

**II. EXISTING LAND USES AND ZONING**

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

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

**A. Antelope Creek**

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

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

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



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



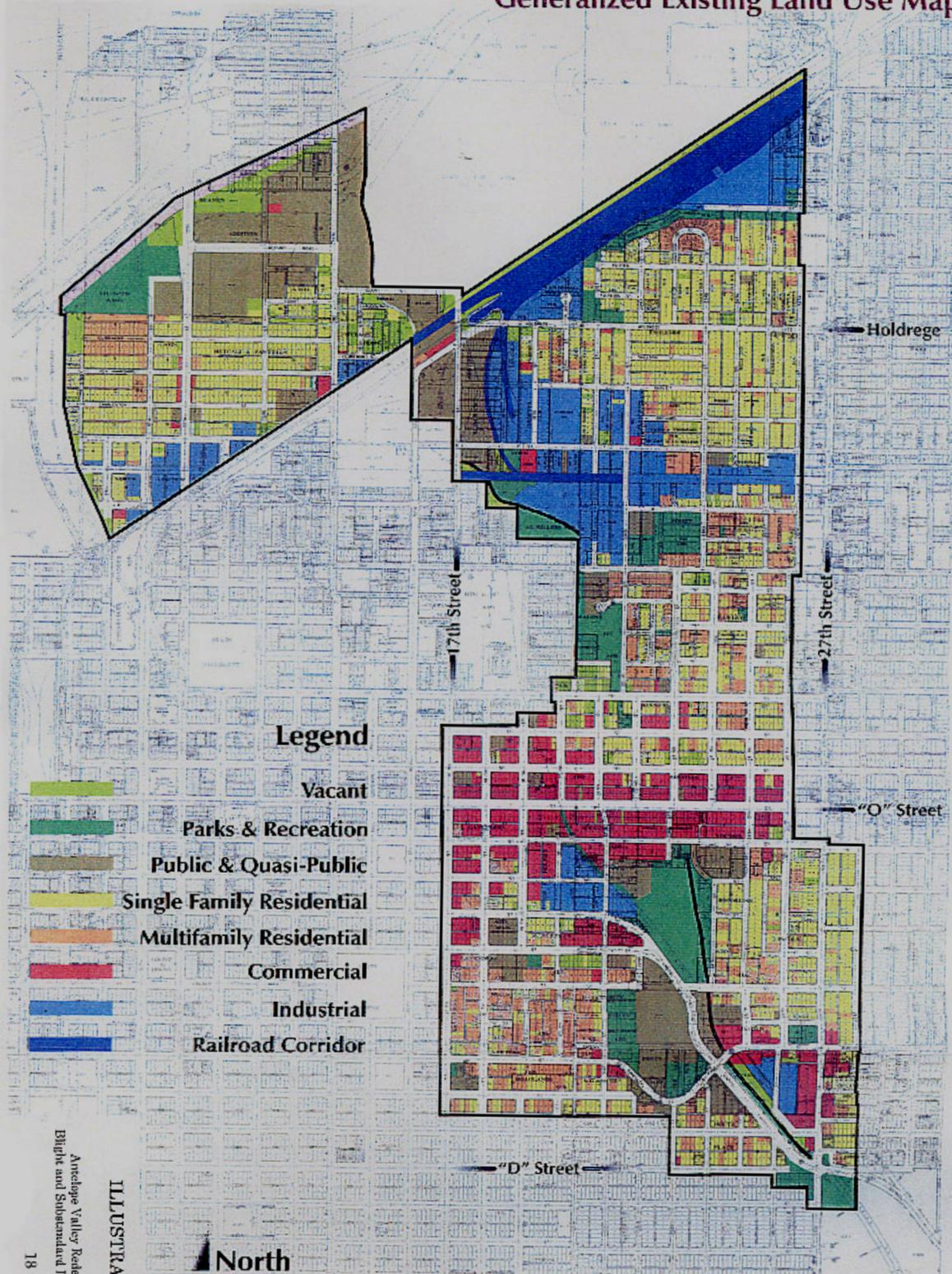
**View: Antelope Creek looking South near Devaney Center**



