Yolande Avenue Redevelopment Plan

DRAFT September 2011

Prepared by:

City of Lincoln, Nebraska
Urban Development Department
Chris Beutler, Mayor

Approved by Planning Commission: October 19, 2011

Approved by City Council: _____

Approved by Dave Landis, Director Urban Development Department: _____

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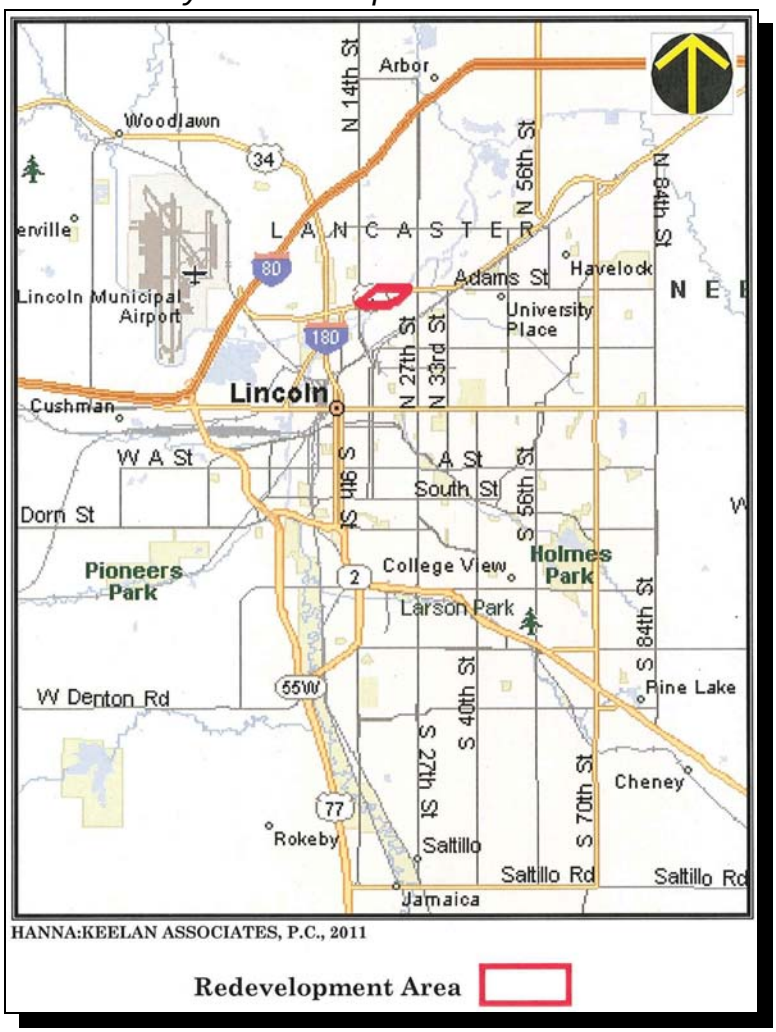
Introduction

The *Yolande Avenue 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 boundaries are generally from North 14th to North 24th Streets between Cornhusker Highway and Salt Creek (see Exhibit 2). A legal description of the Redevelopment Area is included in Appendix A.

Exhibit 1: City Context Map

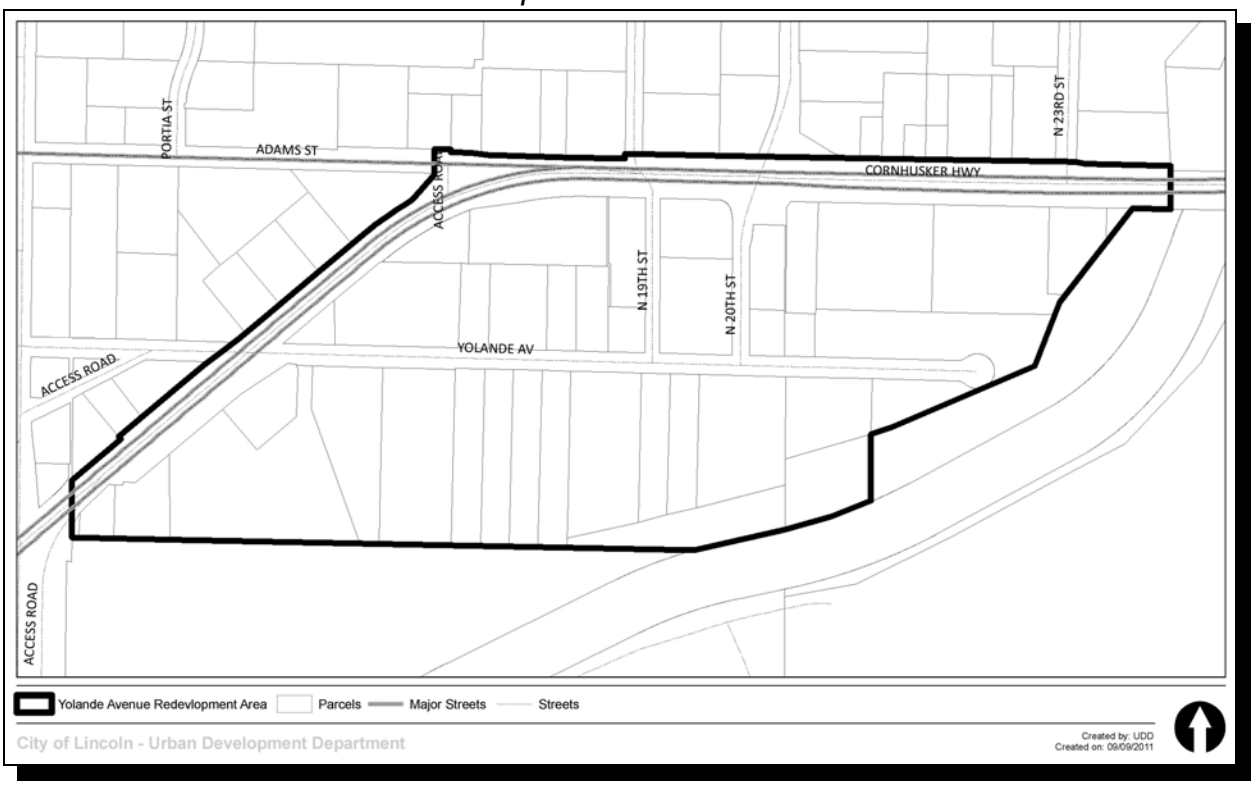


Major land uses in the Redevelopment Area include commercial and industrial. There are no residential uses. The area contains an estimated 96.6 acres, of which approximately 75.3 acres have been developed. Concentrations of industrial uses are located on both sides of Yolande Avenue with commercial uses along Cornhusker Highway. Approximately 18 acres are vacant along Salt Creek in the far east of the Redevelopment Area and not available for development. The entire area is located in the 100 year flood plain.

