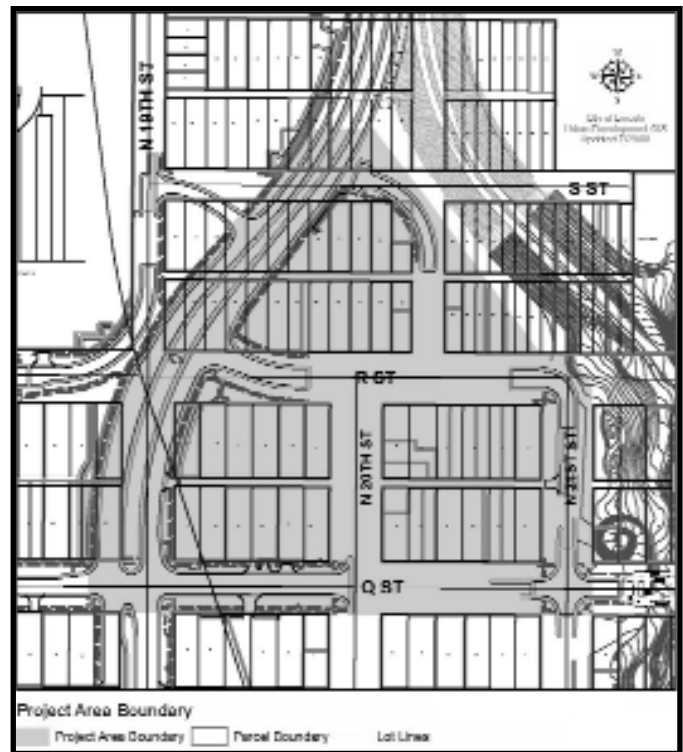
*Phase I - Mixed-Use Office and Parking Facility:* Phase I of the AV Parkway Plaza Triangle Redevelopment Project includes Q Street to the South, R Street to the North, the proposed site of the Antelope Valley Parkway to the West, and 21st Street and a portion of the proposed site of Union Plaza to the east as shown in the Phase I and II Development Areas Map (right).

*Phase II - Mixed-Use Commercial:* Phase II of the AV Parkway Plaza Triangle Redevelopment Project includes the area surrounded by R Street to the South, the proposed site of the Antelope Valley Parkway to the West, and 21st the proposed site of Union Plaza to the east as shown in the Phase I and II Development Areas Map.

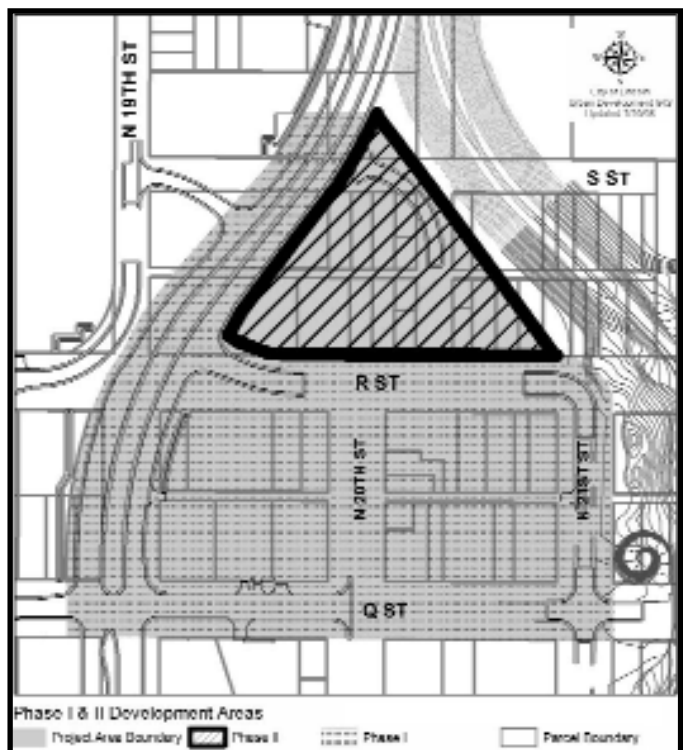
### 2. Project Elements

The AV Parkway Plaza Triangle Redevelopment Project is a two-phase, mixed-use commercial and parking facility project. Phase I includes the construction of a new headquarter office building and adjacent parking structure. Phase II is expected to include a complementary mixed-use commercial building within the Phase II area identified in the Phase I and II Development Areas map.

The Redevelopment Project Area and proposed project concepts are consistent with the goals of the Antelope Valley Redevelopment Plan and proposed design standards. The goal in redeveloping this project area is to create an exemplary mixed-use office building to serve as a cornerstone of the Antelope Valley area and a substantial bookend to Downtown redevelopment. The redevelopment of this area will remove blighted and substandard con-



**AV Parkway Plaza Triangle Redevelopment Project: Project Area Boundary (above) and Phase I & II Development Areas (below)**



ditions, strengthen Downtown Lincoln, and help shape and encourage future development within East Downtown and Antelope Valley.

The Project Area is located within East Downtown and is currently zoned R-6, B-3, and B-4 (see map, right). The Project Area will be rezoned B-4. The land uses within the proposed project boundaries are a mixture of residential, commercial, industrial, and other uses. A significant portion of the land is currently vacant. None of the existing residential or commercial structures will remain as part of this project. Land coverage and building density will be altered significantly with the implementation of this project. Future land use is shown the Future Land Use Map (right).

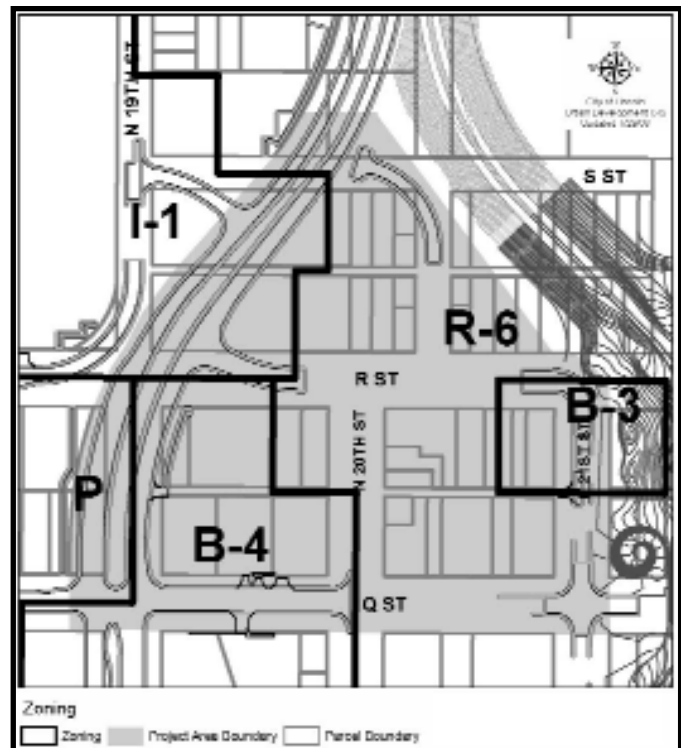
The properties within the developable portions of the project area have already been acquired by the Joint Antelope Valley Authority as part of the public portions of the Antelope Valley project or have been acquired or are under contract for acquisition by the developer. The developer will work with the City to acquire those portions of City property needed for the project.

The existing street system within the project area will change as a result of this project, and as part of the Antelope Valley Parkway improvements already being implemented. The developers will seek vacation of R Street from the future Antelope Valley Parkway to Union Plaza, and 20th Street from Q to S Streets. The developer is working with the City to determine if the vacation of 21st Street north of Q Street will also be feasible, or if there are alternatives to vacation.

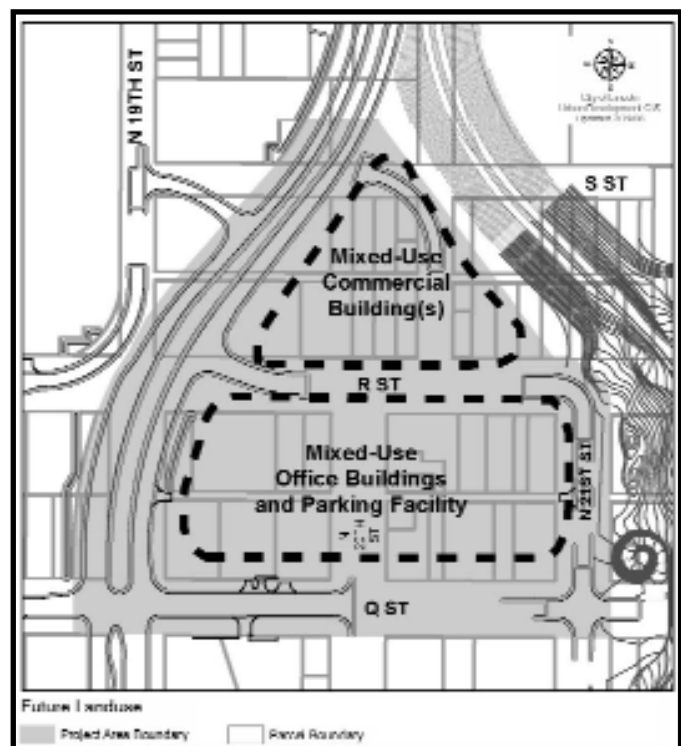
The proposed, as well as any other, plans to acquire, relocate, demolish, or dispose of any real private property will follow policy outlined in the Plan.

Public investment may assist in acquisition, demolition, and site preparation; utility relocation, improvements, and resizing; redevelopment of the streetscape surrounding the block and transition area between the project and the plaza; parking; and, other public improvements.

A cost-benefit analysis will be prepared and included as a part of the material that will be presented to City Council.



**AV Parkway Plaza Triangle Redevelopment**  
**Project: Zoning (above) and**  
**Future Land Use (below)**





*Phase I - Mixed-Use Office and Parking Facility:* Phase I will include the construction of a headquarter office building. The building is planned to be 160,000 to 200,000 square feet with room for expansion. A parking facility will also be constructed, resulting in 500 to 750 stalls. The office building and parking facility are planned to be located in the mixed-use - office building and parking facility area shown in the Future Land Use Map.

*Phase II - Mixed-Use Commercial:* Phase II will include the construction of a mixed-use building or buildings. The total square feet is expected to be between 40,000 and 160,000 square feet, depending upon the specific use. The use is expected to be supportive of or complementary to other uses in East Downtown and within the Antelope Valley area.

### 3. Proposed Costs and Financing

*Phase I - Mixed-Use Office and Parking Facility:* The estimated total cost to implement Phase I is approximately \$62 million, including public improvements. The source of funds for public improvements will be Community Improvement Financing (commonly referred to as Tax Increment Financing or TIF), estimated to be \$6 million, generated from the private developments within the project area, and Capital Improvement Program funding, as well as the potential for parking revenue bonds. Funding sources and uses will be negotiated as part of the redevelopment agreement, subject to approval by the Mayor and City Council.

*Phase II - Mixed-Use Commercial:* The estimated total cost to implement Phase II is approximately \$10 to \$35 million, including public improvements. The source of funds for public improvements will be Community Improvement Financing (commonly referred to as Tax Increment Financing or TIF), estimated to be \$1 to \$4 million, generated from the private developments within the project area, and Capital Improvement Program funding. Funding sources and uses will be negotiated as part of the redevelopment agreement, subject to approval by the Mayor and City Council.

## K. Antelope Village

### 1. Project Description

The Antelope Village project will redevelop the block between 23rd and 24th, P and Q Streets. The project will consist of an office/condominium building of approximately 18,000 square feet with NeighborWorks Lincoln office space, a community room, workout facilities and 8 to 10 condo units on the second and third floors. The development will also contain 18 townhomes for homeownership, totaling approximately 26,400 square feet.

The project will require a vacation of the alley and relocation of sanitary sewer, municipal water service and other utilities. In addition, the project will involve rebuilding sidewalks, installing ornamental street lighting, and planting street trees in the public right-of-way. Public investment may assist in eligible expenditures, which may include acquisition, relocation, site preparation, and public infrastructure.

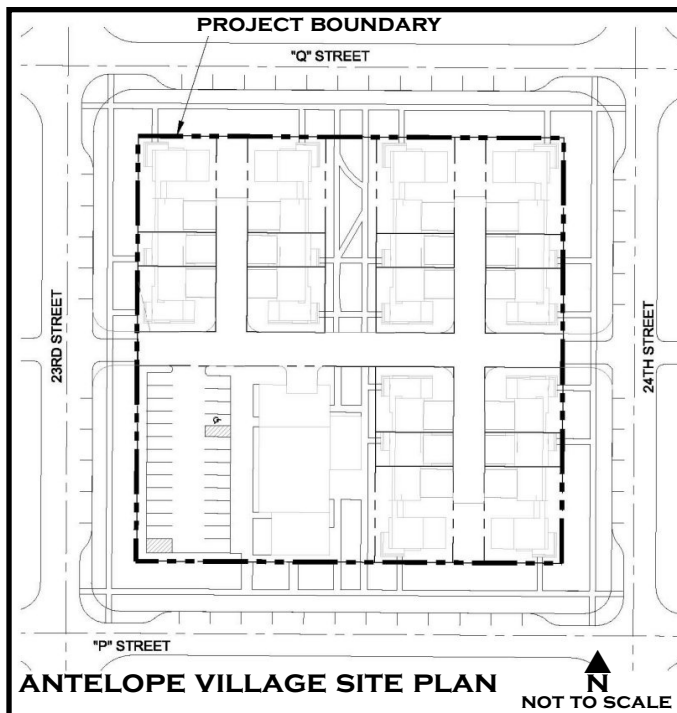
### 2. Statutory Elements

#### ♦ Property Acquisition, Demolition, and Disposal

Property acquisition is currently underway by NeighborWorks@Lincoln. Any public acquisition will follow the City's approved Land Acquisition Policy Statement, contained in Appendix 5. Any public relocation assistance will occur consistent with the Relocation Assistance Manual, contained in Appendix 6. Demolition will include clearing sites on the property proposed for this project, including necessary capping, removal or replacement of utilities, and site preparation. Any publicly acquired land will be negotiated for sale to the developer, NeighborWorks@Lincoln, through the redevelopment agreement process.

#### ♦ Population Density

The project site currently contains a 15-plex apartment building and five single family residential units. Additional single family properties were at the project location at one time, but have been demolished. Construction of the project's 8 to 10 condos and 18 townhomes will have a minor impact on population density, increasing slightly. However, population density will return to nearly the same level as it was prior to demolition of the single-family units.



♦ Land Coverage

Land coverage will also increase somewhat; however, with the exception of the city-owned parcel, the block was initially all residential. As a result, the project will return the majority of the block to its original use, with a slight increase in land coverage.

♦ Traffic Flow, Street Layouts, and Street Grades

The project is not likely to result in a significant increase in traffic. There is no impact to street layouts or street grades.

♦ Parking

The private parking will be developed as a part of the project. A Planned Unit Development (PUD) is currently proposed for a four block area (22nd to 24th, P to R Streets) that includes the project area. The proposed PUD sets forth parking requirements consistent with the underlying B-3 zoning district for a portion of the project area and a required one stall per unit for the underlying residential zoning along 24th Street. The project will meet the requirements for parking.

♦ Zoning, Building Code, and Ordinances

The project site currently contains both B-3 and R-6 zoning. The proposed PUD maintains the underlying zoning with modifications to permitted land uses, sign requirements, parking, and height and area requirements.

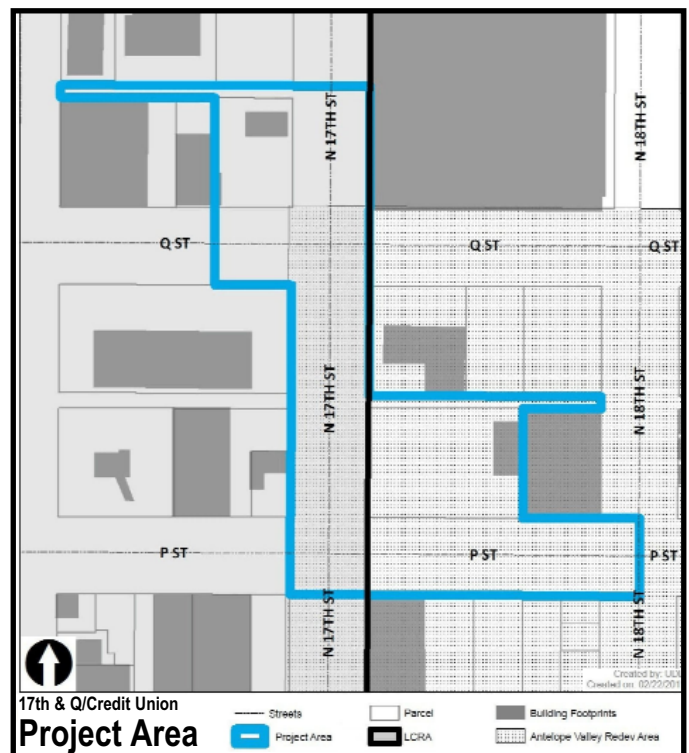
3. *Financing*

The estimated total cost to implement this mixed use redevelopment project is approximately \$8.2 million which includes approximately \$650,000 of public investment. The source of public funds for these improvements will be Community Improvement Financing, estimated to be \$650,000 generated from the private development within the project area.

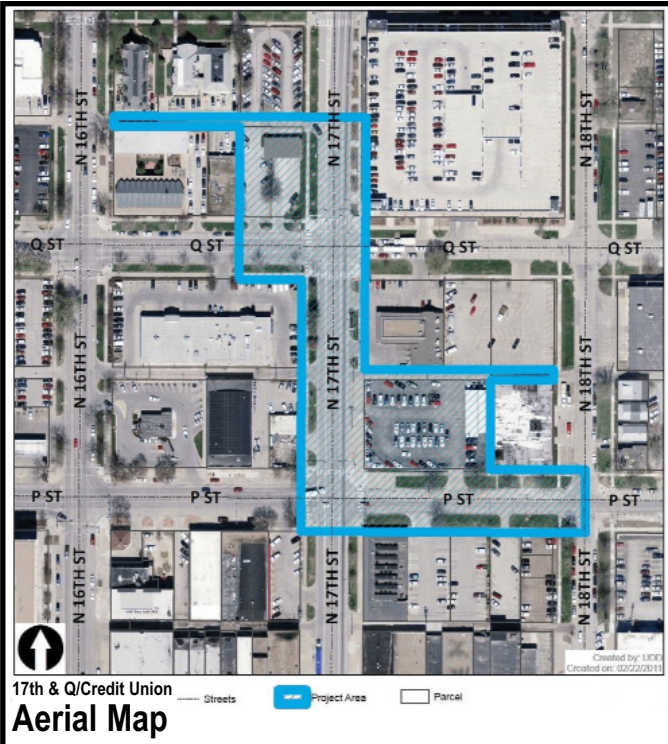
L. **17th and Q/Credit Union Redevelopment Project**

1. *Project Description*

The 17th and Q/Credit Union Project includes the relocation of the Credit Union currently located on the northwest corner of 17th and Q Street to a prominent location on the P Street Retail Corridor (the northeast corner of 17th and P Street). A fraternity will be constructed at the current location of the Credit Union parking lot and drive-through teller building.







The 17th and Q/Credit Union Redevelopment Project area, located on two blocks bounded by 16th, 17th, Q, and R Streets and by 17th, 18th, P, and Q Streets in Downtown Lincoln, includes lots 11 and 12 of the Chisletts Subdivision (location of the existing Credit Union drive-through and parking lot) and lots 7 through 10 of block 11, Kinneys O Street Addition (location of the future Credit Union), and adjacent right-of-way including adjacent east-west alleys on both blocks, 17th Street to the north side of the east-west alley to the south side of P Street, Q Street adjacent to the existing credit union drive-through and parking lot south to the lot line, and P Street adjacent to the future credit union site south to the lot line as shown on the project area exhibit.

The goal of this project is to help revitalize Downtown and the East Downtown/Antelope Valley areas, and improve the connectivity between Traditional Downtown and East Downtown. The project will remove blighted and substandard conditions and will make positive contributions to the continued revitalization of Downtown Lincoln and the Antelope Valley Area.

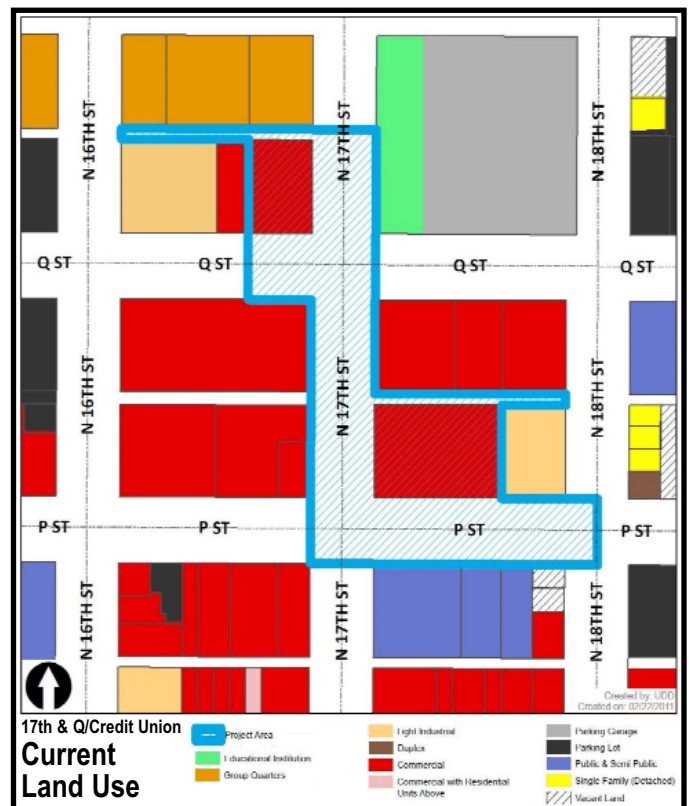
The project is consistent with the goals of the Lincoln Center Redevelopment Plan, Downtown Master Plan, and Antelope Valley Redevelopment Plan and are intended to support private sector commercial

and residential development in this redevelopment area. Publicly funded redevelopment activities may include the construction of project related public improvements and related streetscape amenities. These improvements correspond to several of the Downtown Redevelopment Goals/Principles identified in the plans. The redevelopment project addresses these goals by accomplishing the following:

- utilizing an underdeveloped lot in a key location;
- promoting a range of urban commercial building types;
- integrating streetscape and landscape improvements in the project area with existing public and private amenities; and,
- enhancing the area's walkable, street-level orientation.

## 2. Statutory Elements

Accomplishing the 17th and Q/Credit Union Redevelopment Project is expected to involve the assembly of property. The project may involve acquisition, sales, or reconveyances as provided by law and as consistent with the plans.





The current and future land use exhibits identify the changes in the proposed land uses in the project area. Land coverage and building density will be altered with the demolition and relocation of the existing credit union and construction of a fraternity at the credit union's current location. Any demolition or disposition of property will follow policy outlined in the plan. The project site of the existing credit union will be re-platted to create a future site for the fraternity.

The existing street system within the project area may change as a result of this project. Any changes to the existing right-of-way, including on-street parking, lanes, ingress and egress, etc. within the project area will be reviewed by the Public Works Department. Pedestrian streetscape elements will also be enhanced within the project area.

There are no residential units within the proposed project boundaries today. The existing land use in the project area is commercial. The relocation of the credit union will allow for the creation of approximately 60 beds of student housing within the project area. The resulting land uses will be a mix of commercial and residential.

Parking in the adjacent area includes the existing university parking garage with 1,700 parking stalls. Another University-owned garage will be completed in 2014 at

18th and Q Streets. The developer is laying out a plan for on-site parking for the credit union. Various on-street parking configurations surround the project area blocks.

The area is located within the downtown B-4 business zone that allows for a wide range of uses including the developments that are being proposed. Zoning will remain unchanged as a result of this project.

### 3. Proposed Costs and Financing

The estimated total cost to implement this mixed-use redevelopment is approximately \$6.7 million, including approximately \$963,000 in public improvements. The source of funds for public improvements will be Community Improvement Financing (commonly referred to as Tax Increment Financing or TIF) generated from the private developments within the project area, and Capital Improvement Program funding.

Public investment may assist in acquisition, demolition, and site preparation; design and construction of utility improvements; design and construction of streetscape and right-of-way improvements; and, other public improvements and enhancements allowed under the law.

Funding sources and uses will be negotiated as part of the redevelopment agreement, subject to approval by the Mayor and City Council.

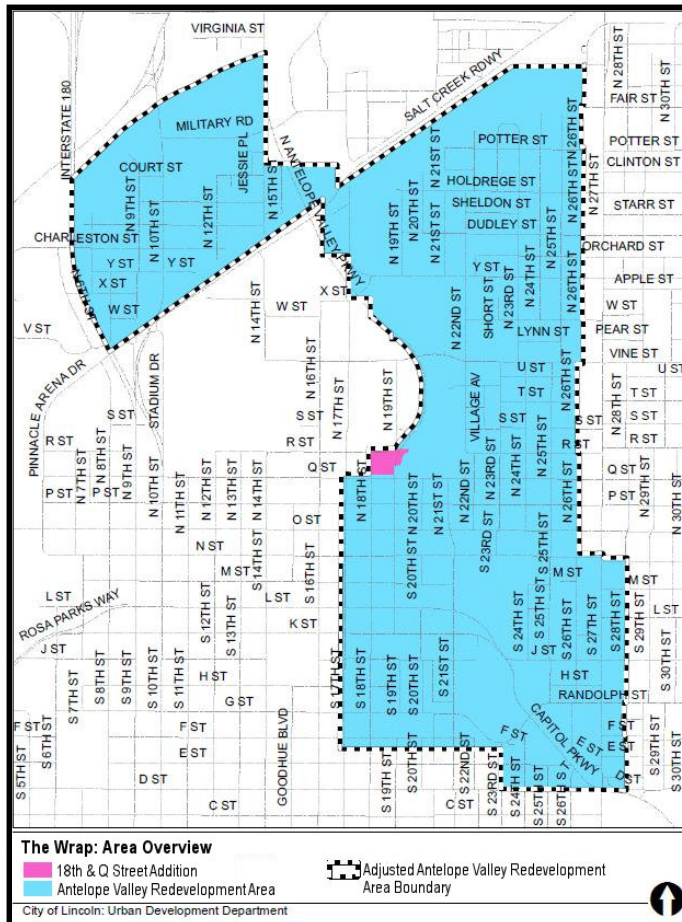
## M. The Wrap Redevelopment Project

### 1. Project and Site Description

The Wrap Project includes the redevelopment of one underutilized block with an existing surface parking lot and dilapidated structures into a ten-story building with a parking facility on seven stories and two student-housing structures: a wrapped four-story structure on the north and east sides of the future garage and three stories of housing above the future garage. The Wrap Redevelopment Project area, located on the block bounded by 18th, Antelope Valley Parkway, Q, and R Streets in Downtown Lincoln, includes Lot 1, Block 1 of Antelope Valley 2nd Addition and the remaining lots of Kinney's O Street Addition, Block 9, and adjacent rights-of-way to the block, including the proposed vacated rights-of-way, as shown on the project area exhibit.

The goal of this project is to help revitalize Downtown and the East Downtown/Antelope Valley





areas with the addition of 155 to 160 residential units for 550 to 600 residents and the addition of 1600 parking stalls for the University, including the residents living on the block. The project will remove blighted and substandard conditions and improve the connectivity between traditional Downtown Lincoln and East Downtown by improving the overall design of a new University garage.

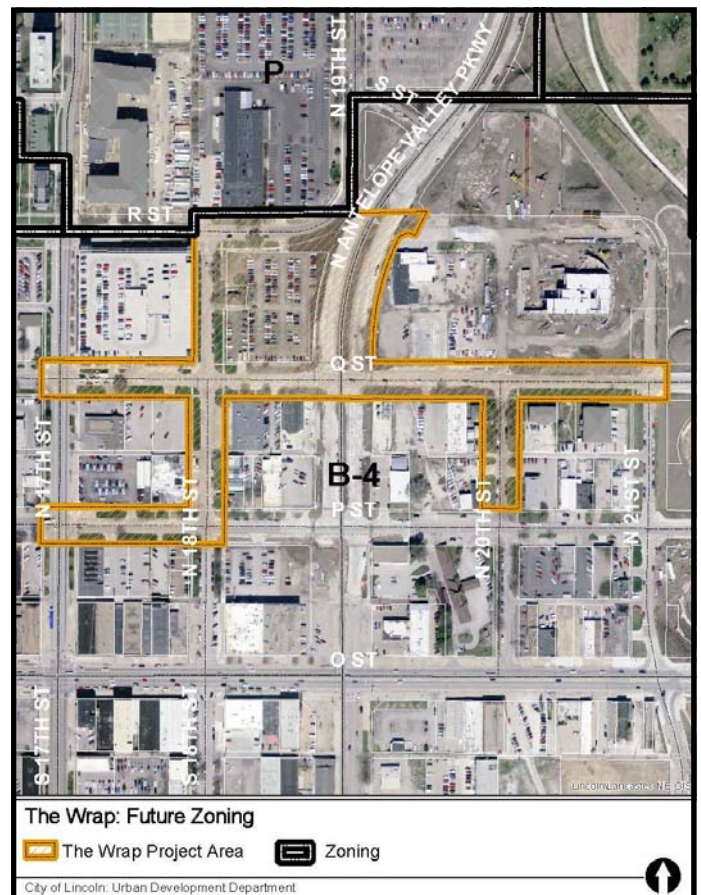
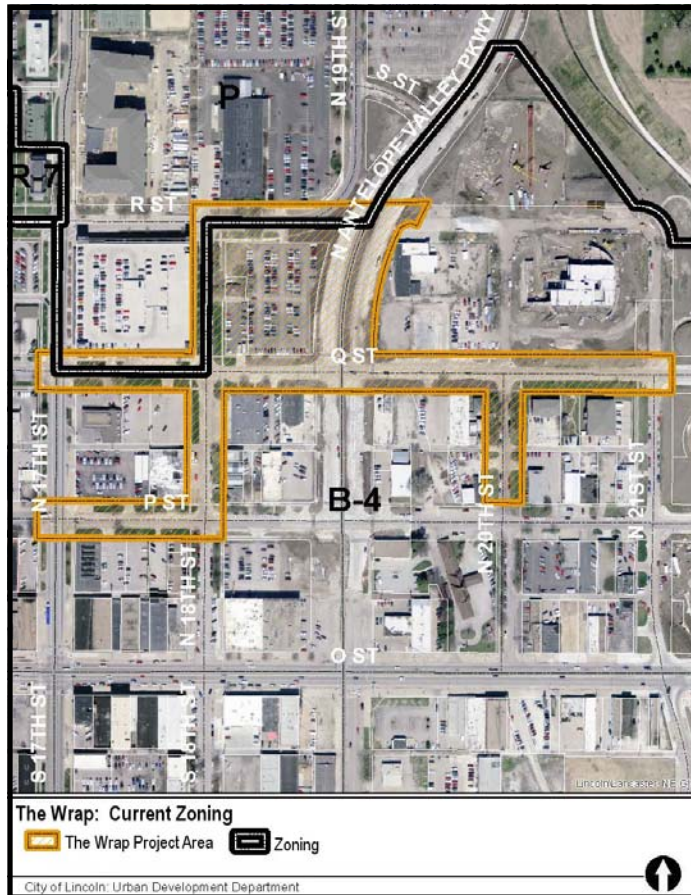
The project is consistent with the goals of the Downtown Master Plan and Antelope Valley Redevelopment Plan and is intended to support private sector residential development in this redevelopment area. While this area was previously designated for education or other UNL activities in the Downtown Master Plan and the Antelope Valley Redevelopment Plan, efforts to improve upon the intended use of this block as a University parking garage has afforded the City an opportunity to create a more vibrant edge to the Downtown/Antelope Valley Area.

Publicly funded redevelopment activities may include the construction of project related public

improvements and enhancements and related streetscape amenities. Street and streetscape improvements are expected to bridge the gap between this project and other existing and planned projects. These improvements correspond to several of the Downtown Redevelopment Goals/Principles identified in the plans. The redevelopment project addresses these goals by accomplishing the following:

- utilizing an underdeveloped lot in a key location;
- promoting an additional choice for housing within walking distance of places to work, learn, worship, and recreate;
- diminishing the prominence of the parking structure through thoughtful urban design;
- improving accessibility through multiple modes of transportation;
- providing compact development, using land resources wisely;
- integrating environmental sustainability into the project; and,





- enhancing the area's walkable, street-level orientation.

## 2. Statutory Elements

Accomplishing The Wrap Redevelopment Project is expected to involve the assembly of property. The project may involve acquisition, sales, or reconveyances as provided by law and as consistent with the plans. The City intends to surplus existing property on the block, currently used as a parking lot, as part of this process. If the City reaches an agreement for the sale of the property, the property will be incorporated into this redevelopment project.

The current and future land use exhibits identify the changes in the proposed land uses in the project area. Land coverage and building density will be altered with the demolition of the existing parking lots and vacant housing unit. Any demolition or disposition of property will follow policy outlined in the plan.

The existing street system within the project area may change as a result of this project. The developer has requested the vacation of 18th Street as

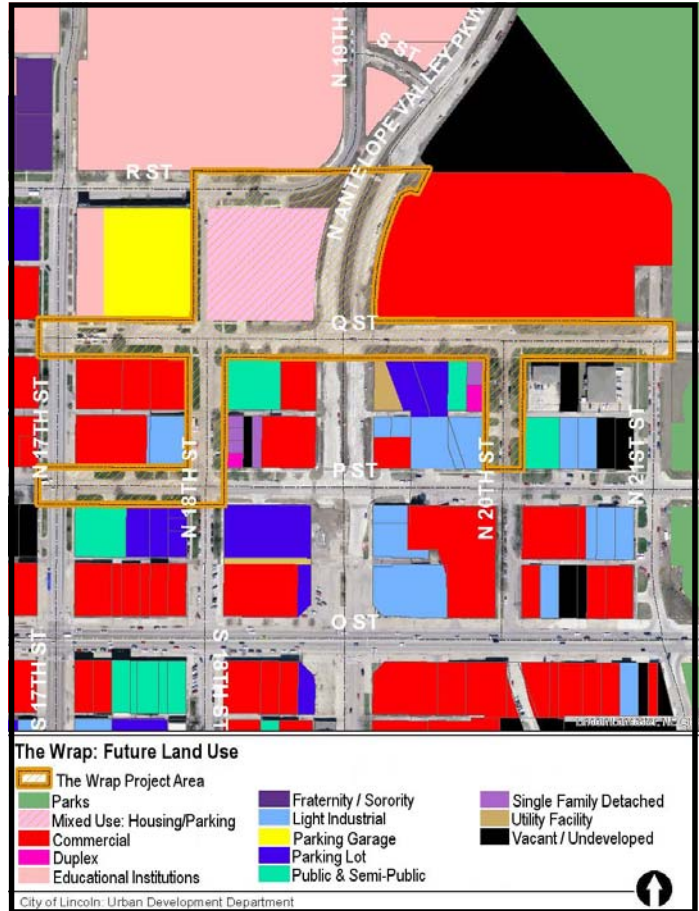
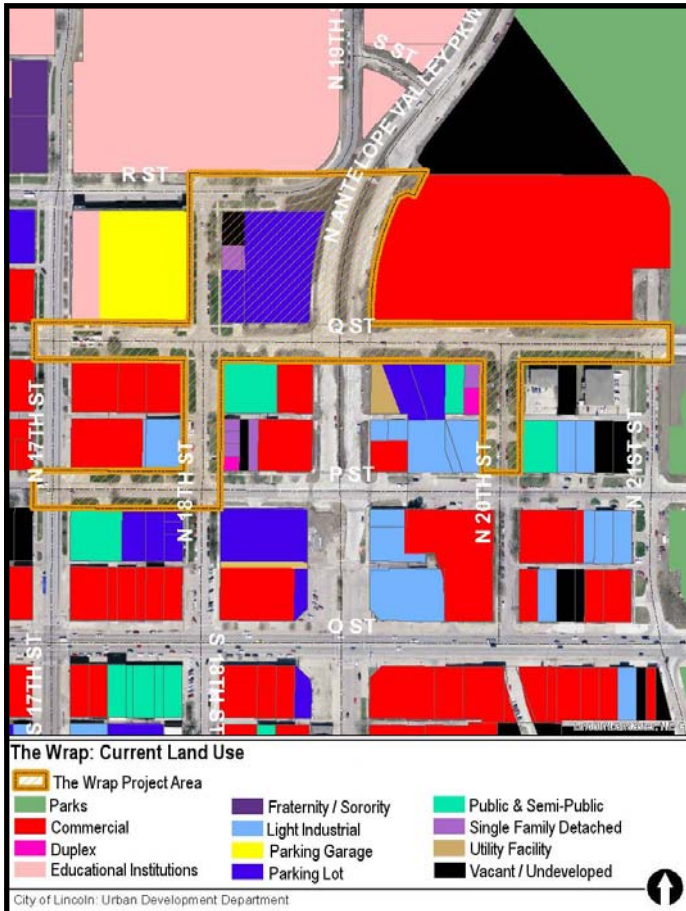
well as the north four feet of the Q Street right-of-way and southern four feet of R Street right-of-way adjacent to the property line. Any changes to the existing right-of-way, including on-street parking, lanes, ingress and egress, etc. within the project area will be reviewed by the Public Works Department. When necessary, utility and public access easements will be retained. Pedestrian streetscape elements will also be enhanced within the project area.