**Example: Restored/Amenitized Streambank**

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

### Generalized Existing Land Use Map



#### Legend

- Vacant
- Parks & Recreation
- Public & Quasi-Public
- Single Family Residential
- Multifamily Residential
- Commercial
- Industrial
- Railroad Corridor

Antelope Valley Redevelopment Area  
Eligible and Substandard Determination Study

ILLUSTRATION 3



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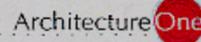
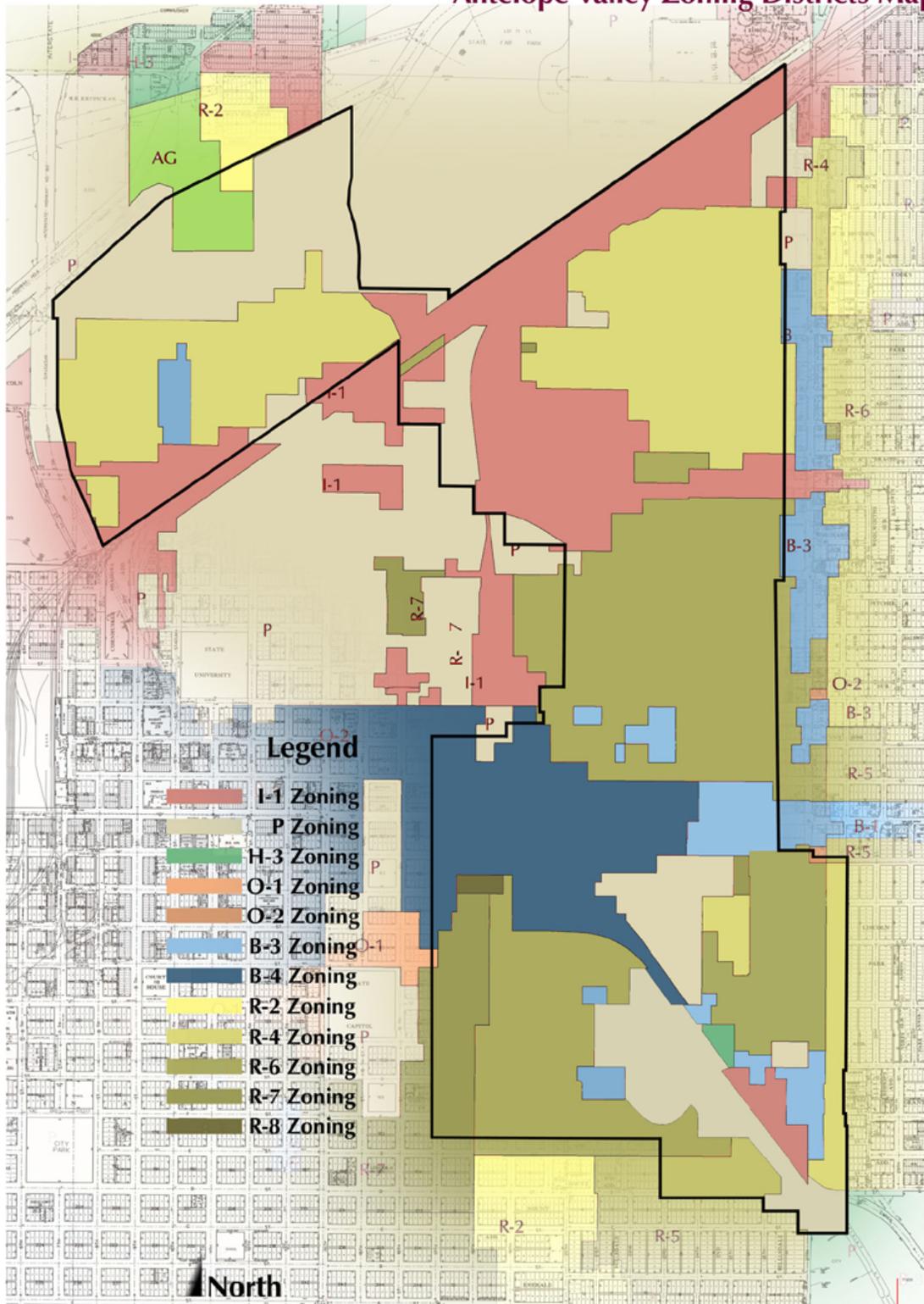


