

# Holdrege/Idylwild Redevelopment Plan



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**Approved by City Council:**

**August 27, 2012**

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## Introduction

The *Holdrege/Idylwild Redevelopment Plan* is a guide for redevelopment activities within the redevelopment area. Exhibit 1 illustrates the location of the area within the broader context of the City of Lincoln. The redevelopment area is “T” shaped, roughly defined by Holdrege Street between 34<sup>th</sup> and 37<sup>th</sup> Streets on the north, Idylwild Park to the south, and connected by Idylwild Drive. The area covers approximately seven acres, and is located in the north central heart of the city in the East Campus Neighborhood.

The primary focus of the redevelopment area is the original Valentino’s Restaurant, the Alpha Gamma Rho Fraternity house, and Idylwild Park. Major land uses in the area include commercial, residential, and Parks and Recreation facilities. Roughly 97% of the redevelopment area has been developed. Of the area’s seven acres, approximately 20% of the property is devoted to single or multi-family residential, 19% to commercial uses, and 10% to park space, and the balance to street right-of-way.

In recent years, the area has begun to show some signs of decline. The majority of residential and commercial structures are more than 40 years old. Some of the infrastructure is old and in poor condition. The medians on Idylwild Drive, along with Idylwild Park, remain under-utilized assets.

Business owners in the area began expressing concerns about these conditions, and have worked with other property owners and the East Campus Neighborhood Association to identify possible improvements, and work with the City of Lincoln to begin the redevelopment process. As a result of these discussions, a *Blight and Substandard Determination Study* was completed in April of 2012, which confirmed the number, degree, and distribution of blighting factors and warrants designating the area blighted and substandard.

The City recognizes continuing blight and deterioration as a threat to the stability and vitality of the area. Revitalization efforts cannot reasonably occur without public action. The *Holdrege/Idylwild Redevelopment Plan* provides a guide for public and private partners to redevelop the area.





## Plan Requirements

Redevelopment activities are guided by Community Development Law, Neb. Rev. Stat., Section 18-2101, et. seq. (as amended). The statutes indicate the governing body must declare the project area substandard and blighted in order to prepare a redevelopment plan.

The City has authorized its Urban Development Department to act as the redevelopment authority under applicable Law. The Urban Development Department has developed a plan for guiding appropriate private and public resources to,

- eliminate or prevent the development or spread of urban blight;
- encourage urban rehabilitation;
- provide for the redevelopment of substandard and blighted areas including provision for the prevention of the spread of blight into areas of the municipality which are free from blight through diligent enforcement of housing, zoning, and occupancy controls and standards;
- rehabilitation or conservation of substandard and blighted areas or portions thereof by re-planning, removing congestion, providing parks, playgrounds, and other public improvements by encouraging voluntary rehabilitation and by compelling the repair and rehabilitation of deteriorated or deteriorating structures; and,
- clear and redevelop substandard and blighted areas or portions thereof.

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 areas...”

Section 18.2111 also outlines six elements that must be included in all redevelopment plans:

1. The boundaries of the redevelopment project area with a map showing the existing uses and condition of the real property area;
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;
6. A statement as to the kind and number of additional public facilities or utilities which will be required to support the new land uses in the area after redevelopment.

In making the recommendation to approve this plan, the Urban Development Department has considered the land uses and building requirements of the 35<sup>th</sup> and Holdrege

redevelopment area and determined they are in conformance with the general plan for redevelopment in the city and represent a coordinated, adjusted, and harmonious development of the city and its environs. These determinations are in accordance with:

- present and future needs to promote health, safety, morals, order, convenience, prosperity;
- the general welfare; and
- efficiency and economy in the process of development.

Factors considered in the determination included among other things:

- adequate provision for traffic, vehicular parking;
- promotion of fire safety and prevention of other dangers;
- adequate provision for light and air;
- promotion of the healthful and convenient distribution of population;
- provision of adequate transportation, water, sewerage, and other public utilities;
- schools, parks, recreational and community facilities, and other public requirements;
- promotion of sound design and arrangement;
- efficient expenditure of public funds; and
- prevention of insanitary or unsafe dwelling accommodations or conditions of blight.