There is one vacant, dilapidated residential unit within the proposed project boundaries today. The remaining existing land use in the project area is primarily public. The resulting land use of the redevelopment will be residential and university parking.

Parking in the adjacent area includes the existing university parking garage with 1,700 parking stalls and the privately-owned Assurity garage with approximately 450 stalls. Various on-street parking configurations are located on adjacent blocks.

Most of the block is zoned P, for the public parking use. A portion of the project area is within



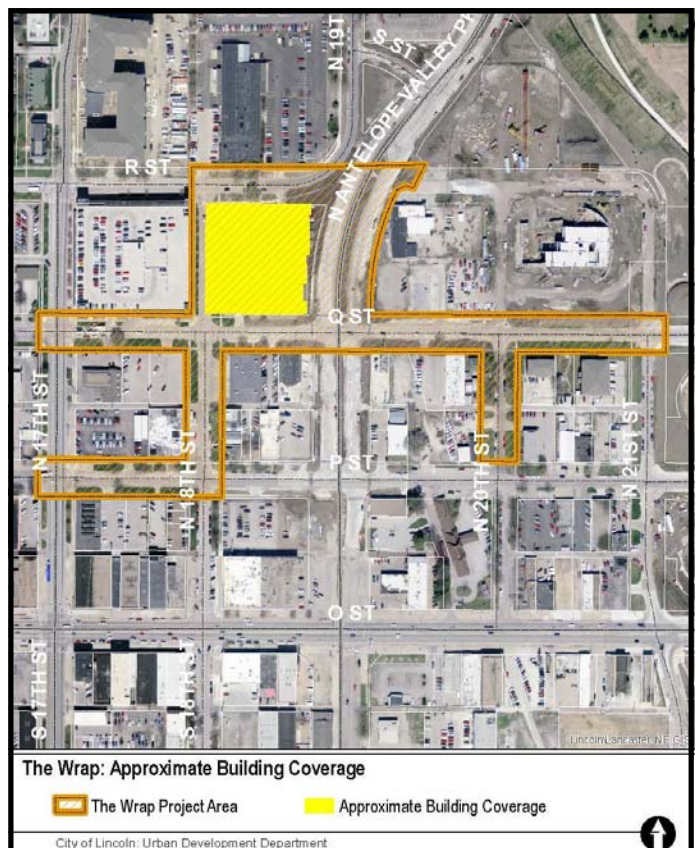


the downtown B-4 business zone that allows for a wide range of uses including the developments that are being proposed. The intent is to rezone the entire block B-4, which would permit the garage and residential uses and create a more consistent B-4 boundary along R Street.

### 3. Proposed Costs and Financing

The estimated total cost to implement this mixed-use redevelopment is approximately \$25 to \$28 million, including approximately \$4.4 to \$4.7 million in public improvements and enhancements. The source of funds for public improvements and enhancements will be Community Improvement Financing (commonly referred to as Tax Increment Financing or TIF) generated from the private development within the project area.

Public investment may assist in acquisition, demolition, and site preparation; design and construction of utility improvements; design and construction of streetscape and right-of-way improvements; façade enhancements; energy efficiency enhancements; and, the public improvements and enhancements allowed under the law.





Funding sources and uses will be negotiated as part of the redevelopment agreement, subject to approval by the Mayor and City Council.

**N. 21st and N Redevelopment Project:  
The Exchange at Antelope Valley**

**1. Project Description**

The Exchange at Antelope Valley project will redevelop the area generally located at 21st and N Streets between L Street on the south, N Street on the north, 21st on the west and the Antelope Valley channel on the east. The City ROW is included; along N Street from S. 17th Street through the intersection at S. 23rd Street and along L Street from S. Antelope Valley Parkway to S. 21st Street. The redevelopment area also includes the block between K and L, 20th to Antelope Valley Parkway. The 21st & N site is currently comprised of three publicly owned structures and a private property, the old LT&T warehouse to the south. The site between K and L, 20th and Antelope Valley Parkway is primarily vacant with two residential structures. The entire area is zoned B- 4 and

City-owned property has been declared sur-plus. The project is consistent with the goals of the Antelope Valley Redevelopment Plan and the Antelope Valley Future Land Use Map, Figure 18, page 54, which identifies the area as mixed-use.

The project consists of three parts: Part A is located along N Street and is a mixed-use building, approximately 12,000 square feet, to include first floor retail and two floors of market rate apartments with approximately 28 units; Part B, to the south of the mixed-use building, is comprised of high density row housing. Approximately 67 market rate units will be available for home owner-occupied units. Part C is located between K and L, 20th to Antelope Valley Parkway and includes an approximately 40,000 square foot grocery store. All Parts include associated parking.

The project will include acquisition and demolition of existing structures, relocation of existing Parks and Recreation Department facilities, construction of internal streets, sewer and water, and the vacation of 20th Street. It is in the best interests of the City, in order to facilitate the location of a grocery store in

**Project N was replaced by Project R  
per Resolution No. A-89451**





downtown Lincoln, to vacate 20th Street between K and L Streets and convey the entirety of the right-of-way to the redeveloper. Sidewalks, landscaping and lighting will also be included. Public investment may assist in eligible expenditures which may include acquisition, demolition, site preparation and public infrastructure. Additional public investment includes bikeway improvements along N Street to 17th and may include public art.

## **2. Statutory Elements**

### ♦ Property Acquisition, Demolition, and Disposal

Property acquisition and assembly will be required. Public land will be negotiated for sale to the developer through the redevelopment agreement process. The City surplus property process has been completed. A portion of the City-owned land was acquired with Land and Water Conservation Fund assistance. Redevelopment and sale of that property is subject to conversion action which involves approval by the National Park Service and its local administrator, the Nebraska Game and Parks Commission. This process is underway. Demolition will include clearing structures on the property including environmental remediation and any necessary capping, removal or replacement of utilities and site preparation. Removal of existing fuel tanks is the responsibility of the City.

### ♦ Population Density

Population density will increase with completion of Parts A and B of the project. Currently, the building adjacent to N Street is vacant. Two Parks and Recreation Department buildings occupy the remainder of the site at 21st & N. These facilities will be relocated to make way for construction of the project which includes approximately 95 new housing units. Population density will increase as a result, but will not significantly impact the overall population density of the city. Part C of the project is primarily vacant. Although two residential uses remain, both are nearly vacant and will be entirely vacant prior to commencement of the project. The grocery store to be constructed at the site is entirely commercial with no impact on population density.

### ♦ Land Coverage

Land coverage and building density will be altered with construction of Parts B and C of the project. The row houses in Part B will replace the two exist-

ing Parks and Recreation maintenance facilities. The grocery store, Part C, will be constructed on land that is currently vacant.

### ♦ Traffic Flow, Street Layouts, and Street Grades

The City's Public Works and Utilities Department has indicated that the project is not likely to result in a significant increase in traffic. There is no impact to street layouts or grades; however, 20th Street will be vacated. There will be construction of private streets within Parts A and B, which will be designated with public access easements: to ensure access to the Antelope Creek Channel for maintenance, to access the remaining Parks and Recreation Department offices located in the old Muny Building to the east of the project area, and to allow access to the buildings for necessary municipal services (i.e., police and fire).

### ♦ Parking

The private parking will be developed as an element of the project consistent with B-4 design standards. The project will meet the requirements for parking.

### ♦ Zoning, Building Code, and Ordinances

The project area is currently zoned B-4 Lincoln Center Business District. The Downtown Design standards apply and the project will be constructed to meet the standards. A PUD is in process and will retain the underlying zoning. The project area will need to be replatted.

## **3. Proposed Costs and Financing**

The estimated total cost to implement the project is approximately \$32,000,000 which includes approximately \$4,400,000 of public financing. The source of public funds for these improvements will be Community Improvement Financing (more commonly known as Tax Increment Financing (TIF)), estimated to be \$4,400,000 generated from the private development within the project area. A preliminary cost-benefit analysis has been completed and concludes that the public investment of approximately \$4,400,000 in TIF funds will leverage \$27,604,000 in private sector financing, resulting in a private investment of more than \$6.25 for every City TIF dollar spent.

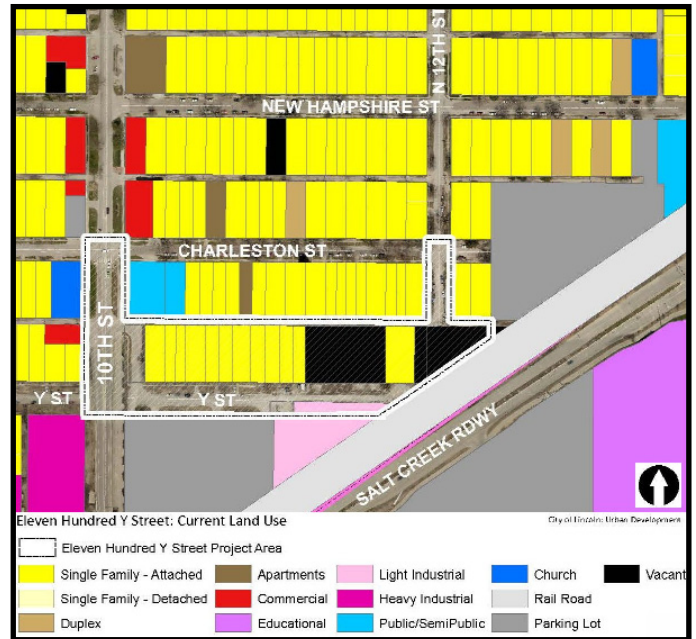
## O. Eleven Hundred Y Street Project

### 1. Project Description

The Eleven Hundred Y Street Project is an infill multi-family apartment complex proposed in the North Bottoms neighborhood. It is generally located between 10th Street on the west, 12th Street on the east, Y Street on the south and the alley between Y and Charleston Streets on the north. See *Project Area Context*, below.

The Project site is approximately 2.2 acres and is currently comprised of 12 single-family detached housing units, one privately-owned vacant parcel, and two City-owned properties. The City properties are used as street right-of-way for a slip street on the west side of the Project and as an unimproved gravel parking lot on the east side -- on which parking spaces are sold to the public on football game days.

Surrounding land uses include single-family residential to the north, UNL Board of Regents industrial, warehouse and parking to the south, and railroad



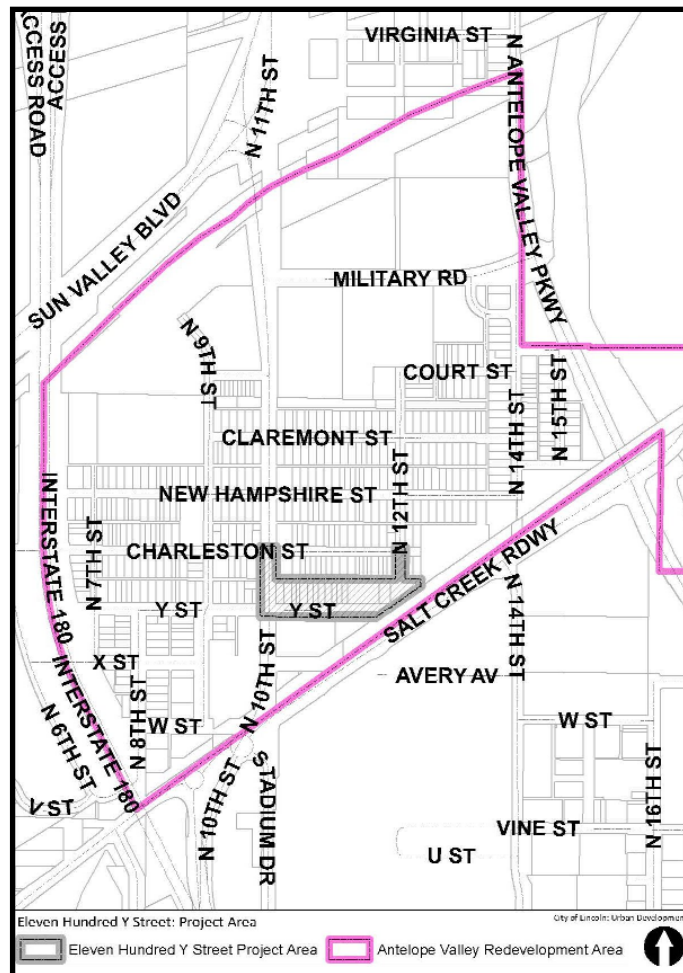
### Current Land Use

tracks also on the south. The elevated 10th Street bridge serves as a hard boundary on the west. See *Current Land Use*, above.

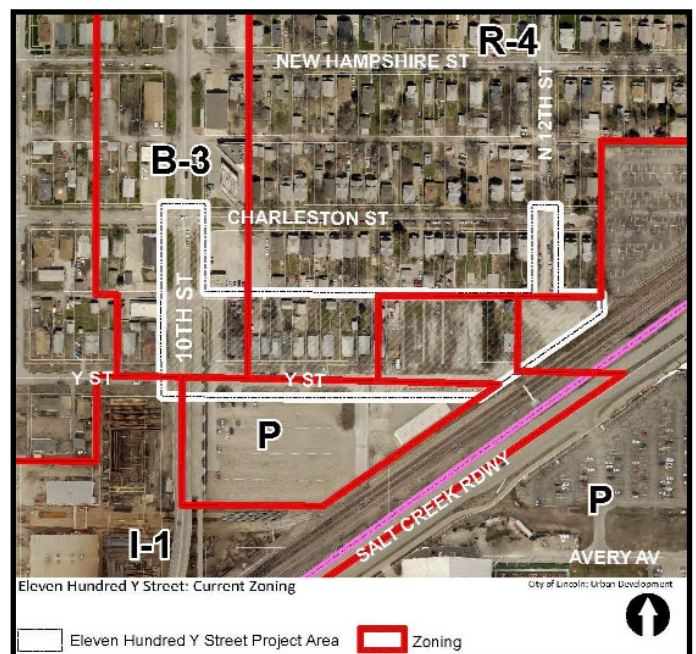
Current zoning in the area is a combination of B-3 Commercial, R-4 Residential, and I-1 Industrial, as illustrated in *Current Zoning*, below.

The entire area is in the designated 100-year Salt Creek Flood Plain and remedial action will be required.

The proposed Project will be designed to be an

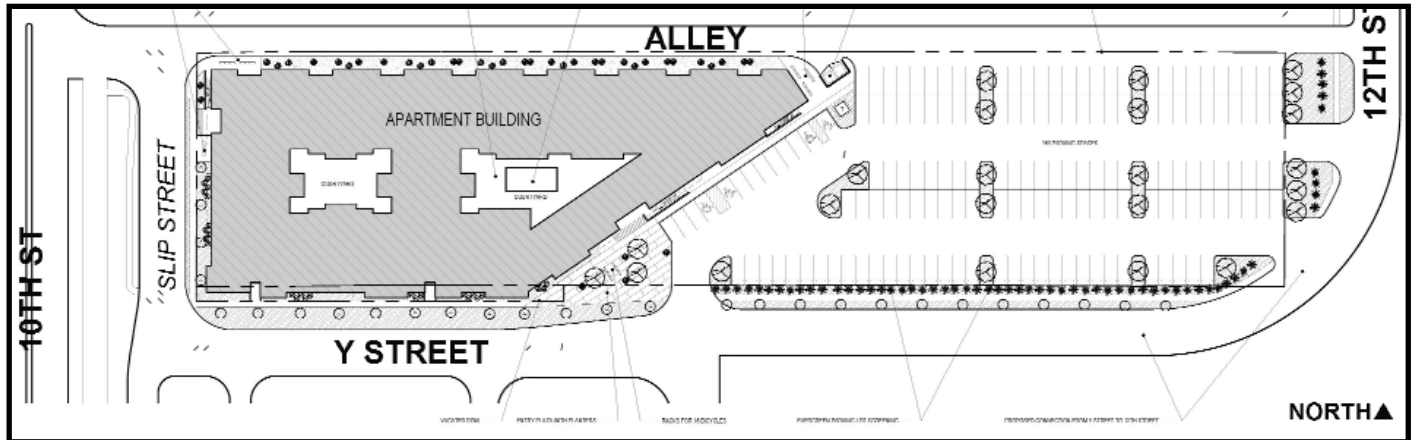


### Project Area Context



### Current Zoning





**Proposed Project Site Plan**

urban four-story building consisting of approximately 127 units (209 bedrooms): 62 one-bedroom, 48 two-bedroom and 17 three-bedroom market-rate apartments that will be marketed toward young professionals and students.

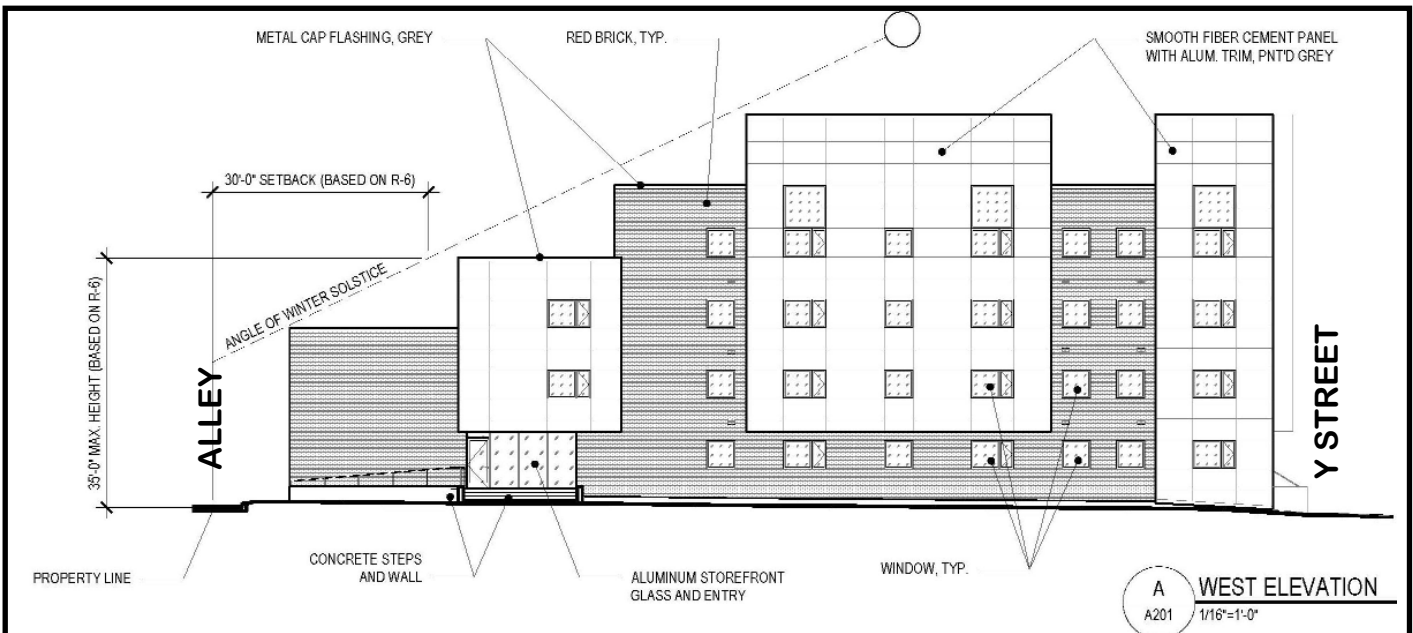
The upper floor will have a select number of lofts with a two-story mezzanine. An adjacent on-site surface parking lot will provide approximately 162 parking stalls; 72 bicycle spaces will also be provided. Amenities will include a swimming pool, a landscaped courtyard, and an onsite office. See the *Proposed Project Site Plan*, above.

The exterior façade may utilize various building materials including brick and lap cement board siding. The use of electric sub-metering will encourage responsible energy consumption from residents.

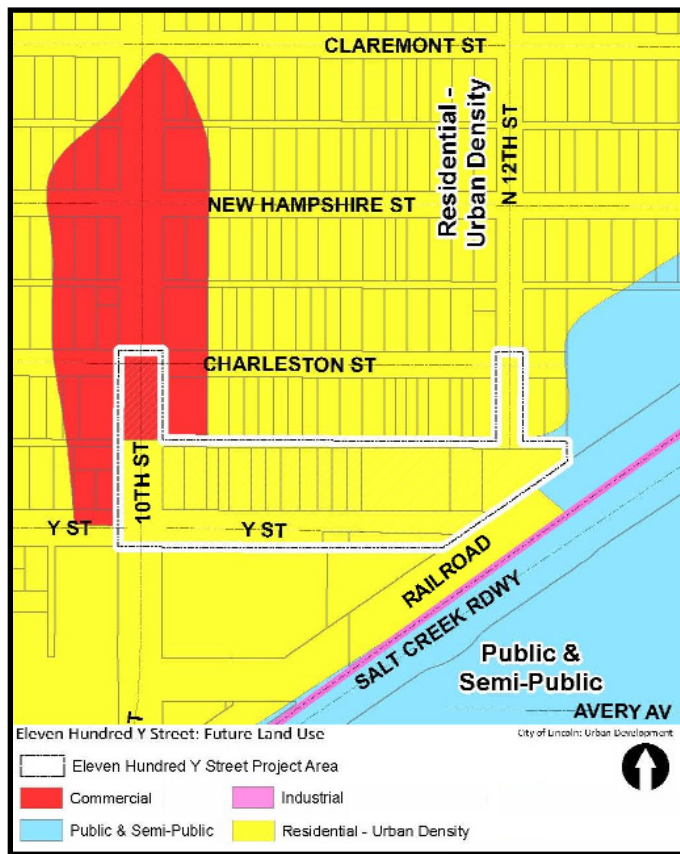
Project-wide energy efficiency will also be achieved through the use of heat pumps for heating and cooling, CFL light bulbs, low-flow shower heads, and water-wise toilets.

Project Area public improvements may include:

- Paving Y Street,
- Construction of N. 12th Street and paving of 12th Street to Charleston Street,
- Paving the east-west alley,
- Construction of a median on N. 10th Street to restrict left-out traffic movements,
- Sidewalks along Y Street and N. 12th Street,
- Stormwater, sanitary sewer and water improvements, and/or
- Street trees and street lights along Y and N. 12th Streets.



**West Elevation (View from 10th Street)**



**Future Land Use**

## 2. Statutory Elements

### ♦ Property Acquisition, Demolition, and Disposal

No public property acquisition will occur; all acquisitions will be privately negotiated prior to approval of a Redevelopment Agreement. Demolition will also be completed privately. Demolition will include clearing structures on the site including any required environmental remediation and any necessary capping, removal or replacement of utilities and site preparation.

### ♦ Population Density

Population density will increase significantly with the replacement of 12 single family detached housing units with 127 apartment units. However, the increase will not significantly impact the overall population density of the city.

### ♦ Land Coverage

Land coverage and building density will be altered with construction of the Project. Construction of 127 apartment units on 2.2 acres equals 57.7 units per acre. See *Future Land Use*, above.

### ♦ Traffic Flow, Street Layouts, and Street Grades

The City's Public Works and Utilities Department has indicated that the Project is not likely to result in a significant increase in traffic. Y Street will be realigned slightly to the south but within existing City right-of-way. A new connector on the east end of the Project will complete 12th Street to Charleston, and both Y and 12th Streets will be paved as well as the east-west alley. A median will be constructed in 10th Street to restrict left-out traffic movements from the slip road on the west end of the Project.

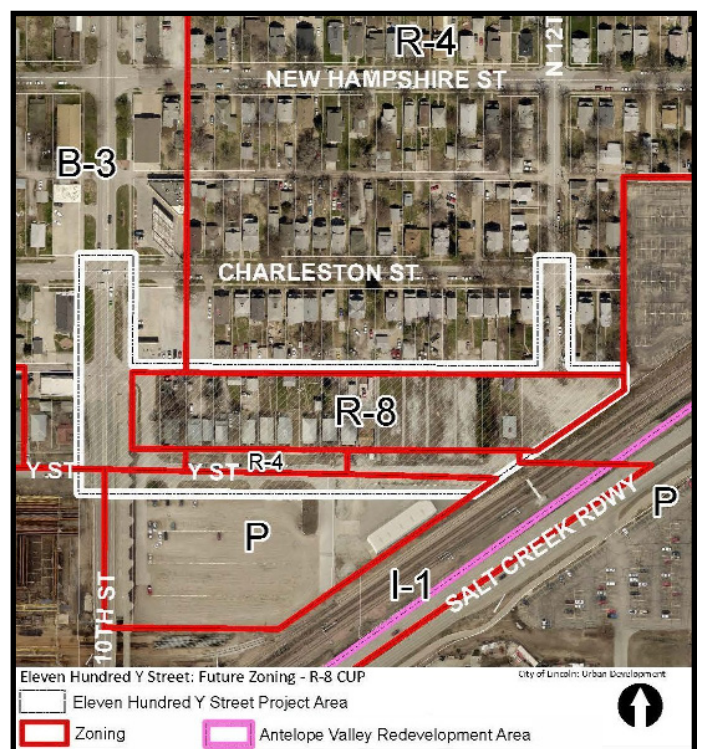
### ♦ Parking

A private 162 stall at-grade surface parking lot will be constructed on site. The Project will also provide parking for 72 bicycles.

### ♦ Zoning, Building Code, and Ordinances

Current zoning in the area is a combination of B-3 Commercial, R-4 Residential, and I-1 Industrial. The Project site will be rezoned to R-8 residential Community Unit Plan (CUP). See *Future Zoning*, below.

A CUP is a special permit that is intended to encourage creative design of residential developments. A CUP will allow for flexibility in height and area regulations and can also require increased setbacks or



**Future Zoning**



screening from adjacent property. An R-8 CUP will allow the density and height requested as part of the Project and minimize impacts on neighboring properties through building design, setbacks and screening. A zoning text amendment will be necessary as CUPs are not currently permitted in the R-8 zoning district.

### 3. *Financing and Cost Benefit Analysis*

As required by Nebraska Community Development Law (Neb.Rev.Stat. §18-2113), the City has analyzed the costs and benefits of the proposed Project including:

#### ♦ Tax Revenues

Upon completion of the Project, the assessed value of the property will increase by an estimated \$4,213,676. This will result in an estimated \$691,250 in Tax Increment Financing (TIF) over 14 years for public improvements. The public investment of the projected \$691,250 will leverage private investment of approximately \$7,856,000 resulting in more than \$11.36 of private investment for every City TIF dollar spent.

#### ♦ Public Infrastructure and Community Public Service Needs Impacts

It is not anticipated that the Project will have an adverse impact on existing public infrastructure or City services.

#### ♦ Employment Within & Outside the Redevelopment Project Area

There are no employers with the Project Area. There will be no adverse impact on employment within or outside the Project Area.

#### ♦ Other Impacts

As calculated from a 2009 report by the National Association of Home Builders, the additional annually recurring impact of building 127 rental apartments in a typical metro area would include \$2.92 million in local income, \$501,650 in taxes and other revenue for local governments, and 41 local FTE jobs. These estimates, based on apartment occupants paying taxes and otherwise participating in the local economy, also take into account natural vacancy rates.

## P. 23rd and O Street Redevelopment Project

### 1. *Project Description*

The 23rd and O Street Redevelopment Project is the rehab and expansion of an existing retail building to be used for providing health services. It is located

### Project Area Context & Boundaries



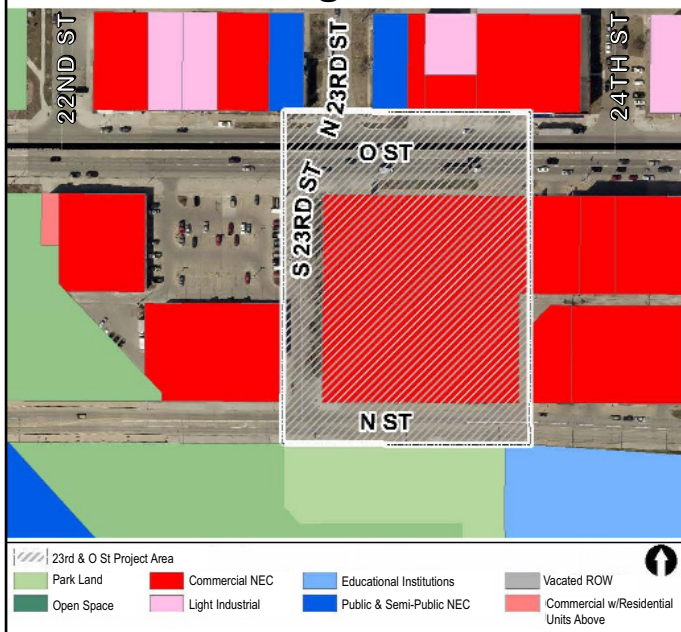
between O Street on the north, N Street on the south, 23rd Street on the west and the north-south alley on the east. See *Project Area Context & Boundaries*, above.

The site is approximately two acres and is currently comprised of a single-story commercial building and associated parking. The building is deteriorating and functionally obsolete. The site lacks trees and landscaping and the parking lot is in poor condition. Surrounding land uses include retail to the north, east and west. Elliot Elementary School is southeast -- the school parking lot, which also contains a trail head, immediately to the south. The project is less than a block from the Antelope Valley waterway (See *Existing Land Use*). The site is zoned B-4





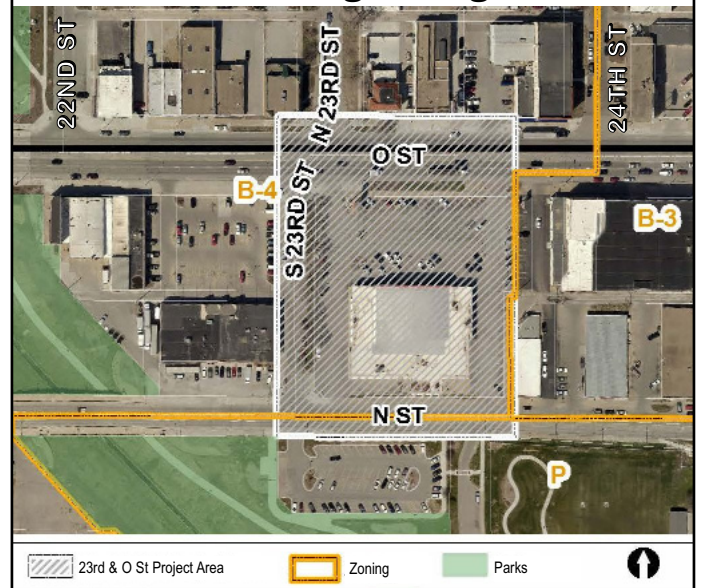
### Existing Land Use



Lincoln Center Business District which includes Downtown Design Standards. As illustrated in *Existing Zoning*, other districts adjacent to the site include B-3 Commercial District to the east and P Public Use to the south, encompassing Elliot School and the Antelope Valley waterway.

The proposed project will be a general, integrated community health clinic providing outpatient medical care and behavioral health services, including mental health and substance abuse services. A small in-house pharmacy is proposed along with space for

### Existing Zoning



office support. The existing building is a single story facility that will require complete indoor and outdoor renovation including asbestos removal. The current building footprint of 23,500 square feet may be expanded to include an 8,000 square foot addition on the east side of the building. Façade and window treatments will be consistent with downtown design standards on the front of the building facing O Street and on the expansion area, and to the degree possible on the other facades. The project will include a complete resurfacing and reconfiguration of the parking lot with landscaping and screening along O



**Proposed Preliminary Site Plan**



and 23rd Streets, consistent with City design standards. See *Proposed Preliminary Site Plan* on the previous page and a *Preliminary View of the North Façade* below.

The project area boundaries are defined in the *Project Area Context & Boundaries* map. Project area public improvements may include energy and façade enhancements, property acquisition, asbestos removal and demolition.

The project area is not in a flood plain; however, there is a large underground box culvert under the building and parking lot. Tree planting and other major landscaping or extensive digging over the top of the box culvert must be avoided. Use of large equipment involving outriggers over the box culvert should also be avoided unless a professional structural engineer can show no problems will occur.

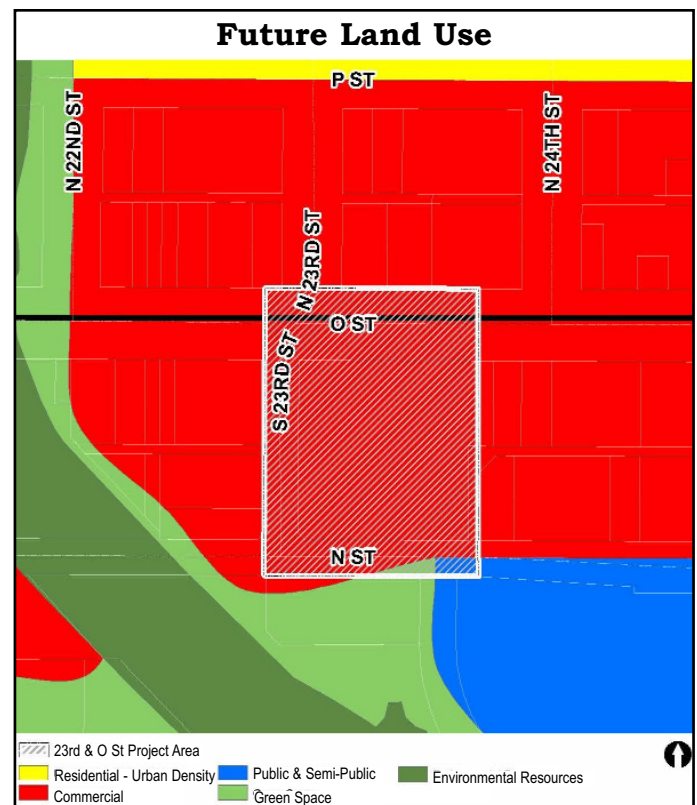
## 2. Statutory Elements

- ♦ **Property Acquisition, Demolition, and Disposal:** No public acquisition of private property, relocation of families or businesses, or the sale of property is necessary to accomplish this Project. The existing building will not be demolished although extensive internal and external demolition, including asbestos removal, will be necessary to completely renovate the structure.

- ♦ **Population Density:** The proposed development at the Project site contains no residential units and no residential units are envisioned. The Project consists of renovated commercial development which will not affect population density in the Project area.

- ♦ **Land Coverage:** Land coverage and building density will not be altered with construction of the Project. If the 8,000 square foot expansion occurs, land coverage will increase slightly. *Future Land Use* is shown below.

- ♦ **Traffic Flow, Street Layouts, and Street Grades:** The City's Public Works and Utilities Department has indicated that the Project is not likely to result in a significant increase in traffic. Access points will be reduced and no turn lanes are required.



**Prelimeinary View of the North Façade**

- ♦ *Parking:* A private, approximately 120 stall at-grade surface parking lot will be constructed on site.
- ♦ *Zoning, Building code, and Ordinances:* Current zoning is B-4 with no re-zoning required. Applicable building codes will be met and, to the degree possible, downtown design standards.

### 3. Financing and Cost Benefit Analysis

As required by Nebraska Community Development Law (Neb. Rev. Stat. §18-2113), the City has analyzed the costs and benefits of the proposed Project including:

- ♦ *Tax Revenues:* Upon completion of the Project, the assessed value of the property will increase by an estimated \$4,000,000. This will result in an estimated \$520,000 in Tax Increment Financing (TIF) over 15 years for public improvements. The public investment of the projected \$520,000 will leverage the private investment of approximately \$5,300,000 resulting in more than \$10.19 of private investment for every City TIF dollar spent.
- ♦ *Public Infrastructure and Community Public Service Needs Impacts:* It is not anticipated that the Project will have an adverse impact on existing public infrastructure or City services.
- ♦ *Employment Within & Outside the Redevelopment Project Area:* The Project will not have any adverse impact on employment within or outside the redevelopment project area. The number of current staff is 68 with anticipated staff growth to 96 by January 2018.
- ♦ *Other Impacts:* The clinic will assist in increasing medical homes in the community. It is anticipated that the number of patient visits by January 2016 will be 7,240 increasing to 23,040 by January 2018. This is not an unduplicated client count and represents clients that may be seen several times per year, but it demonstrates the need that can be accommodated and met with an integrated clinic at this location.

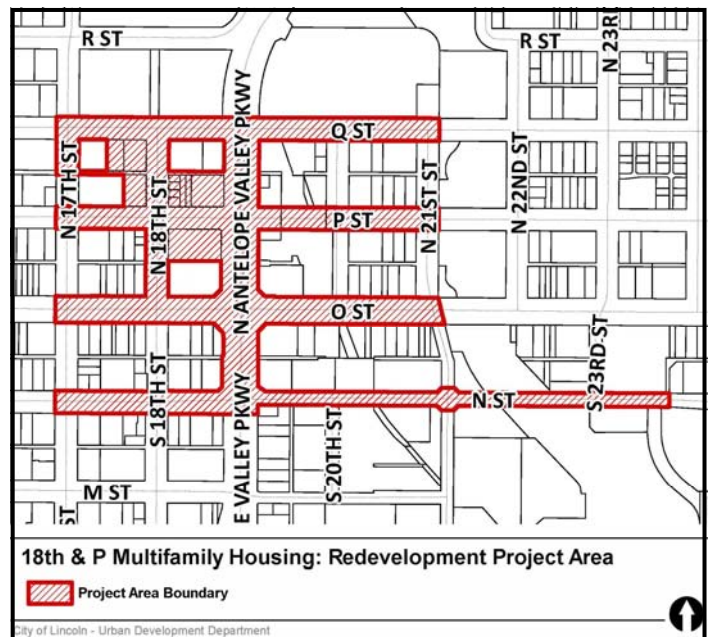
Benefits will focus on client outcomes specific to decreasing morbidity and mortality related to chronic conditions such as cardiovascular disease and diabetes as well as improved mental health status and physical health and well being. This will occur through a whole health team approach, through a shared knowledge base of providers providing comprehensive care (medical and behavioral) with care management/coordination support; all during the client encounter on site at one location.