Figure 3

### Antelope Valley Zoning Districts Map



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Figure 4



**B. Neighborhoods**

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

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

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



**View: North Bottoms**

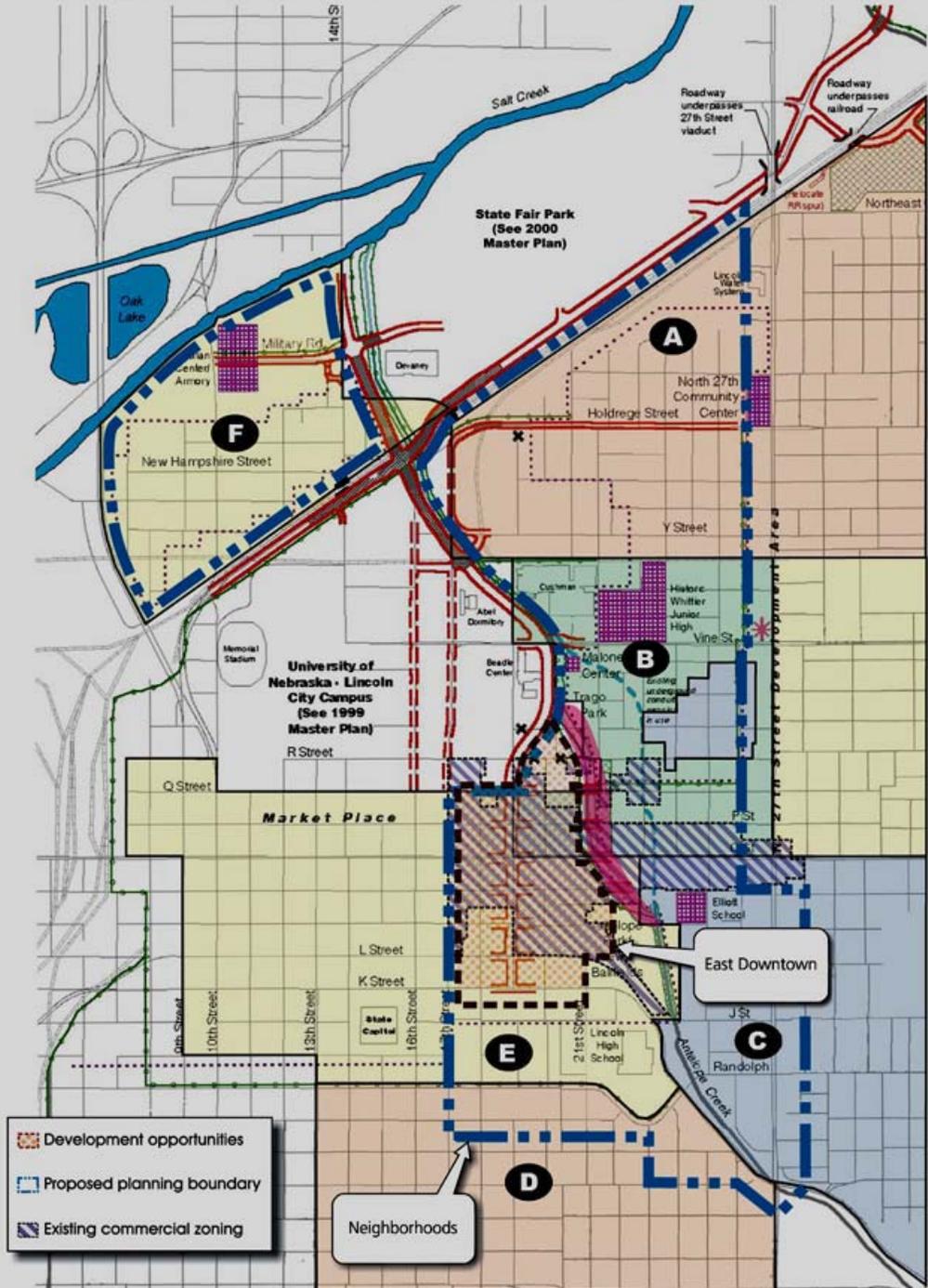


**View: Malone Village**



**View: Woods Park**

### Neighborhoods in the Antelope Valley Area



**Legend**

- Development opportunities
- Proposed planning boundary
- Existing commercial zoning