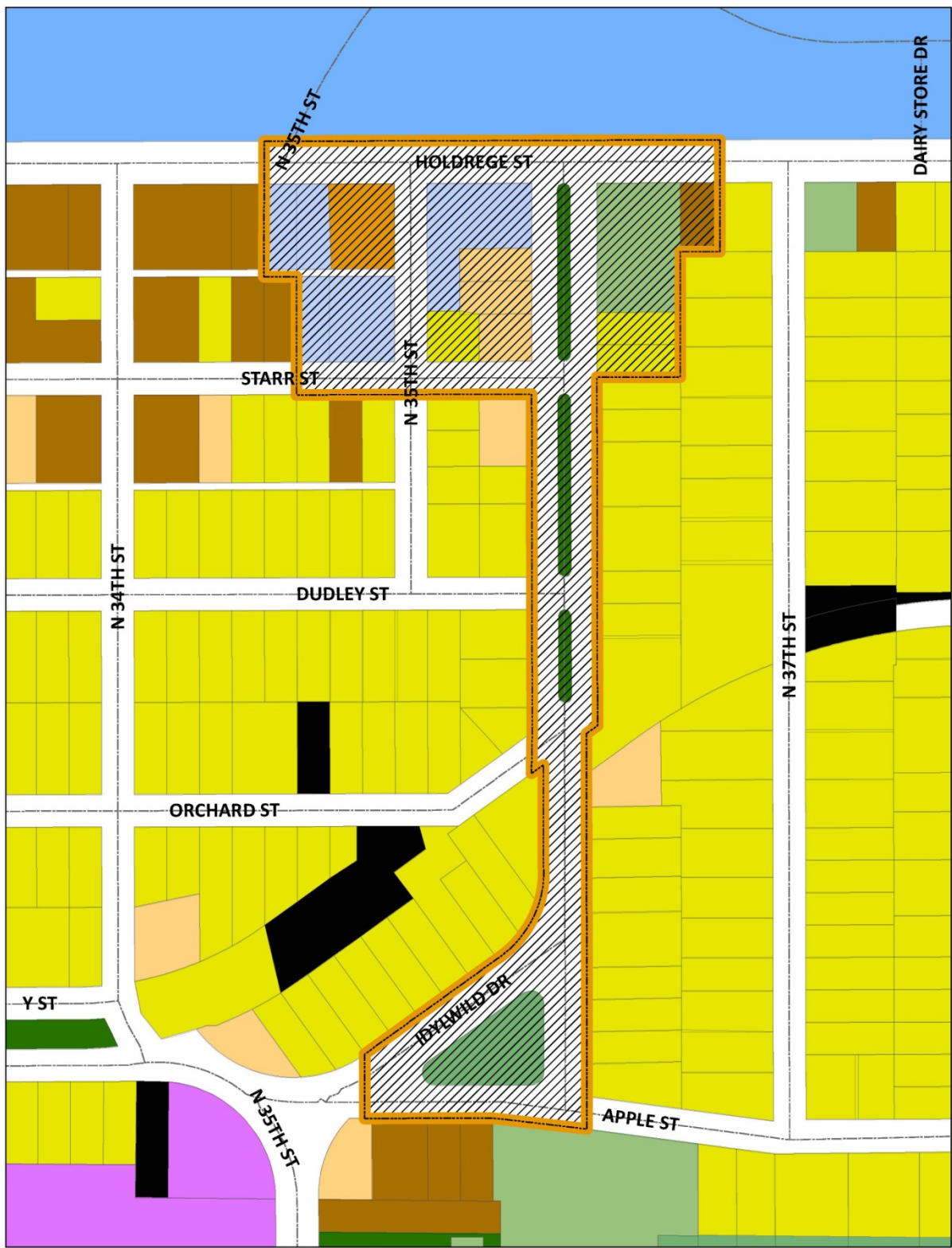
# Existing Conditions

## Land Use

The Holdrege/Idylwild redevelopment area includes approximately seven acres of land, 97% of which has been developed (Exhibit 2). The main arterial within the redevelopment area is Holdrege Street. Idylwild Drive is the primary local street, running south from Holdrege Street approximately four blocks and connecting the south boundary of the redevelopment area at Idylwild Park. Nearly 48% of the Redevelopment Area is street right-of-way. The remaining primary land uses include single and multi-family housing (20.3%), commercial properties (18.8%), and Parks facilities (10.1%).

### *Existing Land Use: 35<sup>TH</sup> & Holdrege Redevelopment Area*

<b>Land Use</b>	<b>Acres</b>	<b>Percent</b>
Street Right-of Way	3.3	47.9
Commercial	1.3	18.8
Multi-Family	0.8	11.6
Parks & Recreation	0.7	10.1
Single Family	0.7	8.7
Total Land Developed	6.8	97.1
Vacant/Available for Development	0.2	2.9
<b>Total Area</b>	<b>7.0</b>	<b>100</b>



Holdrege/Idylwild Redevelopment Plan - Exhibit 2 - Existing Land Use





## **Zoning**

Exhibit 3 identifies existing zoning districts within the Holdrege/Idylwild redevelopment area. The area features a mix of low and higher density residential zones, as well as commercial zoning on lots fronting Holdrege Street. The zoning districts within the area include:

### **R-2 Residential District**

This district is intended to provide a generally stable residential use in areas of the city that are largely developed. With a gross density of generally three to five dwelling units per acre, this district permits single- and two-family dwellings and supportive community services, such as parks, playgrounds, schools, libraries, and churches. It is intended that this district be limited to previously platted portions of the city already undergoing substantial development, thereby preserving existing low-density residential development.

### **R-5 Residential District**

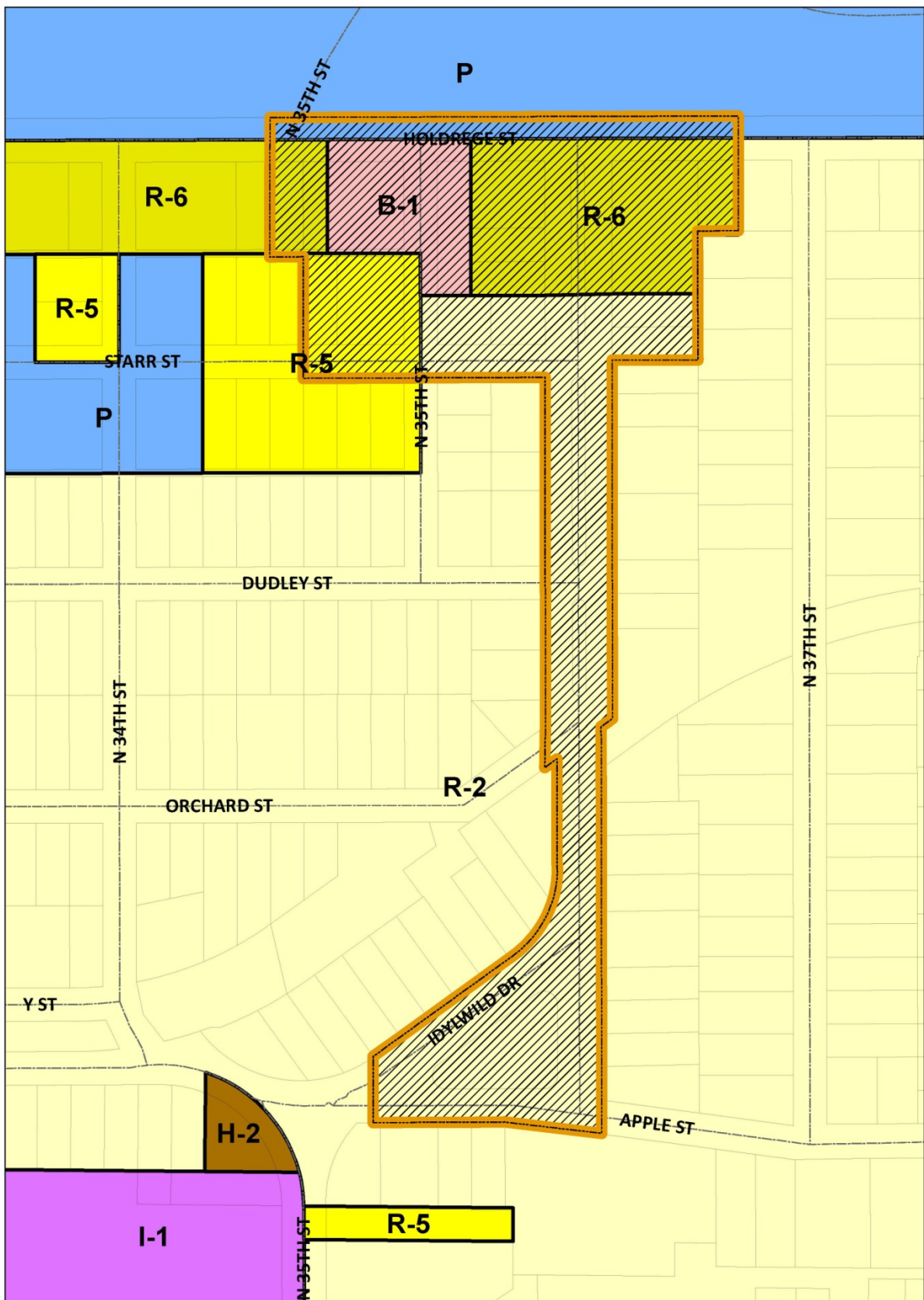
This district is intended to provide a redeveloping area of moderate residential density of between six and ten dwelling units per acre. This district provides for single-family, two-family, and multiple and townhouse residential uses, plus support facilities, such as schools, parks, community buildings, and churches.

### **R-6 Residential District**

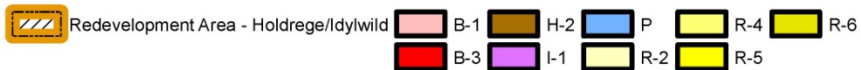
This district is intended to provide a generally redeveloping area of moderately high residential density between eleven and fourteen dwelling units per acre. This district provides for single-family, two-family, multiple and townhouse residential uses, private clubs, fraternities and sororities, and support facilities, such as schools, parks, community buildings, and churches.