## Q. 18th & P Multifamily Redevelopment Project

### 1. Revitalization Project and Site Description

The 18th & P Multifamily Redevelopment Project (the "Project") includes the redevelopment of a portion of three (3) underutilized blocks with existing surface parking lots and deteriorating structures into three residential buildings and a multi-story parking garage facility. The Project area, located on the blocks bounded by 17th, Antelope Valley Parkway, O, and Q Streets in Downtown Lincoln. The Project area includes the following real property: Lot 1, Hancock Addition; Lots A-D, Mickey's Sub; Lots 1-2, and Lots 11-12 Block 11; Lots 8-11, Block 12; and Lots 2-16, Block 29, Kinney's O St Add, and adjacent rights-of-way, including Antelope Valley Parkway, 18th, Q, P, O, and N Streets, as shown on the project area exhibit.

The goal of this Project is to help revitalize Downtown and the East Downtown/Antelope Valley areas with the addition of approximately 631 bedrooms contained in approximately 182 residential units, and the addition of a multi-story parking garage for use by the residents living on or near the block, adjacent commercial tenants, and other downtown parking. The Project will remove blighted and sub-standard conditions and improve the connectivity between traditional Downtown Lincoln and East Downtown by providing residential opportunities, a protected bike-lane on N Street, and parking improvements.



**18th & P Multifamily Housing: Project Area**



The Project is consistent with the goals of the Downtown Master Plan and Antelope Valley Redevelopment Plan and is intended to support private sector residential development in this redevelopment area and help foster a livable downtown environment.

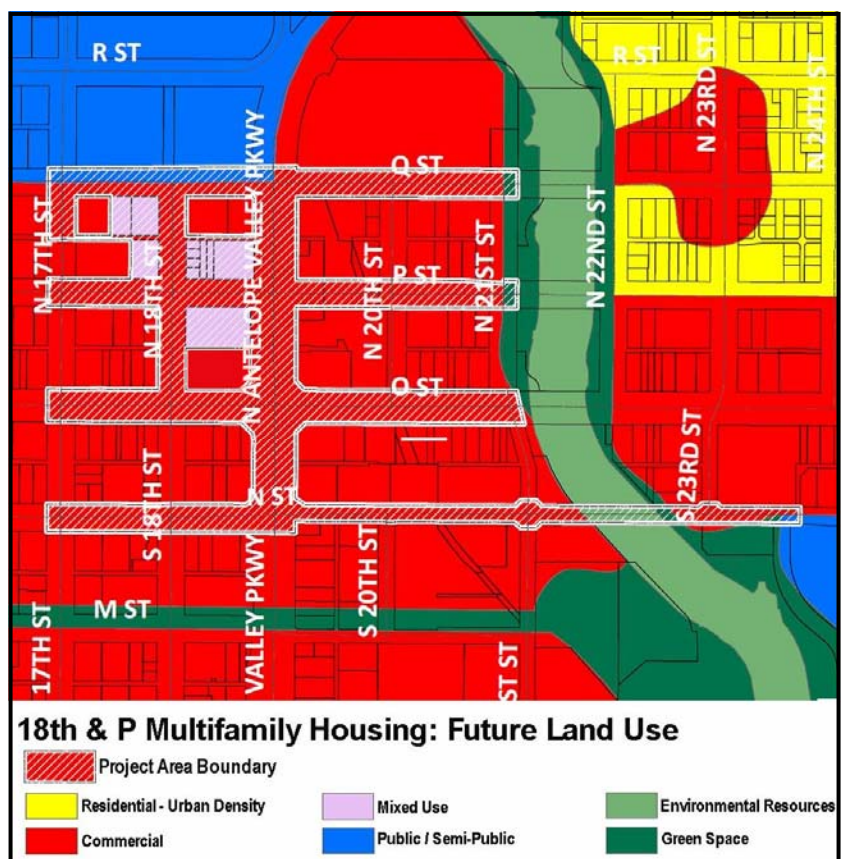
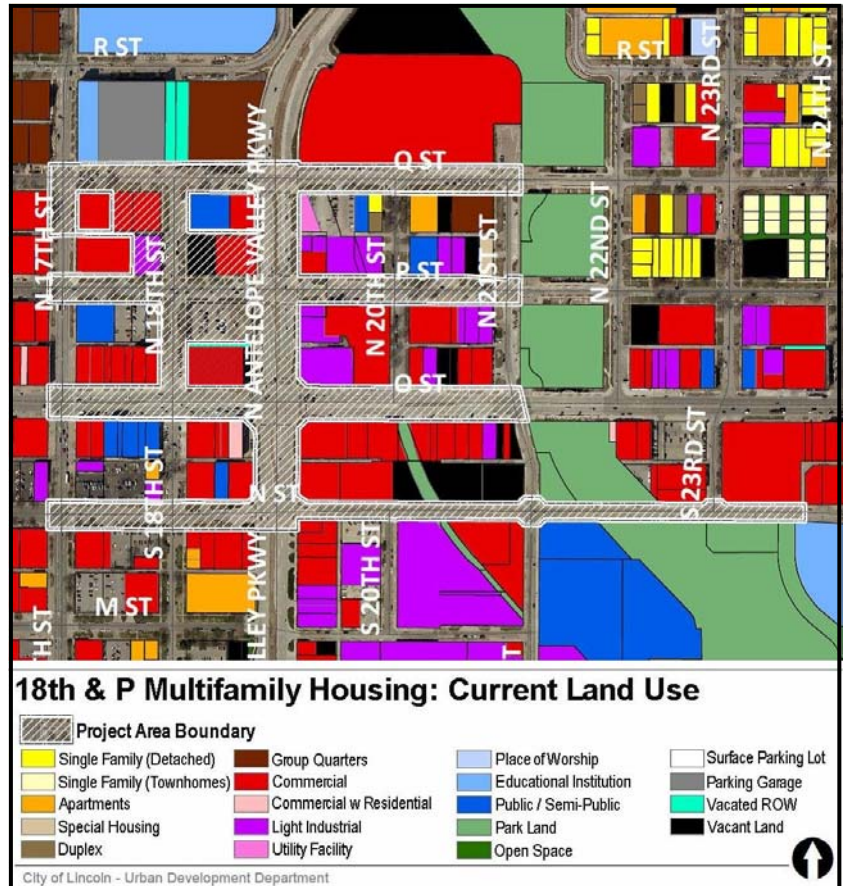
The Project represents significant investment in the Antelope Valley Redevelopment Area. Publicly funded redevelopment activities may include the construction of project related public improvements and enhancements and related streetscape amenities. These improvements correspond to several of the Downtown Redevelopment Goals/Principles identified in the plans.

The redevelopment project addresses these goals by accomplishing the following:

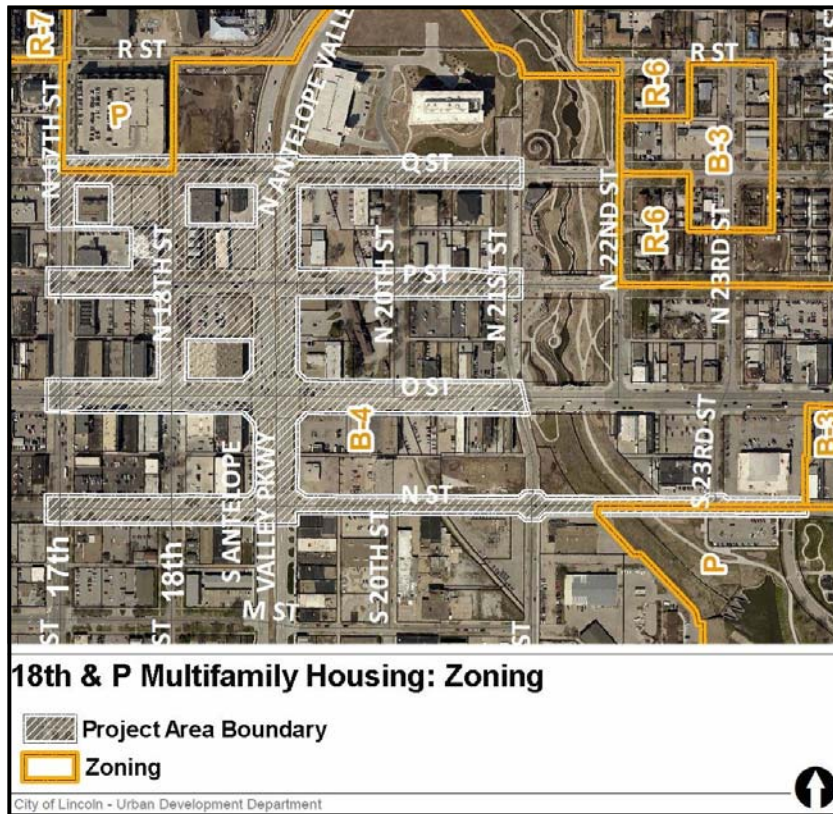
- ♦ utilizing an underdeveloped lot in a key location;
- ♦ promoting an additional choice for housing within walking distance of places to work, learn, worship, and recreate;
- ♦ diminishing the prominence of the parking structure through thoughtful urban design;
- ♦ improving accessibility through multiple modes of transportation, including bicycles;
- ♦ providing compact development, using land resources wisely;
- ♦ integrating environmental sustainability into the project; and,
- ♦ enhancing the area's walkable, street-level orientation.

## 2. Statutory Elements

Accomplishing the 18th & P Multifamily Redevelopment Project is expected to involve the assembly of private property by the Redeveloper. The Project may involve acquisition, sales, or reconveyances as provided by law and as consistent with the plan.







The current and future land use exhibits identify the changes in the proposed land uses in the project area. Land coverage and building density will be altered with the demolition of the existing buildings and parking lots. Any demolition or disposition of property will follow policy outlined in the plan.

The existing street system within the Project is not anticipated change as a result of this Project. Any changes to the existing right-of-way, including on-street parking, lanes, ingress and egress, bike lane, etc. within the project area will be reviewed by the Public Works Department. When necessary, utility and public access easements will be retained. Pedestrian streetscape elements will also be enhanced within the project area.

There are several vacant, dilapidated residential units within the proposed project boundaries today. There are also several commercial buildings within the proposed project boundaries today. The resulting land use of the redevelopment will be primarily residential and parking.

In addition to the parking garage that will be constructed as part of the Project, various on-street street parking configurations and off-street parking

facilities are located in the adjacent areas.

The Project area is within the Downtown B-4 business zoning district that allows for a wide range of uses including the developments that are being proposed. No rezoning would be required. The project will need to meet or exceed Downtown Design Standards.

### 3. Proposed Costs and Financing

The estimated total cost to implement this mixed-use redevelopment project is approximately \$45 million, including approximately \$7 million in public improvements and enhancements. The source of funds for a portion of the public improvements and enhancements will be Community Improvement Financing (commonly referred to as Tax Increment Financing or TIF) generated from the private development within the project area.

Public investment may assist in acquisition, demolition, and site preparation; design and construction of utility improvements; design and construction of streetscape and right-of-way improvements; façade enhancements; energy efficiency enhancements; and, other public improvements and enhancements allowed under the law.

Funding sources and uses will be negotiated as part of the redevelopment agreement, subject to approval by the Mayor and City Council.





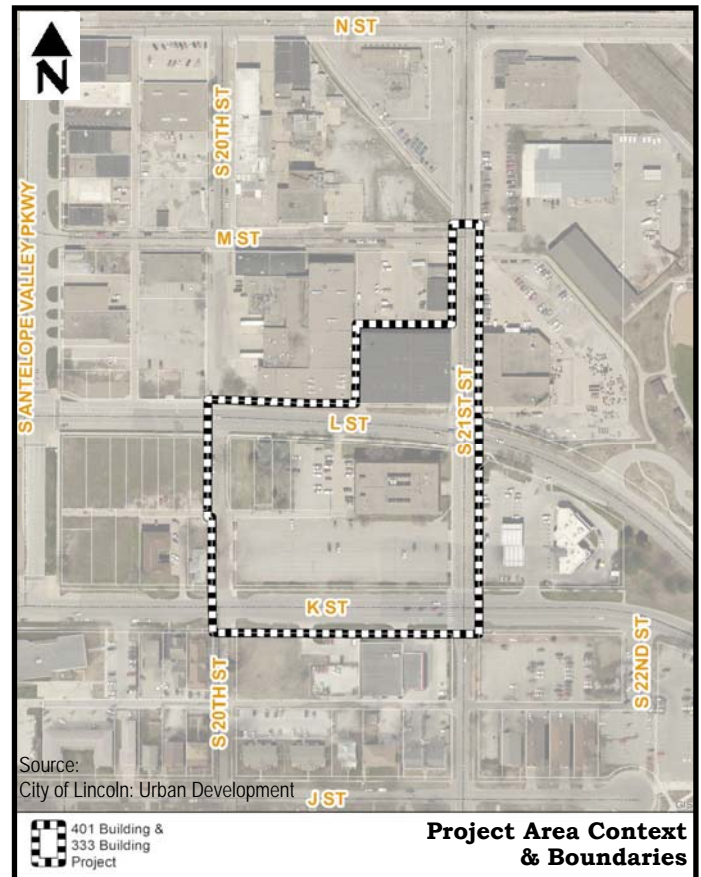
## R. Telegraph District Phase 1: 401 Building & 333 Building Project

### 1. Project Description

The 401 Building & 333 Building Project is the rehab of an existing office building and parking garage. Office use will remain while the parking garage will become mixed-use with first floor retail and parking above. The Project is generally located between M Street on the north, K Street on the south, vacated 20<sup>th</sup> Street on the west and 21st Street on the east. The 333 Building is comprised of Lots 4–6, Avon Subdivision and Lots 9 - 10, Avondale Addition and abutting vacated alleys. See *Project Area Context & Boundaries*.

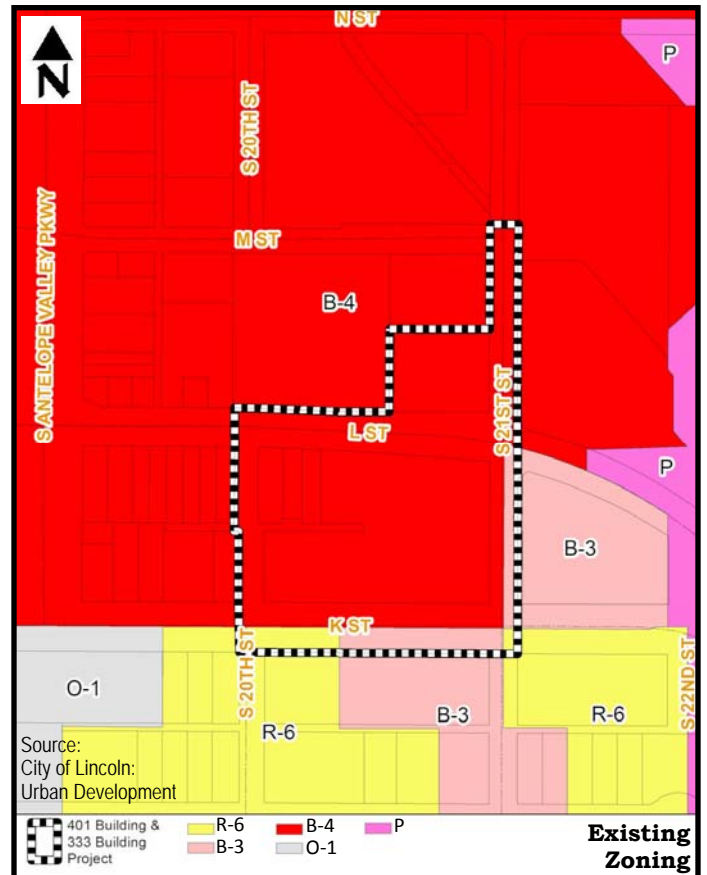
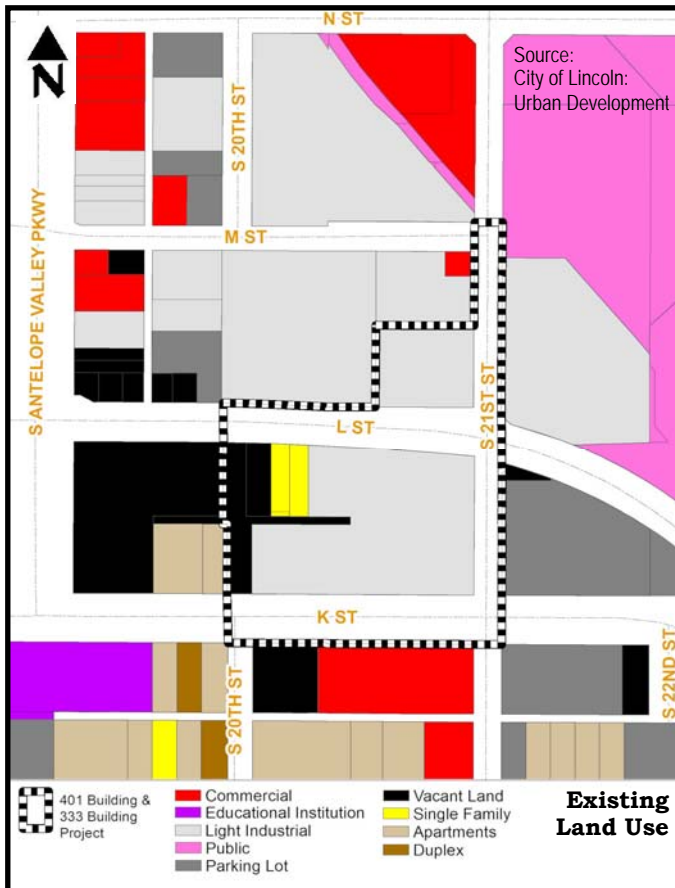
The project area includes over seven acres, including public right-of-way. The 333 Building, located north of L Street at 333 S. 21st Street, is a 171 stall parking garage and Windstream service facility. It was built in 1965 and is approximately 29,120 square feet. The building has inefficiencies and functional obsolescence. Windstream will be moving its service facility to a new location.

The 401 Building, located south of L Street at 401 N. 21st Street, is a former Windstream office building with 204 off-street surface parking stalls. Built in 1971 by LT&T, the brick, "windowless" office building was designed for telephone company purposes and is now functionally obsolete. The building, containing approximately



75,000 square feet, is vacant because its office functions have been relocated.

Other privately held parcels are also located on the



same block as the 401 Building. The future development of the surrounding neighborhood may result in these and other privately held properties in the area being acquired or put to other uses by private entities.

Surrounding land uses include retail and industrial with limited residential. See *Existing Land Use*.

The site is zoned B-4 Lincoln Center Business District which includes Downtown Design Standards. As illustrated in *Existing Zoning*, other districts adjacent to the site include B-3 Commercial District to the south and southeast and R-6 to the south and southwest.

The proposed project will include office uses in the 401 Building with associated surface parking. The 333 Building (existing parking garage) will include approximately three bays of retail on the ground floor with an estimated 170 parking stalls above. The existing buildings will require complete indoor and outdoor renovation including asbestos removal.

Facade and window treatments will be consistent with Downtown Design Standards. The project will include reconfiguration of the parking lot with landscaping and screening around it, consistent with City design

standards. See *Proposed Preliminary Site Plan* two pages below.

The project area boundaries are defined in the *Project Area Context & Boundaries* map. Project area public improvements may include improvements and assistance to streetscape, on-street parking, street lighting, pedestrian sidewalks and street crossing nodes, energy and facade enhancements, asbestos removal, and property acquisition.

## 2. Statutory Elements

- **Property Acquisition, Demolition, and Disposal:** No public acquisition of private property, relocation of families or businesses, or the sale of property is required to accomplish this Project. The future development of the surrounding neighborhood may result in other privately held properties being acquired or put to other uses by private entities. The existing 401 Building and 333 Building will not be demolished although extensive internal and external demolition, including asbestos removal, will be necessary to completely renovate the structures.
- **Population Density:** The proposed Project site con-



tains two residential units. The redevelopment of the 401 Building and 333 Building does not require any change to these two residential units, and thus will not affect population density in the Project area.

- **Land Coverage:** Land coverage and building density will not be altered with construction of the Project. See *Future Land Use*, right.
- **Traffic Flow, Street Layouts, and Street Grades:** The City's Public Works and Utilities Department has indicated that the Project may require a traffic study in the future.
- **Parking:** A private, at grade, surface parking lot (approximately 207 existing stalls) will be reconfigured for the 401 Building, in addition to the 170 existing stalls in the 333 Building parking garage.
- **Zoning, Building Code, and Ordinances:** Current zoning is B-4 with no re-zoning required. Applicable building codes will be met; as will, to the degree possible, Downtown Design Standards.

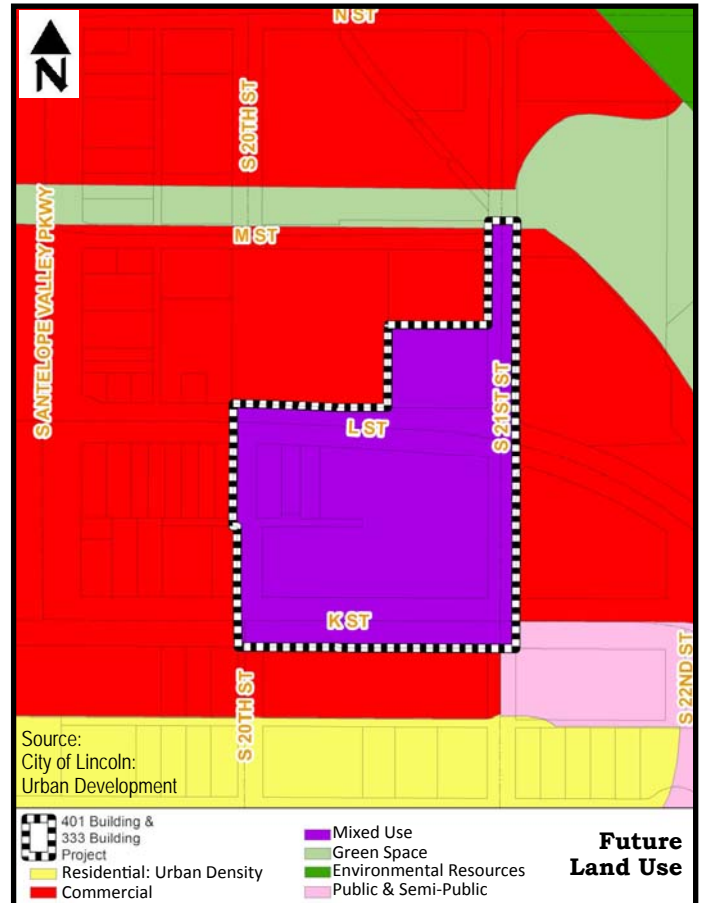
### 3. Financing and Cost Benefit Analysis

As required by Nebraska Community Development Law (Neb.Rev.Stat. §18-2113), the City has analyzed the costs and benefits of the proposed Project including:

- **Public Tax Revenues:** Upon completion of the Project, the assessed value of the property will increase by an estimated \$5,279,000. This will result in an estimated \$825,000 in Tax Increment Financing (TIF) over 15 years for public improvements. The public investment of the projected \$825,000 will leverage the private investment of approximately \$15,342,965 resulting in more than \$18.50 of private investment for every City TIF dollar spent.

The Urban Development Department believes that the public improvements and enhancements proposed in this plan amendment would not occur "but for" the Tax Increment Financing generated by private redevelopment within the project area. Project improvements would not be achievable to the extent shown without TIF.

- **Public Infrastructure and Community Public Service Needs Impacts:** It is not anticipated that the Project will have an adverse impact on existing public infrastructure or City services. The Project proposes new



public infrastructure.

- **Employment Within & Outside the Redevelopment Project Area:** The Project will not have any adverse impact on employment within or outside the redevelopment project area. Up to 650 jobs will be re-located to the office building.
- **Other Impacts:** The "windowless" 401 Building will be transformed into an open building with many exterior windows. Locating hundreds of jobs in the building will create local demand for walk-to-work housing and neighborhood services in the area. Easy access to the Billy Wolff Trail and the new N Street bikeway also make the project a desirable bike-to-work location.

The Project will retain and create new jobs, increase business and tax base without adverse effect on either public or private entities. There will be a material tax shift because of the use of tax increment financing, but there will also be significant personal property tax and other municipal revenue generated for the immediate benefit of the community. The Project will facilitate the redevelopment of underutilized buildings without the

incurrence of significant public cost.

The Project will create tax and other public revenue for the City and other local taxing jurisdictions. While the use of tax increment financing will defer receipt of a majority of new ad valorem real property taxes generated by the Project, the Project will include a substantial amount of personal property that will be on the property tax rolls upon its acquisition and installation. The personal property will generate immediate tax growth to all local taxing jurisdictions. It is projected that approximately \$1,000,000 dollars of personal property will be installed at the Project, which at estimated levy rates would generate total new property taxes in the first year of approximately \$20,100.

In addition to new personal property tax revenues, the Project will also contribute to municipal revenues through excise taxes, fees, licenses, sales taxes, and other taxes that occur and are paid in the course of the normal operation of a business.

The Project, the first phase of the Telegraph District, should have a positive impact on private sector businesses in and around the area outside the boundaries of the redevelopment project. The Project is not anticipated to impose a burden or have a negative impact on other local area employers, but should increase the need for services and products from existing businesses.



Source: The Clark Enersen Partners / Pappageorge Haymes Partners

**Telegraph District: Proposed Preliminary Site Plan**

## S. Antelope Square Redevelopment Project

### 1. Project Description

The Antelope Square Redevelopment Project (the "Project") includes the redevelopment of a portion of two (2) underutilized blocks into twenty-four (24) attached single-family, mixed-income residential units. The Project is generally located on the block bounded by 22nd Street, 23rd Street, Q Street and R Street, along with the two southwest parcels along 23rd Street located on the adjacent city block directly to the east. (See the *Project Area* map, below.) The Project area covers approximately 4.4 acres.

The goal of this project is to strengthen the Lincoln

community by providing in-fill residential dwelling units and opportunities for market rate and first-time homebuyers through the redevelopment of existing underutilized and deteriorating real property east of Downtown Lincoln. The Project will remove blighted and substandard conditions and will make positive contributions to the area. The Project will increase the security and safety in the Antelope Valley Redevelopment Area through the removal and redevelopment of certain blighted and substandard conditions.

The existing land uses are residential, vacant and automotive repair. Surrounding land uses include residential, office, and park open space. See the *Current Land Use* map, below.



The Project is consistent with the goals of the *Antelope Valley Redevelopment Plan* and the *Downtown Master Plan* and is intended to support private sector residential development in this redevelopment area. Publicly funded redevelopment activities may include site acquisition, streetscape and other public area enhancements, energy efficiency improvements, façade enhancements, and other public improvements in the project area. The Project is consistent with the goals of the *Antelope Valley Redevelopment Plan* and the *Antelope Valley Future Land Use Map*, Figure 18, page 54, which identifies the area as medium density, a use which specifically encourages new mixed-income housing projects. The project site is currently located in the Antelope Village Planned Unit Development (PUD) which is zoned both B-3 and R-6. See the *Zoning & Existing PUD Boundary* map.

The Project consists of two phases: Phase One will consist of ten (10) attached single-family and townhome residential units, to be sold at or near market rate; Phase Two will consist of fourteen (14) attached single-family and townhome residential units, which shall also be sold at or near market rate. See *Proposed Project Site Plan*, below.

## 2. Statutory Elements

- Property Acquisition, Demolition, and Disposal:** The proposed redeveloper currently controls the majority of the project area, however, public land will be ne-

gotiated for sale to the developer through the redevelopment agreement process. The City surplus property process has been completed. Demolition will include clearing structures on the property, including any required environmental remediation and any necessary capping, removal or replacement of utilities and site preparation.

- Population Density:** The Project will not have a significant impact on the project area's population den-



**Antelope Square: Project Area**

City of Lincoln, Urban Development Department

Project Area Boundary



**Antelope Square: Current Land Use**

City of Lincoln, Urban Development Department

Project Area

Single Family-Attached	Apartments	Commercial	Parkland
Single Family-Detached	Duplex	Lt. Industrial	Vacated Row
Group Quarters	Religious	Open Space	Vacant/Undeveloped



sity. The project area's population density will increase, as the existing commercial buildings and three residential units will be replaced by twenty four residential units.

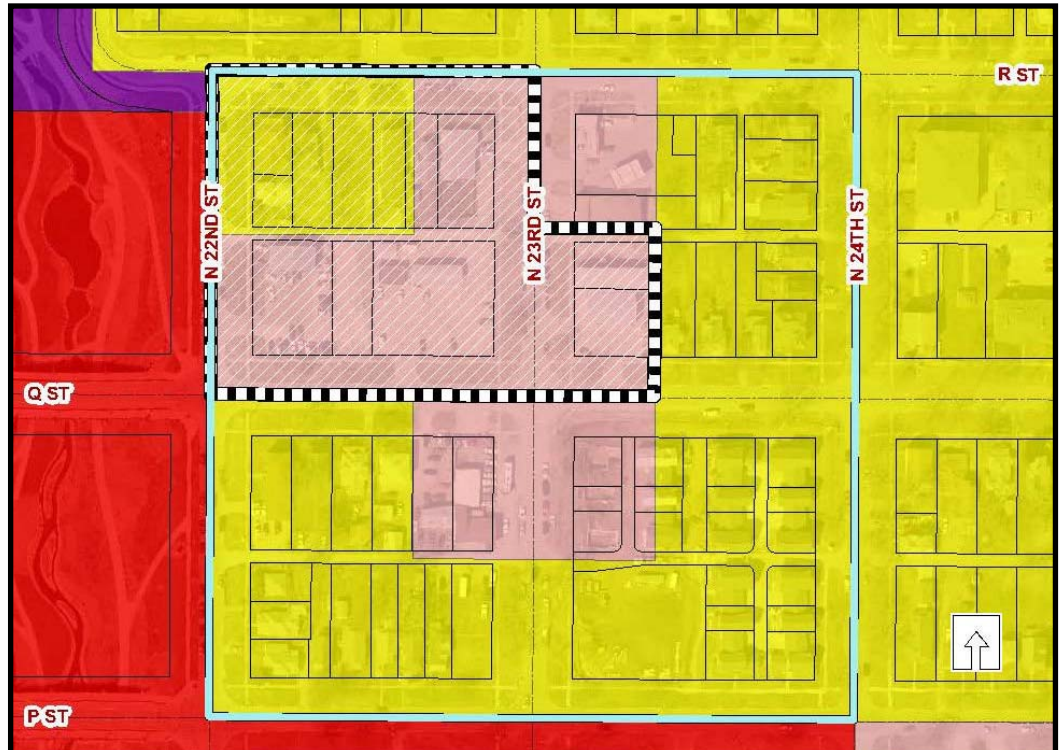
- **Land Coverage:** Land coverage and building density will be altered with construction of the Project. Phase One will construct three (3) buildings holding ten (10) residential units upon property currently housing one commercial unit along with ancillary improvements. Phase Two will construct four (4) buildings holding fourteen (14) residential units upon property currently housing three (3) residential units, one (1) commercial property, and one vacant parcel. The floor to area coverage ratio will remain under 40%.

- **Traffic Flow, Street Layouts, and Street Grades:** The project is not likely to result in a significant increase in traffic. There is no impact to street layouts or grades and no streets will be vacated. As part of the Project, the redeveloper intends to pave the existing alleys.

- **Parking:** The Project will include attached parking for each unit along with shared driveways for each building. The Project will meet the requirements for parking.

- **Zoning, Building Code, and Ordinances:** Zoning will

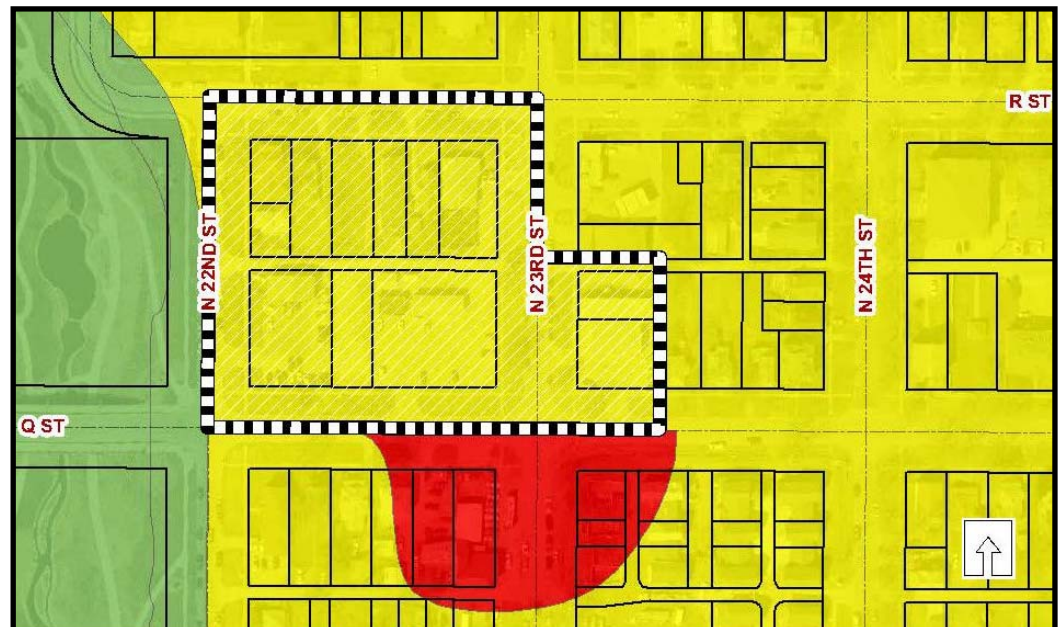
remain unchanged as the existing PUD allows for the residential development that is being proposed. The Project will require the subdivision of the existing parcels and the project area will need to be replatted. Ap-



**Antelope Square: Zoning & Existing PUD Boundary**

City of Lincoln, Urban Development Department

Project Area Antelope Valley PUD R-6 B-3 B-4 P



**Antelope Square: Future Land Use**

City of Lincoln, Urban Development Department

Project Area Residential-Urban Density Commercial Green Space



plicable building codes will be met.

### 3. Financing and Cost Benefit Analysis

As required by Nebraska Community Development Law (Neb. Rev. Stat. 18-2113), the City has analyzed the costs and benefits of the proposed Project including:

- **Public Tax Revenues:**

The public investment of a projected \$880,000.00 will leverage the private investment of approximately \$5,250,000.00 resulting in approximately \$5.97 in private investment for every City TIF dollar spent. The assessed value of the property will increase by an estimated \$4,299,100.00.

The Urban Development Department believes that the public improvements and enhancements proposed in this plan amendment would not occur “but for” the Tax Increment Financing generated by private redevelopment within the project area. Project improvements would not be achievable to the extent shown without TIF.

Public investment may assist in site acquisition, demolition, and site preparation; design and construction of utility improvements; design and construction of streetscape and right-of-way improvements; façade enhancements; energy enhancements; and other public improvements and enhancements allowed under the Community Development Law.

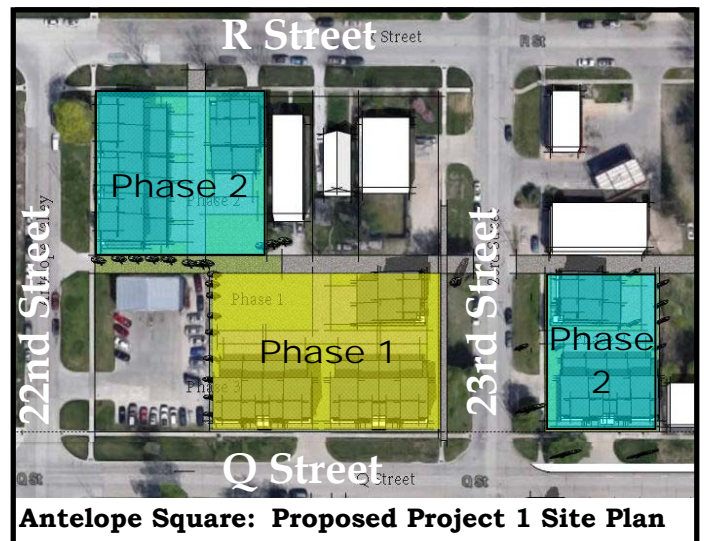
- **Public Infrastructure and Community Public Services Needs Impacts:** It is not anticipated the Project will have an adverse impact on existing public infrastructure or City services.

- **Employment Within & Outside the Redevelopment Project Area:** The Project will not have any adverse impact on employment within or outside the redevelopment project area.

- **Other Impacts:** The project will be a major improvement to the area and will increase the available housing opportunities within the Antelope Valley Redevelopment Area. The Project should have a positive impact on private



Rendering (above) and Phase map (below) courtesy of Antelope Square, LLC



sector businesses in the Redevelopment Area and the City and should encourage additional private development in and around the area. The Project is not anticipated to impose a burden or have a negative impact on other local area employers, but should increase the need for services and products from existing businesses.