In recent years, the area has begun to show signs of decline: aging commercial structures are beginning to deteriorate, and debris is becoming more prevalent. Some of the infrastructure is old and in poor condition, particularly streets, and the lack of sidewalks throughout the area contributes to the decline. These conditions can create a lack of confidence in the area, resulting in lack of reinvestment and continuing disinvestment.

Primary employers in the area began expressing concerns about these conditions, particularly the deteriorating public infrastructure. To address their concerns, encourage expansion of businesses in the area and improve the overall business climate, employers worked with the City of Lincoln to begin the redevelopment process.

Exhibit 2: Yolande Avenue Redevelopment Area



A *Blight and Substandard Determination Study* was completed in March, 2011 and concluded that the number, degree, and distribution of blighting factors warranted designating the area blighted and substandard. The Lincoln City Council agreed and declared the area Blighted and Substandard on June 27, 2011.

The City recognizes that continuing blight and deterioration is a threat to the stability and vitality of the area and revitalization efforts cannot reasonably occur without public action. The *Yolande Avenue Redevelopment Plan* represents the City's efforts to guide public and private redevelopment of the area.

Plan Requirements

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

The City has authorized its Urban Development Department to act as a redevelopment authority under the applicable Law. The Urban Development Department has formulated, for the City of Lincoln, a workable program to:

- utilize appropriate private and public resources;
- eliminate or prevent the development or spread of urban blight;
- encourage needed 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;
- the 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...*

The statutes further identify six elements that, at a minimum, must be included in the redevelopment plan, they are as follows:

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 its recommendation to approve this plan, the Urban Development Department has considered the land uses and building requirements and determined that 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;
- the promotion of safety from fire, panic, and other dangers;
- adequate provision for light and air;
- the promotion of the healthful and convenient distribution of population;
- the provision of adequate transportation, water, sewerage, and other public utilities;
- schools, parks, recreational and community facilities, and other public requirements;
- the promotion of sound design and arrangement;
- the wise and efficient expenditure of public funds; and
- the prevention of the recurrence of insanitary or unsafe dwelling accommodations or conditions of blight.

Existing Conditions

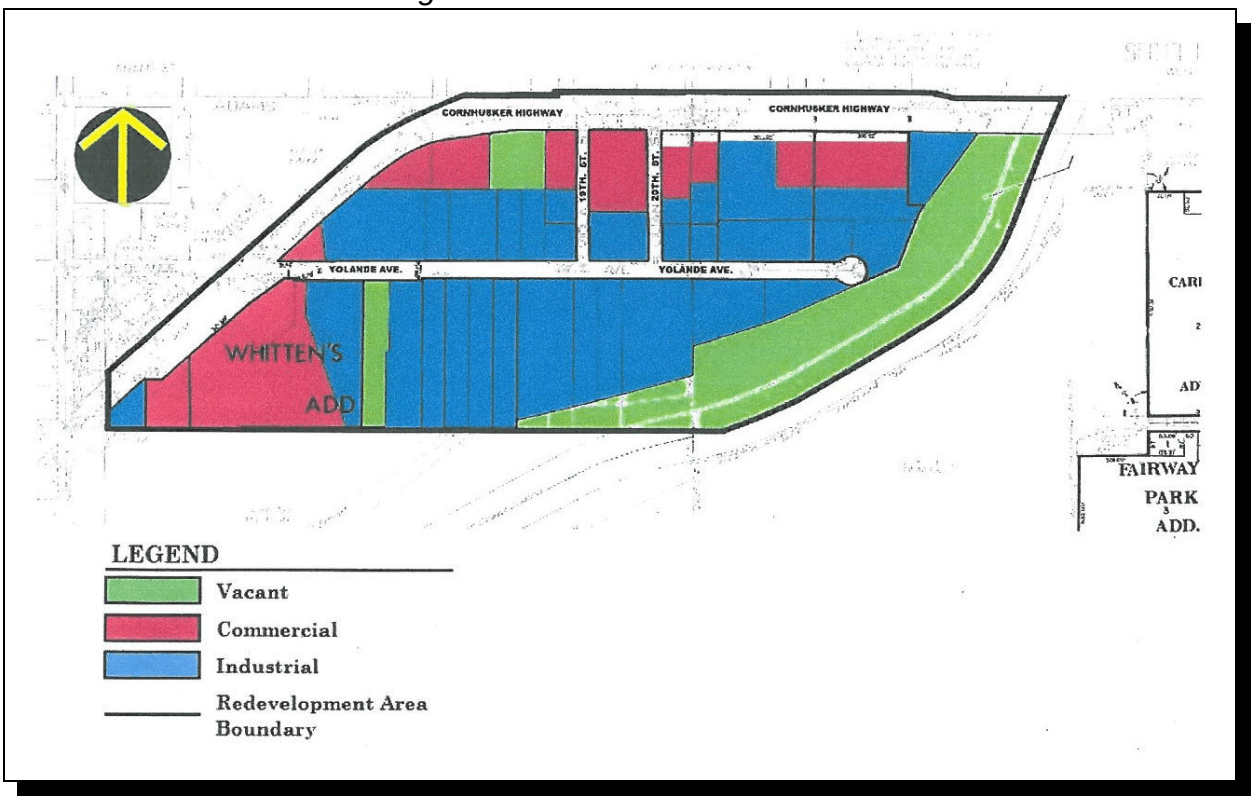
Land Use

The two primary land uses in the Yolande Avenue Redevelopment Area are commercial and industrial (see Exhibit 3, Generalized Existing Land Use). Commercial uses occupy approximately 17% of the total area and are located chiefly along the south side of Cornhusker Highway. Concentrations of industrial uses are located on both sides of Yolande Avenue throughout the Redevelopment Area and account for approximately 40.5% of the area.