### **B1 Local Business District**

This district is intended to provide a stable area of local retail relating to existing communities and existing neighborhoods. It provides for functional business uses to serve those communities and neighborhoods. Dwellings are permitted only above the first floor.



Holdrege/Idylwild Redevelopment Plan - Exhibit 3 - Existing Zoning



## **Parks & Recreation Facilities and Trails**

### **Trails**

Although there are no dedicated bike trails directly in the redevelopment area, two on-street bike routes, on Idylwild Drive, and just east of the area on 40<sup>th</sup> & Holdrege, provide service to the area (see Exhibit 4). Furthermore, the John Dietrich and Mopac trails are located within one mile of the Area.

### **Parks**

Idylwild Park is a mini-park located at the intersection of Idylwild Drive and Apple Street (see Exhibit 4). Park amenities include picnic tables and a sand volleyball court. The park is underutilized and in need of updating.

## **Transportation**

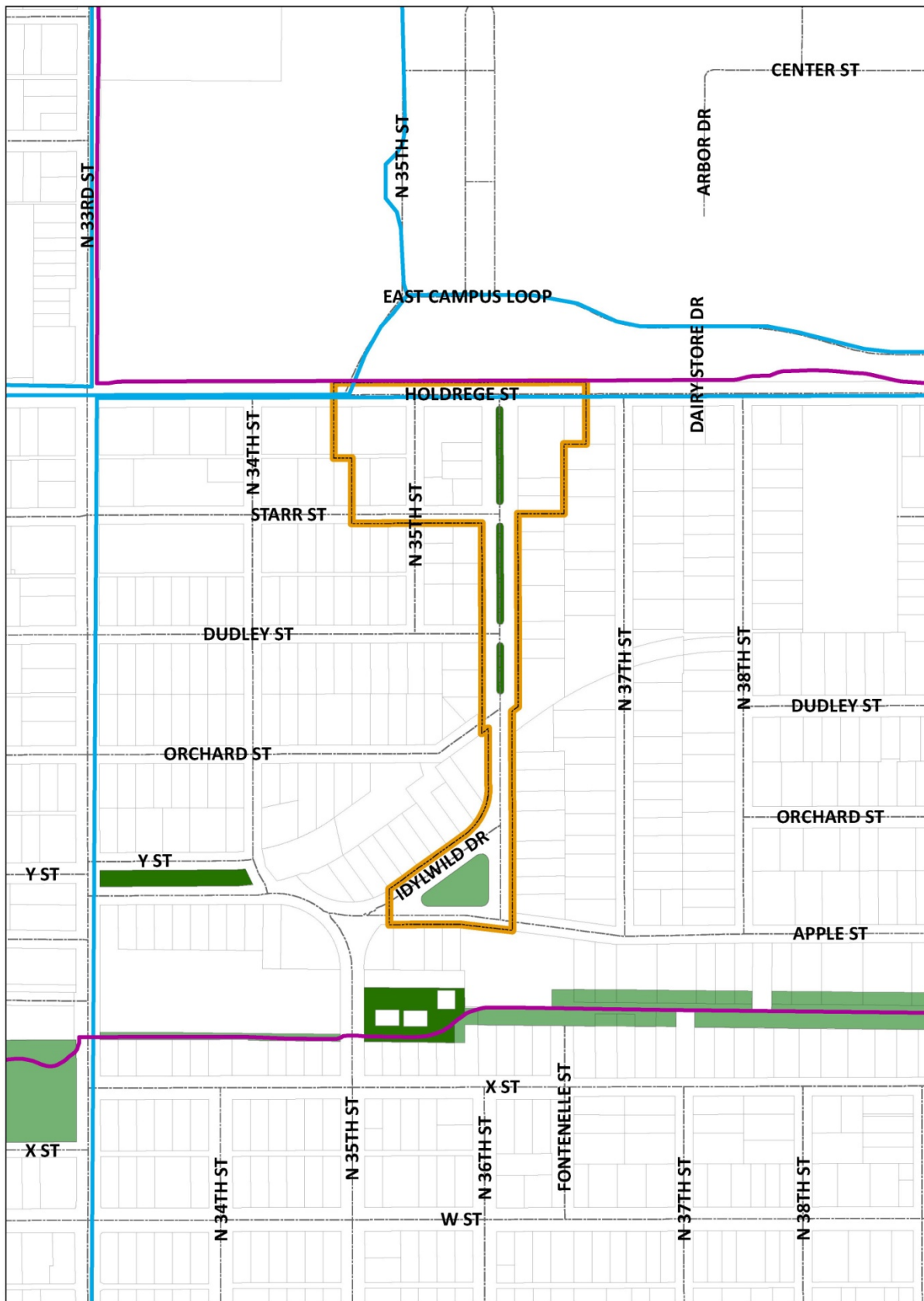
### **Traffic**

Holdrege Street is the primary east-west arterial street which serves the area. Holdrege Street experiences Average Daily Trips (ADT) of approximately 12,300 vehicles per day. The land uses adjacent to Holdrege Street include the University of Nebraska along the north side and commercial and some residential on the south. Holdrege Street is not only a vital link to the city's transportation network; it is also a vital link to the businesses in the redevelopment area. Holdrege Street was rehabilitated in the summer of 2010.

North-south streets intersecting Holdrege Street include 35th Street and Idylwild Drive. These streets are classified as local/residential streets and carry low volumes of traffic. Idylwild is a boulevard with a landscaped median.

### **Access and Parking Issues**

Numerous driveways and on-street parking on arterial streets degrade traffic flow because they create conflict points. When vehicles enter or exit traffic flow it can impede the flow of traffic and create safety issues for both vehicles and pedestrians. When not designed properly, vehicles entering and exiting driveways or parking on arterial streets generally result in a higher number of crashes. When working with new development projects, Public Works strongly encourages consideration given to minimize the number of driveways and prohibit parking on arterial streets as redevelopment projects occur. "Traffic flow" and "on-street parking" can conflict. Development must be evaluated to find the correct balance between these competing values. Development in the built environment is encouraged under LPlan 2040 and Public Works understands the need to balance interests to foster economically viable redevelopment in the City.



Holdrege/Idylwild Redevelopment Plan - Exhibit 4 - Bike Trails, Bus Routes and Green Space

- Redevelopment Area - Holdrege/Idylwild
- Existing Trails
- Park Land
- StarTran Routes
- Open Space



Currently, there is no parking on Holdrege Street; however, there is a loading zone in front of Valentino's. Public Works and Utilities have recommended the removal of the loading zone with the redevelopment of this property.

On-street parking is very heavily used on the local streets in this area when UNL classes are in session. Residents sometimes complain about this use by non-neighborhood residents, with parking restrictions sometimes enacted.

### **Public Transportation**

The Holdrege/Idylwild redevelopment area is served by two StarTran routes as depicted in Exhibit 4. The primary public transit service for the Area is provided by the #42/43 Bethany/Normal route, which travels through the area on Holdrege Street, the north leg of this route serves as the primary link between downtown, North 27<sup>th</sup> Street, UNL's East Campus, and the Bethany neighborhood.