While the use of tax increment financing will defer receipt of a majority of the incremental ad valorem real property taxes generated by the Project for up to 15 years, there will be additional revenue generated, including sales tax paid by the residents of the Project. Upon completion of the 15-year collection, the Lincoln community will benefit through the higher property tax payments.



# **T. Telegraph District Phase 2: Telegraph Flats Commons, Telegraph Lofts & 1935 O Street**

## **1. Project Area Description**

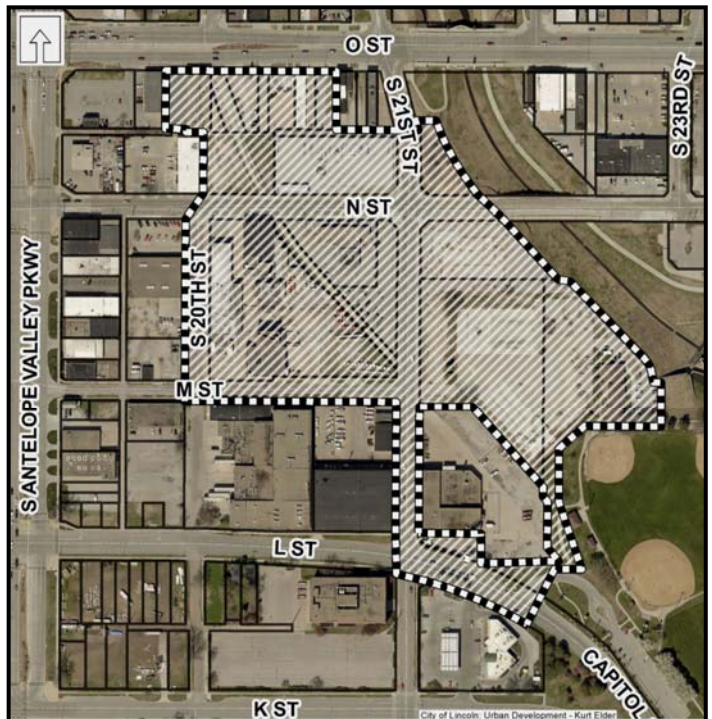
Telegraph District Phase 2 includes up to five areas with connecting streetscape enhancements:

- **Telegraph Flats Commons**, which may include construction of a new building and rehabilitation of up to three existing buildings located southeast of the S. 20<sup>th</sup> Street and N Street intersection and a surface parking area located directly north across N Street.
- **Telegraph Lofts East**, which will include a new building constructed on the southeast corner of S. 21<sup>st</sup> & N Street.
- **Telegraph Lofts West**, which is planned for a new building constructed on the southwest corner of S. 21<sup>st</sup> & N Street.
- **Telegraph Lofts South**, which will include a new building constructed on the northwest corner of S. 21<sup>st</sup> and M Street.
- **1935 O Street**, which will include renovation of 1935 O Street, the former Awards Unlimited building.

The Project Area also includes the City-owned Muny Building and surrounding area, just west of the Antelope Creek channel. Total area of the Project, including public right-of-way, is approximately 16 acres. See maps on the previous page.

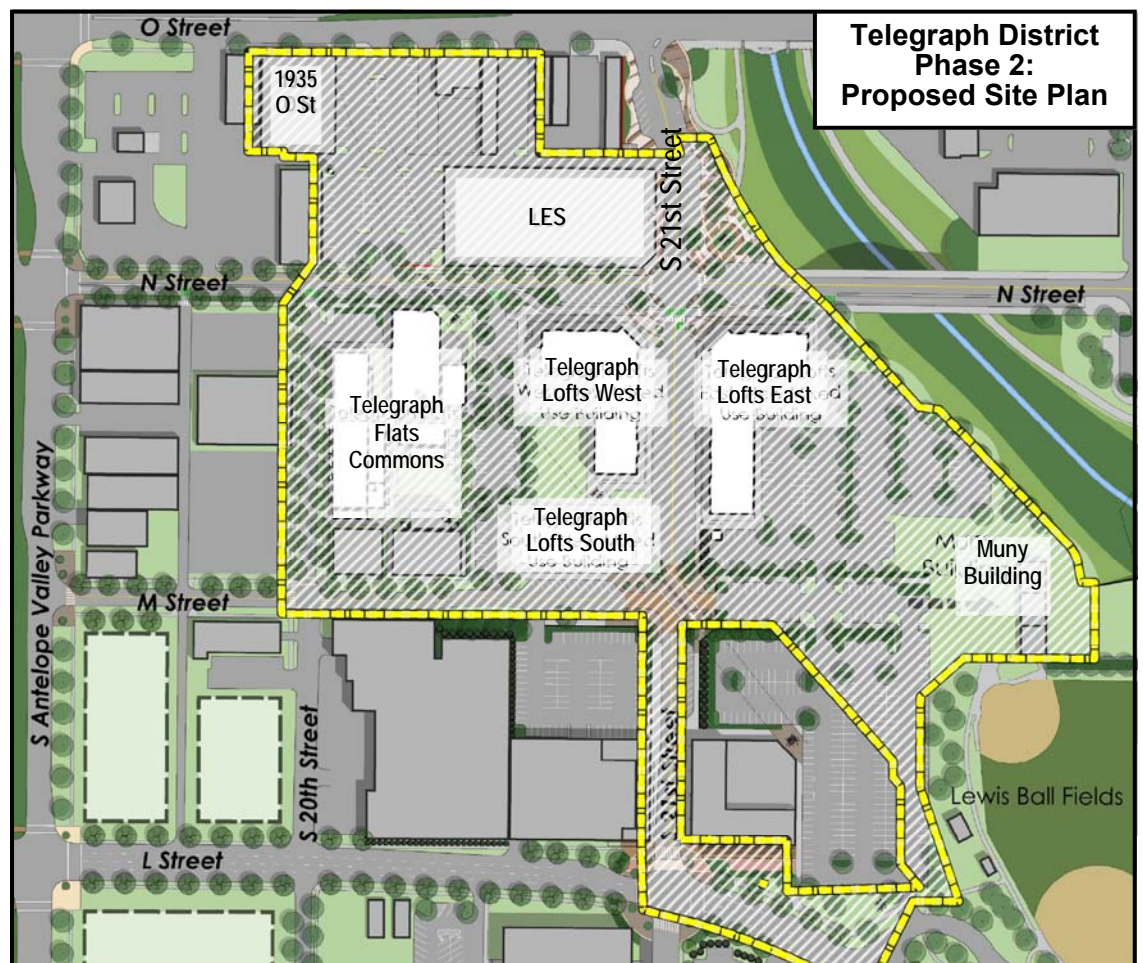
## **Telegraph Flats Commons**

The former Fisher Foods industrial complex will be readapted and renovated into a new



Telegraph District Phase II: Project Area, Context & Boundaries

Project Boundary



**Telegraph District Phase 2: Proposed Site Plan**



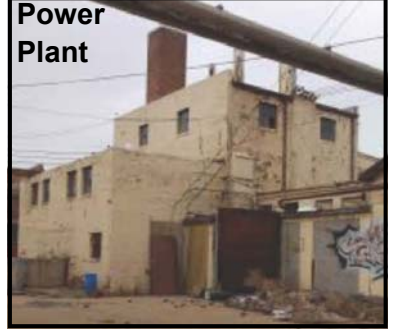
**Towel Building**



**Dairy Building**



**Power Plant**



urban mixed-use campus called Telegraph Flats Commons. The Fisher Foods complex has a rich history. It was built in 1924 for Roberts Sanitary Dairy Company by J. R. Roberts who began delivering milk in Lincoln in 1906 from his herd of 60 dairy cows. He soon built a processing plant at 16th & N, then moved to this larger facility at 20<sup>th</sup> & N in 1924, as well as opening plants in Sioux City and Omaha. Roberts Dairy became a division of Prairie Farms-Hiland Dairy in 1981, a year after Fisher Foods bought the Lincoln property from Roberts Dairy. Fisher Foods manufactured dehydrated soups at the facility.

Telegraph Flats Commons will be comprised of the entire Fisher Foods complex; this includes construction of a new building, renovation of three existing buildings and construction of a surface parking lot north of N Street.

- After extensive study, the yellow brick Dairy Building abutting S. 20<sup>th</sup> Street was found to be in serious disrepair and renovation is not economically feasible. Thus, the Dairy Building will be

demolished and replaced with Telegraph Flats, a new four-story, 121,608 square feet building. The lower level will contain underground parking. The first floor will include approximately 14 first floor work/live dwelling units (with second level mezzanines). The upper three floors will contain approximately 69 residential units. The residential units will be bookended on the north and south by two commercial spaces. The building design will include durable brick masonry and complement the aesthetic design of the Telegraph District.

- The red brick Towel Building (10,547 sq. ft.) along N Street will be renovated into first floor commercial uses with the potential for approximately two residential dwelling units.
- The Power Plant Building (1,000 sq. ft.) will be renovated to provide amenities to the residents, including indoor and outdoor social areas, patios, commons, and open spaces.

**Telegraph Flats, looking SE from 20th & N**





### Rendering of Telegraph Lofts East on SE corner of 21st & N



- The Telegraph Flats Warehouse (16,500 sq. ft.) bordering M Street is two stories high. The building will receive an updated façade and restoration. Later, it will be transformed into commercial uses with the potential for residential uses.

#### Telegraph Lofts East

A new building containing approximately 147,870 square feet, four to five stories high is proposed for the southeast corner of S. 21<sup>st</sup> & N Street. The vacant corner was formerly an automotive dealership and human service center. The vacant lots to the south were previously used by the City's Parks and Recreation Department

for a general maintenance building, a community forestry maintenance building, a shops building yard and a fueling station; all of which have been relocated.

The new building, along with Telegraph Lofts West, will help form a central focal point for the Telegraph District. Telegraph Lofts East will be designed to enforce the aesthetic character of the District. The first floor will include approximately 25,250 square feet of retail/restaurant uses as well as some live/work loft and multi-family housing, with an elevated continuous covered porch dock adjacent to S. 21<sup>st</sup> Street. Upper floors will contain approximately 37,920 square feet comprised of office space and approximately 60 resi-

### Rendering looking SSW at 21st & N





dential units. The new building will include both underground parking and off-street surface parking.

### Telegraph Lofts West

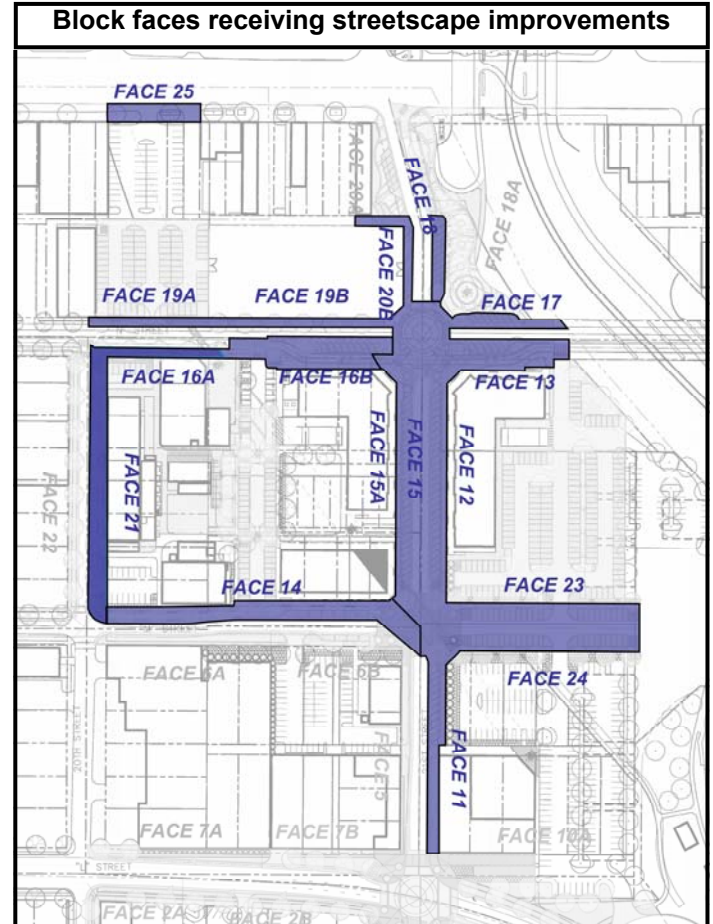
This proposed footprint includes a car wash facility. If this parcel were combined with the City-owned property immediately to its east and south, the property could be transformed into approximately 19,743 square feet of retail and 84 residential units in a four or five-story building. It could include approximately 45 lower level parking spaces in addition to associated off-street surface parking. Along with the Telegraph Lofts East, this complementary building could help create a central focal point for the Telegraph District at the intersection of N and S. 21<sup>st</sup> Street. Telegraph Lofts West will be designed to enforce the aesthetic character of the District.

### Telegraph Lofts South

Another mixed-use building is proposed at the northwest corner of S. 21<sup>st</sup> and M Street. The new building would contain approximately 12,000 square feet of retail and 30 residential units in a four or five story building and associated off-street surface parking. Again, the building design will include durable brick masonry and complement the aesthetics of the Telegraph District.

### 1935 O Street

The former Awards Unlimited building at 1935 O Street (23,210 sq. ft.) is located on the south side of O Street. The two-story building will be renovated and may include commercial uses on the first floor and 8 to 10 residential dwellings on the upper floor. Park-



ing will be provided on adjacent parking lots to the east.

### Streetscape Improvements

Subject to available funds, the Telegraph Flats Commons and Telegraph Lofts will be connected and abut

**1935 O Street, the former Awards Unlimited Building, in a 2016 County Assessor image — the building is now vacant**



new and renovated streetscape improvements constructed throughout the Project Area, including: sidewalks, utilities, additional on-street parking, curb lines, brick pavers, street lighting, pedestrian lighting, planters and planting areas, District identification and logo markers and banners, bioswales, stormwater improvements, bike share stations and other related public improvements and infrastructure. The Project's streetscape improvements will cover approximately 4,350 linear feet (0.8 of a mile).

An enhanced screen wall is planned for the LES substation located on the northwest corner of S. 21<sup>st</sup> & N Street. Enhancements on the northeast corner will complement Union Plaza.

The S. 20<sup>th</sup> Street right-of-way in the Project Area will be reconstructed to enhance the streetscape and shift all on-street parallel parking to the east side of the street. The streetscape improvements will add on-street parking on the east and west sides of S. 21<sup>st</sup> Street, on the north side of M Street, and on the north and south sides of N Street. A small segment of the N Street Cycle Track will be realigned to accommodate the additional on-street angle parking and pedestrian bump-out nodes near the intersection of S. 21<sup>st</sup> and N Streets.

The enhanced streetscape improvements will create a new sense of place for the Telegraph District.

### Muny Building

Located adjacent to the Antelope Valley channel, the Muny Building was designated as a Lincoln Landmark in 2014 and is potentially eligible for listing on the National Register of Historic Places. The building is the former bath house of Muny Pool south of 23<sup>rd</sup> and N Streets, and was built in 1921 in conjunction with the Municipal (or Antelope) Pool. The pool was closed in 1972 and the basin was filled in. Around 2007, the Lincoln Parks & Recreation Department completed a rehabilitation of the bath house for offices.

The bath house was evaluated as not eligible for the National Register as part of the Antelope Valley Major Investment Study in 1998, on the basis of the loss of integrity due to the removal of the pool. However, the

Rendering looking E from 21st & M, toward Muny Bldg.



subsequent improvements to the building and its setting prompted its re-evaluation. The building's integrity and scale are compared to the few other surviving Lincoln parks buildings of similar era (Auld Pavilion of 1915, Ager Building of 1936, and Pioneers Park Golf Club House of 1937). The pool building has significance in the history of race relations in Lincoln as the surviving element of the venue of civil rights efforts to integrate the pool, especially for African American residents who lived immediately north of the pool on Monroe Avenue. It is likely the building could be successfully nominated to the National Register, which would add to its existing protection as a Lincoln Landmark.

The Lincoln Parks and Recreation Department relocated and consolidated offices in 2017, with only a small portion of the Muny Building retained for a Parks and Recreation Department office. The site is encumbered by Land and Water Conservation Funds. As a result, reuse of the building and surrounding area for purposes other than those related to parks and recreation will require a conversion process through the U.S. National Park Service, a bureau of the United States Department of the Interior.

Phase 2 proposes a public parking lot on the west side of the Muny Building with landscaping added adjacent to the building.

### Zoning, Design Standards and Land Use:

The site is zoned B-4 Lincoln Center Business District Planned Unit Development (PUD) which includes modifications to the Downtown Design Standards. As



illustrated in *Existing Zoning* (right), the site is completely surrounded by the B-4 District with the exception of a small portion of P-Public zoning on the Lewis Ballfield area.

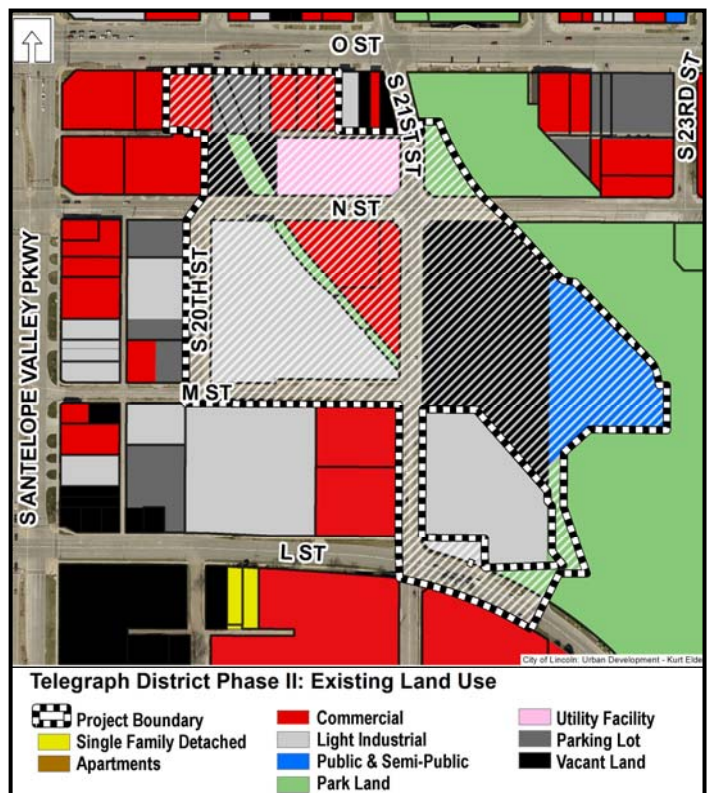
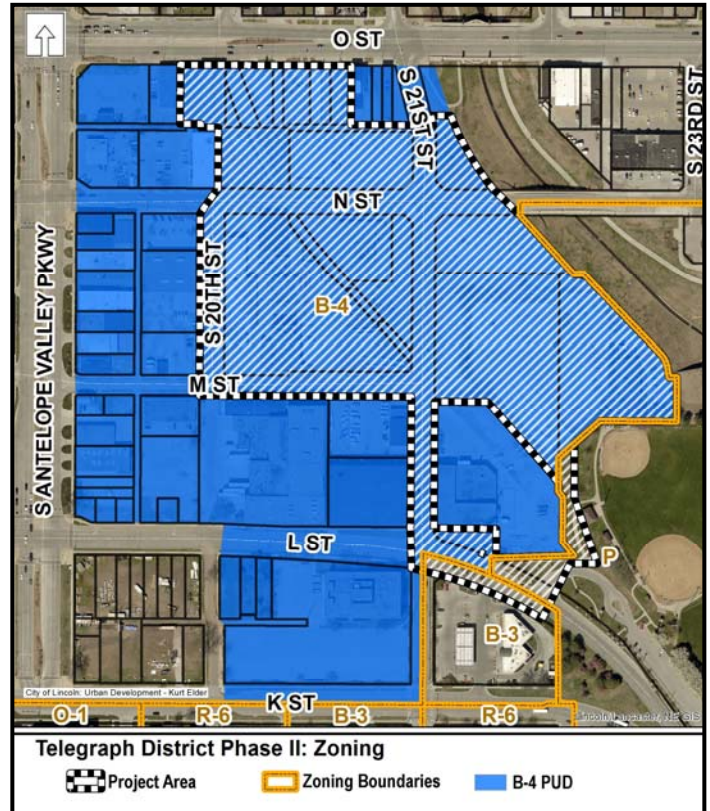
The Lincoln Downtown Design Standards, as amended in the PUD, will apply to the Telegraph District with additional design standards for new buildings constructed within the boundaries of the PUD to include:

- Durable brick masonry for the first 20 feet above street level,
- Articulation of long facades with windows, entrances, ornaments, and/or variations in the parapet and/or roofline, and
- Review of all new structures by the Urban Design Committee.

Land uses adjacent to the five projects are mostly commercial, industrial and/or parking lots. See *Existing Land Use* (right).

## 2. Statutory Elements

- *Property Acquisition, Demolition, and Disposal:* No public acquisition of private property, relocation of families or businesses, or the sale of property is necessary to accomplish the projects. The existing buildings proposed for renovation and rehabilitation will require extensive internal and external demolition, including asbestos removal and environmental remediation.
- *Population Density:* The proposed development within the Project Area will contain a minimum of 200 or more residential units which will result in a significant increase in population density.
- *Land Coverage:* Land coverage and building density will increase slightly with construction of Telegraph Lofts East on a parcel which is currently vacant. However, three buildings previously on the project site were demolished so future land coverage will not be as great as recent past land coverage, see *Future Land Use* (see next page).
- *Traffic Flow, Street Layouts, and Street Grades:* The City's Public Works and Utilities Department has indicated that the proposed Telegraph District Phase 2 projects are not likely to result in a significant increase in traffic and no turn lanes will be required.



- *Parking:* The Telegraph Flats Commons project will include approximately 80 off-street surface parking spaces abutting the Towel and Power Plant buildings as well as an improved surface parking lot

(approximately 65 stalls) across N Street to the north. The new Telegraph Flats mixed-use building is projected to have 54 underground parking stalls. Telegraph Lofts East will have approximately 62 parking stalls underneath the building and over 200 off-street surface parking stalls located southeast of the building. Telegraph Lofts West may include 52 underground parking stalls. Additional on-street angle parking will be added along S. 21<sup>st</sup> Street and N Street.

- *Zoning, Building Code, and Ordinances:* Current zoning is B-4 with no re-zoning required. Applicable building codes and downtown design standards will be met, consistent with the PUD.

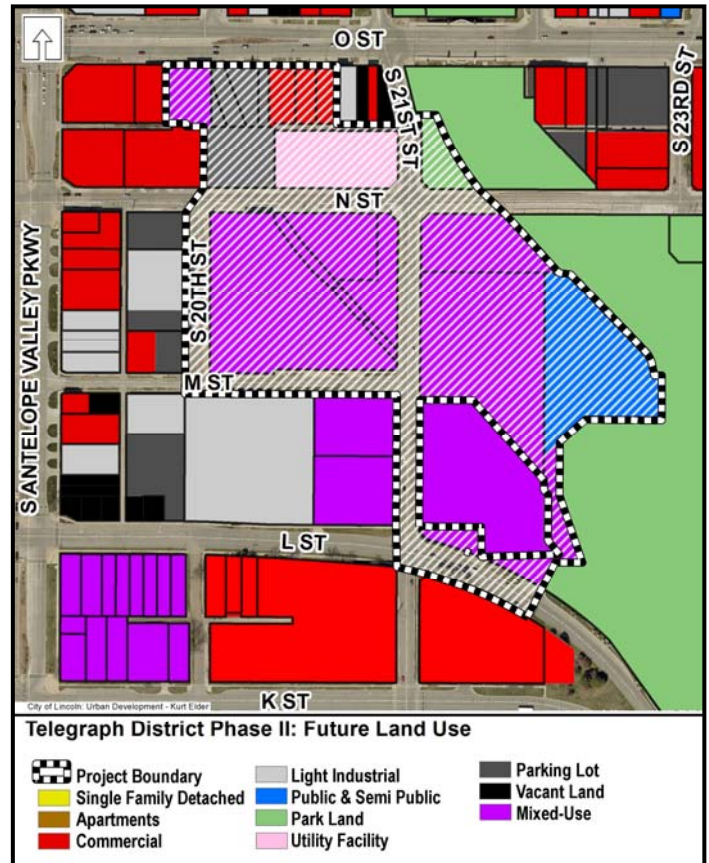
### 3. Financing and Cost Benefit Analysis

As required by Nebraska Community Development Law (Neb. Rev. Stat. §18-2113), the City has analyzed the costs and benefits of the proposed Project including:

- *Tax Revenues:* Upon completion of the Telegraph District Phase 2 projects, private investments will range from \$51 million to over \$61 million. In turn, the assessed value of the property is expected to increase by an estimated \$44 to \$54 million. This will result in an estimated range of \$6.1 to \$8.8 million in Tax Increment Financing (TIF) over 15 years to help fund public improvements. Thus for every City TIF dollar invested, there will be \$7.00 to \$7.21 of private investment. The TIF dollars will help fund potential public improvements ranging from \$13 to \$14 million, with private investments funding the balance of the public improvements.

The Urban Development Department believes that the public improvements and enhancements proposed in this plan amendment would not occur “but for” the Tax Increment Financing generated by private redevelopment within the Project Area. Each Phase 2 project would not be achievable to the extent shown without TIF.

- *Public Infrastructure and Community Public Service Needs Impacts:* It is not anticipated that Telegraph District Phase 2 projects will have an adverse impact on existing public infrastructure or City services. In fact, the public improvements to be made as part of this redevelopment project will include new streetscapes, updated water lines, sidewalks, curb and gutters, on-street parking



stalls, stormwater improvements, street lights, pedestrian lighting, and pedestrian crossings.

In the future, to accommodate construction of Telegraph Lofts West and/or Telegraph Lofts South, portions of a 42 inch sanitary sewer main will need to be rerouted from its current location paralleling the former Rock Island Railroad right-of-way. Also, a new water main will need to be constructed in the M Street right-of-way between 20<sup>th</sup> and 21<sup>st</sup> to accommodate the buildings to be constructed within the Project Area abutting M Street and to encourage further redevelopment in the general area.

- *Employment Within & Outside the Redevelopment Project Area:* Telegraph District Phase 2 projects will not have any adverse impact on employment within or outside the Project Area. New retail and commercial businesses in the Project Area will increase employment in the area.
- *Other Impacts:* The reuse and renovation of 1935 O Street and significant portions of the Fisher Food complex into Telegraph Flats Commons and the new construction of the three potential Telegraph Lofts buildings will revitalize the area by bring-

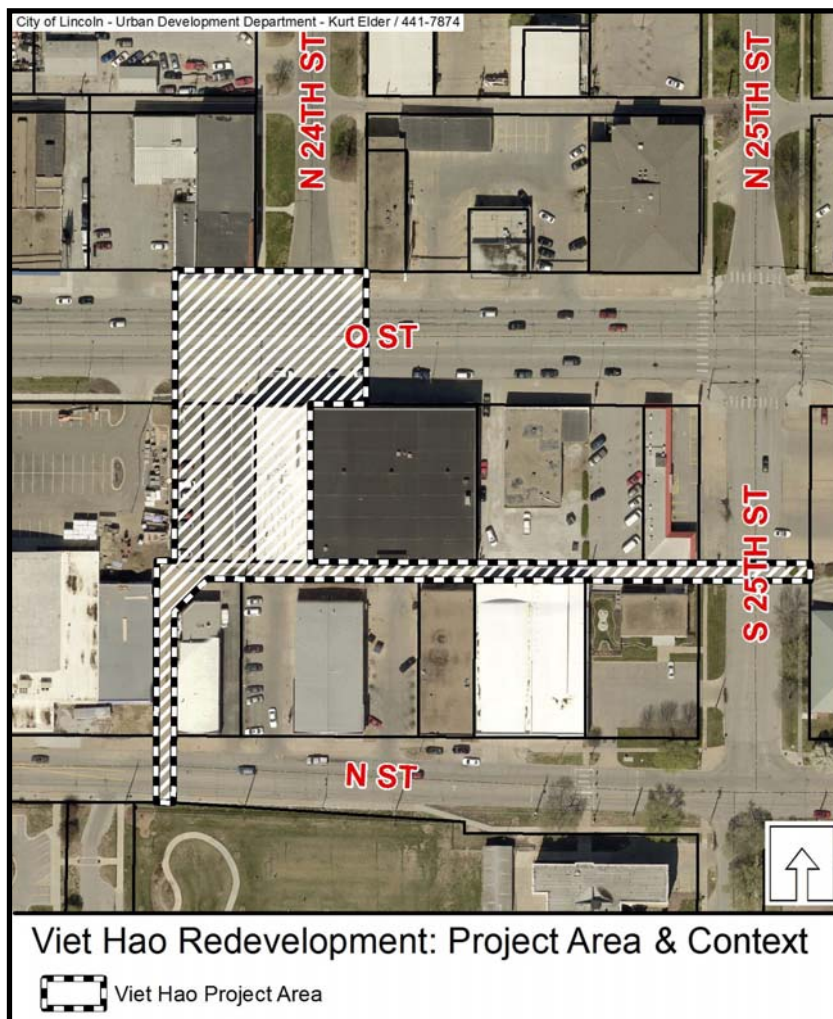


ing new residential, commercial, and retail opportunities to the southeast portion of downtown. The current dilapidated and blighted area will become a vibrant, mixed-use district while maintaining the historic character of the area. Streetscape improvements will tie the overall area together and create a walkable neighborhood linked to Phase 1 of the Telegraph District. The entire District will change from a blighted area with vacant buildings to a desirable, walkable neighborhood close to traditional downtown, bike trails and Union Plaza Park. One or more bike share stations may be implemented in the Telegraph District, which will add transportation and recreational opportunities to the District and the community at large.

The proposed improvements will retain and create new jobs, increase business activity and expand the tax base without adverse effect on either public or private entities. The use of Tax In-

crement Financing will temporarily delay the realization of the expanded real property taxes generated in the area, but there will be significant personal property tax and other revenue generated for the immediate benefit of the community, including: impact fees, excise taxes, fees, licenses, sales taxes, and other taxes that occur and are paid in the course of normal operation of a business. Phase 2 projects will facilitate the redevelopment of underutilized buildings without the incurrence of significant public cost beyond the use of tax increment financing.

Phase 2 projects should have a positive impact on private sector businesses in and beyond the redevelopment area project boundaries. The improvements are not anticipated to impose a burden or have a negative impact on other local area employers, but should increase the need for services and products from existing businesses.



## U. Viet Hao Redevelopment Project

### 1. Project Description

The Viet Hao Project is located at 2353 O Street (parking lot), 2365 O Street and 2373 O Street. The project consists of the rehabilitation of the 2365 O Street building and the demolition and construction of a new building at 2373 O Street. The project includes a new retail store and office space. It is located at mid-block between 23<sup>rd</sup> and 24<sup>th</sup> Street (south side), with O Street on the north and N Street on the south. See *Project Area & Context*, left.

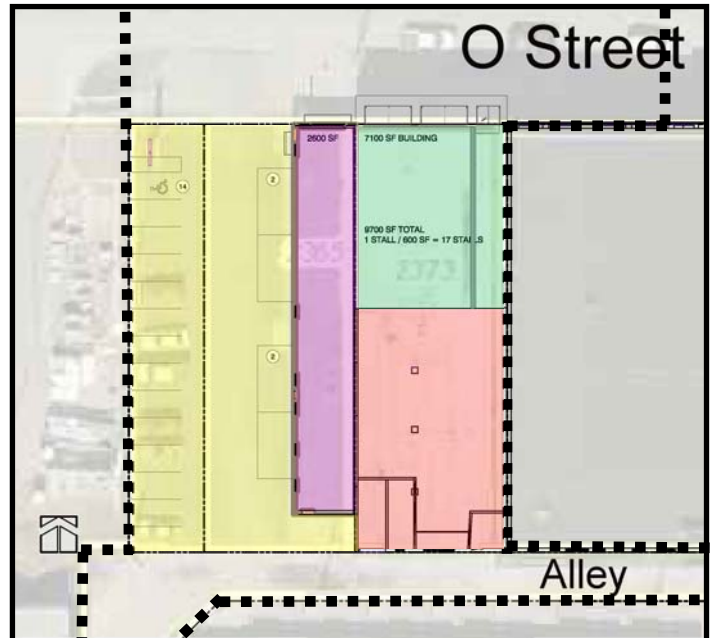
The project site is approximately 16,600 square feet and is currently comprised of two vacant and dilapidated buildings. Included in the project site is a small parking lot adjacent to the west. Surrounding land uses include retail to the north, south, east and a health clinic to the west. (See *Existing Land Use*, next page).

The site is zoned B-3. As illustrated in *Existing Zoning* on the following page, other districts adjacent to the site include B-4 to the west, and P Public Use to the south and southwest encompassing Elliot School and the Antelope Valley waterway.



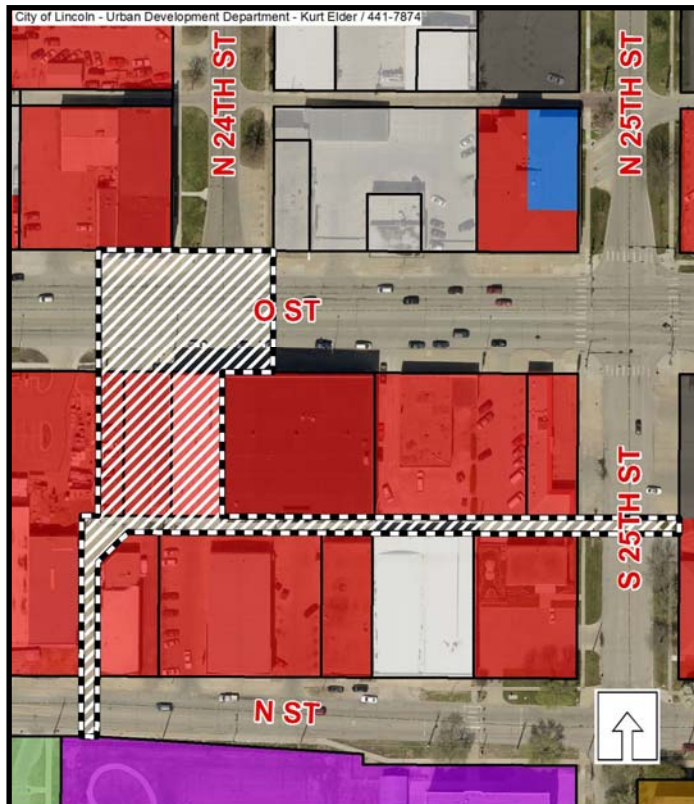
The Viet Hao Market project will be a grocery store specializing in foods from Southeast Asia. This new market will replace the existing business located at 2420 O Street and will double the total area of the existing market. The north half of this building is a two-story structure with structural problems and will be demolished. A geotechnical report concluded that the site is not suitable for typical footings and foundations due to a tunnel structure that was built as a culvert to carry Antelope Creek under O Street. The tunnel is approximately 15 feet wide and the existing building was constructed on top of the tunnel. The structurally sound south half of the building will be remodeled and incorporated into the new building. The 2365 O Street building will also be remodeled to tie the redevelopment together.

The building at 2373 O Street has 16,800 square feet and when finished will have 7,100 square feet. The 2365 O Street building has 4,200 square feet and when remodeled will have 2,600 square feet. Façade and window treatments will be incorporated on the front of the building facing O Street. See *Proposed Preliminary Site Plan* (right, above) and a *Preliminary View of the North Façade* on the following page.



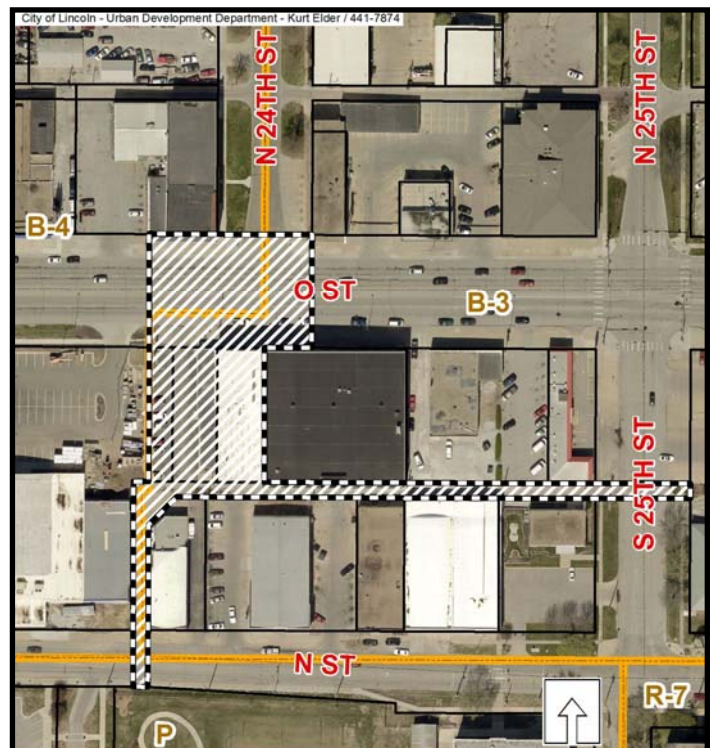
### Viet Hao Redevelopment: Proposed Preliminary Site Plan

- Project Area Boundary
- South part 2373 O Street, to be remodeled & connected
- North part of 2373 O Street, to be demolished, rebuilt, & connected
- 2365 O Street, to be remodeled & connected
- Parking & Remainder of Building Site



### Viet Hao Redevelopment: Current Land Use

- Viet Hao Project Area
- Apartments
- Commercial
- Light Industrial
- Educational Institutions
- Public & Semi-Public
- Park Land
- Parking Lot



### Viet Hao Redevelopment: Existing Zoning

- Viet Hao Project Area
- Zoning





**Viet Hao Redevelopment: Preliminary View of the North (O Street) Façade**

The project area boundaries are defined in the *Project Area Context & Boundaries* map. Project area public improvements may include energy and façade enhancements, site preparation, demolition and landscaping. The project area is not in a flood plain; however, there is a large underground tunnel under the building.