The total area is 96.6 acres of which 75.3 acres are developed. Of the undeveloped land, 3.1 acres are vacant and could be developed. In the far east of the Redevelopment Area, 18.2 acres are vacant, bordering Salt Creek, and are not available for development. This land is owned by the Lower Platte South Natural Resources District (LPSNRD). The entire Redevelopment Area is located in the 100 year flood plain and within Salt Creek Storage Area 16 that has restrictions for the amount of fill that can be placed within each lot.

The principle arterial within the Redevelopment Area is Cornhusker Highway, the northern border. Yolande Avenue is the primary street and is considered a local street

Exhibit 3: Generalized Existing Land Use



along with North 14th, 19th and 20th Streets. An estimated 20.5% of the land use in the Redevelopment Area is street right-of-way.

An analysis of ownership and subdivision records in the *Yolande Avenue Redevelopment Area Blight and Substandard Determination Study*, in conjunction with a field survey, identified conditions associated with faulty lot layout in relationship to size, adequacy and accessibility or usefulness of land within the Redevelopment Area. The primary issue is that the majority of parcels were developed as Irregular Lots, or tracts, identified by metes and bounds descriptions. Existing businesses either purchased a portion of an irregular tract or a whole tract of land. None of the industrialized areas in the central portion of the Redevelopment Area adhered to a planned subdivision process. Triangular shaped irregular tracts front on the diagonal Cornhusker Highway corridor on the west boundary of the area. Poor ingress/egress and traffic circulation patterns are indicative of land areas that were not developed by a standard subdivision plat process.

Several examples of parcels established as irregular tracts front on Yolande Avenue between Cornhusker Highway and North 20th Street. Irregular tracts on the north side of Yolande originally measured 100 feet by 290 feet, while those on the south side generally had 100 foot widths with varying lengths based on the Salt Creek right-of-way. As these parcels developed, several businesses combined two tracts into one lot of record, while other individual widths of lots were increased or decreased to support development needs. None of the lots are of uniform width or length.

The Yolande Place Subdivision, located between North 19th and North 20th Streets, from Cornhusker Highway to Yolande Avenue, was originally platted as excessively small 50 by 121 foot individual lots. Six separate businesses acquired multiple lots to assemble sufficiently sized parcels of land to support development needs. Conversely, the Yolande Subdivision, east of North 20th Street, is comprised of several large sized parcels ranging from one to 3.5 acres. Public records indicate that these large lots are owned by one corporation, but each parcel includes three separate buildings that are rented or leased by different businesses.

Lastly, two large tracts of vacant land abut Salt Creek along the eastern and southeastern boundaries of the Redevelopment Area. These irregular tracts are owned and maintained by the Lower Platte South Natural Resources District to control potential flooding along the Salt Creek watershed and thus are not accessible by any public right-of-way.

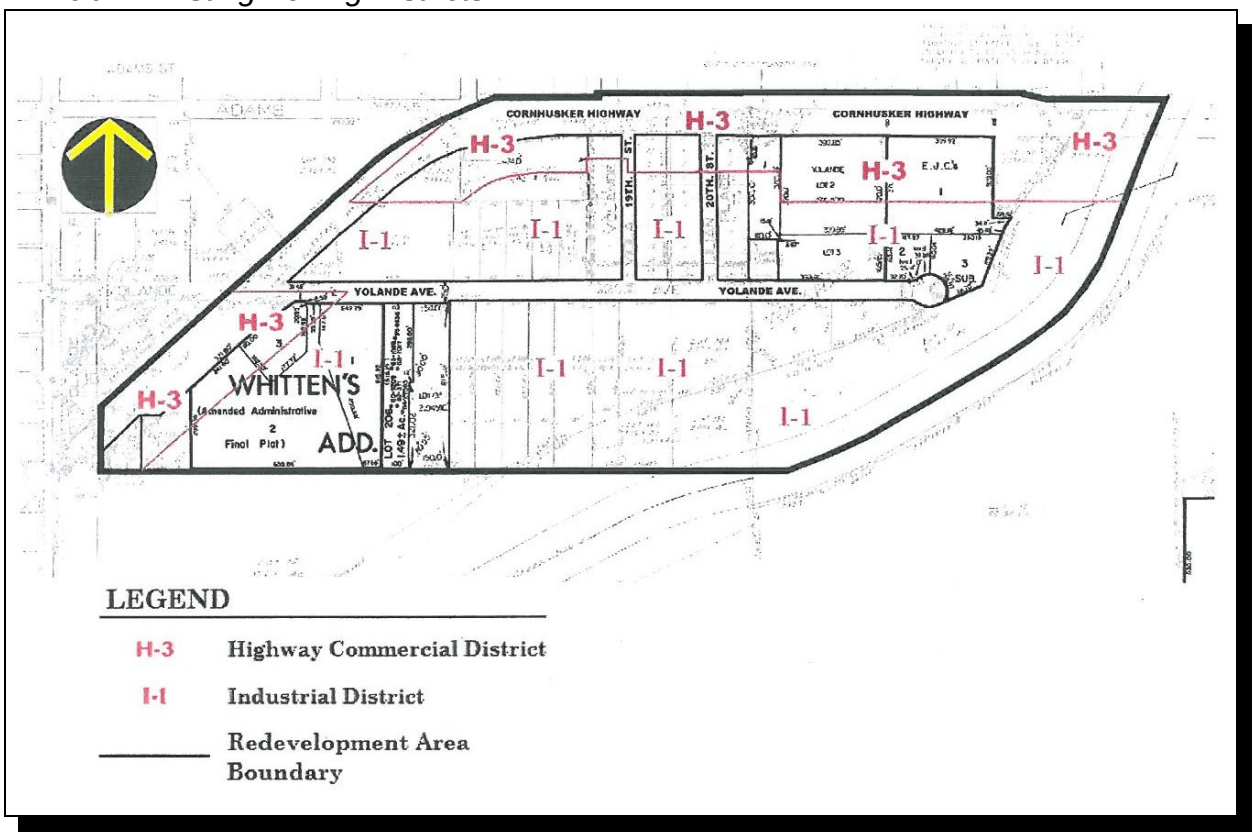
The *Nebraska Community Development Law* includes in its statement of purpose an additional criterion for identifying blight: “economically or socially undesirable land uses.” Conditions which are considered include economic and functional obsolescence. In general, functional obsolescence relates to the physical utility of a structure and economic obsolescence relates to a property’s ability to compete in the market place. These two definitions are interrelated and complement each other.