**Legend**

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

**Neighborhoods**

- A** Clinton
- B** Hawley/Malone
- C** Woods Park
- D** Near South
- E** Downtown
- F** North Bottoms

**Figure 6**

**Figure 6**

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

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

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

**C. Downtown Lincoln**

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



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



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



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

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

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

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

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

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

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

#### D. UNL City Campus

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

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

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

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

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



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



**University of Nebraska - Memorial Stadium**



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

### III. DEMOGRAPHICS

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

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

# Percent Multi-Unit\* Housing Units by Census Tract, 2000

(AV Study Area denoted in yellow)

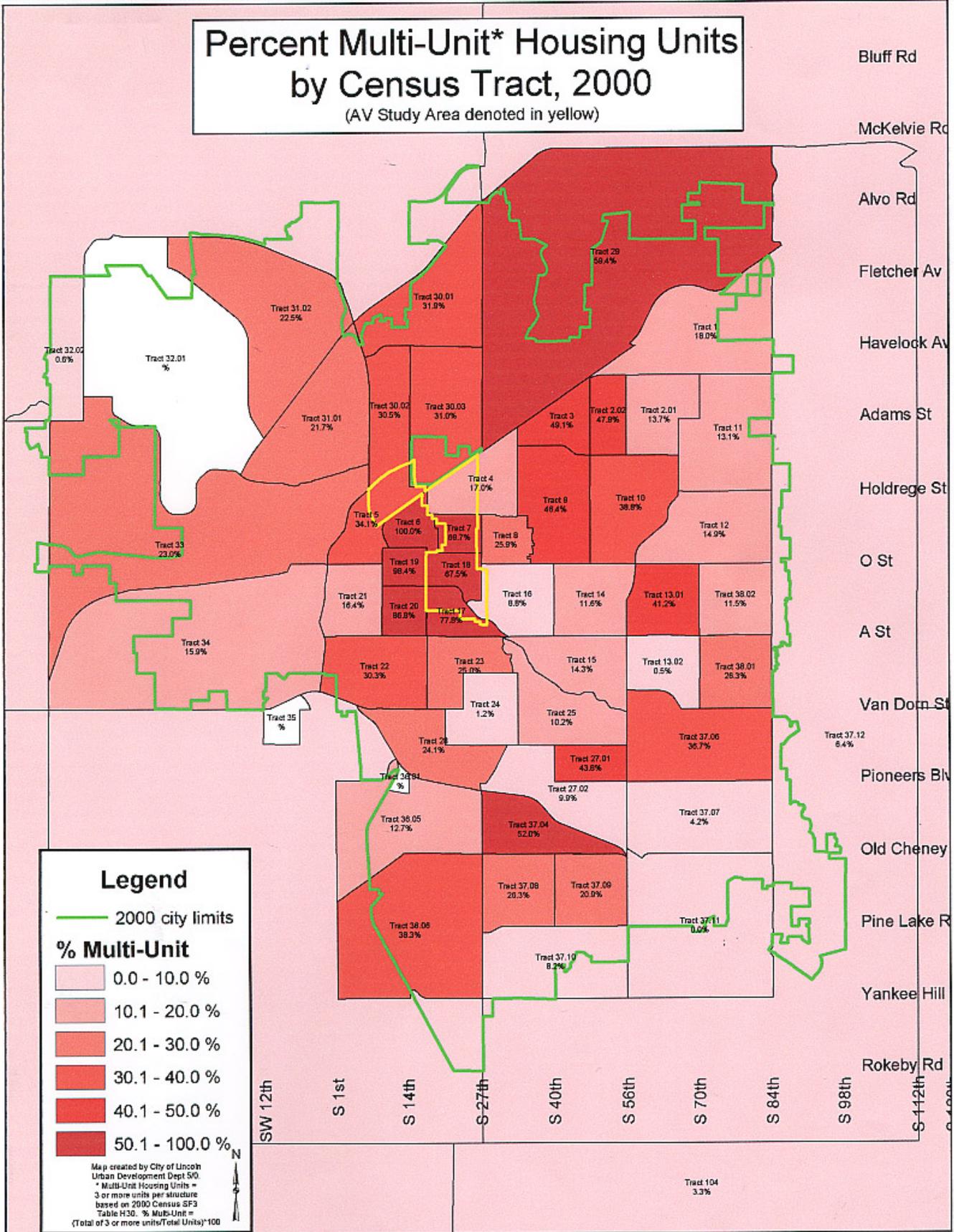


Figure 7

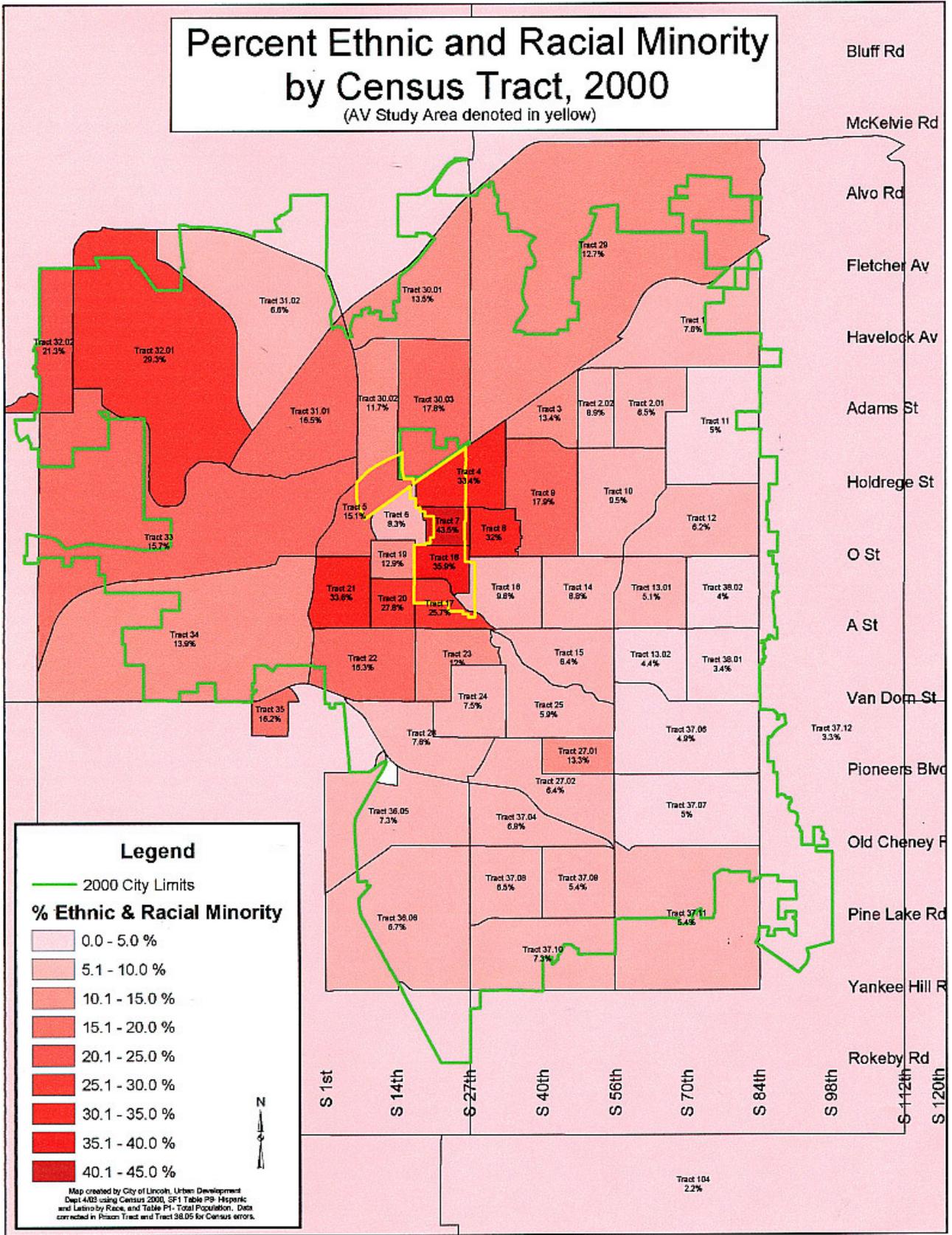


Figure 8

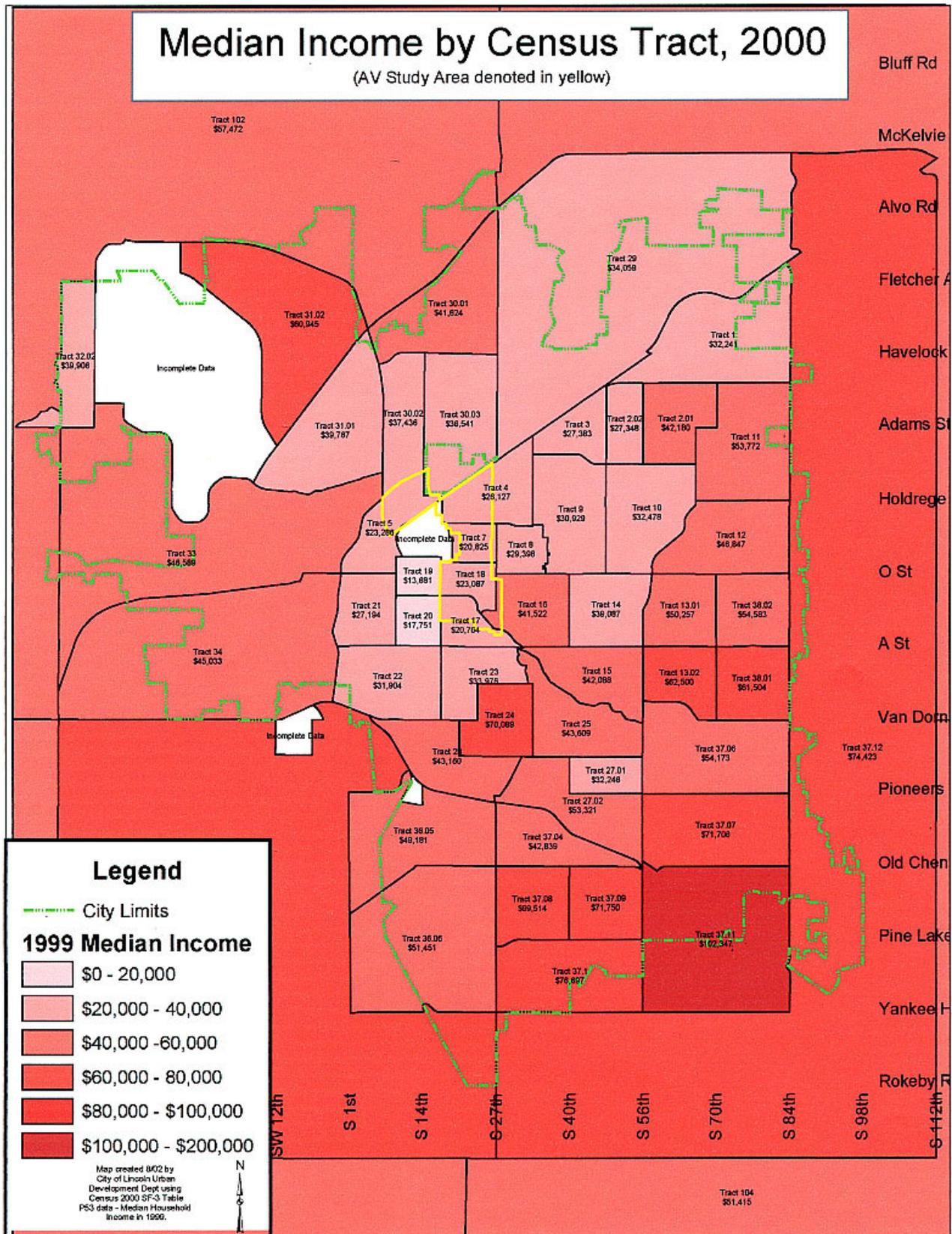


Figure 9

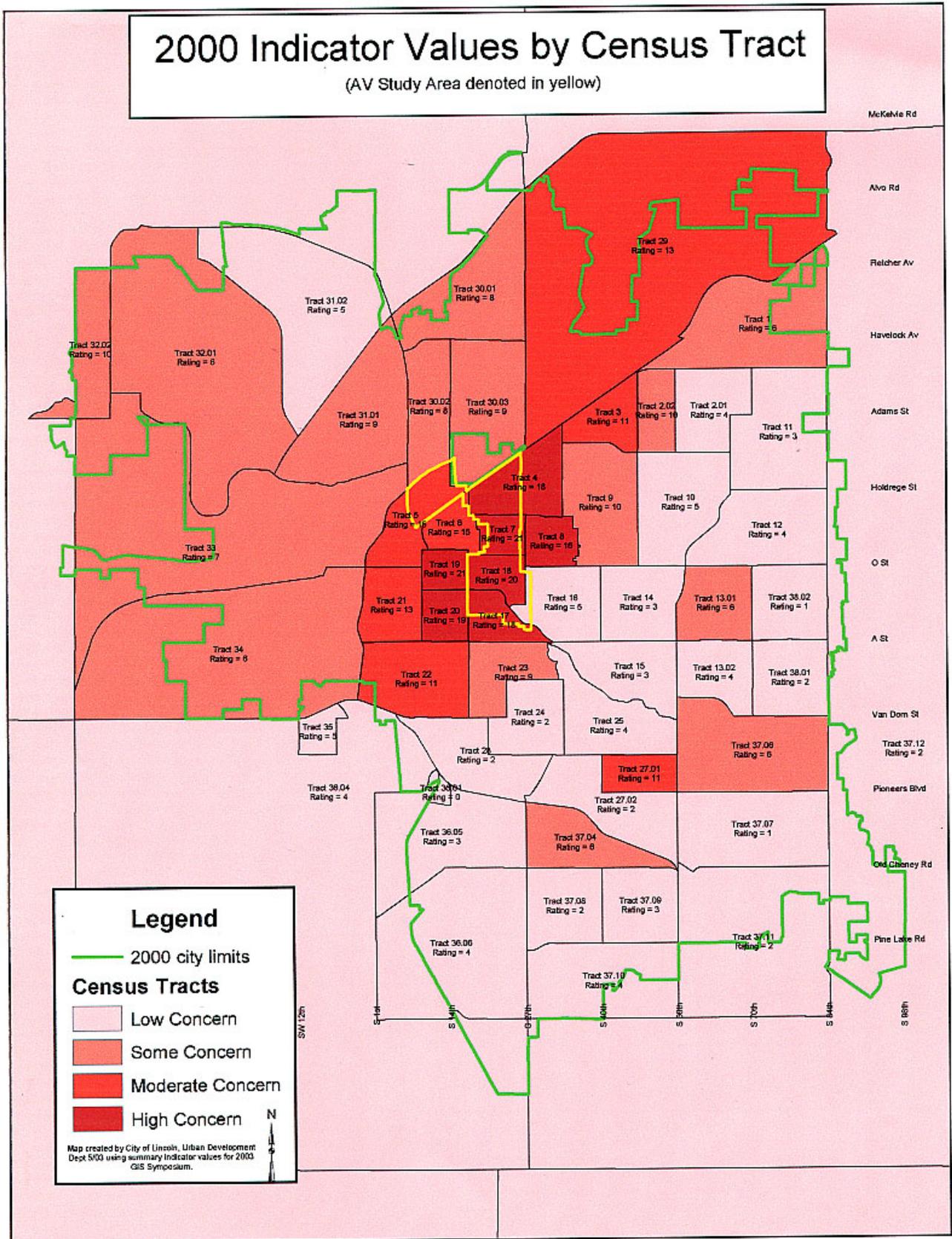


Figure 10

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

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

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