The # 24 Holdrege route borders the redevelopment area, and runs from the University of Nebraska downtown campus to East Campus. The #24 Holdrege route does not traverse directly through the redevelopment area, but it does include stops and destinations that are only a few blocks from the area boundary.

Future redevelopment should consider the needs of public transit that include sidewalk connections to transit stops, bus turnouts, and bus shelters.

### **Street conditions**

The Blight and Substandard Determination Study of the area indicates that although Holdrege Street was resurfaced in 2010 and is in "excellent" condition, the majority of the streets in the rest of the redevelopment area are in fair to poor condition. Idylwild Drive, the primary local street, is in fair to poor condition with severe cracking and settling. Concrete curbs and gutters on local streets are also in poor condition, with several layers of asphalt overlays over the years contributing to reduced curb heights on Idylwild Drive in particular.

### **Sidewalk & Pedestrian Activity**

Field survey results reveal that the majority of the sidewalks in the redevelopment area were in fair condition. Segments of sidewalks had cracked or settled due to growth of tree roots, or exhibited wear from vehicular traffic where sidewalks intersected private drives.

### **Street Layout**

The majority of the redevelopment area features a traditional rectilinear street layout. However, because of potential traffic conflicts, a traffic hazard exists where the diagonal portion of Idylwild Drive intersects with Apple Street, and also at the intersection of Idylwild Drive and 35<sup>th</sup> Street, around Idylwild Park. These areas are also difficult for pedestrians because of a lack of crossing lanes, crosswalks, or traffic control devices.

### **Streetscape**

Idylwild Drive contains a three block long median that is highly visible within the neighborhood. Streetscape amenities are lacking and improvements would benefit the



neighborhood. It is currently an under-developed neighborhood asset in the historic area of the neighborhood.

## **Public Utilities**

Basic infrastructure is in place within the redevelopment area; however, as a result of age and continued demand, maintenance and replacement concerns are anticipated to be more prevalent. The Holdrege/Idylwild redevelopment area is served by these utilities: sanitary sewer, storm sewer, water lines, gas lines, electrical conduits (overhead & underground), telephone conduits (overhead & underground), and cable conduits (overhead & underground).

### **Water System**

Water mains in the redevelopment area are more than 80 years old, with the exception of a 12 inch water main that was installed under Holdrege Street in 1979. Although the mains are old, they are in good condition and adequately sized to serve the area. The oldest water mains date back to 1911 and 1924, and are located in the Idylwild Drive right-of-way.

### **Sanitary Sewer System**

The sewer mains in the area are adequately sized, but constructed of vitrified clay pipe, which is no longer used for sewer mains. These mains will be lined with polyvinyl chloride (PVC) inner sleeves within the next several years.

### **Watershed Management**

The Holdrege/Idylwild redevelopment area lies mostly within two drainage sub basins of Deadman's Run Watershed (one along N. 34th and the other approximately along N. 39th). Most of the drainage within the Holdrege/Idylwild Area flows south to the Apple Street area and then west to the major urban drainage system in N. 34th Street that flows north to Holdrege, east for a block, and then north on N. 33rd to Deadman's Run.

Drainage from Idylwild Drive between Starr Street and Holdrege Street flows north to Holdrege Street, then either east or west to one of the two urban drainage systems mentioned above. There are no known drainage deficiencies within this area. If the redevelopment in this area has the same or less impervious area (e.g. structures, pavement) then there should not be a problem with localized drainage. Any new roof gutter systems will probably need to be outletted overland, unless there is an existing private system or one is constructed to the public storm drain system in the N. 34th or N. 39th sub basins.

There are no floodplains or known wetlands in the Holdrege/Idylwild redevelopment area. The storm drain systems in the City of Lincoln have a state and federal stormwater permit. Per the permit only stormwater runoff and a few other limited items are allowed in the storm drain system. Any private connections to the storm drain system allowed by local, state and federal law need to be coordinated through the City of Lincoln Public Works Department.

## **Street Lighting**

The lighting on Holdrege Street includes LED luminaires on steel poles fed with underground connectors. The system was installed in 2011 and is in excellent condition. Lighting in other parts of the redevelopment area, including 35<sup>th</sup> Street, Starr St, Idylwild Drive, and Apple St feature High Pressure Sodium Vapor luminaires on wooden poles, served by overhead connectors. These lights were installed at various times between 1980 and 2000 and are deemed to be in fair to excellent condition by LES.

## **Historic Significance**

Idylwild Drive and Idylwild Park are key components of the East Campus Neighborhood Landmark District, designated by the City of Lincoln in 2002. The area is significant for outstanding examples of residential architecture of the early 20<sup>th</sup> century, for its strong association of many residents with the University of Nebraska and especially with agricultural academic programs at the East Campus, and for landscape design features. Idylwild has strong historic resources in all of these areas of significance, but especially in the latter with the medians of Idylwild Drive and Idylwild Park. That portion of the neighborhood was largely developed as Woods Bros. University Addition, platted in 1919 on land previously used for stables and pastures of the Woods Bros. stallion importing business.

The northeast portion of the redevelopment area (west of the lots fronting on Idylwild) is not within the boundaries of the landmark district but includes a site to which many Lincolmites and UNL alumni feel a strong nostalgic attachment, the original Valentino's restaurant that developed in the mid-20<sup>th</sup> century from Val Weiler's vegetable stand. The building has grown, morphed, and been remodeled many times and does not have the "integrity" of historic fabric to qualify for traditional Lincoln Landmark designation, but it is a sentimental landmark in our community. One element that retains an early character is the neon "PIZZA" sign and consideration should be given to retaining that element as the site again grows and evolves into the next iteration of Valentino's-on-Holdrege. Section 27.69.200 of the Lincoln Municipal code reads:

### ***27.69.200 Historically Significant Signs.***

*In all zoning districts, historically significant signs may be exempted from the provisions of this chapter by resolution of the City Council, or by being in conformance with any historic preservation ordinance adopted by the city.*

## **Blight & Substandard Determination Study**

For a project in Lincoln to be eligible for redevelopment, the proposed area must qualify as both "Blighted" and "Substandard" based on Nebraska Community Development Law.

At the private sector's request, The *Holdrege/Idylwild Area Blight and Substandard Determination Study* was undertaken to determine whether conditions exist to warrant designation of the redevelopment area as a "Blighted and Substandard Area" in accordance

with provisions of law. The study includes a formal investigation of the existence and extent of blighting and substandard factors outlined in Nebraska legislation.

### **Process**

The Consultant's evaluation included a detailed exterior structural survey of nine buildings, and examination of 16 separate parcels to determine existing and adjacent land use, general condition, existence of debris, parking issues, and street, alley, and sidewalk conditions.

In addition, the Consultant held conversations with pertinent City of Lincoln department staff, reviewed aerial photos, and researched public records to determine tax delinquencies, and analyze other factors which could substantiate the existence of blighted and substandard conditions.

### **Findings**

Of the twelve blight factors set forth in the Nebraska Community Development Law, eight are present to a strong extent, and one is "a reasonable presence."