Functional and economic obsolescence is evident in several of the older structures in the Redevelopment Area, generally those located along Yolande Avenue. These older

structures are nearing 50 or more years of age and the majority exhibit signs of deterioration or dilapidation. Although most of these buildings are still being used by current businesses, many have been reduced to storage of materials in a warehousing capacity. In a few instances, these older buildings have been allowed to deteriorate to the point where the assessed valuations are not keeping pace with other industrial buildings within the Redevelopment Area. In several instances, the cost to rehabilitate these structures would exceed the cost of new construction. These buildings are gradually becoming functionally and economically obsolescent.

The remaining portion of the Redevelopment Area is comprised of newer commercial and industrial uses.

Exhibit 4: Existing Zoning Districts



Zoning

Exhibit 4 identifies Existing Zoning Districts within the Yolande Avenue Redevelopment Area which is comprised of commercial and industrial districts. Commercial districts are all designated H-3, Highway Commercial, and are located along the south side of Cornhusker Highway. The rest of the developed land is designated I-1, Industrial. The zoning districts within the area are:

H-3 Highway Commercial District – This is a district for a redeveloping area intended to provide for low-density commercial uses requiring high visibility and/or access from major highways. The uses permitted generally include those of the neighborhood and highway business areas.

I-1 Industrial District – This district is for a developing stable or redeveloping area representing light and heavy industrial uses and having a relatively high intensity of use and land coverage.

Parks/Open Space/Trails

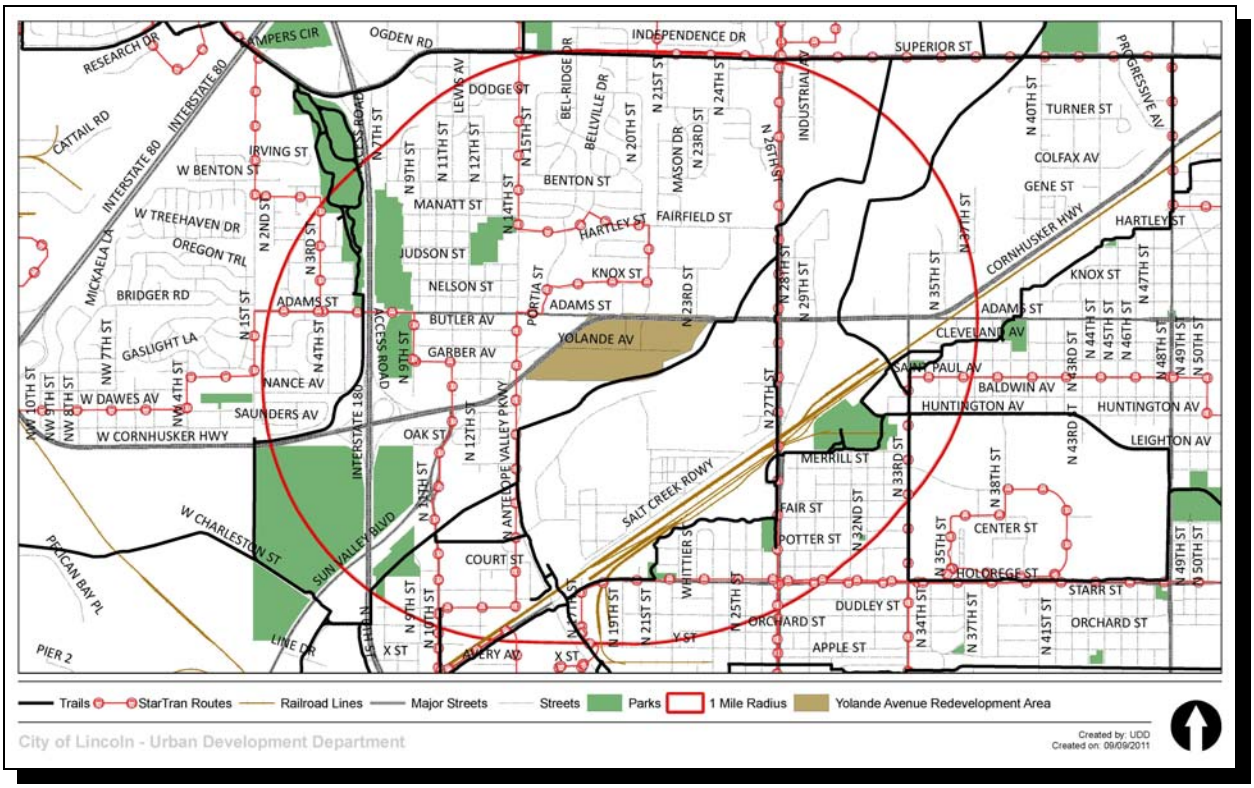
The goal of Lincoln's Parks and Recreation Department is to have a park within one-half mile walking distance of each residence in the community. There are 125 parks in Lincoln with more than half identified as neighborhood and mini-parks. There are no parks or trails within the Yolande Avenue Redevelopment Area; however, although there is no City goal for proximity to parks from commercial and industrial areas, there are several parks and trails within a one mile radius (see Exhibit 5 for park and trail locations). They are:

Name	Location	Type	Number of Acres
Roper	N. 10th & Belmont to N. 3rd & Superior	Community	144.3
Belmont	N. 12th & Judson Streets	Neighborhood	14.2
Oak Lake	Sun Valley Blvd & Charleston Street	Community	186.39
Hayward	9th Street and Military Ave.	Neighborhood	18.35
Lintel	21st and Holdrege	Neighborhood	2.1
Fleming Fields Recreational Sports Park	30th and Leighton	Community	29