## 2. Statutory Elements

- *Property Acquisition, Demolition, and Disposal:* No public acquisition of private property, relocation of families or businesses, or the sale of property is necessary to accomplish this Project. The north half of the 2373 O Street existing building will be demolished and reconstructed and the south half of the building will undergo an extensive internal demolition and remodeling. The 2365 O Street building will undergo extensive internal renovation.
- *Population Density:* The proposed development at the Project site contains no residential units and no residential units are envisioned. The Project consists of renovated retail redevelopment, which will not affect population density in the Project area.
- *Land Coverage:* Land coverage and building density will not be altered with construction of the Project. *Future Land Use* is shown on the following page.
- *Traffic Flow, Street Layouts, and Street Grades:* The City's Public Works and Utilities Department has indicated that the Project is not likely to result in a significant increase in traffic. Access points will be reduced and no turn lanes are required.
- *Parking:* An existing, 15 stall at grade surface parking lot is part of the project.

- *Zoning, Building Code, and Ordinances:* Current zoning is B-3 with no re-zoning required. Applicable building codes and design standards will be met.

## 3. Financing and Cost Benefit Analysis

As required by Nebraska Community Development Law (Neb.Rev.Stat. §18-2113), the City has analyzed the costs and benefits of the proposed Project including:

- *Tax Revenues:* Upon completion of the Project, the assessed value of the property will increase by an estimated \$1,033,800.00. This will result in an estimated \$128,200.00 in Tax Increment Financing (TIF) over 15 years for public improvements. The public investment of the approximately \$128,200.00 will leverage the private investment of approximately \$1,538,460.00 resulting in more than \$12.00 of private investment for every City TIF dollar spent.
- *Public Infrastructure and Community Public Service Needs Impacts:* It is not anticipated that the Project will have an adverse impact on existing public infrastructure or City services.
- *Employment Within & Outside the Redevelopment Project Area:* The Project will not have any adverse impact on employment within or outside the redevelopment project area.
- *Other Impacts:* The Viet Hao Project will assist in the elimination of Blight and Substandard conditions at this project site and will improve the area. This project continues the revitalization of the area, begun with the Health 360 project immediately to the west of this project. The project will also benefit the community through increased tax revenue.

## V. Antelope Tower Redevelopment Project

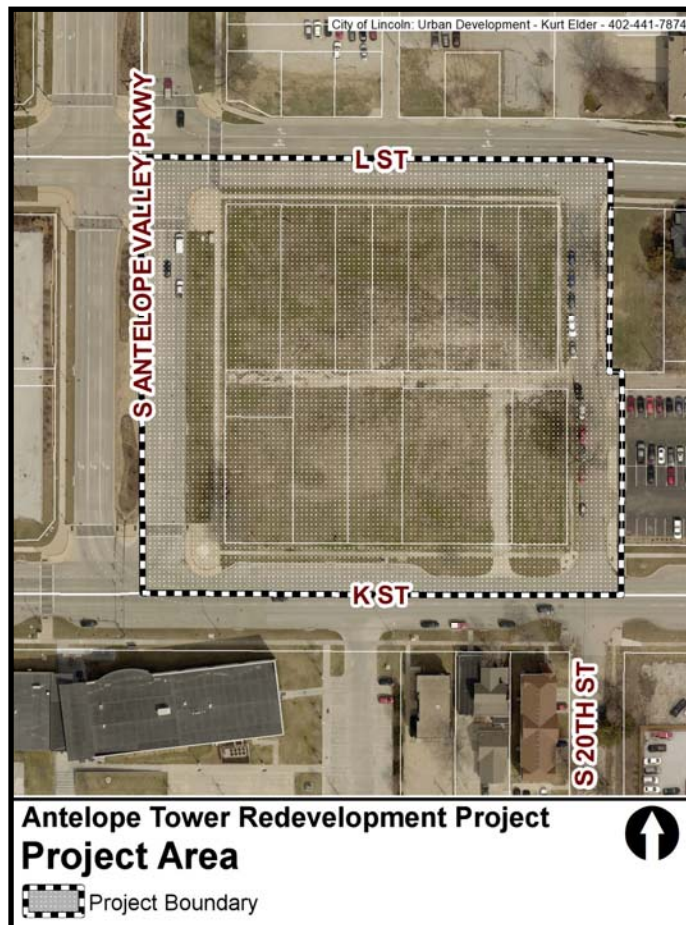
### 1. Project Description

The Antelope Tower Redevelopment Project (the "Project") includes the redevelopment and rehabilitation of fourteen (14) underutilized and vacant parcels into a mixed-use development. Upon completion, the Project will include approximately ninety-three (93) residential units and approximately 18,000 square feet of first floor retail or commercial space. The residential component of the project will be comprised of approximately 31 studio units, 39 one-bedroom units, and 23 two-bedroom units, which will be marketed to moderate-income tenants. The retail and/or commercial component of the Project is anticipated to provide products and services supportive of downtown and Antelope Valley residents and businesses.

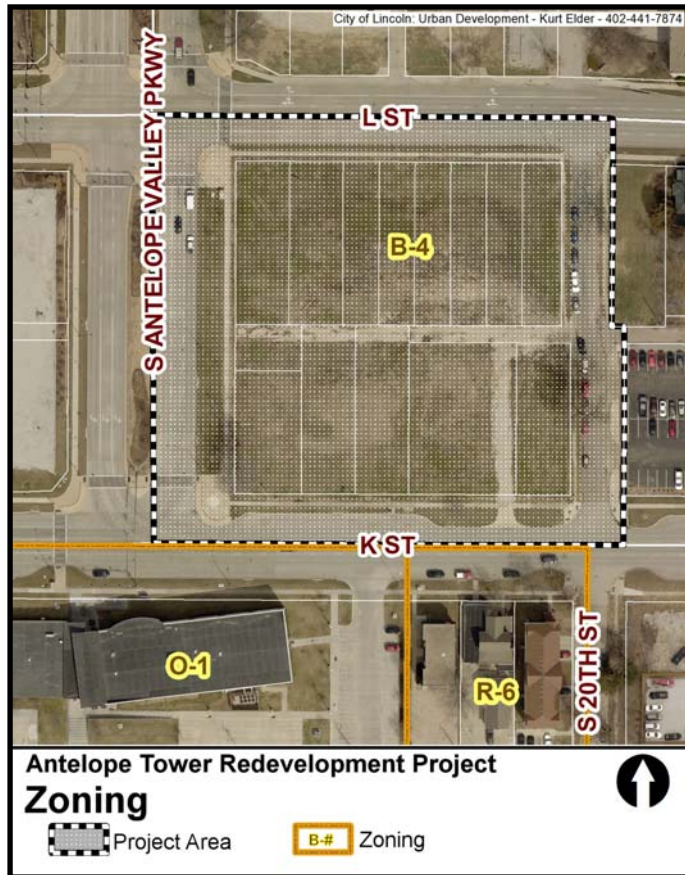
The parcels comprising the proposed project site are generally located between L Street on the north, K Street on the south, S. Antelope Valley Parkway on the west and 20th Street on the east (the "Project Site"). The Project Site is legally described as Lots 49-55, Boggs and Holmes Subdivision; Lots 11-17, McMurtry's Addition, Block 2, all in Lincoln, Lancaster County, Nebraska. The Project Site is depicted on the map, below.

The goal of the Project is to revitalize and strengthen the business and residential community in the Antelope Valley Redevelopment Area by providing additional workforce housing opportunities, as well as retail and/or commercial space supportive of downtown Lincoln and the Antelope Valley area. The redevelopment of the underutilized Project Site will increase security and safety in the Antelope Valley Redevelopment Area and continue to revitalize the area.

The Project Site is vacant. Surrounding land uses include undeveloped, vacant land to the north and west, and commercial and residential uses to the east and south. The newly constructed Telegraph District is located to the east of the Project Site. Lincoln High School is located approximately five (5) blocks to the southeast of the Project Site. See the current land use map, below.



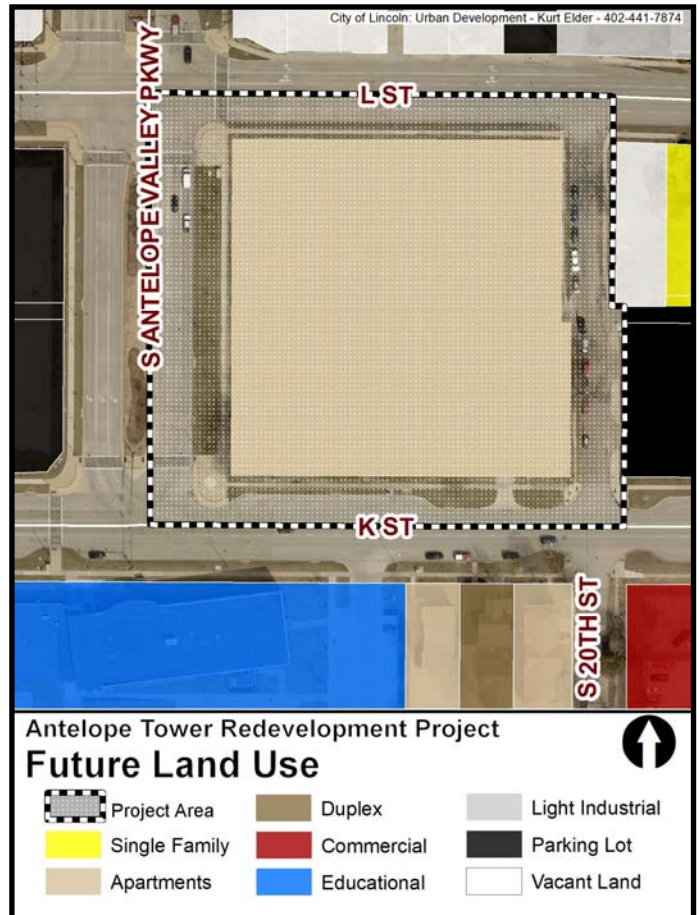




The Project Site is currently zoned B-4 Lincoln Center Business District, which provides for development of multi-family residential uses and retail uses. The land surrounding the Project Site to the north, east and west is zoned B-4 Lincoln Center Business District as well. The land to the south of the Project Site is zoned O-1 Office District and R-6 Residential District. Nearby zoning includes the B-3 Commercial District and P Public Use District to the east and southeast of the Project Site. Existing zoning is shown above.

The Project is consistent with the *Antelope Valley Redevelopment Plan*, which identifies the Project Site as a key entry corridor to and from downtown Lincoln. The Project is intended to create additional housing opportunities in downtown Lincoln and Antelope Valley, while maintaining compatibility with nearby residential areas and supporting downtown Lincoln as the center of the Lincoln community.

The Project is also consistent with the *LPlan 2040*, the *Lincoln-Lancaster County 2040 Comprehensive Plan*. The Guiding Principles in Chapter 6, Mixed Use Redevelopment, include targeting existing underdeveloped or redeveloping commercial and industrial areas in order to remove blighted conditions and more efficiently utilize existing infrastructure. The Guiding Principles also encourage residential mixed-use development for identified corri-



dors, including the Antelope Valley Redevelopment Area. The Project is consistent with the Guiding Principles in Chapter 7, Neighborhoods and Housing, of *LPlan 2040* as well, which puts a special emphasis on promoting safe and decent housing for moderate income households.

Further, the Project is consistent with 2018 *Downtown Lincoln Master Plan*, which encourages the development of housing at higher densities, the inclusion of housing as a key component of mixed-used projects, and increasing the availability of diverse housing types and price points. Additionally, the Project Site is included within one of the "Supporting Projects" areas identified in Section 4.6 of the *Downtown Lincoln Master Plan* which are intended to support downtown Lincoln as the center of opportunity and catalyze further investment in the downtown area.

The Project represents a significant private investment in the Antelope Valley Redevelopment Area. Publicly funded redevelopment activities may include: site acquisition, site preparation and grading, extension or replacement of utilities, energy efficiency enhancements, façade enhancements, public street and sidewalk improvements (including construction of a turn lane on L Street), landscaping in the right-of-way, and other public improvements in the Antelope Valley Redevelopment Area.

## 2. Statutory Elements

- *Property Acquisition, Demolition, and Disposal:* The proposed redeveloper currently controls the Project Site. The Project will not require demolition or disposal of existing improvements, as the Project Site is vacant. No relocation of families or businesses will occur as a result of the Project.
- *Population Density:* The Project includes the construction of a mixed-use building consisting of approximately ninety-three (93) workforce residential units and approximately 18,000 square feet of first floor retail or commercial space. As a result, the Project will have an impact on and will increase the Antelope Valley Redevelopment Area's population density. However, the increase in density is consistent with the Antelope Valley Redevelopment Plan, which calls for high-density residential development to support retail and commercial development in traditional downtown Lincoln and the areas immediately east thereof.
- *Land Coverage:* Land coverage will increase as the Project Site is currently vacant. The Project will include the construction of a building with an approximately 18,000 square foot footprint located on the Project Site, which is approximately 2.4 acres. The Project will comply with the applicable land-coverage ratios and zoning requirements of the City of Lincoln.
- *Traffic Flow, Street Layouts, and Street Grades:* The Project will likely result in an increase in traffic on account of tenants, employees, and customers of the Project travelling to and from the Project Site. The Project also involves construction of a turn lane on L Street and the vacation of the east-west alley between Antelope Valley Parkway and South 20<sup>th</sup> Street.
- *Parking:* The redeveloper will construct a surface parking lot adjacent to the mixed-use building, which will meet the parking requirements of the B-4 Lincoln Center Business District.
- *Zoning, Building Code, and Ordinances:* The Project Site is currently zoned B-4 Lincoln Center Business District, and the Project is a permitted use in such district. No rezoning of the Project Site will be required as part of the Project. The Project has obtained approval for access deviation, and will seek a special permit to exceed the minimum height requirement. All applicable building code requirements and ordinances will be satisfied. The Project Site may be replatted as part of the Project.

Cost Benefit Analysis: Antelope Tower		Amount
(a) Base Value		\$xxxxxxx
(b) Estimated New Assessed Value		\$10,842,400
(c) Increment Value = (b) - (a)		\$8,996,500
(d) Annual TIF Generated (Estimated) = (c) x 2.015115%		\$181,300
Funds Available = (d) x 14 years @ 5.00%		\$2,000,000

## 3. Proposed Cost and Financing

The estimated total cost to implement the Project is approximately \$11,750,000, which includes approximately \$2,000,000 in public financing. The project cost will be finalized as construction costs are determined. The source of the public funds for the eligible public improvements will be the tax increment generated from the private developments on the Project Site. However, funding sources and uses will be negotiated and identified in the redevelopment agreement, subject to approval by the Mayor and City Council.

### Tax Increment Financing Analysis

As required by the Nebraska Community Development Law (Neb. Rev. Stat. § 18-2113), the City has analyzed the costs and benefits of the proposed Project, as follows:

- *Public Tax Revenues:* Upon completion of the Project, the assessed value of the Project Site will increase by an estimated \$8,996,500 as a result of the private investment for the Project. This will result in an increase in estimated annual property tax collections during the 15 year TIF period of approximately \$181,300, which will be available to finance the costs of construction of the public improvements related to the Project. The public investment of approximately \$2,000,000 in TIF funds will leverage \$9,940,000 in private sector financing: a private investment of \$5.49 for every TIF dollar spent.

The Urban Development Department believes that the private and public improvements proposed in this plan amendment would not occur "but for" the utilization of tax increment financing in the Antelope Valley Redevelopment Area. It would not be economically feasible for the redeveloper to construct the Project improvements without tax increment financing because the existing site conditions constitute a barrier to development that cannot be adequately remedied without the use of tax increment financing.



Public investment may assist with the costs of site acquisition, site preparation and grading, extension or replacement of utilities, public street and sidewalk improvements (including construction of a turn lane on L Street), energy efficiency enhancements, façade enhancements, landscaping in the right-of-way, and other public improvements and enhancements permitted under the Community Development Law in the Antelope Valley Redevelopment Area.

- *Public Infrastructure and Community Public Service Needs Impacts:* It is not anticipated that the Project will have an adverse impact on existing public infrastructure. In fact, the Project involves the capture of the incremental tax revenues for installation of utilities and other public infrastructure improvements in the Antelope Valley Redevelopment Area. It is not anticipated that the Project will have an adverse impact on City services, but instead will generate additional revenue providing support for those services.
- *Employment within the Redevelopment Project Area:* It is not anticipated that the Project will have an adverse impact on employers and employees of firms locating or expanding within the boundaries of the area of the Project. It is anticipated that the Project will be supportive of employers and employees of firms located in the Antelope Valley Redevelopment Area because the Project will include the construction of additional workforce housing opportunities for those living and working in downtown Lincoln. Further, the retail and/or commercial component of the Project is anticipated to create jobs and strengthen the east downtown business community.
- *Employment in the City outside the Redevelopment Project Area:* The anticipated job creation resulting from the construction of the Project on the Project Site is not expected to adversely affect employment in the City outside the Redevelopment Project Area. Instead, improvements are anticipated to enhance the east downtown Lincoln area, attracting further commercial and residential development and creating additional jobs in the Antelope Valley Redevelopment Area and the City of Lincoln as a whole. The Project should increase the need for services and products from existing businesses in and around the Antelope Valley Redevelopment Area.
- *Impacts on the student populations of school districts within the City:* The Project involves the construction of 93 studio, one- and two-bedroom apartment units on the Project Site, so the Project may have an impact on the student populations of school districts within the City of Lincoln. However, the Redeveloper anticipates that the apartment units constructed are likely to be

attractive to young professionals and others who are employed in downtown Lincoln and the surrounding Antelope Valley area, and thus, it is not likely that the Project will involve a significant increase in the student populations of such schools.

- *Other Impacts:* The development of the Project Site will continue to revitalize the area and will attract residents and businesses to the Antelope Valley Redevelopment Area and the City of Lincoln. The Project is consistent with the policies of the 2018 *Downtown Lincoln Master Plan*, *LPlan 2040* and the *Antelope Valley Redevelopment Plan*.

The Project will enhance a key entry corridor to and from downtown Lincoln, and will provide much needed additional workforce housing opportunities to support downtown Lincoln as the center of the Lincoln community and continue the revitalization of the Antelope Valley area.

Additionally, the Project involves a private investment in an area designated as both an "Opportunity Zone" and an "Extremely Blighted Area." The Project should have a positive impact on private sector businesses in the Antelope Valley Redevelopment Area and in the City, and will attract additional private investment in and around the Antelope Valley Redevelopment Area.

While the use of tax increment financing will defer receipt of a majority of the incremental ad valorem real property taxes generated by the Project for up to 15 years, there will be additional revenue generated by the Project from, for example, sales tax paid by the businesses and residents of the Project. Upon completion of the 15 year TIF period, the Project will benefit the community through higher property tax revenue.

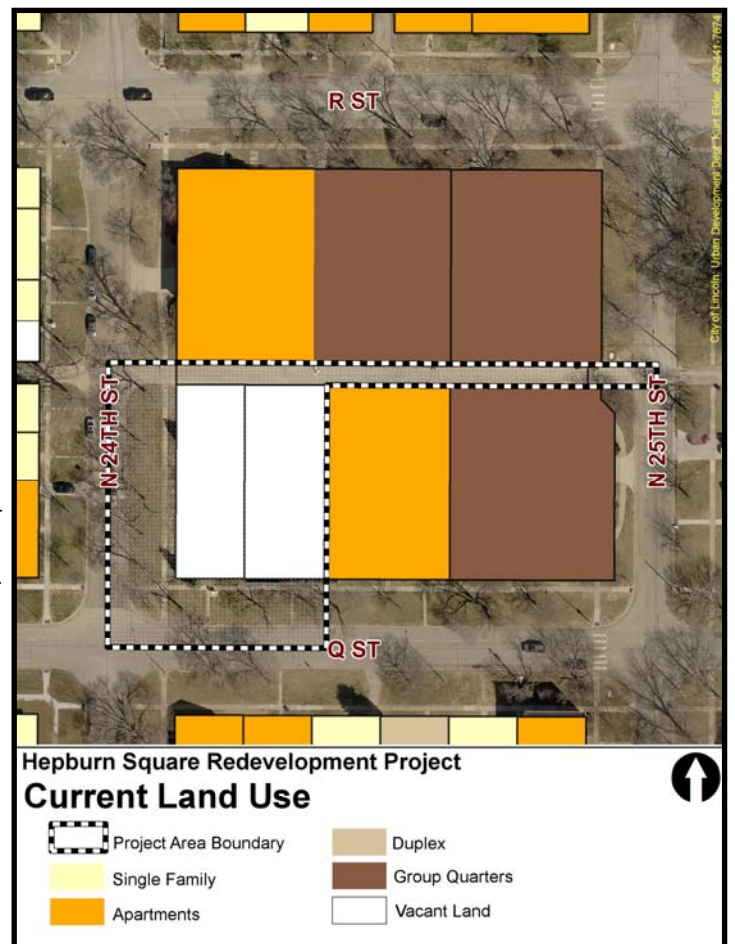
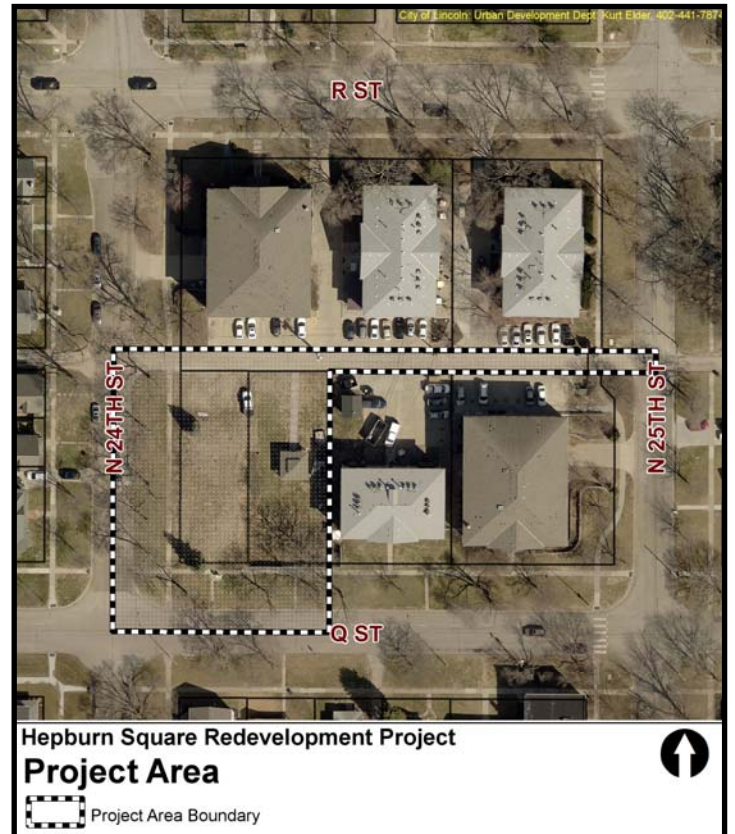
## W. Hepburn Square Redevelopment Project

### 1. Project Description

The Hepburn Square Redevelopment Project ("Project") includes redevelopment of the currently vacant corner of 2400 Q Street into a twelve unit multi-family housing apartment building which incorporates affordable housing units and accepts housing vouchers. The Project proposes to include five one-bedroom units, five two-bedroom units, and two three-bedroom units. The project is generally located on the block bounded by 24<sup>th</sup> Street, 25<sup>th</sup> Street, Q Street and R Street and covers approximately 0.4 acres (See Project Area Map). The parcels comprising the proposed project site are generally located at 2400 and 2410 Q Street (the "Project Site"). The Project Site is legally described as Lots 7, 8, and the west 10 feet of Lot 9 of Block 3 of Kinney's O Street Addition, all of the vacated east-west alley in Block 3 of Kinney's O Street Addition, and adjacent public right of way east of the center line of North 24<sup>th</sup> Street, north of the centerline of Q Street, and west of the center line of North 25<sup>th</sup> Street.

The goal of this project to strengthen the Lincoln community by providing in-fill residential dwelling units that combine market rate and affordable housing through the redevelopment of property within close proximity to Downtown Lincoln. The Project Area is currently vacant (see Current Land Use Map) with one standing gazebo used by the property adjacent to the east. The Project Site is surrounded by residential uses. The remainder of the block - to the north and east of the Project Site - is comprised of apartment buildings and group homes. To the south, across Q Street, there are three apartments, one duplex, and two single-family units. To the west, across North 24<sup>th</sup> Street, there is one apartment building, five single-family units and one vacant property. The Project will make a positive contribution to the area by redeveloping majority vacant and underutilized spaces to provide new market rate and affordable housing opportunities.

The Project is consistent with the goals of the *Antelope Valley Redevelopment Plan* and is intended to support private sector residential development in the redevelopment area. Publicly funded redevelopment activities may include site acquisition, streetscape and other public area enhancements, energy efficiency improvements, façade enhancements, and other public improvements, related activities and costs permitted under the Community Development Law.





## 2. Statutory Elements

**Property acquisition, demolition and disposal:** The proposed redeveloper holds a contract to purchase the Project Site. (The City does not intend to acquire property nor would the City use eminent domain for the Project.) The land is currently vacant and no relocation of individuals or businesses will be required. Demolition will include clearing existing secondary structures from the property and removal, relocation or replacement of utilities in the Project Area.

**Population Density:** The population density of the Project Area will increase slightly as the property is currently vacant with no tenants or residents and will be redeveloped into twelve residential units.

**Land Coverage:** Land coverage and building density will be altered with the construction of one new multi-family building on the Project Site. One multi-family residential building located on the Project Site was demolished in 2016 leaving the lot vacant. A gazebo and sidewalk leading to the gazebo will be removed to clear the Project Site for the Project. For future land use, see the map (right).

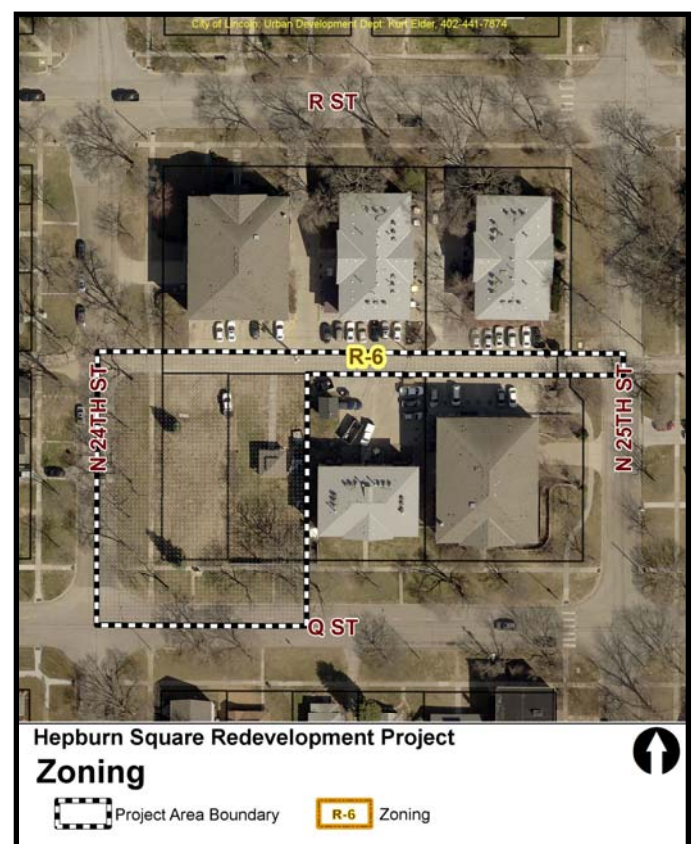
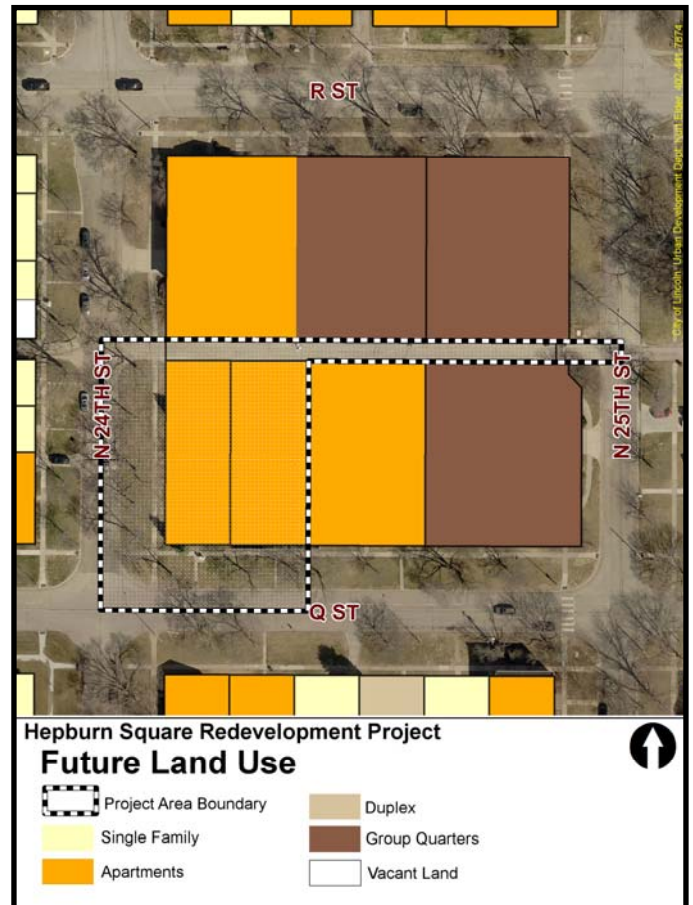
**Zoning, Building Code and Ordinances:** The Project Site is currently zoned R-6 Residential District (see zoning map, right). The Project is a permitted use for this District. The Redeveloper will seek an amendment to the Antelope Village PUD to incorporate the Project Site in order to reduce parking requirements to one parking stall per unit of housing. All applicable building code requirements and ordinances will be satisfied.

**Traffic Flow, Street Layouts and Street Grades:** The Project is not likely to result in a significant increase in traffic. There is no impact to street layouts or grades and no streets will be vacated.

**Parking:** The Project will not reduce existing parking in the area. The Project, pursuant to the proposed amended PUD, will provide one parking stall for each unit of housing constructed.

## 3. Proposed Cost and Financing

The estimated total cost to implement this project is \$1.7 million. The new private investment expected to implement this project is estimated at approximately \$1.5 million, which will generate an estimated \$200,000 in funding for public improvements and enhancements. The source of funds for public improvements and enhancements will be Tax Increment Financing (TIF) generated from this private development within the Project Area. Funding sources and uses will be negotiated as a part of the redevelopment agreement, which will be subject to approval by the Mayor and City Council.



Publicly funded redevelopment activities may include site acquisition, environmental studies and surveying, site preparation and remediation, utility improvements or relocation, energy efficiency improvements, façade enhancements, street and streetscape improvements, and other public improvements related activities and costs as permitted under the Community Development Law.

The Urban Development Department believes that the private and public improvements proposed in this plan amendment would not occur “but for” the utilization of TIF. Project improvements would not be possible to the extent shown without TIF.

### Hepburn Square Cost Benefit Analysis

Description		Amount
Base Value	<i>Current Assessed Value</i>	\$75,000
Not to Protest Value	<i>Not to Protest Value</i>	\$1,000,000
Increment Value =	<i>New Assessed Value – Base Value</i>	\$925,000
Annual TIF Increment Generated =	<i>Increment x 2.0151150%</i>	\$18,639
Estimated TIF Available =	<i>Annual Increment x 14 years @ 5%</i>	\$191,708

Upon completion of construction, the assessed value of the property within the Project Area is estimate to increase by \$925,000. This will result in an increase of annual property tax collections of \$18,639 for a total increase over the 15 year TIF Period of \$279,585 with \$191,708 available to pay back TIF funds.

#### **Public Infrastructure and Community Public Service**

**Needs Impacts:** It is not anticipated that the Project will have an adverse impact on existing public infrastructure, nor that the Project will have an adverse impact on City services, but instead will generate additional revenue providing support for those services.

**Employment within the Redevelopment Area:** It is not anticipated that the Project will have an adverse impact on employers and employees of firms locating or expanding within the boundaries of the Project Area. It is anticipated that the construction of a multi-family residential building may create additional part time employment in the Project Area.

**Employment in the City outside the Redevelopment Project Area.** The Project is not expected to adversely affect

employment in the City outside the Antelope Valley Redevelopment Area.

**Impacts on the student populations of school districts within the City:** The Project is not expected to have a material impact on student populations of school districts in the City of Lincoln. The Project does consist of 12 residential dwelling units and some portion of these units may become occupied by families with children, however, it is unlikely that all or a majority of the units would be occupied by families or that the number of children would have a material impact on the population of any school within the City.

**Other Impacts:** The development of the Project Area will create additional market rate housing within walking distance available to new households and those who work in the downtown, Antelope Valley and N. 27<sup>th</sup> Street areas. Moreover, this will expand affordable housing options available in Lincoln and integrate market rate and affordable housing. The Project will have a positive impact on housing affordability issues the City is currently experiencing.



## XV. TWO PROPOSED REDEVELOPMENT CONCEPTS

The redevelopment planning process identified two catalyst concepts-called Proposed Redevelopment Concepts:

- ♦ Proposed Redevelopment Concept A-East Downtown is approximately a 5 block area located in East Downtown in the general vicinity of:
  - > 17th to 19th, "O" to "P" Streets
  - > 17th to 19th, "P" to "Q" Streets
  - > 18th to 19th, "Q" to "R" Streets
- ♦ Proposed Redevelopment Concept B-Malone Neighborhood is a two block area in the Malone Neighborhood from 23rd to 24th Streets, "P" to "R" Streets.

If viable, these two Proposed Redevelopment Concepts may later become Redevelopment Projects upon an amendment of this Redevelopment Plan.

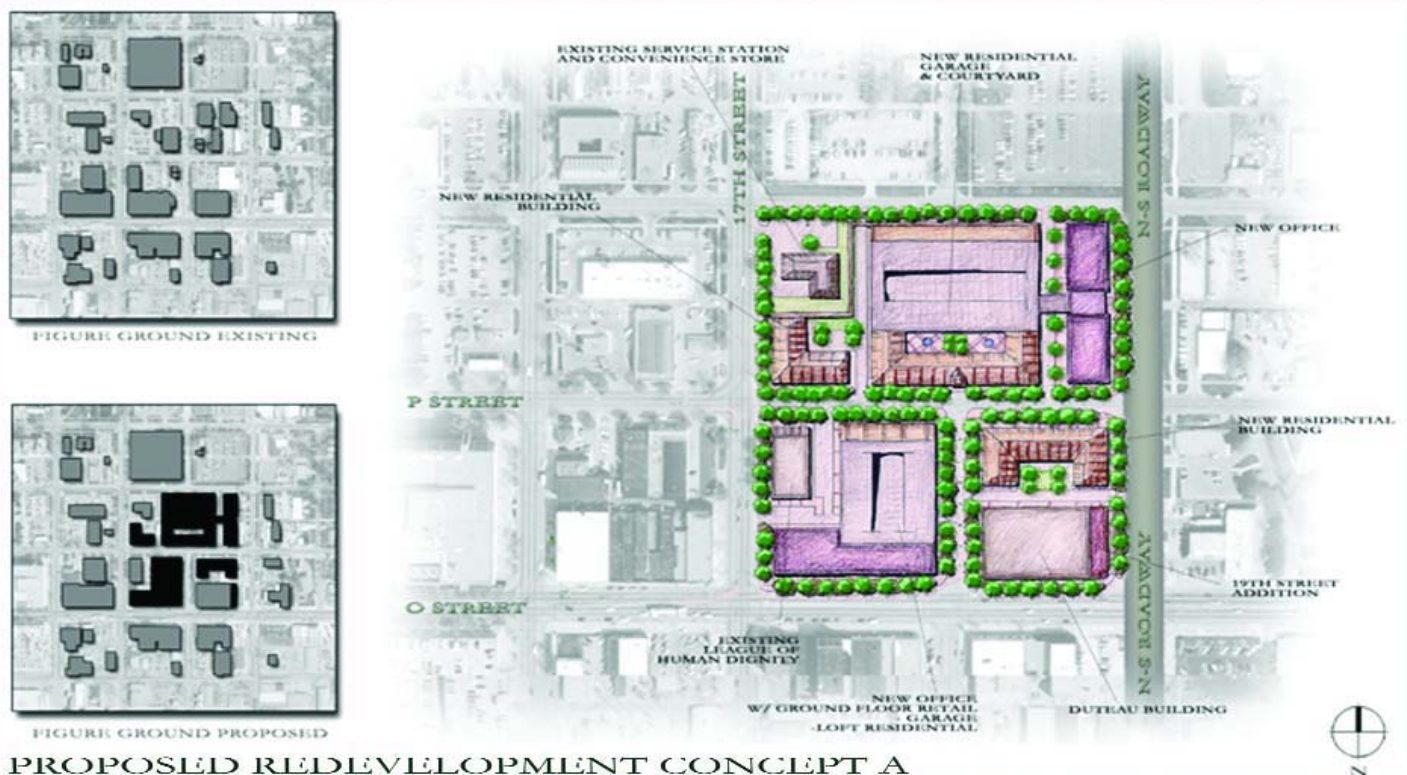
### A. Proposed Redevelopment Concept A--East Downtown

This concept includes mid-rise mixed-use buildings, such as residences, research and development activities, office and retail. This area would be ideal for

Nebraska alumni and other types of residential housing, enabling residents to be in close proximity to Downtown restaurants, entertainment and amenities, while being within walking distance of UNL educational, cultural and sport activities. East Downtown also abuts the UNL public research and development facilities. It is anticipated that private sector research and development enterprises would be interested in locating here to be in close proximity to the University's R & D activities. Together, these primary uses would spin off other desirable land uses.