The blighting factors with a "strong presence" and reasonably distributed throughout the Holdrege/Idylwild redevelopment area are:

- Existence of defective or inadequate street layout.
- Faulty lot layout in relation to size, adequacy, accessibility or usefulness.
- Insanitary or unsafe conditions.
- Deterioration of site or other improvements.
- Improper subdivision or obsolete platting.
- The existence of conditions which endanger life or property by fire or other causes.
- Other environmental and blighting factors: the presence of economically and functionally obsolescent land uses.
- One of the other five conditions: average age of residential and commercial properties is estimated to be 74 years.

The blighted factor with a "reasonable presence":

- A substantial number of dilapidated or deteriorating structures.

Of the four substandard factors identified by Nebraska Community Development Law, three factors in the Holdrege/Idylwild redevelopment area were found to be present to a strong extent, and the fourth was "reasonably present." The substandard factors present in the area are reasonably distributed. The factors determined to have a strong presence are:

- Age or obsolescence of structures.
- Inadequate provision for ventilation, light, air, sanitation or open spaces.
- Existence of conditions which endanger life or property by fire and other causes. All nine of the structures were built prior to 1972, thus older than 40 years. Wood frame buildings and masonry buildings containing combustible elements and fixtures are located throughout the area, many of which are in need of structural repairs or fire protection.

Substandard factor reasonably present:

- Dilapidated/Deterioration.

It was the conclusion of the Consultant that the number, degree, and distribution of blighting and substandard factors, as documented in the Study, are beyond remedy and control solely by regulatory processes in the exercise of the police power and cannot be dealt with effectively by the ordinary operations of private enterprise without the aids provided in the Nebraska Community Development Law.

## Identified Issues

Based on the review of existing conditions, the following issues and concerns were identified and should be considered in conjunction with the Guiding Principles (listed in the following section) to provide a framework for determining projects in the *Holdrege/Idylwild Redevelopment Plan*.

- The majority of residential and commercial structures are more than 40 years old.
- Idylwild Park is in need of updating and is currently under-utilized.
- The medians in Idylwild Drive are in need of streetscape improvements.
- The area is well served by transit and trails.
- Local streets are in fair to poor condition.
- Idylwild Drive has severe cracking and settling.
- Concrete curbs and gutters on local streets are in poor condition. Several layers of asphalt overlays over the years have caused reduced curb heights. This condition is prevalent on Idylwild Drive in particular.
- The majority of sidewalks are in fair condition. Segments of sidewalks have cracked or settled due to the growth of tree roots or have exhibited wear from vehicular traffic where sidewalks intersect private drives.
- Traffic hazards exist where the diagonal portion of Idylwild Drive intersects with Apple Street and at intersection of Idylwild Drive and 35<sup>th</sup> Street around Idylwild Park. These areas are also difficult for pedestrians due to the lack of crosswalks or traffic control devices.
- Numerous driveways and on-street parking on arterial streets degrade traffic flow because they create conflict points.
- On-street parking is very heavily used on the local streets in this area when UNL classes are in session. Residents sometimes complain about this use by non-neighborhood residents, with parking restrictions sometimes enacted.
- Water mains are more than 80 years old but generally in good condition.
- Sanitary sewer system are adequately sized but constructed of vitrified clay pipe which is no longer used for sewer mains. Sewer mains will be lined with polyvinyl chloride (PVC) inner sleeves with the next several years.
- There are no floodplains or known wetlands in the Holdrege/Idylwild Redevelopment Area.
- Street lighting facilities are in “fair” to “excellent” condition.

- Idylwild Drive and Idylwild Park are key components of the East Campus Neighborhood Landmark District, designated by the City of Lincoln in 2002.
- Consideration should be given to retaining Valentino's neon "PIZZA" sign as the site again grows and evolves into the next iteration of Valentino's-on-Holdrege.



# Redevelopment Plan

*LPlan 2040* is the Lincoln-Lancaster County 2040 Comprehensive Plan. The Plan embodies Lincoln and Lancaster County's shared vision for the future, to the year 2040. It outlines where, how and when the community intends to grow, how to preserve and enhance the things that make it special, and strategies for implementing the vision for how we will live, work, play and get around in the future.

The relevant principles listed below are taken directly from *LPlan 2040*. These precepts will be used as a guide for redevelopment activities in combination with the concerns identified in previous sections of the *Holdrege/Idylwild Redevelopment Plan*.

## ***From LPlan 2040: Business & Economy***

### ***Guiding Principles***

- Focus primarily on retention and expansion of existing businesses; attracting new businesses should also be encouraged.
- Seek to efficiently utilize investments in existing and future public infrastructure to advance economy.
- Strive for predictability for neighborhoods and developers.
- Encourage and provide incentives for mixed uses in future developments.
- Encourage commercial areas and limited industrial areas to make available opportunities for individuals and/or organizations to raise and market local food.
- Encourage preservation or restoration of natural resources within or adjacent to commercial or industrial development.
- Encourage commercial centers to encompass a broad range of land uses with the integration of compatible land use types.

## ***From LPlan 2040: Mixed-Use Redevelopment***

### ***Guiding Principles***

- Target existing underdeveloped or redeveloping commercial and industrial areas in order to remove blighted conditions and more efficiently utilize existing infrastructure.
- Be located and designed in a manner compatible with existing or planned land uses.
- Encourage substantial connectivity and convenient access to neighborhood service (stores, schools, parks) from nearby residential areas.
- Help to create neighborhoods that include homes, stores, workplaces, schools, and places to recreate.
- Encourage residential mixed-use for identified corridors and redeveloping Regional, Community, Neighborhood, and Mixed-Use Office Centers identified as nodes.

### ***Strategies for Mixed-Use Redevelopment Nodes and Corridors***

Mixed-Use Redevelopment Nodes and Corridors should strive to locate:

- Where there is existing or potential for good access to transit, to enhance the public transit system by making it accessible to residents and to facilitate the development of neighborhood multimodal hubs where residents can drive, bike, or walk to a transit stop, go to work, and then shop for their daily needs before they return home.
- On at least one arterial street to help provide for traffic and utility capacity and access to transit.

## ***From LPlan 2040: Neighborhoods & Housing***

### ***Guiding Principles***

- Encourage public investment in neighborhood infrastructure and services such as parks, pools, libraries, and neighborhood business districts.
- Promote sustainability and resource conservation by preserving and improving housing in existing neighborhoods.
- Provide flexibility to the marketplace in siting future residential development locations.
- Strive for predictability for neighborhoods and developers for residential development and redevelopment.

### ***Strategies for Redevelopment in Existing Neighborhoods***

- Maintain and enhance infrastructure and services in existing neighborhoods.
- Preserve, protect and promote the character and unique features of urban neighborhoods, including their historical and architectural elements.

### ***Detailed Strategies for Redevelopment of Existing Neighborhoods***

- Encourage a mix of compatible land uses in neighborhoods:
  - a. Similar uses on the same block face.
  - b. Similar housing types face each other:
  - c. Commercial parking lots should not intrude into residential areas where residential uses pre-dominate a block face.
- Encourage pedestrian orientation with parking at rear of residential and neighborhood commercial uses.
- Redevelopment and infill should strive for compatibility with the character of the neighborhood and adjacent uses (i.e., parking at rear, similar set back, height, and land use).
- Maintain small parks and open space within walking distance of all residences.
- Encourage shared parking whenever possible — permit minor incursions of accessory parking for public/semi-public uses into neighborhoods if properly screened.