As with parks, there are no trails in the Redevelopment Area but several are located within a one mile radius including:

- Salt Creek Levee
- Antelope Valley
- Billy Wolff
- John Dietrich
- Roper Park

Exhibit 5: Parks, Trails, and Bus Routes



Transportation

■ Traffic

The street system within the Yolande Avenue Redevelopment Area is comprised of the Cornhusker Highway corridor and local streets. The principle arterial is Cornhusker Highway. Local access streets include North 19th and 20th Streets and Yolande Avenue. These access streets provide an adequate circulation system to and throughout the Redevelopment Area. The traffic signal at the intersection of Cornhusker Highway and 20th Street is an asset for the area. Traffic counts are not taken on local streets so the amount of traffic is unknown; however, these streets function to provide very limited opportunities for through traffic - their primary function is to provide access to adjacent properties.

There have been a limited number of crashes in the Redevelopment Area with 19 reported in slightly over three years, from January 1, 2009 to April 15, 2011. Most were reported at intersections with Cornhusker Highway. This low number indicates crashes are not a problem in the Redevelopment Area.

■ **Street Conditions**

The *Blight and Substandard Determination Study* field survey rated a majority of the streets as being in "fair" to "poor" condition. Of the 48 total parcels, 5 (10.4 percent) are fronted by streets in "fair" condition and 22 (45.8 percent) are in "poor" condition. Yolande Avenue and North 20th Street are asphalt paved with severe cracking, settling, and a large number of potholes. Also, the portion of Yolande Avenue east of North 20th Street is gravel surfaced and in "poor" condition. It is not a standard City street and lacks curb and gutter. This section is also impacted by parking lots and storage areas of adjacent parcels that encroach into the right-of-way making it unclear where the street begins and ends.

South side of Yolande Ave, east of N. 20th St

■ **Parking**

The field study identified inadequate parking conditions throughout the Redevelopment Area. Gravel and/or dirt surfaced parking areas were present in 12, or 26.1 percent of the developed parcels. Additionally, several concrete driveways and parking lots throughout the area were in poor condition due to heavy truck traffic which is causing pavement to settle and crack.

North side of Yolande Ave, west of N. 20th St

■ **Sidewalks and Pedestrian Activity**

Sidewalks are lacking throughout most of the Redevelopment Area. Only 17 parcels, 35.3 percent, of the total 48 parcels have sidewalks. Parcels with sidewalks are located along the Cornhusker Highway corridor and are rated as "good" to "excellent" condition in the Blight Study. A few of the industrial businesses have internal pedestrian

walkways located between parking areas and individual buildings. Also, a few Yolande Avenue businesses have sidewalks immediately adjacent to their properties. Pedestrian travel is virtually non-existent other than between parking lots and businesses.

■ **Street Layout**

A limiting factor in the area is the lack of a standard rectilinear grid system. Street layout is particularly inadequate east of 20th Street. Parcels there along either side of Yolande Avenue have only one egress point as the eastern most point of Yolande ends in a cul-de-sac. On the west end of Yolande, the lack of connection to another north/south street is another limiting factor in the area.

■ **Public Transportation Services**

The Yolande Avenue Redevelopment Area is served by StarTran's #47/48 Belmont/Salt Valley route on week days and 47/45 Belmont/Arapahoe route on Saturdays. These routes are located along 14th Street but do not traverse through the Redevelopment Area. Direct public access from bus stops to the area requires pedestrians to travel along Cornhusker Highway.

Week day service begins at 5:15 a.m. and ends at 7:10 p.m. with major destinations including Nebraska Innovation Campus, Goodrich Middle School, North Walmart, North Star High School, Park Middle School, South Industrial Park, Southwest High School, Scott Middle School, SouthPointe Pavilions, Eiseley Branch Library, Walt Branch Library and Bennett Martin Public Library.

Saturday service begins at 6:30 a.m. and ends at 6:25 p.m. with major destinations including Nebraska Innovation Campus, North Walmart, Star City Shores, Bishop Heights Shopping Center, SouthPointe Pavilions, Eiseley Branch Library and Bennett Martin Public Library.

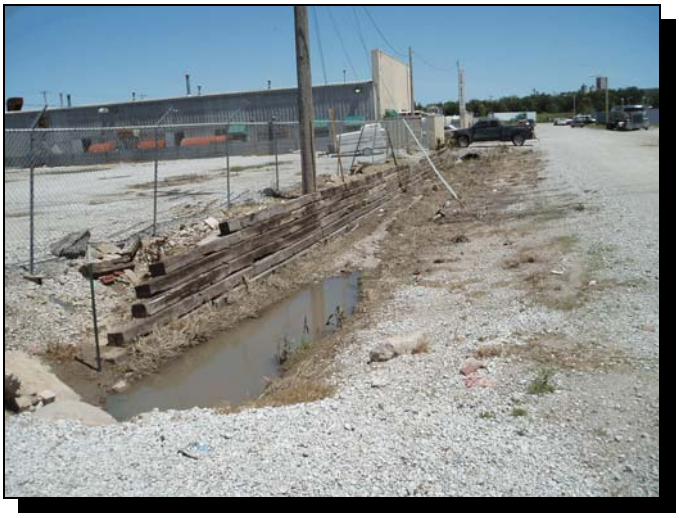
At this time, there is no need to expand transit service to this area. Transit routes are shown in Exhibit 5.

Public Utilities

Utilities throughout the Redevelopment Area were originally installed in the early 1960s in conjunction with the first industries that located within this industrial area. The oldest underground utilities are approximately 50 years of age. Department of Public Works and Utilities personnel indicate that water and sewer mains and service lines are adequately sized to serve the Redevelopment Area, although the advancing age of the mains will eventually require addressing increasing maintenance or eventually replacement of these mains. Sewer mains of this era were comprised of vitrified clay; however, recent evaluation of sewer mains via remote video indicated the mains were in "fair" condition and meeting the service needs of the area.