The streetscape-oriented infill development should prominently feature the quality Duteau building, revitalize underdeveloped land and capitalize on inherent synergies of parking and open space. Off-street parking spaces should be below grade or in at-grade or above grade parking facilities that are hidden or screened with buildings so that passerby pedestrians and motorists don't have to view parked cars or 'blank' wall parking garages. The Downtown Fire Station and administrative offices are located within the five block footprint. If redevelopment plans require the Downtown Fire Station to be relocated, then a suitable location (generally between 9th Street, 27th Street, Vine Street and "A" Street)

Figure 22



PROPOSED REDEVELOPMENT CONCEPT A

would have to be secured and a new fire station built.

### 1. Illustrations:

Proposed Redevelopment Concept A-East Downtown, Illustrative Plan, Figure 22, illustrates a potential mixed-use vision of this East Downtown area, while Proposed Redevelopment Concept A-East Downtown, Birds Eye Diagram, Figure 23, provides a three dimensional perspective of the five block area. These images are illustrative and different mixes and block locations would achieve similar objectives. Because of the large site plan, the area may need to be developed in phases.

### Potential Program:

#### SE Block

- Duteau Building rehabbed w/addition on 19th/O for total of 68,000 sq.ft. office
- 50 unit new for rent residential building with tuck under parking

#### SW Block

- League of Human Dignity Building Remains
- 60,000 sq.ft Office above:
- 20,000 sq.ft Ground Floor Retail
- 18 loft units of residential
- 445 stall new parking garage

#### NE/NW Blocks

- Gas Station/Convenience Store Remains
- 522 stall new parking garage
- 72 unit new for-rent residential building
- 30 loft units Residential
- 38 unit new for-rent residential building
- 5,000 sq.ft of retail

#### TOTAL

New Office.....160,000 sq.ft  
 New Residential.....208 units  
 Retail.....14,700 sq.ft

2. *Projected Uses and Sources of Funds:* (See Figure 23 below.)

## Uses & Sources of Funds

**Figure 23**

### Proposed Redevelopment Concept A -- East Downtown Six Block Project:

16th to 19th, O to P Streets; 17th to 19th, P to Q Streets, 18th to 19th, Q to R Streets

Uses	
Acquisition of property, relocation of residents/businesses, removal of environmental constraints, demolition of structures and site preparation	\$5,647,180
Site improvements could include utility upgrades [water, sanitary sewer, storm water], street, sidewalk, and curb & gutter construction, parking and streetscape improvements, fire station construction	\$14,025,000
Private uses for mixed-use developments	\$110,000,000
<b>Total Uses</b>	<b>\$129,672,180</b>
Sources	
Project-generated sources could include: Community Improvement Financing, land sale proceeds, special assessments	\$10,002,500
Other sources could include: Utility revenues, parking revenues, street construction funds, general revenues, and LES	\$9,669,590
Private Sector Sources	\$110,000,000
<b>Total Sources</b>	<b>\$129,672,180</b>



### 3. *Fire Station Consideration*

The Downtown Fire Station and administrative officers are located within the footprint of the Proposed Redevelopment Concept A-East Downtown. If redevelopment plans require the Downtown Fire Station to be relocated, then a suitable location (generally between 9th Street, 27th Street, Vine Street and "A" Street) would have to be secured and a new fire station built.

### B. **Proposed Redevelopment Concept B-Malone Neighborhood**

Proposed Redevelopment Concept B centers on a two block area in the Malone Neighborhood from 23rd to 24th Streets, "P" to "R" Streets. Residential redevelopment of this area east of the new waterway will help promote maximum private investment adjacent to the waterway, once the designated floodplain is removed. Its close proximity to the new waterway and the new East Downtown Park, will allow residents to enjoy the proposed amphitheatre, ice skating rink and fountain area. Redevelopment of this area could also spur future redevelopment of the north edge of the "O" Street Corridor.

This area should provide a quality residential transition between the "O" Street mixed-use area and the traditional residential neighborhood of the Malone/Hawley Neighborhood. Hopefully, these blocks would be redeveloped with a mixture of traditional and some housing products and designs-row homes, townhouse, cottages, granny flats. To date, many of these new residential products have not been built in Lincoln, but are proving successful in other localities. Together, the existing and new group of residences would provide an attractive neighborhood street fronts that would complement the surrounding neighborhood's urban design and architectural features.

In order to help achieve a successful redevelopment effort, it might be necessary to expand the initial two block area to include the two blocks to the west from 22nd to 23rd Streets, "P" to "R" Streets. These two westerly blocks abut the east bank of the new waterway. Expansion of the redevelopment effort to include waterway frontage housing may be nec-

essary to achieve overall project viability for the Malone Neighborhood. Yet, any larger redevelopment effort would have to take into consideration that these two waterway frontage blocks are presently located within the designated 100-year flood plain. With completion of the new waterway, these additional two blocks will then be located outside the designated 100-year floodplain.



**Example: Eight-Flat Residential Infill  
HarborTown Mud Island - Memphis, TN**



**Example: Attached Granny Flat  
Fairview Village, Fairview, OR**



**Example: Urban Residential Infill  
State Thomas Uptown - Dallas, TX**

# 1. Illustrations:

Proposed Redevelopment Concept B-Malone Neighborhood, Illustrative Plan, Figure 24, illustrates a potential residential vision for the first two blocks of this area. Proposed Redevelopment Concept B-Malone Neighborhood, Birds Eye Diagram, Figure 25, provides a three dimensional perspective. These images are suggestive and different housing configurations and styles would achieve similar objectives. Depending upon redeveloper interest and market demand, the site may need to be developed in phases or expanded to include all or portions of the two waterway frontage blocks.

## Potential Program

### South Block

- Rehabbed "Slip-In" to address the street
- 2 existing single family houses
- 6 single family cottage homes
- 2 single family village homes
- 4 townhomes
- 1 8-unit mansion home
- 5 granny flats

### North Block

- Existing single family houses
- 1 rehabbed multi-family conversion
- 2 single family cottage homes
- 2 single family village homes
- 4 townhomes
- 1 8-unit mansion home
- 5 granny flats

### Total

Single Family.....	11
Townhomes.....	18
Apartment Units.....	8

## 2. Projected Uses and Sources of Funds: (See Figure 26.)

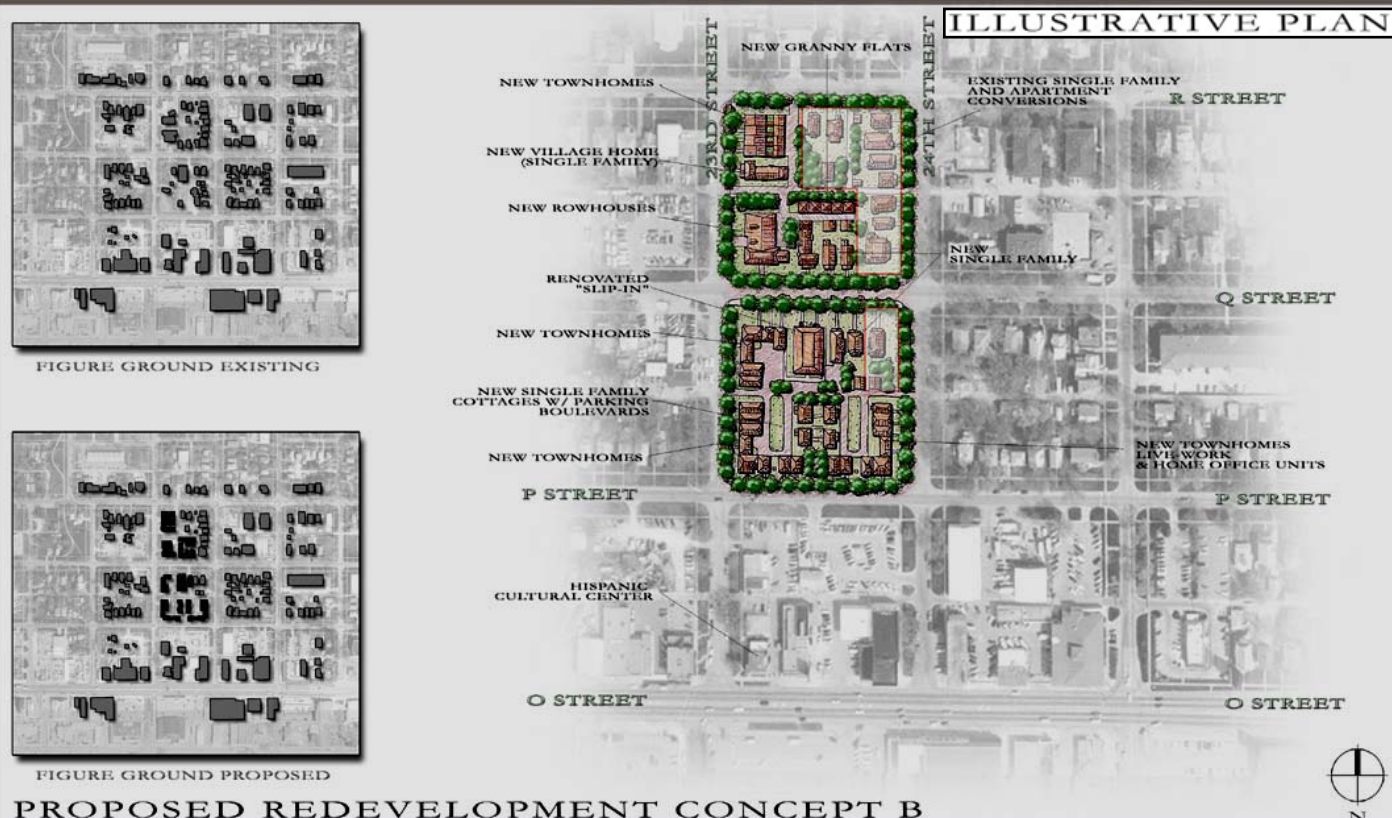


Figure 24





**Uses & Sources Of Funds**  
**Proposed Redevelopment Concept B—Malone Neighborhood**  
**23<sup>rd</sup> to 24<sup>th</sup> Streets, “P” to “R” Streets**

**Figure 26**

<b>Uses</b>	
Acquisition of property, relocation of residents/businesses, removal of environmental constraints, demolition of structures and site preparation	\$2,423,000
Site improvements could include utility upgrades—water, sanitary sewer, storm water—street, sidewalk, and curb and gutter construction, parking and streetscape improvements	\$1,596,000
Private Sector Uses for residential development	\$9,000,000
<b>Total Uses</b>	<b>\$13,019,000</b>
<b>Sources</b>	
Project generated sources could include: Community Improvement Financing, land sale proceeds, special assessments	\$1,240,000
Other sources could include: Utility revenues, parking revenues, street construction funds and general revenues, LES	\$2,779,000
Private Sector Sources	\$9,000,000
<b>Total Sources</b>	<b>\$13,019,000</b>



## XVI. POTENTIAL REDEVELOPMENT CONCEPTS

As part of the Antelope Valley community revitalization planning process, twenty-nine other concepts were identified and are called Potential Redevelopment Concepts. Some of these concepts are contingent upon future floodplain issues, the construction of the new roadway, etc., while others may proceed when feasible. The Potential Redevelopment Concepts are located on Figure 28 and summarized below.

### A. Summary Description of Potential Redevelopment Concepts (Not in priority order)

#### 1. *Grocery Store:*

- ◆ Proposed locations: on the south side of "O" Street and east of 22nd Street.
- ◆ Grocery store of adequate size (approximately 45,000 sq. ft.).
- ◆ Additional retail spaces and pad sites to meet the needs of the surrounding neighborhoods and eastbound "O" Street travelers, along with potential residential units and loft spaces above the retail shops.
- ◆ Grocery/retail uses provide neighborhood level services, e.g. cleaners, laundry, convenience, hardware.
- ◆ New development should maintain strong building edge on "O" Street with parking lot at the rear or designed with features, such as a low wall which maintains the street edge and hide the parked cars and trucks.
- ◆ Potential for farmer's or open air market and community festival area.
- ◆ Design provides for pedestrian access on "O" Street and links to surrounding neighborhoods.
- ◆ Relocate or reposition existing businesses as needed.

#### 2. *"O" Street Mixed-Use:*

- ◆ Proposed location: on the north side of "O" Street to "P" Street from 23rd to 25th Streets.

- ◆ Hispanic Cultural Center building should remain.
- ◆ Adaptive reuse of existing buildings and new development containing ground floor retail fronting on "O" Street, upper level lofts, townhomes, and small apartment buildings.
- ◆ New townhomes front on "P" Street and maintain the strong street edge.
- ◆ New apartments and residential buildings front on 23rd, 24th, and 25th Streets and maintain the strong street edge.
- ◆ Interior parking courts are constructed to provide for residential parking, overflow retail parking and rear entry opportunities.
- ◆ Relocate or reposition existing businesses as needed.

#### 3. *New Antelope Valley Parkway & "O" Street Southwest Mixed-Use:*

- ◆ Mixed-Use office/retail developments focus on "O" Street, especially near 19th Street.
- ◆ Mixed-Use residential development focus along "N" Street.
- ◆ Transition area to more concentrated residential uses to the south.
- ◆ New waterway will alleviate the designated 100-year floodplain.
- ◆ Need to relocate or reposition existing businesses.

#### 4. *Large Employer Area:*

- ◆ Exclusive location on the waterway for large scale office development.
- ◆ Easy access via Capitol Parkway.
- ◆ Brick telephone company building may provide architectural theme for the redevelopment.
- ◆ New waterway will alleviate the designated 100-year floodplain.
- ◆ Need to relocate or reposition existing businesses.

5. *Neighborhood Enhancements Subsequent Phases:*

- ◆ Potential improvements include new street trees, lighting, sidewalk improvements and potential curb replacements.
- ◆ Significant existing properties incorporated into future development concepts.
- ◆ Redo past modifications that are inconsistent with the original style or context of the house.
- ◆ Carry out a maintenance program on quality houses such as painting, reroofing, etc.
- ◆ Clear key existing structures redeveloped into new mixed density housing.

6. *N. 14th Street Area:*

- ◆ Monitor affects of the Big "T" Bridge and 14th Street closing on this part of the neighborhood.
- ◆ Subject to funding availability, City acquires property as it becomes available, with goal of new housing or green space.
- ◆ Emphasis on strengthening the housing along 14th Street.
- ◆ Easy access to campus.
- ◆ Large portion of the area cleared for channel construction and other City owned property already.
- ◆ Architectural design elements on the roadway bridge walls will create a positive visual experience.

7. *North Bottoms University Parking Lot Area:*

- ◆ New medium density residential opportunities.
- ◆ Easy access to campus.
- ◆ Site will not be available until after the "X" Street Bridge and related roadways are complete.
- ◆ Need to address floodplain issue.

8. *10th Street-North Bottoms Main Street:*

- ◆ Lincoln's "Greenwich Village".
- ◆ Mixed-Use retail area integrating commercial and residential uses in the same building.

- ◆ Zero setback buildings with street level, outdoor shops provide the opportunity to generate a creative pedestrian atmosphere in the area.
- ◆ Retail and commercial uses focus on the arts, coffee shops and neighborhood services.
- ◆ Need to address floodplain issue.
- ◆ Need to relocate or reposition existing businesses.

9. *North Bottoms South Edge:*

- ◆ New medium density residential opportunities.
- ◆ Need to address floodplain issue.
- ◆ Need to relocate existing business.
- ◆ Recreation area.
- ◆ Easy access to campus.
- ◆ Passive Park/Open Space buffer area from I-180.

10. *North Bottoms Grocery/Retail:*

- ◆ Grocery store sized to meet needs of the neighborhood and 10th Street travelers to the north.
- ◆ Retail and commercial uses provide neighborhood level services, e.g. cleaners, laundry, gas, convenience.

11. *Indian Center/Military Complex Community Learning Center:*

- ◆ Develop community learning programs and facilities in coordination with the Indian Center and Military Department.
- ◆ Armory Building provides Military Department uses as well as recreation, classroom and community meeting uses.
- ◆ Community learning programs supplement the core programs of the host center. Program examples could include before and after school child care/activity programs, senior care and activities, health care programs, English Language Learner classes, etc.

12. *Military Complex Reuse:*

- ◆ Service buildings for UNL, State, County, or City agencies.



- ◆ Large apartments (4-5 bedrooms) for new immigrant or new to Lincoln families.
- ◆ Multi-cultural business incubator.
- ◆ Recreation fields, offices, service facilities for UNL athletic programs.
- ◆ Large portion of the area is out of the floodplain.

**13. *Private Sector R&D/Flex Space:***

- ◆ R&D Incubator area.
- ◆ Private development focuses on uses ancillary to UNL proposed R&D development at Textron/Cushman site.
- ◆ Current Industrial zoning creates opportunity for R&D uses, e.g. vehicle testing, outdoor labs, storage, etc.
- ◆ UNL service buildings are concentrated near this area.

**14. *Husker Link Residential Area:***

- ◆ Relocate existing business and redevelop the site to accommodate medium density residential.
- ◆ Townhomes, multi-unit mansion homes, and multi-family homes front on the trail and open space area. Vehicular access is at the rear of the structure via alleys.
- ◆ Easy access to UNL/private sector R&D and campus.
- ◆ Need to relocate existing business.

**15. *Whittier Education and Community Learning Center:***

- ◆ Reuse structure for education and educational administration uses.
- ◆ Develop learning programs and educational facilities in coordination with LPS, UNL and Southeast Community Collage.
- ◆ Building provides adaptive reuse opportunities for recreation and community meeting uses.
- ◆ Community learning programs supplement the core programs of the host center. Program examples include before and after school child care/activity programs, senior care and activities, health care programs, English as a Second Language classes, etc.

**16. *Joint Community Center: Park and Recreation Center/relocated Clyde Malone Community Center:***

- ◆ The new Joint Community Center would provide community learning center opportunities to the neighborhood year-round.
- ◆ Relocate Clyde Malone Community Center, as part of Trago Park and Central Lincoln Community Center without losing the Clyde Malone Community Center identity, and raze the existing Malone Center and return the area to park and recreation space.
- ◆ New neighborhood pool (relocate Kuklin Pool).
- ◆ New waterway will alleviate the designated 100-year floodplain.

**17. *Malone Waterway Residential Area:***

- ◆ Higher-end, medium density residential development that fronts on the waterway and three block park.
- ◆ Residential development is characterized by minimum setbacks, multi-story townhomes with rear vehicular access via alleys.
- ◆ Quality development is desirable to make this area an attractive mixed income neighborhood.
- ◆ New waterway will alleviate the designated 100-year floodplain.

**18. *"N"- "P" Street Corridor:***

- ◆ "N"- "P" Street Corridor is defined by the blocks between "P" and "N" Streets.
- ◆ The Corridor is intended to provide a central neighborhood programmatic amenity offering service retail/office and unique housing choices.
- ◆ The "O" Street Corridor comprises the Mixed-Use Retail (MURT) land use pattern.
- ◆ Development should take the form of new streetscape, with new Mixed-Use buildings accompanied by a strong emphasis on residential and retail ground-level retail designed for sidewalk interaction.

**19. 27th & "O" Street Retail:**

- ◆ Rehabilitate or construct new buildings and streetscape to create a major gateway into downtown area.
- ◆ Retail and commercial uses focus on neighborhood and regional services, specialty shops emphasize the ethnic diversity of the area.
- ◆ Development is boosted by location on a major north-south and east-west axis.
- ◆ Need to relocate or reposition existing businesses.

**20. Elliott School Community Learning Center:**

- ◆ Expand community learning programs and facilities in coordination with the Elliott School, YMCA and other partners.
- ◆ School grounds provides adaptive after school and summer opportunities for recreation and community uses.

**21. Randolph Street to Elliott Residential Area:**

- ◆ Higher-end, medium density residential development that fronts on the waterway/park.
- ◆ Residential development is characterized by high quality architecture of varying styles.
- ◆ Quality development is desirable to make this area an attractive mixed income neighborhood.
- ◆ Focus area of development is on 24th Street from Randolph Street to Elliott School.

**22. 27th Street and Randolph Street Area:**

- ◆ Mixed-Use redevelopment built around successful existing grocery store and hardware uses.
- ◆ Retail/commercial focus on 27th Street and Randolph Street.
- ◆ Demolition of existing warehouse building with construction of new retail center.
- ◆ Relocate/upgrade utilities if necessary.
- ◆ Pave and landscape outside property line, driveways, approaches and sidewalks.
- ◆ Pave alley, off-street parking.
- ◆ Replat and rezone, as needed.

- ◆ New waterway will alleviate the designated 100-year floodplain.

**23. Lincoln High Area:**

- ◆ High school expansion area.
- ◆ Parking expansion area.
- ◆ Recreation field expansion area.
- ◆ New waterway will alleviate the designated 100-year floodplain.
- ◆ Need landscape and streetscape improvements.

**24. Capitol Parkway East Mixed-Use:**

- ◆ Mixed-Use office development focuses on Capitol Parkway, especially near 19th Street.
- ◆ Opportunity for uses supporting government and education.
- ◆ Gateway development opportunity on Capitol Parkway.
- ◆ New waterway will alleviate the designated 100-year floodplain.

**25. Capitol Parkway West Mixed-Use:**

- ◆ Mixed-Use office development focuses on Capitol Parkway, especially near 19th Street.
- ◆ Opportunity for uses supporting government and education (Hamilton College).
- ◆ Gateway development opportunity on Capitol Parkway.
- ◆ Need to address replacement parking in the area.

**26. Warehouse/Loft Area:**

- ◆ Mixed-Use office focusing on loft infill development.
- ◆ Building in the area may be suitable for rehabilitation that provides opportunities for both commercial and residential uses and live/work units.
- ◆ New waterway will alleviate the designated 100-year floodplain.
- ◆ Need to relocate or reposition existing businesses.



**27. *New N/S Roadway & "O" Street Southeast Mixed-Use:***

- ◆ Mixed-Use office/retail development focuses on "O" Street, especially near 19th Street and the waterway.
- ◆ Primary location for major business.
- ◆ Mixed-Use residential development focus along "N" Street.
- ◆ Opportunity for residential fronting waterway from the west side.
- ◆ New waterway will alleviate the designated 100-year floodplain.
- ◆ Need to relocate or reposition existing businesses.

**28. *Rock Island Station Activity Area:***

- ◆ Develop a Mixed-Use urban village retail center clustered around the historic Rock Island Station theme.
- ◆ Focus is retail uses.
- ◆ Create front door to the waterway/three block park area with a celebration area linking "O" Street and "P" Street near the Station building.
- ◆ Antelope Drive (N. 21st Street) event space.
- ◆ New waterway will alleviate the designated 100-year floodplain.
- ◆ Need to relocate or reposition existing businesses.

**29. *East Downtown Park Community Activity Area:***

- ◆ Mixed-Use focusing on housing.
- ◆ Close proximity to the University and Downtown.
- ◆ Opportunities for both commercial and residential uses and live/work units.
- ◆ New waterway will alleviate the designated 100-year floodplain. Upon completion of new Antelope Valley Parkway, "P" and "Q" Streets are planned to carry two-way traffic and less trips per day.

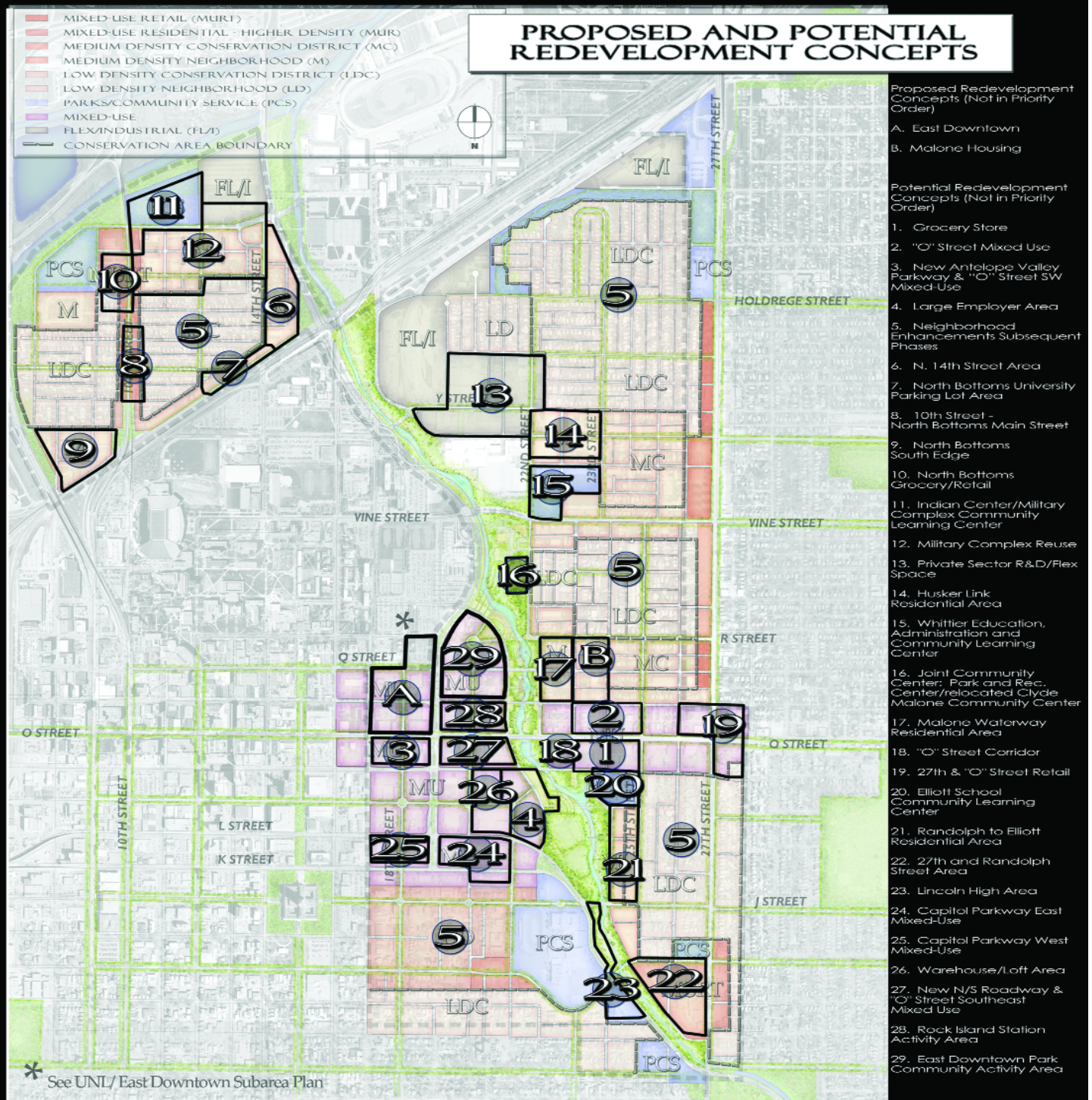


Figure 27



## XVII. FUTURE PUBLIC FACILITIES

### A. New Waterway, Parks & Open Space

The new Antelope Creek waterway offers a series of passive and active recreational opportunities. In doing so, it creates connections between adjacent Neighborhoods and between the Antelope Valley Area and the rest of the community. The Antelope Valley Projects have sought to improve the potential area parks and recreation facilities--from the new Fleming Fields Recreational Sports Park and redesign of Trago Park to the proposed East Downtown Park and many miles of new trails. Ideally, every home could be within walking distance of a high quality public park.

The urban design framework establishes a hierarchy of green spaces and linkages along important streets that will be highly aesthetic with street trees and plantings. They should also include signage for trail/bike routes. The improvement and maintenance of parks and green space are important in creating an attractive place in which to live, work and play. See Open Space Images, Figure 28.

Open spaces should be planned to encourage pedestrian activities. Therefore, they should be linked to key activity centers and pedestrian routes and should be sited to take advantage of climatic patterns. Abutting parcels to the open space will be in high demand, spur future redevelopment and increase surrounding land values. Uses and building designs surrounding open spaces should in turn help energize these recreational areas.

#### 1. *East Downtown Park:*

While the new waterway will provide many new recreation and redevelopment opportunities, the main focus area will be the East Downtown Park section from "O" Street to "R" Street. See East Downtown Park, Figure 29. As part of the construction of the new waterway, the City of Lincoln will be investing approximately \$2 million in this stretch to provide the basic park infrastructure. Subsequent phases call for approximately \$8 to 11 million of park enhancements, such as a skating rink, outdoor amphitheater, water fountains, play

features and other parkland and water activities. These funds will need to come from a variety of corporate, government, foundations, public entities and individuals in the form of grants, donations, memorials and gifts.

With the hiker/biker trail traveling through the waterpark area and connecting with six other major trail networks, the East Downtown Park will be readily accessible to the surrounding Neighborhoods and community. East Downtown Park will become a major public gathering place--for events, concerts and festivals. It will also be a quiet place to stroll, feel the sun, eat lunch, read a book or simply reflect and gather thoughts.

### B. Whittier Junior High School

To say the former Whittier Junior High School is a big "issue" is an understatement. Physically, the massive three-story high Whittier building measures 144,000 gross square feet. The building contains a 1,200 seat auditorium and extensive front and side yards.

The LPS Board voted to close the school in 1977. The school was bought by the University of Nebraska Foundation in 1983. Subsequently, the Foundation transferred the buildings and grounds to UNL.

In turn, UNL has used parts of the former school building for offices, research, storage and recreation. While UNL has done a good job securing and operating the building for these limited uses, the building continues to suffer from serious deferred maintenance. The outward appearance and interior underutilization detracts from both the Clinton and Malone Neighborhoods. Its condition and appearance detracts from the Vine Street entrance into the UNL campus. Whittier Junior High School will impair future redevelopment efforts in the area if not addressed.

Yet the building qualifies for listing on the National Register of Historic Places under the U.S. Interior Department as one of the first junior high schools west of the Mississippi River. Over the last several

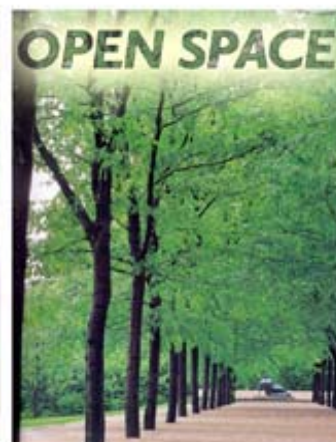


Figure 28



years, Preservation Association of Lincoln (PAL) has worked with the three Antelope Valley Partners to help find a reuse for this important community asset.

In May 2002, the Board of Regents of the University of Nebraska granted to the City a three year Option to acquire Whittier Junior High School for one dollar. As part of the Option, the City and University have agreed to work together in a public process to explore viable redevelopment opportunities of Whittier. The proposed reuses must be "compatible" with the University's programs and uses on the UNL campus.

The Whittier School Citizen Committee was appointed by the Mayor to explore all viable options. The Committee reviewed many alternatives, but settled on three major alternatives for the re-use of Whittier School: housing uses, educational uses and mixed-uses. Estimated costs were prepared by architects in consultation with building contractors. Renovation estimates of the former historical junior high school ranged from \$12 to \$15 million.

A series of meetings were held with potential users: public and parochial educators, housing and commercial developers, government officials, human service providers, neighbors and students. Ideas that were identified and discussed included: public or parochial classrooms, administrative offices, residences, student housing, community learning center, cultural school and center, fitness center, pre-school, child care, special education, adult care, library, art studios and galleries, academies for bio-science/ human science/ performing arts/ humanity/ computer science, teaching kitchen, restaurant, and coffee bar. A common theme of the meetings were the high renovation costs, difficulty of off-street parking issue and wishes that the building could be rehabilitated back to its former grandeur. Overall, various educators expressed the strongest interest in the re-use of the building.

The Mayor's Whittier School Citizen Committee made a final recommendation, which reads as follows:

### East Downtown Park Plan

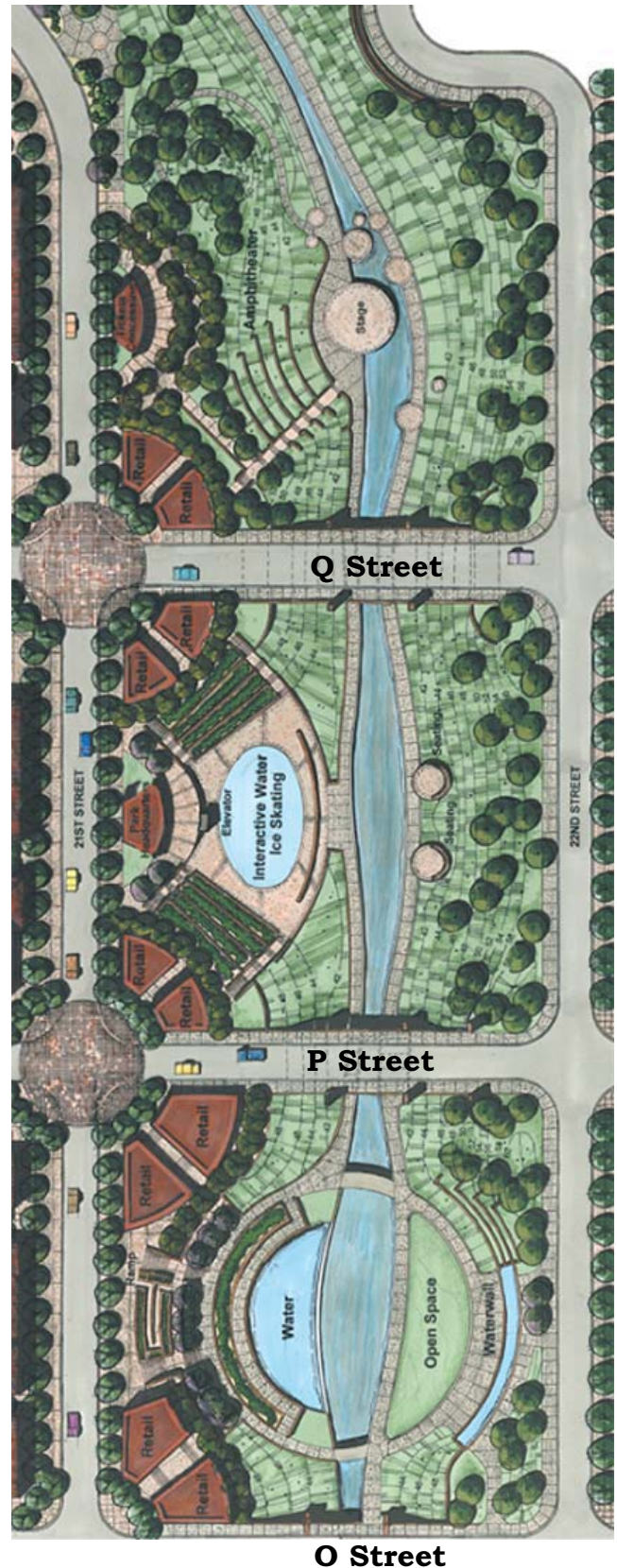


Figure 29

*Primary recommendation: The Whittier Citizens Committee recommends that Whittier School remain in/be returned to education-related uses, as the best fit for the building, the area, and the community.*

*Secondary recommendation: Public use and ownership of Whittier as a whole and of special spaces like the Auditorium in particular are highly desirable, therefore, use and ownership of Whittier for public education is recommended.*

*Suggestions for consideration: Whittier is a quality building which requires high-quality rehabilitation and maintenance. A mix of education-related uses including direct student services, support/administrative uses, and community access is desirable. A consolidation of LPS administrative and service functions at or around Whittier could provide needed space (for instance, around Lincoln High School) and could return valuable property to the tax rolls (such as the former State Farm/LPSDO site on O Street). Parking and open space needs of uses in the Whittier building should be provided on-site.*

Exploratory reuse and partnering talks continue between LPS, UNL, City and others. These talks need to accelerate and intensify. The building has sat in an unsatisfactory condition for too long. Passage of time is further harming the grand building as well as limiting the Malone Neighborhood, Clinton Neighborhood and UNL from reaching their full potentials.