- Maintain existing pattern of streets for connectivity.
- Maintain arterial streets that are compatible with the existing neighborhood character with two through lanes and a center turn lane where applicable.
- Utilize streets for commercial and residential parking.
- Encourage alley access and shared driveways to parking areas in order to reduce interruptions to pedestrian traffic, to preserve on street parking capacity, and to reduce automobile conflict points.
- Support the preservation and restoration of natural resources.

## ***From LPlan 2040: Parks, Recreation, and Open Space***

### ***Guiding Principles***

Parks and open space enhance the quality of life of the community's residents and are central to the community's economic development strategy—the community's ability to attract and retain viable businesses, industries, and employees is directly linked to quality of life issues, including indoor and outdoor recreational opportunities.

Neighborhood parks are approximately four to six acre sites that are centrally located within areas of residential development. Typical activity areas include playground equipment, open lawn areas for informal games and activities or play courts with a single basketball goal for informal games, shaded seating, and walking paths.

### ***Strategies for Neighborhood Parks***

- Locate Neighborhood Parks close to the center of residential areas and within walking distance of a majority of residents; Park sites should be readily accessible by pedestrians and bicyclists.
- Locate Neighborhood Parks adjacent to greenway linkages where possible
- Locate park sites where residents living in surrounding homes, people in passing vehicles, or pedestrians can view activities in the park to provide for informal supervision.

## **Holdrege/Idylwild Redevelopment Activities: Public Improvements**

Infrastructure concerns that include outdated curb and gutter, deteriorated medians, contribute to the blighting conditions in the area. Furthermore, the importance of maintaining and improving neighborhood parks and open space directly impact the community's ability to attract and retain viable businesses and improve quality of life for neighborhood residents.

The following public improvement activities will address blighting and substandard conditions existing in the Holdrege/Idylwild redevelopment area, and promote guidelines identified in LPlan 2040:

- **Parks: Idylwild Park Improvements**

Improvements to Idylwild Park, located at the intersection of Idylwild Drive and Apple Street, may include general upgrades including the construction of a gazebo, benches, historical information signage, additional tree plantings, ornamental lighting, and the installation of a pavement walkway. The park may be renamed “Valentino’s Park” to reflect the stewardship, heritage, and history of Valentino’s restaurant in the area, subject to the City’s approval process.

- **Median Enhancements: Improve Idylwild Drive**

The three blocks of medians on Idylwild Drive may feature new planting beds, ornamental street lighting, and a street/district monument.

- **Streets**

Improve curb and gutter on Idylwild Drive from Holdrege Street to Apple St.

## **Holdrege/Idylwild Redevelopment Activities: New Fraternity Improvements**

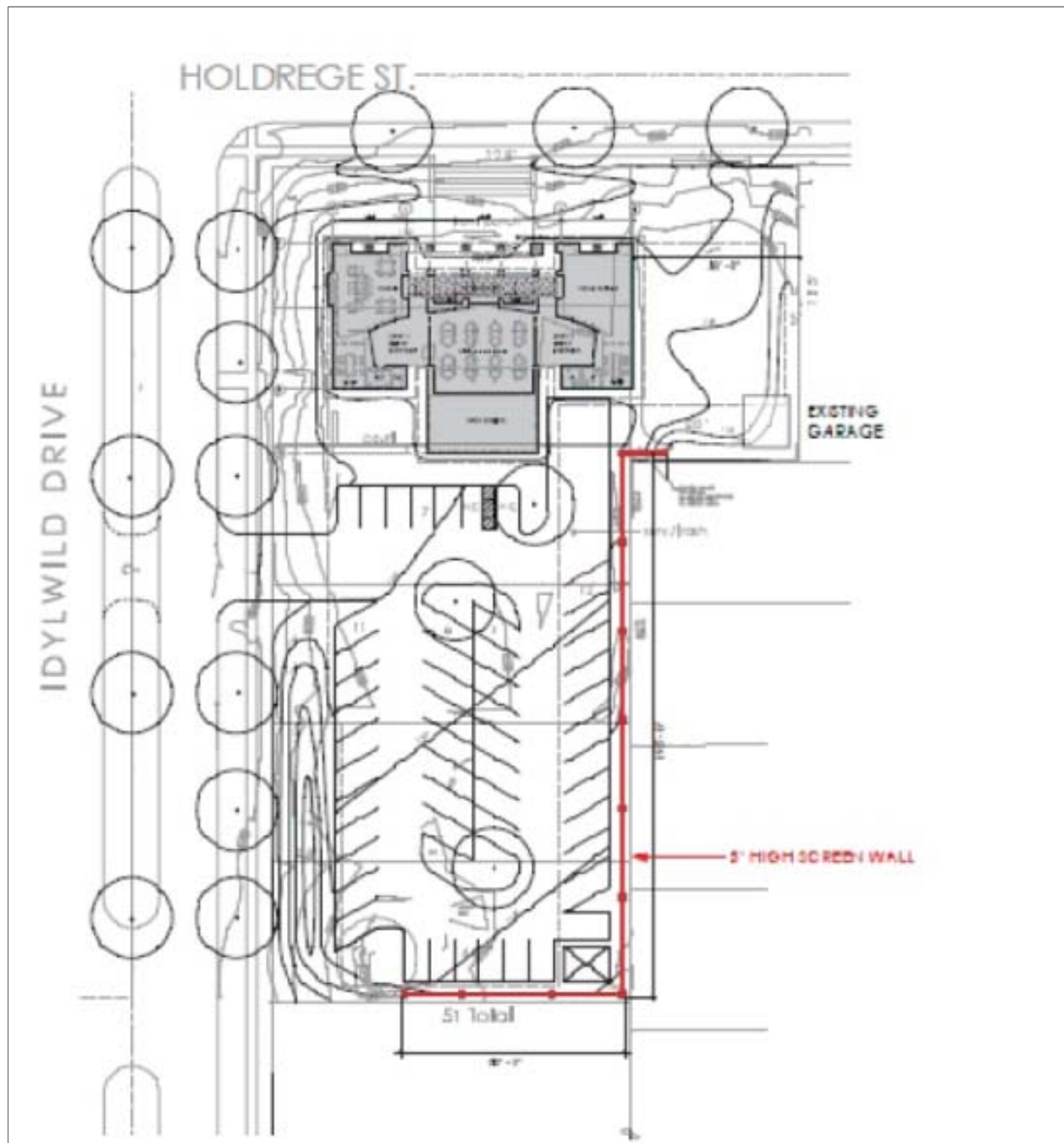
This proposed redevelopment project would demolish the current Alpha Gamma Rho (AGR) fraternity and three residences and the construction of a new AGR fraternity house with associated, required parking. The proposed design would orient the front of the 3-story fraternity house north toward Holdrege Street. The proposed masonry material (brick and limestone) house is designed to harmonize with the University buildings of East Campus as well as the single-family residences of the neighborhood. The proposed design (Exhibits 5 and 6)

illustrates off-street parking south of the chapter house, screened by a masonry wall from properties to the east and south. Screening from Idylwild would be provided by a berm and plant materials, and by depressing the surface of the parking lot from the current grade.