Problems can exist not only in the water mains, but also in service lines which are owned and maintained by individual property owners. The service lines in the portion of the Redevelopment Area located west of North 20th Street are estimated to be 40 to 50 years of age or older, according to Public Works and Utilities personnel. Usually, no attention is given to problems in the service lines until breaks occur. Undersized service lines, or service lines constructed of lead, may lead to problems for property owners in the future due to the corrosive nature of soils in the region.

North side of Yolande Ave, east of N. 20th St



North side of Yolande Ave, east of N. 20th St

Given the age of public water and sewer mains and building services, the potential exists for reconstruction of these facilities to be needed in the right-of-way.

■ **Watershed Management**

As previously mentioned, the entire Redevelopment Area is located in the 100 year flood plain and within Salt Creek Storage Area 16 that has restrictions for the amount of fill that can be placed within each lot. In addition, the U.S. Army Corps of Engineers (COE) have established a 500 foot critical area along the levee of Salt Creek intended to provide a zone of levee protection. Any proposed construction activity within the 500 foot zone requires the COE's approval. Per the COE's directions, proposed construction activities must be submitted first to the Lower Platte South Natural Resources District (LPSNRD) and upon their review and approval, the proposed construction activity will be sent to the COE by LPSNRD. This is a long term process and can take up to three months or longer prior to COE approval. The LPSNRD approval process typically also involves City staff.

There are older drainage systems in the Redevelopment Area including road side ditches (no curb and gutter) along with some open channel systems. Adjacent and west of the Champions Fun Center, along Cornhusker Highway and along either side of Yolande Avenue to the east of North 20th Street are open storm water drainage ditches.

The segment located to the east of North 20th Street is severely silted in and in need of replacement. General drainage is to the south and southeast toward Salt Creek.

There are no known wetlands in the Redevelopment Area other than along Salt Creek, inside the levee.

■ **Street Lighting**

The street light poles on Cornhusker Highway, east of 20th Street, were installed in 1999. The poles are 45 foot galvanized steel with cobra head luminaires and underground wiring. These poles are in good condition. The poles on Cornhusker Highway west of 20th Street were installed in 1993. They are 45 and 50 foot galvanized steel and fed with underground wire. These poles are also in good condition.

The street lights on Yolande Avenue are mounted on wooden poles that support the overhead electric and communication lines for the area. There are locations on Yolande Avenue lacking adequate street lights. Additional lights could be mounted to the wooden distribution poles. There are currently no lights on 20th Street between Cornhusker and Yolande.

Historic Significance

There are no properties, structures, facilities or assets of historic significance located within the Redevelopment Area.

Blight and Substandard Determination Study

For a project to be eligible for redevelopment under the *Nebraska Community Development Law*, the subject area or areas must first qualify as both a "Blighted" and "Substandard" area, within the definition set forth in the *Nebraska Community Development Law.* The *Yolande Avenue Redevelopment Area Blight and Substandard Determination Study* was undertaken to determine whether conditions exist which would warrant designation of the Redevelopment Area as "Blighted and Substandard" in accordance with provisions of law.

Hanna:Keelan Associates, P.C. completed the *Yolande Avenue Redevelopment Area Blight and Substandard Determination Study*. An analysis was made of each of the blighted and substandard factors listed in the Nebraska legislation to determine whether each or any were present in the Redevelopment Area and, if so, to what extent.

The Consultant's evaluation included a detailed exterior structural survey of 48 structures, a parcel-by-parcel field inventory, conversations with pertinent City of Lincoln department staff, and a review of available reports and documents containing information which could substantiate the existence of blighted and substandard conditions.

Of the twelve blight factors set forth in the *Nebraska Community Development Law*, ten are present to a strong extent. The factor of tax or special assessment exceeding the fair value of land was determined not be a blighted factor. Defect or unusual condition of title was not reviewed by Hanna:Keelan.

The blighting factors which are present are reasonably distributed throughout the Yolande Avenue Redevelopment Area. The factors determined to have a strong presence are:

- *A substantial number of dilapidated or deteriorating structures*: a total of 31.3 percent of the 48 structures were found to be deteriorated or dilapidated.
- *Existence of defective or inadequate street layout*: streets are in "fair" to "poor" condition and there is a lack of public sidewalks.
- *Faulty lot layout in relation to size, adequacy, accessibility or usefulness*: conditions contributing to the presence of this factor included inadequate lot sizes and platted lots of irregular shapes.
- *Insanitary or unsafe conditions*: 64.6 percent of the total 48 parcels have "fair" to "poor" overall site conditions and the advanced age of local utility mains also contributes to the strong presence of this factor.
- *Deterioration of site or other improvements*: a significant number of the parcels had "fair" to "poor" overall site conditions. Deteriorating public infrastructure in the oldest portions of the area also contributed to the strong presence of this factor.
- *Diversity of ownership:* there are 28 individual owners in the Redevelopment Area making property assembly for redevelopment difficult.
- *Improper subdivision or obsolete platting*: generally, lot sizes are too large or of irregular shape and lacking accessibility to infrastructure to support efficient development or redevelopment efforts by today's planning standards.
- *The existence of conditions which endanger life or property by fire or other causes*: approximately 56 percent of the 48 total structures were 40 or more years of age, while 64.6 percent of the parcels had "fair" to "poor" overall site conditions. Additionally, the oldest portions of the Redevelopment Area had water and sanitary sewer mains approaching 50 or more years of age.
- *Other environmental and blighting factors*: the presence of economically and functionally obsolescent land uses.
- *One of the other five conditions*: average age of buildings is at least 40 or more years.

Of the four Substandard Factors set forth in the *Nebraska Community Development Law*, all factors in the Yolande Avenue Redevelopment Area were found to be present to a strong extent. They are:

1. Dilapidated/deterioration.
2. Age or obsolescence.
3. Inadequate provision for ventilation, light, air, sanitation or open spaces.
4. Existence of conditions which endanger life or property by fire and other causes.

The primary contributing factors include wooden buildings and masonry buildings with wood frame components, properties with excessive debris, and parcels fronting on streets that are in “fair” to “poor” condition.

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*.