**View: Historic Whittier School Exterior**



**Example: Adaptive Reuse - Oyster School  
Washington, D.C.**



**Example: Adaptive Reuse - Kennedy School  
Portland, OR**



## **XVIII. FUTURE UTILITIES & INFRASTRUCTURE**

As part of the Antelope Valley Projects several relocations are proposed to avoid conflicts with the flood control and transportation improvements. Along with these relocations, some considerations have been taken into account for future redevelopment.

### **A. Water System**

As new redevelopment projects are identified, the City will need to carefully determine if the existing water system can handle the new projects.

### **B. Sanitary Sewer System**

Similarly, a detailed sanitary sewer capacity study should be conducted to identify specific needs and projects, particularly on a case-by-case basis as redevelopment projects occur.

### **C. Storm Water System**

The new waterway from "J" Street to Salt Creek will be the most important storm water improvement in the Antelope Valley Area. It is designed to safely carry 100-year flood waters. The reduction of the 4 to 6 block wide designated floodplain to within the new waterway banks will remove 336 commercial and industrial structures, 961 residential structures and 50 acres of the University of Nebraska properties from the designated floodplain. The new aesthetic stormwater conveyance system will generate new public recreation opportunities, while encouraging new private reinvestment.

### **D. Communication and Broadband**

While the new waterway, roadways and reinvestment projects will cause short term disruptions and rerouting of peoples' lives, the resulting grading and right-of-ways provide exciting opportunities to bury communication, broadband, fiber optics, telephone and cable lines. New lines can also be co-located and buried. East Downtown and other abutting properties to the roadways and waterway have the opportunity to become the most "wired" communication areas in Lincoln. This new communication status will attract many new jobs, business ventures, and other economic opportunities for Antelope Valley and the community.

## **XIX. FUTURE TRANSPORTATION, STREETSCAPE & PARKING**

### **A. Transportation Plan**

The Transportation Plan strives to encourage pedestrian and bicycle travel. Improving sidewalks and trails is a major component of the Antelope Valley vision. In turn, improved public transit is vital to get people out of their cars as a means to go to work, to shop or for recreation.

An interconnected grid of streets and sidewalks allowing vehicles and pedestrians interconnectivity through the community defines the major portion of the Antelope Valley Transportation Plan. See Transportation, Figure 30. The plan intends a hierarchy of street-types which places emphasis not only on the movement of the motor vehicles, but also the experience of the pedestrian. This transportation hierarchy forms the organizational structure upon which the Antelope Valley vision is orchestrated. See Streetscape, Figure 31.

Repair and rehabilitation of existing streets and sidewalks in the area are top priorities considering the timing of the planned improvements. The Transportation Plan also envisions several new roads and roadway improvements.

### **B. Multi-Modal Transportation Study**

The City currently is completing a Multi-Modal Transportation Study based on the recommendations of the Lincoln-Lancaster County Comprehensive Plan to plan for the expansion of opportunities for alternative modes of travel and mobility. The primary focus of this study is to identify realistic means for expanding travel, mobility and accessibility opportunities within the City and County by supporting and promoting alternative modes of transportation. This includes a fuller understanding of the relationship that land use policy, growth planning and design standards play in furthering the ultimate success of alternative modes of transportation.

The goal of the study is to define means for furthering the usage of a wider range of travel modes to meet the Comprehensive Plan and Long Range Transportation Plan Vision for enhancing multi-

modal opportunities. This effort must at the same time consider and acknowledge the community's current dependence on the automobile while seeking greater usage of alternative modes of transportation.

The study, which is scheduled for completion in July 2004, produced an Activities Action Matrix outlining important steps to greater usage of alternative transportation. The Matrix (currently a work-in-progress), figure 32, illustrates specific policy recommendations for four components of the multi-modal transportation system.

#### **1. Sidewalks:**

Sidewalks are usually taken for granted. Yet, they play an important role in transportation, exercise and overall quality of life. Years of wear and tear can damage sidewalks, and many Lincoln sidewalks need to be repaired.

The Blight and Substandard Determination Study identified 9.2 percent of the sidewalks in either fair or poor condition. The City's sidewalk repair program has repaired some of these sidewalks, but other sidewalk sections continue to need repair or replacement. Figure 33, shows the sidewalks the City plans to repair or replace as part of the Sidewalk Repair Program.

Within the Antelope Valley Redevelopment Area there are a number of sidewalk repairs that will be implemented in the next six years, in and around the Antelope Valley Area. They include the follows areas:

- ♦ Clinton Neighborhood and University of Nebraska area in 2004
- ♦ Downtown Lincoln (17th to 27th from "M" to "R") in 2004
- ♦ Downtown Lincoln (7th to 17th from "M" to "H") in 2004
- ♦ Woods Park (21st to 27th from "O" to Randolph) in 2010

The goal of this program is to make sidewalks safe for pedestrians and help prevent injuries caused by damaged sidewalks. When sidewalks crack and



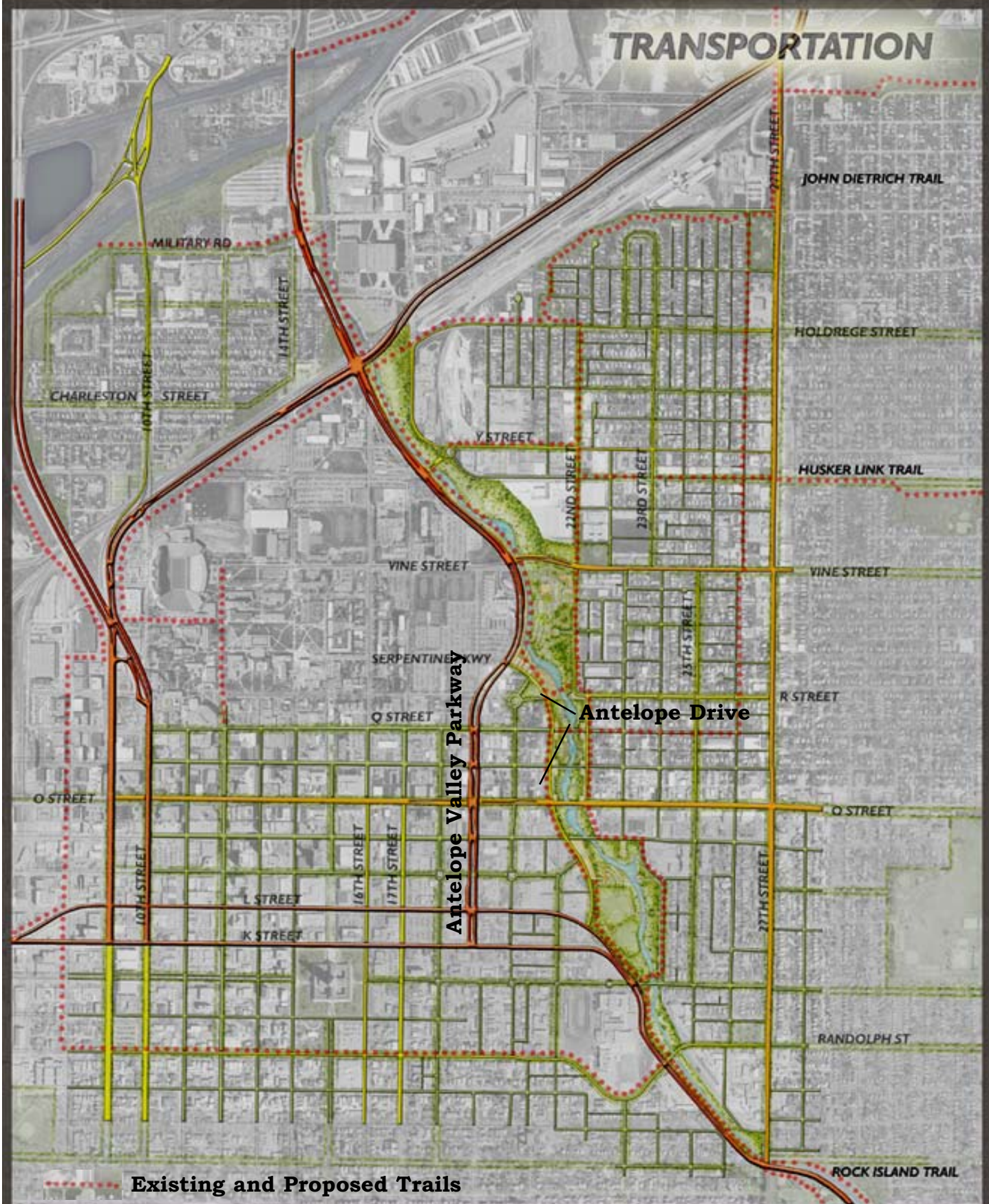
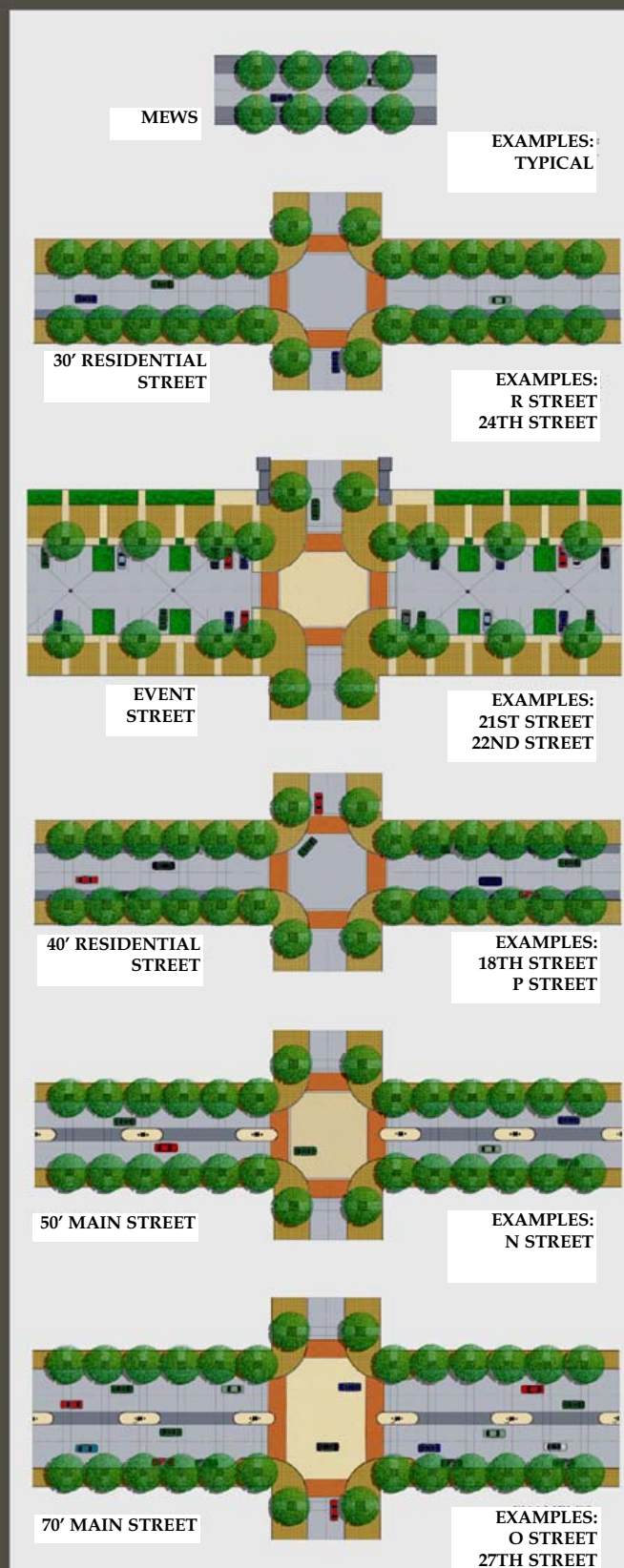
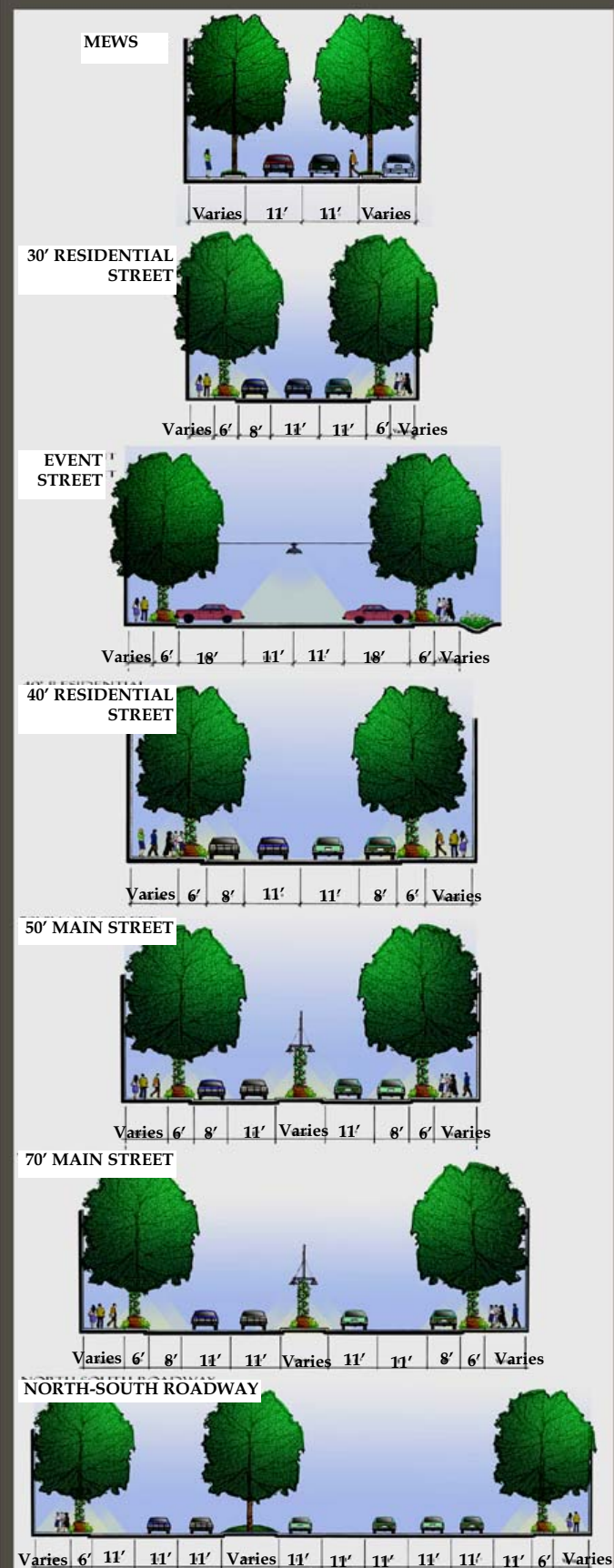


Figure 30





**STREETSCAPE**

**Figure 31**



### Activities Action Matrix

Public Transportation	Pedestrian & Bicycle System	Land Use/ Development	Administration/ Management
✕ Refine StarTran Operational Approach and Increase Services	Foster a Fully Integrated Pedestrian and Bike System	Promote "Multi-Modal Oriented Development Standards"	✕ Create Permanent Local Multi-Modal Coordination Position
Create Aggressive Transit Marketing and User Enhancement Program	✕ Develop "Multi-Modal Transportation Subarea Plans"	Investigate Construction of Multi-Modal Center	✕ Explore StarTran Management and Funding Options
✕ Support Special Services Coordination and Review Effectiveness of Existing Program	Implement City-Wide "Pedestrian Standards"	Pursue Alternative Intra- and Inter-City Transit Service Options	Expand Multi-Modal Planning, Education, and Services

**Figure 32**

break, it creates hazards for pedestrians. Many people, especially the physically challenged, elderly, and children, have trouble using damaged sidewalks. This program helps to minimize these hazards.

With the new Redevelopment Projects; sidewalks and pedestrian-ways should be one of the first and not the last considerations. Wide sidewalks are encouraged. In addition, sidewalks and other pedestrian improvements should be coordinated with the trails network in the area including connector facilities and transition spaces where appropriate.

#### 2. *Trails:*

As with the Antelope Valley transportation system, the open space network has been planned to allow connectivity through a diverse and comprehensive trail system. The new trail loop around Downtown Lincoln and the University of Nebraska-Lincoln City Campus will connect six existing trail networks. See Open Space Map, Figure 34. The expanded connections will improve commuter biking travel times, thus providing a more attractive alternative to motor vehicles. These hiker/biker ways are designed to reflect a hierarchy of passive and active experiences, and form the basis from which stronger communities are created.

#### 3. *Public Transit:*

Improved public transit is vital to get more people out of their cars as a means to go to work, to shop or for recreation. The Plan incorporates many transit friendly concepts. For public transit to achieve better public usage, the following elements are needed:

- ◆ implement mixed-use and higher density developments and activity centers;
- ◆ orient residential and business entrances to the street;
- ◆ design sidewalks to directly connect entrances and public streets to transit; and
- ◆ provide adequate right of way along major arterial streets to accommodate bus turnouts at strategic locations which will improve transit operations, while reducing travel delays and accidents.

The construction of the roadways and bridges for the waterway may impact a number of StarTran bus routes. StarTran will need to implement appropriate route detours.



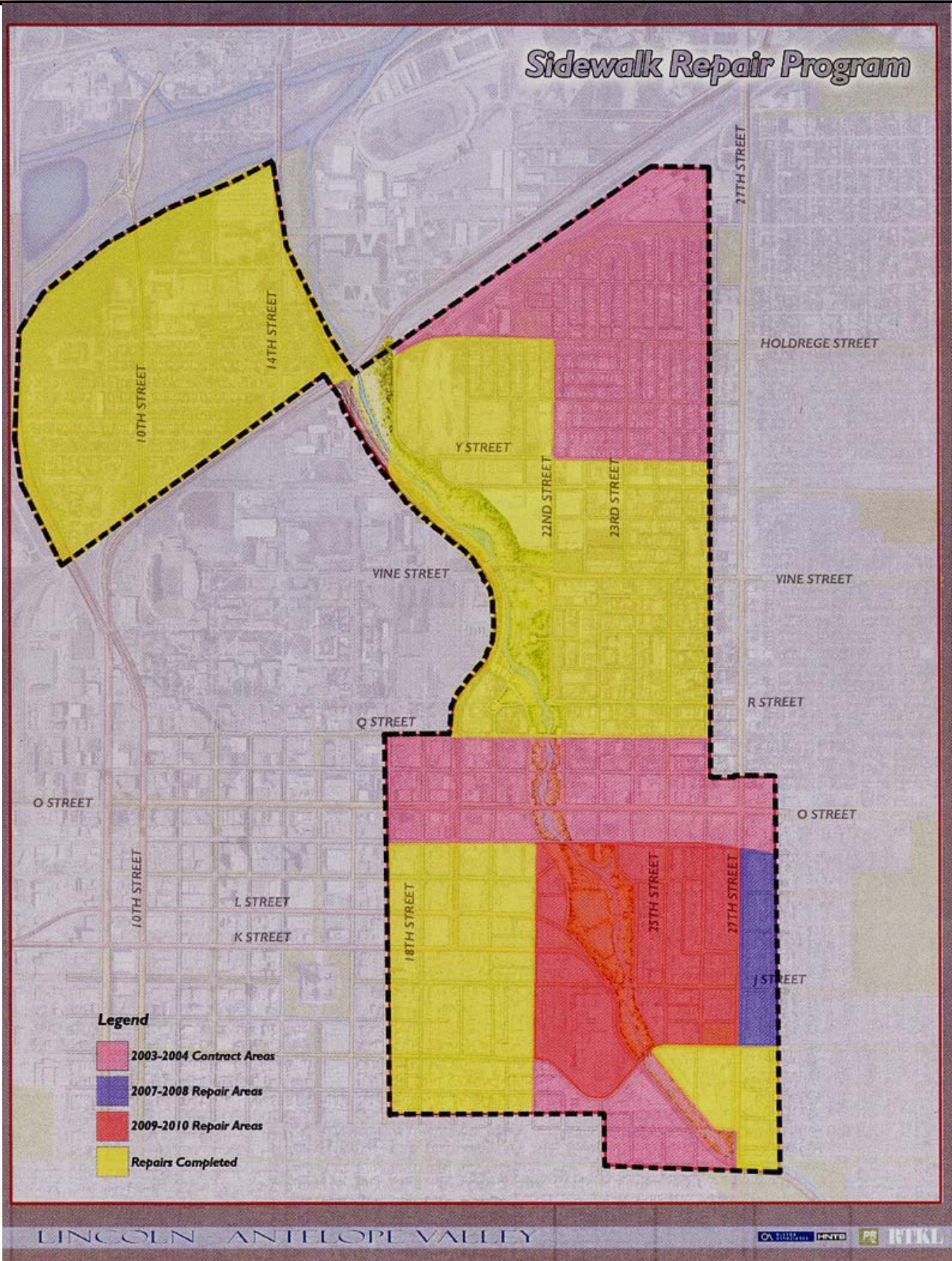


Figure 33



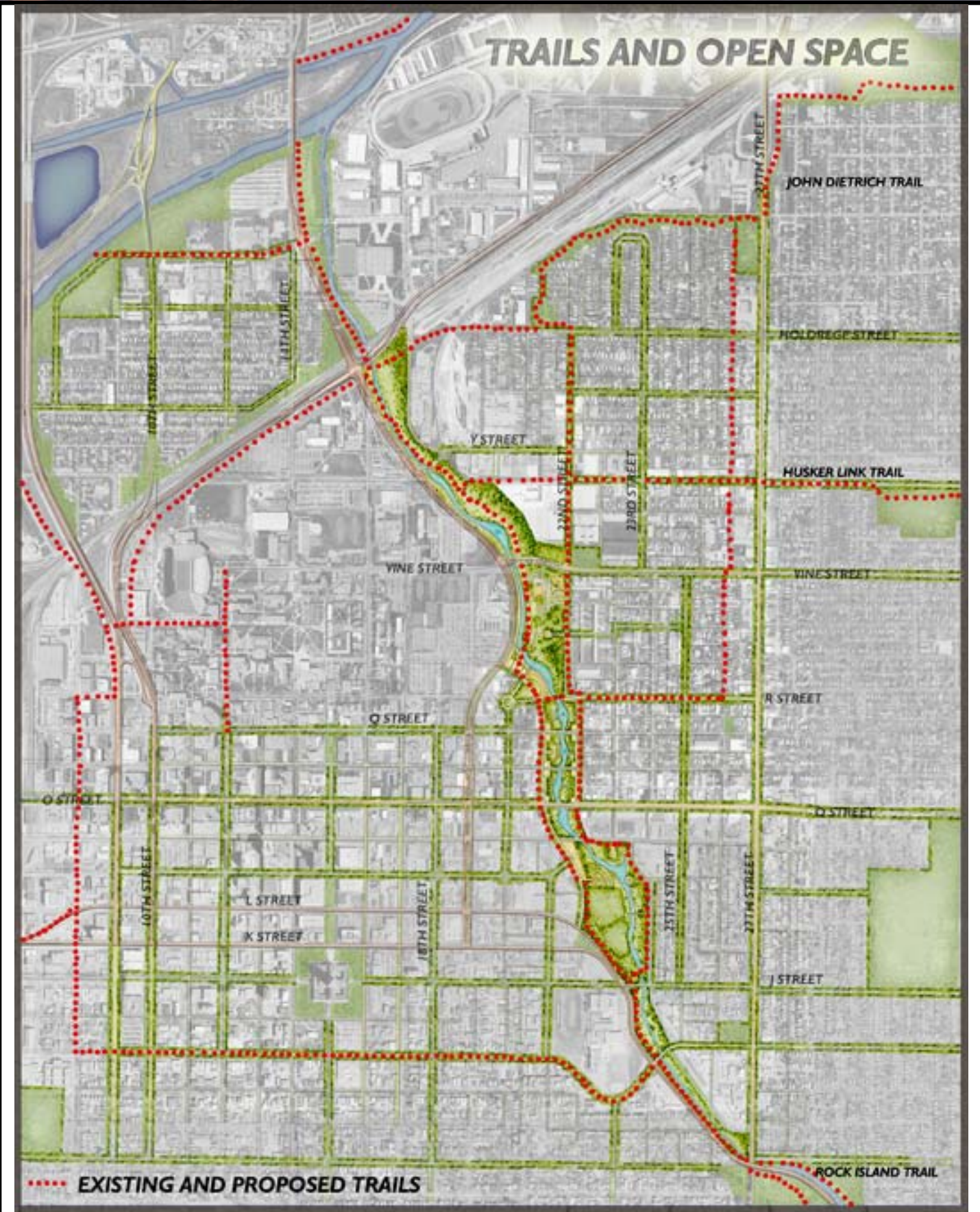


Figure 34

### **C. Street Rehabilitation**

In the last several years, the City's Public Works Department has resurfaced or repaired many local neighborhood streets. These infrastructure improvements give a fresh image to older neighborhood streets.

Future rehabilitation of neighborhood streets is planned on an annual basis in order to allow for flexibility to repair those streets that cannot wait until some later date. Consideration for any new neighborhood street rehabilitation will also depend upon the completion of new projects within the Antelope Valley Redevelopment Area. Street rehabilitation and widening for arterial streets that the City plans to fund are identified in the City's CIP 2004-2009.

### **D. Street Improvements**

Seventy coal and freight trains traversing the Burlington Northern Santa Fe Railroad lines are blocking the N. 14th Street and N. 17th Street at grade crossings 5 hours out of every 24 hour period. Major arterials are congested and a major public concern. Arterial congestion, in turn, is causing some motorists to cut through local neighborhood streets which leads to other sets of undesirable consequences.

#### **1. *Antelope Valley Parkway and East/West Roadway:***

The new major roadways--Antelope Valley Parkway (north/south roadway) and the east/west roadway--will decrease travel times and area traffic congestion when completed. For example, Holdrege Street and N. 16th and N. 17th Street through the University Campus will experience a significant reduction in daily trips. The roadway construction will be phased over the next six years, which means many redevelopment projects may choose to wait in order to have a new image street or to avoid disruption by road construction.

#### **2. *New Antelope Drive (21st Street):***

Another new road in the Antelope Valley vision is a new 21st Street/Antelope Drive (formerly called the Serpentine Road). See Figure 30. Antelope

Drive will be designed to foster redevelopment projects and be a local road providing local access and much needed circulation to East Downtown. The new two-way traffic road is planned to start as a right-turn only movement at Capitol Parkway approximately a block east of S. 21st Street. Curving north, the Antelope Drive would be designed as a local street to discourage commuter traffic. North of "O" Street, Antelope Drive would use the existing N. 21st right-of-way. After crossing "Q" Street, Antelope Drive would curve following the waterway and connect with Antelope Valley Parkway near "S" Street.

The first segment of the new Antelope Drive (N. 21st Street) between "O" and "P" Streets is tentatively scheduled to be completed in 2005 as part of utility relocation that is necessary to construct the future waterway. Funding of the remaining portion is uncertain. The City of Lincoln is presently facing a road infrastructure financing shortfall. The funding of the remaining balance of Antelope Drive is not anticipated to be in the Capital Improvement Plan (CIP) for the foreseeable future. Construction of the remaining sections will have to depend upon Tax Increment Financing funds and other related redevelopment monies.



## E. Parking

### 1. *Parking Principles:*

Successful redevelopment and revitalization efforts in the Antelope Valley Area will need to properly locate, design and operate on-street and off-street parking without parking dominating the landscape. Proper parking siting and design are critical to provide convenient parking for residents, clients, customers and visitors, while preventing unfriendly pedestrian experiences -- walking by sterile parking spaces. Surface parking and garage parking need to be properly screened behind buildings, walls, and landscaped berms. Future parking spaces should be located in the internal portions of City blocks. Placing buildings adjacent to the street rights of way and parking in the back will help insure a more interesting pedestrian experience. Placement of parking in the internal portion of the block will require extra design effort, but the extra effort pays big dividends. Screened parking facilities also need extra attention to properly provide lighting and other safety features so parkers and pedestrians do not worry about their personal safety.

### 2. *Downtown Master Plan Parking Strategies:*

Quality design, construction, maintenance and operation of parking spaces are major public and private expenses in redevelopment projects. The scope for the up-coming Downtown Master Plan includes addressing Downtown Lincoln's parking programs and strategies. The Downtown Master Plan's strategies should prove valuable in identifying integrated parking approaches for both Traditional Downtown and East Downtown. These new strategies will result in improving the overall parking administration, efficiencies, and funding.

### 3. *Parking in the Redevelopment Projects and Redevelopment Concepts:*

The Vine Street Redevelopment Project provides off-street parking pursuant to the Lincoln Municipal Code. The other redevelopment project, the Neighborhood Enhancement Projectm, needs to properly balance on-street parking with adequate safety and streetscape design.

Proposed Redevelopment Concept A-East Downtown, Figure 22, is primarily located within the B-4 zoning district. The City of Lincoln's B-4 zoning district does not require a redeveloper to provide parking in conjunction with new development. Proposed Redevelopment Concept B-Malone Neighborhood, Figure 24, is primarily located in the R-6 Residential District which requires residential parking pursuant to Section 27.21.060 of the Lincoln Municipal Code. Parking will need to be added in conjunction with both proposed redevelopment concepts. The supply of parking will address convenience, demand and cost to both construct and use. Parking for Proposed Redevelopment Concept A-East Downtown may include a combination of both public and private parking and be configured with both off-street surface lots and/or a structural parking garage. Most likely, parking for Proposed Redevelopment Concept B-Malone Neighborhood will include off-street surface parking.

Parking for the other Potential Redevelopment Concepts, Figure 27, will include a combination of both public and private parking to be configured with both surface lots and/or structural parking garages. Parking should be located to minimize its visual impact on pedestrian travel and redevelopment efforts, while providing convenient, safe and cost effective parking for a variety of users.



**Example: Parking Landscape Treatment  
Dallas, TX**

## **XX. FUTURE HUMAN AND COMMUNITY SERVICES**

Physical spaces (such as sound housing, retail, offices, parks, sidewalks and streets) are very important to achieve a successful neighborhood. These spaces provide shelter, jobs, recreation, cultural enrichment, transportation and address basic physical needs. Yet, citizens need more-health, personal well-being and personal relationships. Therefore, the Antelope Valley Plan includes a vision for how these cultural, social, mental and physical needs can be addressed as community revitalization strategies.

Through the Antelope Valley process, the assistance of the Community Services Planning Cabinet was sought to help address these future needs. The Antelope Valley vision represents new opportunities to improve services to historically underserved populations, while building from the strengths and diversity of the area. The Antelope Valley Area is more ethnically diverse and has a higher percentage of English Language Learners than other Lincoln neighborhoods. The residents are more transient and have lower median incomes than other Lincoln residents. The area is younger in age and its residents are more likely to live in multi-unit dwellings. This unique set of characteristics and demographics means that a variety of services provided in a variety of service settings is needed. It also means that, as the area changes, so must the nature of the services provided. Under the Antelope Valley vision, when the area has more mixed income residents, the range and needs for services will also change.

### **A. Leveraging: "Doing more with less"**

For the most part, agencies that provide human services in Lincoln and Lancaster County are not-for-profit agencies that rely on public and private philanthropic support, federal grant or program funding, local community foundation support and United Way funding. For many agencies, these funding sources have decreased over the past several years, primarily as a result of the downturn in the economy and perhaps due to a lack of strategic planning, yet the need for services has increased. In

other words, these agencies are asked to do more with less. They have become creative in meeting the needs of the populations they serve; however, they have not been able to meet the rising demands.

As part of the development of this Redevelopment Plan, a representative group of agencies that provide service in the Antelope Valley Area were asked whether a "one-stop" human service facility (such as a rehabilitated Whittier Junior High School) may be a desirable goal so that individuals can access all needed services in a single location. The general consensus was that for most services, a "one-stop" facility may not be an appropriate option. There were several concerns expressed such as physical structure limitations, staffing issues, resource availability and privacy, safety and confidentiality concerns. Given the challenges and new opportunities noted above, what is the best way to ensure that services are provided in a manner appropriate to the current neighborhood residents, and yet consistent with the vision for the Antelope Valley Community Revitalization effort?

### **B. New Community Learning Centers (CLC)**

Community Learning Centers (CLC) link local neighborhoods, people of all ages and backgrounds and other service providers without constructing another costly physical space. Services provided by CLCs can include: child care, before and after school educational programs, English language learners, senior centers, computer labs, food services, health services and classes covering health, family and job training matters. CLCs will need to continue to focus on improved student learning, while developing stronger families and healthier neighborhoods.

Early on in the Antelope Valley process, five CLC locations were proposed at Elliott School, Indian Center, former Whittier Junior High building, Clyde Malone Center, and a new facility near N. 27th Street & Holdrege Street. The new Northbridge Community Center at N. 27th Street & Holdrege Street vision has opened its doors and Lincoln Public Schools and others have created a CLC at Elliott School. Discussions are underway to determine the feasibility of replacing the Malone



Center and have it join forces with the Parks and Recreation Department in a new CLC in Trago Park. See Section D., Proposed Joint Community Center, below. Continued CLC dialogue and efforts should be extended to the Indian Center. In addition, CLC services could play an integral part of the redevelopment of Whittier Junior High School.

Given the broad diversity, a variety of services must be available, affordable and provided in a variety of neighborhood settings. The provision of these services must be sensitive to the culture of the population, their language needs and any religious differences. As the neighborhoods change and become more diverse, economically, culturally and demographically, so must the mix and manner of services provided. However, as the faces of the community change, it is important not to lose sight of the indigenous populations of the neighborhoods, and to continue to ensure that their needs are being served.

The CLC model is not a stagnant model for the provision of services; it is constantly changing as individuals', neighborhoods' and the community's needs and partnerships change. Each Antelope Valley Neighborhood has a unique identity, including a unique set of strengths and needs. As new service needs are identified by the neighborhood through the School Neighborhood Advisory Committees, the core entity already involved (i.e., the school, cultural center, recreation centers, etc.), will help determine the most appropriate location and provider for the new services. This may require that new partnerships are developed or that existing programs are changed or ended. It is important to understand that the needs of the neighborhoods are what drive the model.

### C. Sustainable Cultural Centers

Most of Lincoln's eight ethnically based cultural centers are located in the Antelope Valley Area. See Cultural Centers, Figure 35. These centers serve a vital mission of welcoming new arrivals to the community and providing people of different cultures a place to celebrate, provide support and practice their customs and traditions. Yet, many cultural

centers are financially struggling. The recent economic downfall and the resulting reduction in philanthropic support cause many of these centers to wonder if they can survive.

As part of the Antelope Valley Redevelopment Plan, the City and other community partners have offered to assist cultural centers in developing a sustainable vision and plan. The City has assembled a resource team to assist any cultural center desiring facilitation and strategic planning assistance. Each cultural center is encouraged to develop a plan and a vision (with or without use of the City's resource team) that would address these and any other important components.

Many of the cultural centers are exploring the option of teaming up with an existing institution (such as a school, city recreation center or library). This model could allow cultural centers to "do more with less" by sharing facilities, staff and resources, while still allowing the cultural center to keep its strong identity and practices. This model is similar to the partnering efforts that have generated the successful Community Learning Centers.

Some of the cultural centers, such as the Clyde Malone Community Center and Asian Cultural and Community Center, are developing and implementing new strategic plans with the City to gain sustainability based upon this "shared resource model".