*Exhibit 5 – Rendering of New Fraternity*

**Exhibit 6 - Site Plan of New Fraternity**



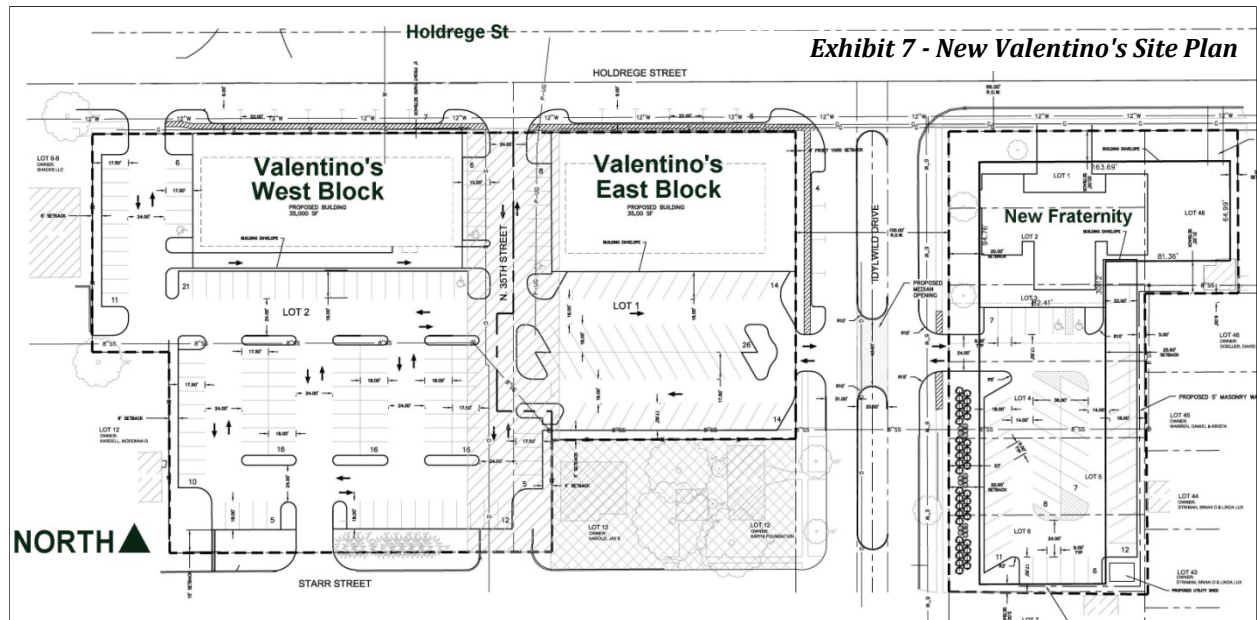


# Holdrege/Idylwild Redevelopment Activities: Private Mixed-Use Improvements

## *Valentino's East & West Block*

This proposed two-block phased Redevelopment Project is located on the south side of Holdrege Street between approximately 3421 and 3611 Holdrege Street and on the north side of Starr Street between approximately 3430 and 3457 Starr Street (see Exhibit 7), Proposed Site Plan. The proposed redevelopment project centers on the relocation of the original Valentino's Restaurant site located at 3457 Holdrege Street to the east. The proposed project entails construction of two mixed-use structures, each three stories tall and including 8,000 to 10,000 square feet of potential retail, restaurant, office and/or residential uses. Project elements may include:

- Vacation of 35<sup>th</sup> Street from Holdrege Street to Starr Street and the east/west alley to allow the two-block Redevelopment Project to be a planned integrated mixed-use center, providing neighborhood and community services.



## *East Block*

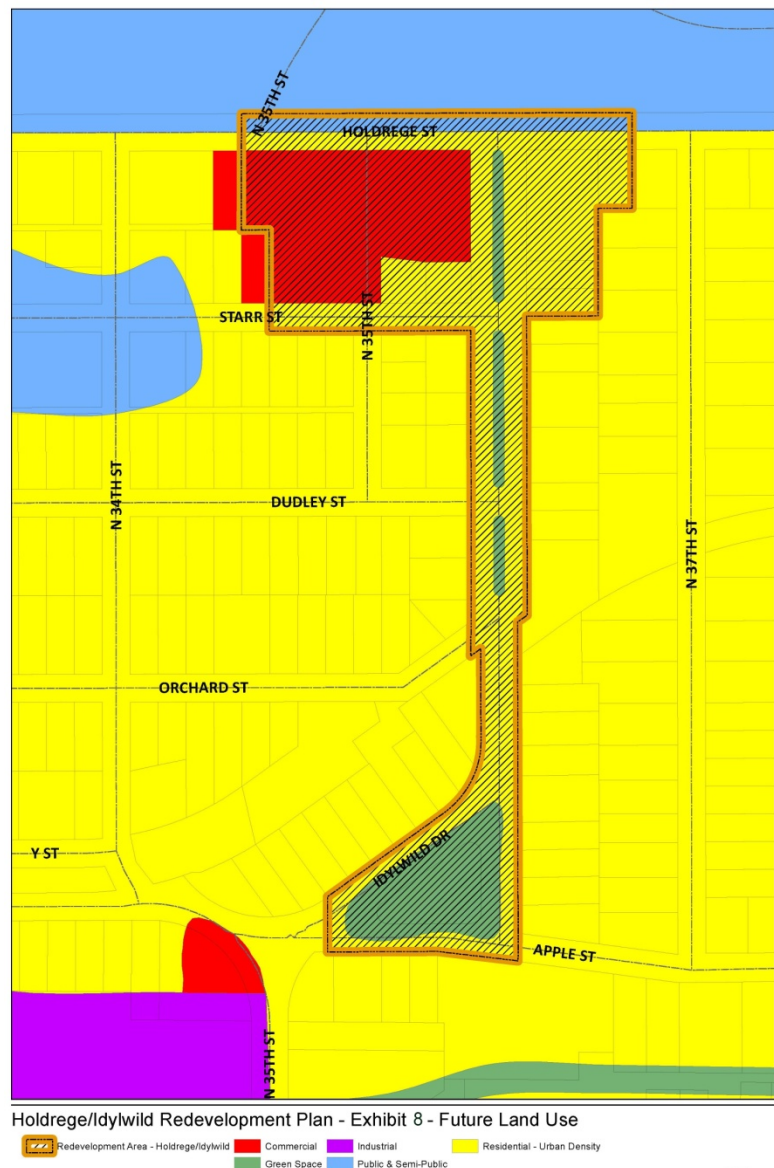
The east portion of the Redevelopment Project would include demolition of a parking lot and two residences and be anchored by a new relocated Valentino's Restaurant (3505 Holdrege Street). The new Valentino's would be located on the west side of the first floor, along with other first floor retail/commercial land uses located to the east, with office and/or housing located on the upper two building floors. Project elements may include: 8,000-10,000 feet of potential retail, restaurant, office and/or residential uses, along with corresponding parking.