It was also the opinion of the Consultant that the findings of the *Blight and Substandard Determination Study* warrant designating the Redevelopment Area as "Substandard" and "Blighted." The Lincoln City Council concurred and, by resolution, unanimously declared the area Blighted and Substandard on June 27, 2011.

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 (next section) in the identification of projects for the Redevelopment Plan:

- Faulty lot layout in relation to size, adequacy, accessibility or usefulness.
- Economically and functionally obsolete land uses.
- “Fair” to “poor” street conditions.
- Inadequate parking conditions.
- Lack of sidewalks.
- Lack of a standard rectilinear grid street system.
- Inadequate street layout east of 20th Street.
- Aging public utilities in “fair” conditions.
- Located in the 100 year flood plain.
- Open storm water drainage ditches and those located east of North 20th Street are severely silted in and in need of replacement.
- Inadequate street lighting on Yolande Avenue.
- The lack of street lights on 20th Street.
- Substantial number of dilapidated or deteriorating structures.
- “Fair” to “poor” overall site conditions with excessive debris.

Redevelopment Plan

Guiding Principles

The 2030 Lincoln/Lancaster Comprehensive Plan identifies several guiding principles for the economy, and commercial and industrial areas. The following guiding principles are taken directly from the Comprehensive Plan and should be used as a guide for redevelopment activities in combination with the issues and concerns identified in the preceding section.

- **The Economy**
  - Lincoln will nurture the environment for existing businesses, pro-actively attract high impact industries, welcome a broad variety of businesses, develop its entrepreneurial capacity through public and private partnerships, while leveraging its unique strengths in quality-of-life and education.
  - The community's primary focus for economic development should be retention and expansion of existing businesses - the key to Lincoln's job growth. (The greatest job growth in Lincoln is from existing businesses expanding.) In addition, attracting new businesses should be encouraged.
  - The City and County shall recognize the valuable role that sales tax contributes to the community, which provides a substantial portion of City budget funds; and to that end it shall work to preserve, protect, and promote retailing for the community, particularly retailers that bring out-of-town business and tourism to Lincoln.
  - Capitalize on Public Infrastructure Investments - The community should seek to efficiently utilize the community's investments in existing and future public infrastructure (i.e., Homestead Expressway, Antelope Valley, Beltways) to advance economic development opportunities.
  - The City and County will foster responsible land use and development through the timely provision of infrastructure and transportation system improvements, while at the same time maintaining the environmental values and stewardship they wish to sustain.
- **Business and Commerce**
  - Commercial and industrial districts in Lancaster County shall be located:
    - within the City of Lincoln or incorporated villages
    - outside of saline wetlands, signature habitat areas, native prairie and floodplain areas (except for areas of existing commercial and industrial zoning)
    - where urban services and infrastructure are available or planned for in the near term
    - in sites supported by adequate road capacity – commercial development should be linked to the implementation of the transportation plan

- in areas compatible with existing or planned residential uses
- in areas accessible by various modes of transportation (i.e. automobile, transit and pedestrian)
- so that they enhance entryways or public way corridors, when developing adjacent to these corridor
- in a manner that supports the creation and maintenance of green space as indicated in the environmental resources section of the Comprehensive Plan.

▫ For newly developing areas, transitional uses (such as offices or commercial uses) should develop between industrial and residential uses. In redeveloping areas, lesser setbacks may be acceptable due to the existing conditions, as long as industrial zoning does not get closer to existing residences.

▫ Strip commercial development is discouraged. Commerce Centers should not be developed in a linear strip along a roadway nor be completely auto oriented.

▫ New or established commercial uses should not encroach upon, or expand into, existing neighborhoods.

▫ Encourage renovation and reuse of existing commercial centers. Infill commercial development should be compatible with the character of the area and pedestrian oriented. As additional centers are built, the City and developers should be proactive in redevelopment of existing centers to make sure that redevelopment is sensitive to the surrounding neighborhood and happens quickly to reduce vacancies.

Redevelopment Activities: Public Improvements

Infrastructure issues that include streets, sidewalks and utilities impede new development and redevelopment throughout the Redevelopment Area and contribute to the blighting conditions. Therefore, the following public improvement activities should occur.

■ **Streets**

Yolande Avenue and North 20th Street are asphalt paved with severe cracking, settling, a large number of potholes and generally in “fair” to “poor” condition.

1. Rehabilitate Yolande Avenue from Cornhusker Highway to N. 20th Street.
2. Rehabilitate N. 20th Street from Yolande Avenue to Cornhusker.

■ **Sidewalks**

Sidewalks are lacking throughout most of the Redevelopment Area. A few of the industrial businesses have internal pedestrian walkways located between parking areas and individual buildings. Also, a few Yolande Avenue businesses have sidewalks immediately adjacent to their properties.

1. Construct sidewalks along Yolande Avenue from Cornhusker Highway to N. 20th Street in conjunction with street rehabilitation.
2. Construct sidewalks along N. 20th Street from Yolande Avenue to Cornhusker Highway in conjunction with street rehabilitation.

■ **Public Utilities**

Street lighting is inadequate along portions of Yolande Avenue and completely lacking on 20th Street between Cornhusker Highway and Yolande Avenue.

1. Work with LES to identify specific locations for additional street lights on Yolande Avenue.
2. Work with LES to identify specific locations to install street lights on North 20th Street, between Cornhusker Highway and Yolande Avenue.