### D. Proposed Joint Community Center

The Clyde Malone Community Center has played a pivotal role helping three neighborhoods-Malone, Clinton and Hartley-at the same time providing key leadership and programming activities to the African-American community. In recent years, the Malone Center has faced a series of issues and challenges: administrative difficulties, major cutbacks in philanthropic monies and a structural building assessment that the Center's building needed over \$750,000 in repair and rehabilitation. The new board leadership has responded with better management practices and new partnering efforts. Recent dialogue has occurred between the Malone Center Board and the City Parks and Recreation

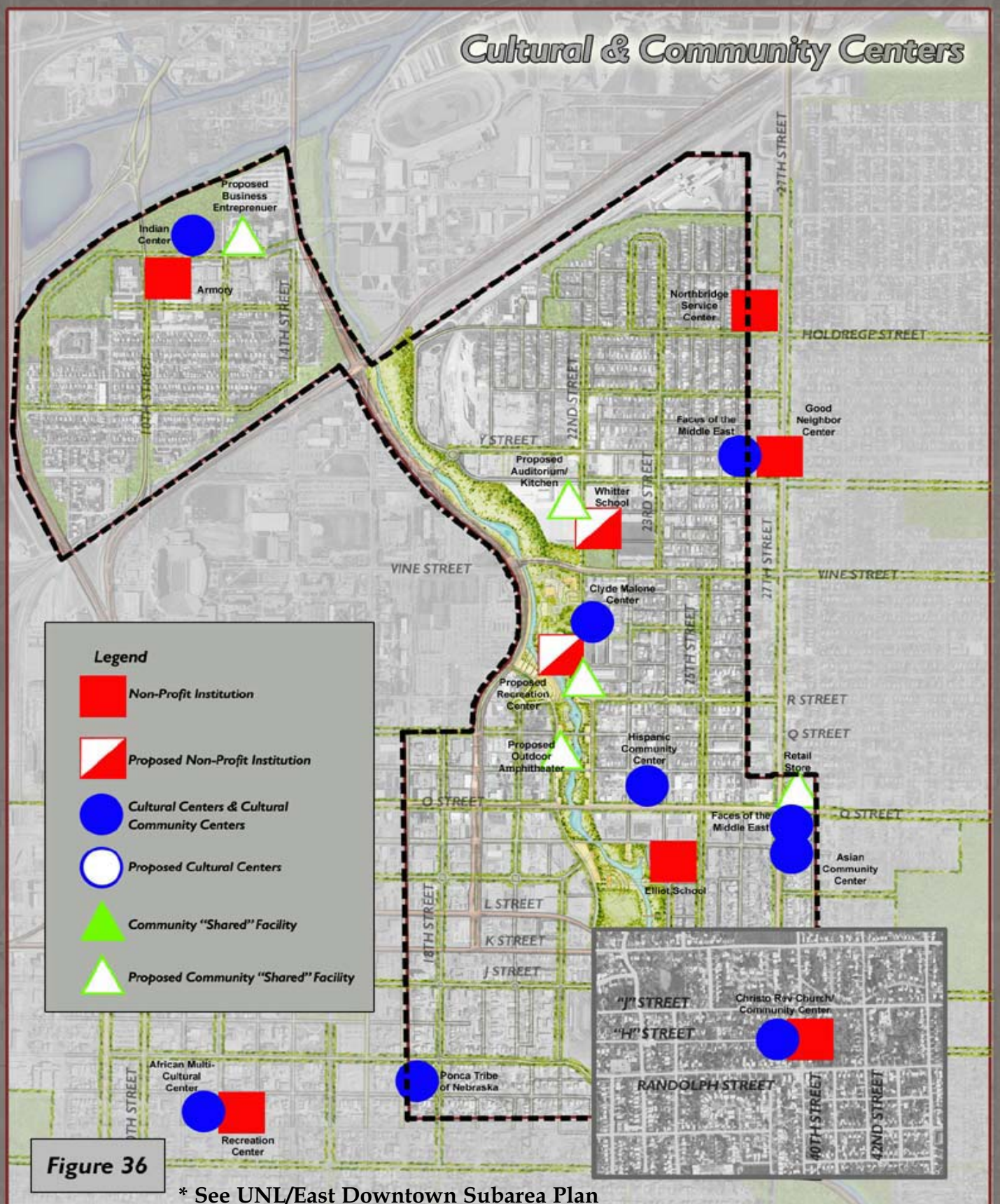


Figure 35



Department to explore the possibility of a new shared campus facility that could house both a new City Recreation Center (similar to the successful "F" Street Community Center) and a new Clyde Malone Community Center. To facilitate the dialogue, the City, with the assistance of a professional master planning team, sought input from neighbors and other Lincoln citizens and prepared a draft master plan for a new shared facility in Trago Park.

The draft plan for the Joint Community Center proposes two separate building sections physically connected, but owned and funded separately by the two respective entities. The shared location would generate the opportunity to reduce costs, increase programming and service opportunities and provide better coordination of spaces, operations and maintenance. These potential savings, efficiencies and opportunities would improve the programming and delivery services for pre-school, senior programs, arts, aerobics, summer programs, education, community meeting spaces and other cultural, neighborhood and recreational needs.

The draft Joint Community Center master plan also proposes the relocation of Kuklin Pool as part of the Trago Park campus. Kuklin Pool is presently located at N. 23rd Street and "N" Street. Relocation of Kuklin pool is not required as part of the Antelope Valley waterway design. However, the pool is in need of major rehabilitation. A new Kuklin Pool in Trago Park would improve the service areas for both Woods Park Pool and Kuklin Pool.

#### **E. Potential Expansion of the Elliott School Community Learning Center**

There is great potential in expanding the Elliott School CLC partnership between Lincoln Public Schools, YMCA of Lincoln Community Services Branch, and other community based organizations. One of the hallmarks of this partnership is the creative blending of community resources to effectively enhance the academic learning and achievement of youth, strengthen families, and provide a connecting point for the neighborhood. Blending together LPS, YMCA, and other community resources, Elliott School is used as a hub for a vari-

ety of educational, recreational, social service, enrichment, and service activities. Several organizations have entered into partnerships to deliver services through this arrangement including: The Asian Cultural and Community Center, Faces of the Middle East, Hispanic Community Center, Lincoln Action Program, Lincoln Literacy Council, and Malone Community Center. These organizations have found that by working together in a coordinated system, progress comes much faster in achieving shared goals while concurrently creating financial efficiencies.

Conversations are taking place between LPS and the YMCA of Lincoln about how to enhance this service delivery model by expanding the physical structure at Elliott School. Among the proposed ideas are: a multi-cultural pre-school, space for a senior center, medical screening rooms, counseling rooms, additional school/community classrooms (including a computer lab and art room), shared LPS, YMCA, community partner administrative and meeting space, and a family resource center. It is possible that other community based organizations could headquarter within the building as well. The vision for this structure is that the design will incorporate the needs of before and after school programming, school day learning, and evening and weekend community programs so that the public can continuously utilize the space.

The programs would provide coordination between services. For example, in one room seniors can volunteer as caregivers in the pre-school along with a paid, certified LPS teacher and community partner staff. In another room parents can learn computer, job, or parenting skills. In yet another room school teachers are leading traditional classrooms. Down the hall family members could be receiving counseling or preventive health advice and in the administration offices school and community partners are sharing resources to create cost efficiencies and coordination. By serving the community holistically, and by blending resources, and facilities, LPS, YMCA and community agency staff can ensure long-term sustainability, financial efficiency and effective delivery of services and opportunities for those people who need it most.

### **F. Compassion Capital Fund Demonstration Program**

The City of Lincoln, in a partnership between its Parks and Recreation and Urban Development Departments, has applied to the US Department of Health and Human Services, Administration for Children and Families, for a Compassion Capital Fund Demonstration Program grant. The goal of the program is to assist faith-based and community organizations to increase their effectiveness, enhance their ability to provide social services, expand their organizations, diversify their funding sources, and create collaborations to better serve those most in need. If the City is awarded the grant, the two departments intend to partner with the area cultural centers to carry out the program goals. All of the cultural centers have expressed an interest in working with the City. Some of the activities could include training in board development, fiscal management, grant writing, audits, need assessments and strategic planning, volunteer management, legal assistance, and assistance securing a 501(c)(3) designation. Grant awards will be announced October 1, 2004.

### **G. People's Health Center**

The People's Health Center partnered with the City of Lincoln to establish the new clinic as part of Lincoln's North 27th Street Redevelopment Plan efforts. The clinic opened in the fall of 2003 and provides access to primary medical, oral and behavioral health care on a sliding scale basis to area residents. A second campus building is scheduled to be constructed in the near future in order to meet the communities growing health needs.

### **H. Leveraging Other Ethnic and Cultural Based Activities**

Many ethnic and cultural groups want and need their own place for identity. Presently, there are eight formally designated cultural centers. Yet, there are many potential services and programs that cannot be physically or economically housed in each center. Those services and programs needing a larger space that cannot be housed in a center

could possibly be housed in different locations and shared by many ethnic and cultural groups on a concurring or nonconcurring basis. The People's Health Center and Nebraska Urban Indian Health Coalition are examples of on-going shared programming. The proposed Joint Community Center in Trago Park would be examples of future sharing arrangements. Stronger and more viable cultural centers could spur and leverage other new ethnic and cultural based activities and links such as:

- ◆ Indoor performances at a renovated theater in the former Whittier Junior High School;
- ◆ Outdoor performances on the new outdoor amphitheater stage in East Downtown Park;
- ◆ Ethnic, cultural, social and festival gathering places in the East Downtown Park/Trago Park area and other central locations such as the soon to be vacated Military Buildings on Military Road;
- ◆ Entrepreneur business center providing skills and resources to new rising business leaders and employers;
- ◆ Kitchen classroom space to allow teaching citizens a variety of ethnic food dishes; and
- ◆ Retail art and craft store to display a variety of cultural arts.



**View: Hispanic Center of Lincoln**



## **XXI. OTHER REDEVELOPMENT PROGRAMS**

### **A. Focus Areas**

Focus Areas are an important neighborhood revitalization strategy that concentrate public and private resources in small neighborhood areas (12 to 30 blocks). This approach aims the City's limited community development resources towards strategic improvements, with an eye towards stimulating private investment and increasing confidence in the area. The Urban Development Department initiated this strategy in 1993, and has subsequently funded more than 2 million dollars in projects in nine different Focus Areas across the community. Portions of all the Antelope Valley Neighborhoods (North Bottoms, Clinton, Malone/Hawley, Downtown, Woods Park and Near South) have or are implementing Focus Area strategies.

To be identified as a Focus Area, a neighborhood must be located in a certain area in a low to moderate income area; exhibit signs of decline, such as deterioration of housing or public facilities; feature a neighborhood association that is committed to working with the City to identify and implement improvements; include key areas next to busy streets, public institutions (such as schools), or commercial areas; and be identified as an area of concern by other City departments.

Typically, Focus Area strategies address a variety of goals and objectives for neighborhoods. For example: rehabilitate existing housing stock; improve streetscapes; resolve commercial zoning issues; address crime, security and street lighting concerns; improve sidewalks, streets and alleys; fix outdated utilities; resolve solid waste, junk car and other environmental issues; and improve bike paths, parking and other transportation objectives.

### **B. North 27th Street Corridor and Environs Redevelopment Plan**

The North 27th Street Corridor and Environs Redevelopment Plan was adopted by the City Council in September 2002. This plan is considered a "sister" plan of the Antelope Valley Redevelopment Plan because of its proximity to

Antelope Valley and comprising the eastern edge of the Antelope Valley Area north of "N" Street. The two planning efforts have been coordinated for many years and have worked together in the construction of the Northbridge Community Center and the People's Health Center along N. 27th Street.

Other projects completed under the North 27th Street Redevelopment Plan include a new police station, two new retail centers, removal of blighted houses and a N. 27th Street streetscape project. Under construction in the spring and summer of 2004 will be improvements in the right-of-way around the Salvation Army with expansion and improvements to Pentzer Park and a new administration office and treatment facility for CenterPointe, Inc. Redevelopment of the old Carpenter's Union is also planned, along with a pedestrian trail bridge over 27th Street for the Husker Link trail along the former Missouri Pacific Railroad right of way ("X" Street).

### **C. House Preservation and Infill Program**

Construction of the new roadways, waterway and other Antelope Valley community revitalization strategies will require the acquisition of approximately 47 residential structures. In response to neighborhood concerns, JAVA pledged an extra effort to assist interested owner occupants and investor owners in moving their residential structures to a new site. The House Preservation and Infill Program is JAVA's response to that pledge.

While house relocation is generally not cost effective, there are other desirable public objectives and benefits that prove difficult to value, and thus, are often not considered in making the cost-benefit analysis. Besides the benefit of preserving the memories and recycling the dwelling, the relocated dwelling can fill in a vacant or underutilized lot in established neighborhoods more successfully than many newer style and higher density buildings that are often out of character with the established first generation housing stock. The relocated housing can provide homeownership opportunities to low and moderate income households.

Residential structures will be acquired at fair market value and eligible owners and tenants will receive relocation assistance and payments to provide decent, safe and sanitary replacement housing. As part of the acquisition process, owners can choose to participate in the voluntary House Preservation and Infill Program but in all cases, will be paid fair market value and, if eligible, relocation assistance regardless of participation in the voluntary program.

The City Urban Development Department, with assistance from JAVA, is responsible for carrying out The House Preservation and Infill Program. The City's Urban Development Department will need to complete an interior inspection of the potential dwellings and identify potential infill lot sites, including potential vacant and under utilized parcels in close proximity to the roadways and waterway.

In addition, four houses (125, 135, and 145 N. 22nd St. and 1907 L St.) impacted by the Antelope Valley Projects have historical value and were identified as eligible for listing in the National Register of Historic Places. JAVA has formally agreed to make all reasonable efforts to relocate these four historic houses to other sites in the surrounding neighborhoods.

The Urban Development Department has contracted with Neighborhoods, Inc. to administer the program. The House Preservation and Infill Program document can be found on the City's website at [www.ci.lincoln.ne.us](http://www.ci.lincoln.ne.us), then click on Antelope Valley, What's New.

#### **D. Public Art**

Public and private art will play an important role in improving the appearance of the Antelope Valley Area. For example, artistic treatments and elements have been incorporated into the design of the "X" shape bridge over the waterway and BNSF railroad tracks. The City has also hired an art consultant to assist the community in developing a master plan for public art in Antelope Valley. To date, the consultant has facilitated a community kick-off workshop with the public and key stakeholders to initiate the public art master planning process.



**Example: Housing Infill  
Cincinnati, OH**



**Example: Housing Infill  
Tompkins Co., New York**



**Example: Housing Infill  
New York, NY**



Thoughtful placement of interesting and aesthetically pleasing works of art throughout the Antelope Valley Area will enhance its appeal for existing and new residents and businesses and help develop the area as a community-wide destination. Whenever appropriate, opportunities for permanent and temporary displays of art, including both the visual and performing arts, should be incorporated into public improvements.

Private developers should be encouraged to include art in redevelopment projects. All publicly supported projects should strive to have an arts component. The City should consider using Tax Increment Financing (TIF) and establishing special assessment districts to aid in this endeavor.

**E. Free to Grow**

Lincoln is one of several cities across the nation participating in a demonstration and evaluation project called Free to Grow. The environmental approach to this program works to improve the quality of life in a target area of the community by promoting strong families and safe neighborhoods. Lincoln's program began in June 2003, and the revitalization area includes 90+ properties in the

Clinton Neighborhood. Revitalization efforts so far have included assisting neighbors to establish Neighborhood Watch groups, increased code enforcement, increased police involvement, two neighborhood clean ups and two graffiti clean-ups.

The Urban Development Department has been working with the Clinton Neighborhood Organization in a number of capacities for many years. The neighborhood developed a Focus Area Plan with the City and has been actively involved with the Antelope Valley Projects. Selection of the Free to Grow target area was based on criteria set by the national model, which includes crime and property distress. The Free to Grow Core Team meets bi-weekly and includes representatives from the Clinton Neighborhood Association, Lincoln Police Department, Urban Development Department, Building and Safety Department, Lincoln Lancaster County Health Department, Neighborhoods, Inc., and Lincoln Action Program. Future plans include continued physical improvements to the area along with further development of neighborhood leadership.

## XXII. REDEVELOPMENT PROJECT PROCESSES

Public improvements and redevelopment projects may require construction easements; vacation of street and alley right-of-ways; temporary and permanent relocation of families, individuals and businesses; demolition; disposal/sale of property; and site preparation (such as grading, driveway easements; paving driveway approaches, alleys and sidewalks in the public right-of-way; relocation, rerouting or upgrading utility lines). The process of redevelopment may involve:

### A. Amendment to Redevelopment Plan

After initial adoption, the Redevelopment Plan will be updated over time. As formal Redevelopment Projects are identified and proposed in the Antelope Valley Area, written amendments to the Redevelopment Plan will need to be processed pursuant to State Statute. Again, a public hearing will need to be conducted and a recommendation by the Planning Commission and public hearing conducted in front of the City Council, followed by a City Council vote. The approved Redevelopment Plan, as may be amended, grants the City the authority to carry out the Redevelopment Project.

### B. Private Improvements and Redevelopment Contracts

If private improvements are proposed as part of the redevelopment project and the property owner is not able or unwilling to implement the improvements, then the City may solicit Request for Proposals (RFP) from the private sector (for profit and nonprofit) developers to determine interest to implement the private improvements. The City may choose the best proposal and begin dialogue and negotiation with the selected developer. The agreements and responsibilities of the selected developer and the City are formalized in a written redevelopment contract. In turn, the redevelopment contract has a public hearing in front of the City Council, followed by a City Council vote authorizing the Mayor to execute the redevelopment contract.

### C. Property Acquisition

In appropriate situations, the City may assemble parcels and acquire the necessary fee titles, easements, leases, covenants and other property rights through voluntary negotiation. See Appendix 5, Land Acquisition Policy Statement. However, if voluntary agreement is not possible, the City may institute eminent domain proceedings by formally amending this Redevelopment Plan or by adopting a City Council Resolution to include the City's authority to use eminent domain.

### D. Relocation

Relocation may involve the temporary or permanent relocation of families, individuals or businesses to complete redevelopment activities. Relocation will be completed according to local, state and federal relocation regulations. See Appendix 6, Relocation Assistance.

### E. Demolition

Demolition will include clearing sites on property proposed for public improvements; necessary capping, removal or replacement of utilities; site preparation; securing insurance and bonds; and taking other necessary measures to protect citizens and surrounding properties. Measures to mitigate environmental findings may also be necessary, if determined by site testing.

### F. Disposal/Disposition

Redevelopment projects may include the sale of land to private developers for redevelopment purposes. Developers will be selected as provided in the Community Development Law and the Land Disposition Proposals shown in Appendix 7.

### G. Public Improvements

If public improvements are proposed as part of the Redevelopment Project, then architects and engineers will be used to design the public improvements and contractors will be selected to implement and construct the design. If the City staff does not design the public improvements, then the consulting architect and engineer services are selected using a RFP and interview process. Primary contractors will also be competitively selected using the City's standard selection and competitive bid practices.



### XXIII. KEY PARTICIPANTS & IMPLEMENTERS

#### A. Private Sector Participants & Implementers

Large numbers of individuals and organizations have spent countless hours developing the Antelope Valley Projects and this Redevelopment Plan. Many groups and individuals have offered assistance: neighborhood boards, business groups, business owners, homeowners, tenants and other citizens; City Council members, Mayor, directors and staff members; lenders and realtors; property owners; utility companies; architects and engineers; builders and developers; human service providers and educators; funders and nonprofit groups; and community citizens. The community owes these individuals and organizations a big thank you.

Many of these individuals and organizations will also play key role in the Plan's implementation. While there are too many to list, two particular private sector organizations-Neighborhoods, Inc. and Downtown Lincoln Association-are expected to have major leadership roles in the Plan's implementation.

##### 1. *Neighborhoods, Inc.:*

Neighborhoods, Inc. is a non-profit, community-based housing organization established in 1986 to revitalize Lincoln's original neighborhoods. Since its inception, Neighborhoods, Inc. has assisted over 1,000 families in purchasing or improving their homes. Annually they provide more than 400 customers with homebuyer education and home improvement classes. Neighborhoods, Inc. is an equal housing opportunity provider and serves all Lincoln residents regardless of race, ethnicity, socio-economic status, gender, sexual orientation, age, physical ability or language.

The core services Neighborhoods, Inc. offers are homebuyer education and Mortgage Assistance/home rehabilitation. Other services offered by Neighborhoods, Inc. are "Heart of Lincoln" projects, expansion activities to revitalize target areas, homes built by High School

Construction Trades students, and renovation of problem properties. A small professional staff conducts the daily business of the corporation.

Neighborhood residents, business leaders, and governmental representatives direct the organization's board and committees. Neighborhood Reinvestment Corporation, other corporations, foundations, and Community Development Block Grant funds administered through Lincoln's Urban Development Department support its work. Neighborhoods, Inc. is a member of Neighbor Works, a national network of over 220 community-based housing corporations operating in over 2,100 communities and with headquarters in Washington, D.C.

In regards to the Antelope Valley vision, Neighborhoods, Inc. is expected to play a major role in implementing the Neighborhood Enhancement Redevelopment Project and further refining the Proposed Redevelopment Concept B, which is the two block concept in the Malone Neighborhood from 23rd to 24th Street, "P" to "R" Streets. During the last several years, Neighborhoods, Inc. has been growing in its capacity to expand their neighborhood based programs and services. For more information on Neighborhoods, Inc., citizens can go on-line to their website at [www.neighborhoodsinc.org](http://www.neighborhoodsinc.org)

##### 2. *Downtown Lincoln Association:*

Founded in 1967, the Downtown Lincoln Association (DLA) was originally established as a merchants' association by downtown retailers who recognized the need for an organization to serve downtown's unique needs. DLA has since evolved to a multi-faceted organization supporting a wide range of programs and activities including maintenance, economic development and advocacy. DLA is also the umbrella for Updowntowners, Inc., downtown's events production arm and the Downtown Neighborhood Association. DLA works closely with the Lincoln Haymarket Development Corporation to support Haymarket revitalization and attractions.

DLA's vision includes Downtown being the region's economic, civic and cultural hub, Lincoln's gathering place and first choice for employment, education, entertainment and urban living. DLA's Mission Statement is to serve its downtown constituents and the Lincoln community by providing leadership, marketing, management, economic development services and events to ensure a vibrant, inviting downtown. The year 2002 marked the DLA's 35th anniversary year.

In regards to the Antelope Valley vision, DLA has been instrumental in defining the relationship between Traditional Downtown and East Downtown. During the near future, DLA and the City will be busy in developing and implementing the new Downtown Lincoln Master Plan. As part of the Master Planning process, DLA has expressed interest in helping to better define the East Downtown in general and specifically the Proposed Redevelopment Concept A-East Downtown. As the Antelope Valley Projects are completed and East Downtown redevelopment occurs, DLA may become the logical business association to help provide similar business improvement services in East Downtown, such as maintenance, economic development and advocacy. For more information on Downtown Lincoln Association, citizens can go online to their website at [www.downtownlincoln.org](http://www.downtownlincoln.org).

#### **B. Public Sector Participants & Implementers**

The City Urban Development Department is the lead City agency in guiding the Antelope Valley community revitalization process. Other City departments and agencies also play key roles in the planning and implementation of this Redevelopment Plan: Planning Department, Parks and Recreation Department, Citizen Information Center, Public Works Department, Building and Safety Department and City Attorney's Office.

Throughout the development of the Antelope Valley Projects, the Antelope Valley Partners--City of Lincoln, University of Nebraska and the Lower Platte South Natural Resources District--have been instrumental in defining a coordinated community revitalization vision. Through JAVA, the three Antelope Valley Partners continue to fund, build

and implement the Antelope Valley Projects. Together, they are undertaking the biggest community revitalization effort to date. This Redevelopment Plan outlines many new ways to leverage the Antelope Valley Projects.

Along with the private sector champions, these public entities are preserving, growing and enhancing Lincoln as "one community," while avoiding "flight" from Lincoln's urban core to the community's urban edge, thus avoiding many social, political, environmental and economic stress and costs.

Yet, some citizens believe that several obstacles to private investment are directly related to the difficulty of public-private sector partnering efforts: First, the lack of a "one-stop" or more streamline approach to proposed redevelopment; and second, the compartmentalized role of funding agencies. The City should be sure it is following best management practices and exploring ways to modernize and streamline community development authority to help facilitate more private investment and more successful public-private partnerships.



## **XXIV. FINANCING**

The primary burden for revitalization of the Antelope Valley Area must be on the private sector. The City will explore providing public services and public improvements and participating where necessary in the redevelopment process, but the needs of the Antelope Valley Area are beyond the City's capacity to do alone. Financing of proposed improvements will require participation by both the private and public sectors. Where appropriate, the City may participate by providing financial assistance for the rehabilitation of structures. The development of new projects and the reuse of existing structures will be the responsibility of the private sector. Sources of funding may include:

- ◆ Private Contributions;
- ◆ Tax Increment Financing (TIF) (also known as Community Improvement Financing), an Ad Valorem of real property tax;
- ◆ Capital Improvements Program Budget;
- ◆ Advance Acquisition Fund - property rights/easements, public facility site acquisition;
- ◆ Community Development Block Grants (CDBG);
- ◆ Special Assessments - Business Improvement Districts;
- ◆ Sale of Land Proceeds (proceeds from the sale of land acquired for redevelopment, as identified in the Redevelopment Plan, will be reinvested in the redevelopment area);
- ◆ Municipal Infrastructure Redevelopment Fund (MIRF);
- ◆ Home Investment Partnership Act (HOME);
- ◆ American Dream Downpayment Initiative (ADDI)
- ◆ HUD Section 108 Loan Program;
- ◆ Federal and State Grants; and
- ◆ Interest Income

### **A. Funding Sources**

Project activities will be undertaken subject to the limit and source of funding authorized and

approved by the Mayor and City Council.

### **B. Tax Increment Financing**

According to the Nebraska Community Development Law, any Ad Valorem Tax levied upon real property in the Redevelopment Project for the benefit of any public body shall be divided, for a period not to exceed 15 years after the effective date of such provision, by the governing body as follows:

- ◆ That portion of the Ad Valorem Tax which is produced by the levy at the rate fixed each year by or for each such public body upon the redevelopment project valuation shall be paid into the funds of each such public body in the same proportion as are all other taxes collected by or for the body; and
- ◆ That portion of the Ad Valorem Tax on real property in the redevelopment project in excess of such amount, if any, shall be allocated to and, when collected, paid into a special fund of the authority to be used solely to pay the principles of, the interest on, and any premiums due in connection with the bonds of, loans, notes, or advances of money to, or indebtedness incurred by, whether funded, refunded, assumed, or otherwise, such authority for financing or refinancing, in whole or in part, the redevelopment project. When such bonds, loans, notes, advances of money, or indebtedness, including interest and premiums due, have been paid, the authority shall so notify the County Assessor and County Treasurer and all Ad Valorem Taxes upon taxable real property in such a redevelopment project shall be paid into the funds of the respective public bodies.

The effective date for the Community Improvement Financing (Tax Increment Financing) provisions of the Antelope Valley Redevelopment Plan for each Redevelopment Project is declared to be the date rehabilitation, acquisition, or redevelopment of substandard and blighted property in the redevelopment project area first commences.

## **XXV. ADDITIONAL CHALLENGES**

While there are many positive attributes and benefits to the Antelope vision as outlined in this Redevelopment Plan, there are also many challenges lying ahead.

- ♦ **Timing & Linkages** -- While the Antelope Valley Projects and the Redevelopment Plan moves forward, there are other on-going planning efforts that must be coordinated: the Downtown Master Plan, the Convention and Multi-Use Facilities Study, and Mayor's Streets, Roads and Trails (SRT) Committee. These processes, along with other studies and processes, will impact the vision for the urban core. There needs to be close coordination of Antelope Valley and the other on-going planning processes.
- ♦ **Phasing** -- Careful consideration must be given to the timing for the Community Revitalization Projects implementation prior to completion of the new waterway and roadways. The vision is a twenty year outlook and the many important projects will need to be phased.
- ♦ **Resource Allocation** -- There are many Downtown and surrounding community needs. The City must maintain a balanced approach in directing its scarce public dollars. For example, parking needs in the Traditional Downtown must be addressed to help insure future successes. The City must keep its focus on Downtown Lincoln and the surrounding Neighborhoods and be creative in finding new monies to invest in the Antelope Valley vision.



## XXVI. URBAN DEVELOPMENT DEPARTMENT STRATEGIES

The following are some of the major Antelope Valley initiatives that should be led by the City, under the guidance of the City's Urban Development Department, and coordinated with other key stakeholders:

- a) **Implement Redevelopment Projects:** The City should take the necessary steps to implement the Vine Street Redevelopment Project and Neighborhood Enhancement Redevelopment Projects.
- b) **Further Explore Proposed and Potential Redevelopment Concepts:** The City should explore with the abutting property owners and interested developers the feasibility of the Proposed Redevelopment Concept A-East Downtown, Proposed Redevelopment Concept B-Malone Neighborhood and the other Potential Redevelopment Concepts.
- c) **East Downtown Park Enhancements:** Fundraising efforts should begin for the East Downtown Park enhancements (e.g., skating rink, outdoor amphitheater, water fountains, play features and other parkland and water activities).
- d) **Additional Infrastructure:** As redevelopment projects are identified, the City should carefully determine whether new utilities, communication, broadband, transportation, parking and infrastructure systems are desirable to handle the new projects and strengthen the surrounding Neighborhoods.
- e) **Other Redevelopment Programs:** The City and relevant stakeholders should continue to implement the Focus Area revitalization strategies, the North 27th Street Corridor and Environs Redevelopment Plan, House Preservation and Infill Program, Public Art and Free to Grow.



**View: SunTrust Plaza  
Winter Park, FL**



**View: Addison Circle  
Addison, TX**



**View: Legacy Town Center  
Plano, TX**

## XXVII.COORDINATION OPPORTUNITIES

The following are some of the major Antelope Valley initiatives that should be led by the City or coordinated with the City and other key stakeholders:

- a) **Antelope Valley Projects:** The three Antelope Valley Partners should continue to implement and build the Antelope Valley Projects.
- b) **University of Nebraska Master Plan:** The University of Nebraska should amend the University of Nebraska Master Plan to reflect the changes shown on the University/East Downtown Future Land Use, Figure 17.
- c) **Whittier School:** The City should encourage LPS, UNL, Southeast Community College and others to formalize, accelerate and intensify the partnering effort to reuse the former Whittier Junior High School. At this date, it appears the building should remain in/be returned to education-related uses, as the best fit for the historic building, the area and the community.
- d) **Community Learning Centers:** The community should continue to support and expand its efforts to implement community learning centers throughout the community.
- e) **Multimodal Plan:** When the City's updated Multimodal Plan is completed, its recommendations should be incorporated into this Redevelopment Plan and into the Redevelopment Projects.
- f) **New Antelope Drive/21st Street:** The City should construct the first segment of the new Antelope Drive north of "O" Street.
- g) **Exemplary Parking Program:** As part of the Downtown Master Plan, the City and other related parties should review Downtown Lincoln's parking programs and services to determine whether best management practices are followed in the area of design, construction, operation, security, marketing and enforcement. How to improve parking opportunities in East Downtown? Could program improvements be made that would provide more coordination, more parking stalls, better urban design, safer (or perceived safer) parking experience, better marketing and enforcement, or could cost less to construct or operate?
- h) **Seven Human Service Priorities and Needs:** The Community should strive to address the seven human service priorities and major human service needs.
- i) **Support Cultural Centers To Become More Sustainable:** The City should continue to offer resource assistance to any cultural center desiring facilitation and strategic planning assistance to become more sustainable.
- j) **Sharing Community Spaces:** The Cultural Centers, Antelope Valley Connection Team, funders and the City should explore finding large spaces for services and programs that can be shared by many cultural and social groups on a concurrent or non-concurrent basis.
- k) **City Zoning and Design Standards:** The City should modify the City Zoning and Design Standards based upon the Guiding Land Uses And Design Principles described in Chapter XII above, the University/East Downtown Future Land Use Map, Figure 17, and the Future Land Use Map, Figure 18. As a general proposition, there should be a few required mandatory guidelines rather than a large volume of voluntary guidelines.
- l) **Amend Building/Fire Code:** The City should modify the building/fire code to enable more residential dwelling units above first floor of commercial spaces.



**m) UNL Expand Community Partnering:** The University of Nebraska--Lincoln should be encouraged to initiate new housing programs that would expand the number of University faculty and staff members living in the surrounding Neighborhoods. In addition, UNL should continue its community partnering efforts regarding the Community Partnering Center Grant and Community Learning Centers.

**n) Legislative Authority:** The City, along with other Nebraska communities, should seek legislative authority to:

- i) Authorize local City sales tax increment and revenue bonds similar to other states; and
- ii) Expand the Tax Increment Financing authority to enable the financing tool to be used like other states.

**o) Locate In Traditional Downtown:** The following public facilities should be located in Traditional Downtown:

- i) Multi-purpose arena/convention center should be located close to Traditional Downtown's hotels and restaurants.
- ii) The Downtown Library should be expanded or relocated in Traditional Downtown.

**XXVIII. CONFORMANCE WITH COM-  
PREHENSIVE PLAN**

The Lincoln-Lancaster County Comprehensive Plan, adopted May 28, 2002, as amended, represents the local objectives, goals and policies of the City of Lincoln. The Antelope Valley Redevelopment Plan was developed to be consistent with the Comprehensive Plan.



**View: State Thomas  
Dallas, TX**



**View: State Thomas  
Dallas, TX**



**Appendix 1**

**MAYOR CITIZEN COMMITTEES**

**East Downtown Citizen Committee**

- ♦ Robert Campbell, Chair
- ♦ Betsy Kosier, Chair

Tim Thietje  
 Pam Manske  
 Alan Fosler  
 Glenn Friendt  
 Shawn Traudt  
 Holly Burns  
 Ed Wimes  
 Jim Christo  
 Polly McMullen  
 Anne Pagel  
 Clay Smith  
 Larry Loomis  
 Larry King  
 Richard Evnen  
 Virgil Meints  
 Ann Loso  
 Rick Noyes  
 Annette McRoy  
 Brad From  
 Deb Weber

**Neighborhood Citizen Committee**

- ♦ Terry Uland, Chair
- ♦ Delores Lintel, Chair

Maurice Baker  
 Tim Francis  
 Randy Stramel  
 Mike Morosin  
 Ed Patterson  
 Tony Nguyen  
 Karen Blessing  
 Lan Hoang  
 Ed Wimes  
 Brad Bryan  
 Mark Koller  
 Lorna Judson  
 Jean Chicoine  
 Marcy Ganow  
 Melissa Dirr  
 Craig Madson  
 Kim Mai  
 Darryl Eure

**Whittier School Citizen Committee**

- ♦ Jon Carlson, Chair
- ♦ Jon McWilliams, Chair

Jim Mastera  
 Lilly Blase  
 Beth Thacker  
 Wayne Drummond  
 Jerry Berggren  
 Bob Ripley  
 Barb Layman  
 John Benson  
 Michelle Waite  
 Darl Naumann  
 Ed Patterson  
 Peggy Struwe  
 Dave Myers

## Appendix 2

### **Blight and Substandard Study Determination Summary**

On July 21, 2003, the Lincoln City Council declared the Antelope Valley Area "blighted and substandard". The City Council's declaration was based upon an Antelope Valley Redevelopment Blight and Substandard Determination Study, dated April 2003, prepared by Hanna Keelan Associates, P.C. The full Study is available for reviewing at the City Clerk's Office or the City Urban Development Department. The following is a summary of the Antelope Valley Redevelopment Blight and Substandard Determination Study.

The Antelope Valley Redevelopment Area qualifies as blighted and substandard within the definition set forth in the Nebraska Community Development Law, Neb. Rev. Stat. § 18-2103, as determined by the Antelope Valley Blight and Substandard Determination Study. The Blight and Substandard Determination Study is consistent with the Antelope Valley Project revitalization activities identified in the 2025 Comprehensive Plan.

After an area is declared substandard and blighted, the City may proceed with the preparation and approval of a Redevelopment Plan. Redevelopment activities may include utilizing Tax Increment Financing (TIF) from private development to pay for public infrastructure and improvements.

The 2025 Comprehensive Plan supports the Antelope Valley Project, which is to provide neighborhood revitalization, transportation and transit opportunities and stormwater improvements in East Downtown, the UNL Campus and surrounding Neighborhoods. The Blight and Substandard Determination Study is consistent with the Antelope Valley Project revitalization activities outlined in the Comprehensive Plan.

A **substandard** area is defined in the Nebraska Revised Statutes as containing a predominance of buildings with the presence of the following conditions:

1. Dilapidation/deterioration;
2. Age or obsolescence;
3. Inadequate provision for ventilation, light, air, sanitation or open spaces; and
4. a) High density of population and overcrowding; or  
b) The existence of conditions that endanger life or property by fire and other causes; or  
c) Any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency and crime, and is detrimental to the public health, safety, morals or welfare.

The consultant concluded that the area could be considered substandard because **three** of the **four** factors were found to be present to a strong extent, and one to a reasonable but less significant extent. The factors were found to be reasonably distributed throughout the study area.

A **blighted** area is defined in the Nebraska Revised Statutes as having the presence of twelve conditions:

1. A substantial number of deteriorated or deteriorating structures;
2. Existence of defective or inadequate street layout;
3. Faulty lot layout in relation to size, adequacy, accessibility or usefulness;
4. Unsanitary or unsafe conditions;
5. Deterioration of site or other improvements;
6. Diversity of ownership;
7. Tax or special assessment delinquency exceeding the fair value of the land;
8. Defective or unusual conditions of title;
9. Improper subdivisions or obsolete platting;
10. The existence of conditions that endanger life or property by fire or other causes; and
11. Any combination of such factors, substantially impairs or arrests the sound growth of the community, retards the provision of housing accommodations or constitutes an economic or social liability;



12. Detrimental to the public health, safety, morals, or welfare in its present condition and use; and in which there is at least one of the following conditions:

- a) Unemployment in the designated blighted area is at least one hundred twenty percent of the state or national average;
- b) The average age of the residential or commercial units in the area is at least 40 years;
- c) More than half of the plotted and subdivided property in the area is unimproved land that has been within the City for 40 years and has remained unimproved during that time;
- d) The per capita income of the designated blighted area is lower than the average per capita income of the City or City in which the area is designated; or
- e) The area has had either stable or decreasing population based on the last two decennial censuses.

The blighting factors found to be present to a strong extent were: deteriorated or dilapidated structures; faulty lot layouts; unsanitary or unsafe conditions; deterioration of site or other improvements; diversity of ownership; improper subdivision or obsolete platting; the existence of conditions which endanger life or property by fire or other causes; the presence of economically and socially undesirable land uses; and the predominance of structures older than 40 years.

**Appendix 3**  
**Parcels To Be Acquired For Residential  
Development**

Acquisition of Kelley's Subdivision Lots A, B, and C; Hawley's Addition Block 3, S70' Lot 5, S70' Lot 4, N74 ½' Lots 4 & 5, N74 ½' Lot 6 except N portion for road and S70' Lot 6. (Situs Address: 701 N. 24th Street)



Appendix 4

Parcels To Be Acquired, Substandard Housing  
and  
Commercial/Industrial Structures

Appendix 5

Land Acquisition Policy Statement

See online.



Appendix 6  
Relocation Assistance  
See online.