## West Block

The west portion of the proposed Redevelopment Project entails the demolition of the current Valentino's Restaurant after it is relocated to the east side of 35<sup>th</sup> Street. In its place, a new three story mixed-use building would be constructed. In addition, two residential structures located outside the Redevelopment Project Area would be demolished to provide additional access and support parking for the mixed-use facilities.

## Future Land Use

Exhibit 8 is a Proposed Future Land Use map, taken directly from the City's LPlan 2040 and revised to reflect the mixed-use redevelopment. The overall density of the redevelopment area will increase slightly with this mixed-use redevelopment that may include some multi-family residential.



City of Lincoln - Urban Development Department



## Redevelopment Processes

Public improvements and redevelopment activities may require construction easements; vacation of street and alley right-of-way; temporary and permanent relocation of businesses and residences; demolition, disposal/sale of property; and site preparation (may include driveway easements; paving driveways, approaches and sidewalks outside property lines; relocation of overhead utility lines; and rerouting/upgrading of underground utilities as needed). The processes for these activities include the following:

- **Property Acquisition** – The City may acquire the necessary fees, easements, property and covenants through voluntary negotiations (see *Land Acquisition Policy Statement*, on file at the Urban Development Department and available on request). However, if voluntary agreement is not possible, the City may institute eminent domain proceedings.
- **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 *Relocation Assistance*, on file at the Urban Development Department and available on request).
- **Demolition** – Demolition will include clearing sites on property proposed for public improvements; necessary capping, removal or replacing utilities; site preparation; securing insurance and bonds; and taking other necessary measures to protect citizens and surround properties. Measures to mitigate environmental findings may also be necessary, if determined by site testing.
- **Disposal/Disposition** – Future sub-area projects may include the sale of land to private developers for redevelopment purposes. Developers will be selected in an equitable, open, and competitive proposal process according to City requirements.
- **Requests for Proposals** – Architects and engineers will follow the City's standard selection processes to design public facilities and improvements. Primary contractors for public facilities and improvements will also be competitively selected.

### *Estimated Expenditures*

The preliminary estimate for private investment is approximately \$12.5 million dollars. More detailed costs will be estimated when design is completed. Public improvements will be constructed using Tax Increment Financing (TIF) funds generated from private development.

See Appendix B for a preliminary cost benefit analysis.

### *Conformance with Comprehensive Plan*

*LPlan 2040*, the Lincoln-Lancaster County Comprehensive Plan, adopted October, 2011, as amended, represents the local goals, objectives, and policies of the City of Lincoln. The *Holdrege/Idylwild Redevelopment Plan* was developed to be consistent with the *LPlan 2040*.

## ***Financing***

The primary burden for revitalization of the redevelopment area must be on the private sector. The City must provide public services and public improvements and participate where necessary in the redevelopment process, but the needs of the 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.

Sources of funding may include the following:

- Special Assessments – Business Improvement Districts
- Private Contributions
- Sale of Land (Proceeds from the sale of land acquired for redevelopment, as identified in the Redevelopment Plan, shall be reinvested in the redevelopment area)
- Municipal Infrastructure Redevelopment Fund (MIRF)
- Community Development Block Grant Funds (CDBG)
- Home Investment Partnership Act (HOME)
- HUD Section 108 Loan Program
- Community Improvement (Tax Increment) Financing (Ad Valorem Tax)
- Capital Improvements Program Budget
- Federal and State Grants
- Interest Income
- Advance Land Acquisition Fund – property rights/easements, public facility site acquisition.
- Impact Fees

Project activities will be undertaken subject to the limit and source of funding authorize and approved by the Mayor and City Council.

According to the *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 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 principal of, the interest on, and any premiums due in connection with the bonds of loan, 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 for each Redevelopment Project shall be identified in the project redevelopment contract or in the resolution of the authority authorizing the issuance of bonds pursuant to Neb. Rev. Stat. Section 18-2124.



## Appendix A: Legal Description

The Holdrege/Idylwild redevelopment area boundary is generally described as follows: An area within the City of Lincoln, Lancaster County, Nebraska that includes the following:

Paines Subdivision Lots 1-6; Idylwild Place Block 1, Lots 1-4 and 14-16; Idylwild Place 1<sup>st</sup> Addition Lot 3 and the north ½ of adjacent vacated alley; Woods Brothers University Addition Block 1, Lots 1-6; University Park Subdivision Lot 46; and the center boulevard medians and Idylwild Park, all within the right-of-ways of Idylwild Drive and Apple Street, as well as portions of the right-of-ways of Holdrege, Starr, and 35<sup>th</sup> Streets that are included within the Holdrege/Idylwild redevelopment area.

## Appendix B: Cost Benefit Analysis

Nebraska Community Development Law (NE Res. Stat #18-2147) requires the completion of a cost benefit analysis for redevelopment projects. The City's Law Department has interpreted the requirement to mean that the analysis must be completed in conjunction with the Redevelopment Plan. Since projects are not fully developed, the analysis will be cursory; however, more detailed analyses will be completed as projects develop and will be brought before the City Council in conjunction with redevelopment agreements.

### **Tax Revenues**

Preliminary estimates are that the assessed value of the property within the project area will increase by approximately \$8,830,100 as a result of the projected \$11,350,000 total private investment. This incremental tax value will result in an estimated annual increase of \$178,828 in property tax collections that will be available for debt service on TIF indebtedness incurred for the construction of eligible public improvements related to the project during the 15 year TIF period. The public investment of a projected \$1,170,267 in TIF funds will leverage \$11,350,000 in private sector financing: a private investment of \$9.70 for every City dollar spent.

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

It is not anticipated that the projects will have an adverse impact on existing public infrastructure. Improvements to Idylwild Drive and the park will have positive impacts for the neighborhood. There will also be no adverse impacts on City public services.

### **Employment Within the Project Area**

It is not anticipated that the projects will have an adverse impact on the employers and employees within the project area. Increasing retail and office space may increase employment opportunities.

### **Employment in the City Outside the Project Area**

Approximately 139,003 persons living in the City of Lincoln were employed according to the 2006-2010 American Community Survey. The median household income for the City in 2010 was \$47,526. Any increased employment in the project area will have a negligible impact on the overall employment in the City.

### **Other Impacts**

Redevelopment construction will generate new sales tax revenue as will potential new retail businesses in the project area. Personal property tax and other municipal revenue will increase immediately. An increased need for services and products from existing and new businesses will have a multiplier effect on local jobs; i. e. maintenance and service functions including janitorial services, and parts and supplies including the purchase of food and paper products. The project also includes retention of an existing business, Valentino's, which is a sentimental landmark on Holdrege.

Eliminating blight by construction of new buildings will have a positive impact on the neighborhood, increasing street appeal while providing new housing and improved parking. This project is consistent with the City's LPlan 2040 in that it will increase density through mixed-use development.

Improvements to the streetscape on Idylwild Drive and in Idylwild Park send the message to the private sector that the City is willing to reinvest in the neighborhood. These public improvements not only improve the neighborhood for the benefit of existing residents, but also create an environment for neighbors to want to reinvest and make private improvements.