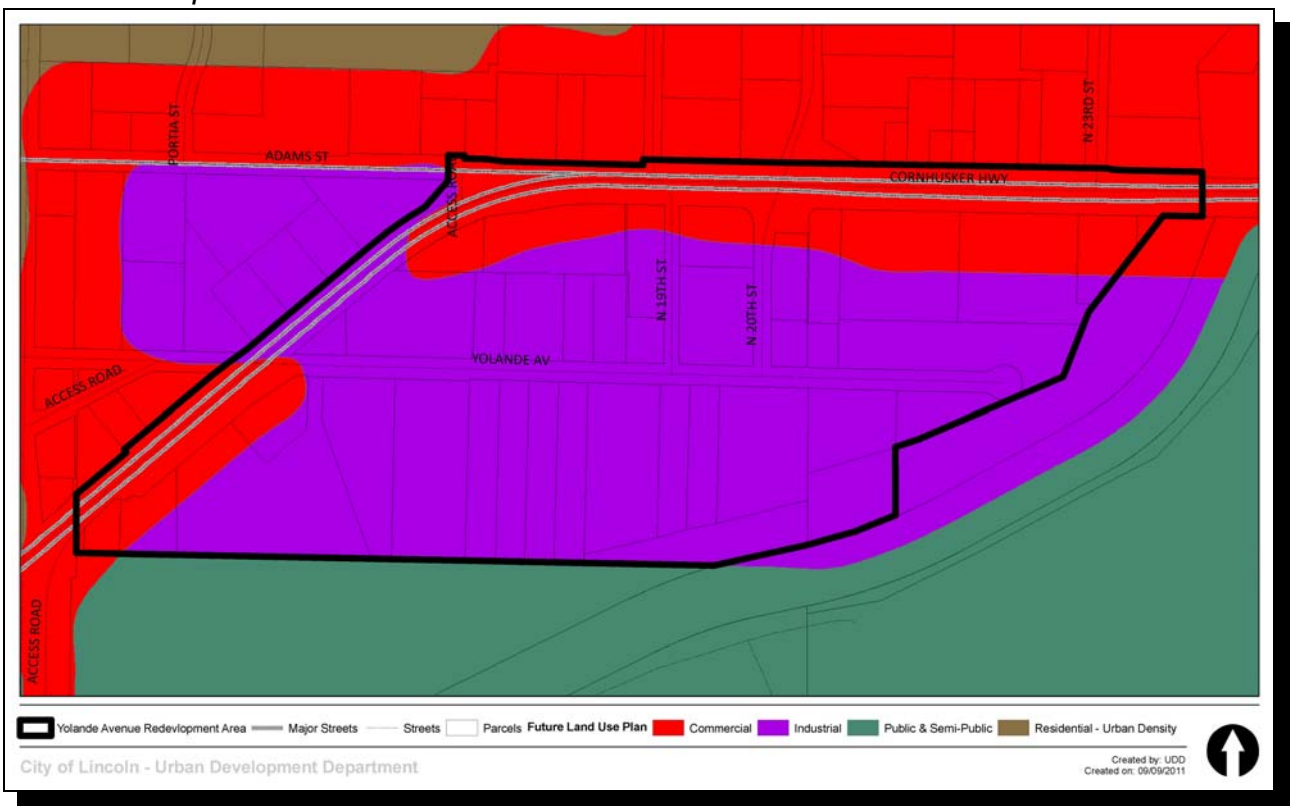
Sub-Project Areas

The entire Redevelopment Area is one project; there are no sub-projects at this time.

Future Land Use

Exhibit 6 is a Proposed Future Land Use map, taken directly from the City's *Comprehensive Plan*. The overall population density of the Redevelopment Area will generally remain stable. As redevelopment continues and additional projects are added, land coverage and building density may increase moderately.

Exhibit 6: Proposed Future Land Use



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; 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 will also be competitively selected.

Estimated Expenditures

Preliminary estimates of project costs for street rehabilitation and sidewalks range from $135,000 to $170,000. More detailed costs will be estimated when engineering is completed. These 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

The *Lincoln-Lancaster County Comprehensive Plan*, adopted November 16, 2006, as amended, represents the local goals, objectives, and policies of the City of Lincoln. The *Yolande Avenue Redevelopment Plan* was developed to be consistent with the *Comprehensive Plan*.

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:

1. Special Assessments – Business Improvement Districts
2. Private Contributions
3. 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
4. Municipal Infrastructure Redevelopment Fund (MIRF)
5. Community Development Block Grant Funds (CDBG)
6. Home Investment Partnership Act (HOME)
7. HUD Section 108 Loan Program
8. Community Improvement (Tax Increment) Financing (Ad Valorem Tax)
9. Capital Improvements Program Budget
10. Federal and State Grants
11. Interest Income
12. Advance Land Acquisition Fund – property rights/easements, public facility site acquisition.

Project activities will be undertaken subject to the limit and source of funding authorized 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 provisions of the *Yolande Avenue Redevelopment Plan* for each project is declared to be the date rehabilitation, acquisition, or redevelopment of substandard and blighted property in the project area first commences.

Appendix A

Legal Description

The Yolande Avenue Redevelopment Area boundary is generally described as follows: Beginning at the intersection of the north line of Cornhusker Highway (Highway 6) and the extended center-line of Salt Creek, thence south along said extended line across the right-of-way of Cornhusker Highway and continuing south/southwesterly along the center-line of Salt Creek to its intersection with the north line of Lot 167 (also the north line of Nebraska Innovation Campus), thence west along said north line to its intersection with the extended east alley line of the half block at the east line of North 14th Street between Yolande Avenue and Cornhusker Highway, thence north along said east extended line to its intersection with the north line of Cornhusker Highway, thence northeasterly and east along said north line to its intersection with the extended center-line of Salt Creek, also known as the point of the beginning.

Appendix B

Preliminary 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.

■ Public and Private Investments

Expenditures in the redevelopment area are estimated to be between $135,000 and $170,000 for street and sidewalk improvements. No public/private partnerships for improvements are identified at this time. However private investment is already underway as a result of the City's intentions to complete street and sidewalk improvements to Yolande Avenue and N. 20th Street. Private investment is estimated at $2,000,000 resulting in a private investment of between $11.78 to $14.81 for every public dollar expended.

■ Tax Revenue

As redevelopment occurs, property values will increase resulting in an increase in property tax generated. Redevelopment construction will also generate sales tax as will potential private rehabilitation projects in the area. As projects develop, the amount of property and sales tax generated will become more quantifiable.

■ Other Impacts

Infrastructure improvements send a message to the private sector that the City is willing to reinvest in an area and begin to reverse the effects of blight. These improvements have been shown to create the environment for existing businesses to reinvest thus creating and retaining jobs. Retention and expansion of existing businesses is key to Lincoln's job growth and infrastructure improvements are a key element in laying the groundwork for that to occur. Reinvestment in public infrastructure also develops the confidence for new businesses to locate in the area.