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

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

**Figure 11**

### Overall Site Conditions Map

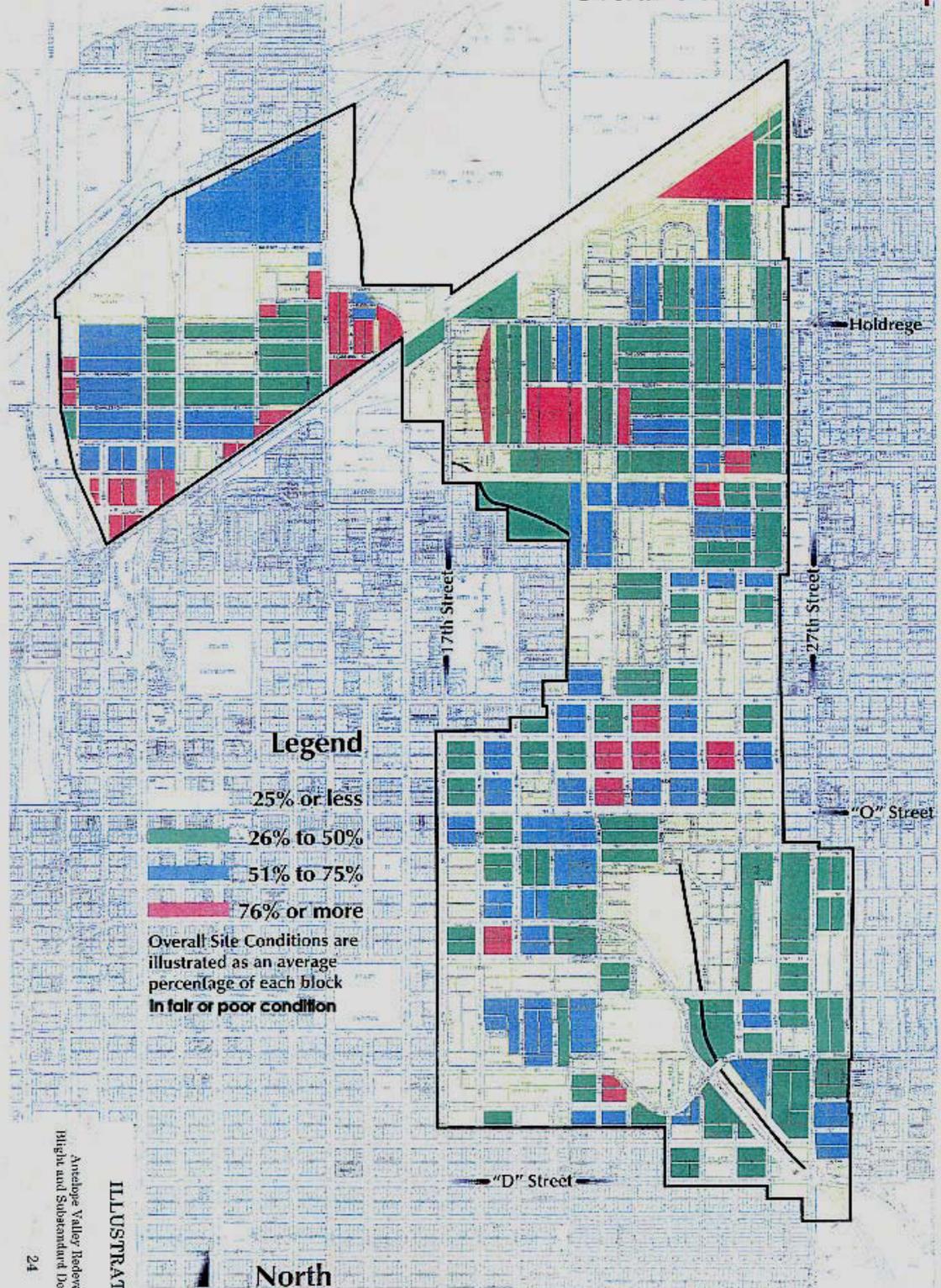
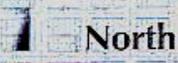


ILLUSTRATION 6  
 Antelope Valley Redevelopment Area  
 High and Substandard Determination Study

24



North

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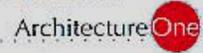


Figure 12

**V. EXISTING PUBLIC FACILITIES**

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

**A. Parks**

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

Other parks in and around the Antelope Valley Area include:

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

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

American Legion, 26th & Randolph Streets

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

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

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

- ◆ Tennis Courts
- ◆ Volleyball Court

Cooper Park, 6th & "D" Streets

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

Hartley Park, 31st & "R" Streets

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

Hayward Park, 9th Street & Military Avenue

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

Lewis Park, 24th Street and Monroe Avenue

- ◆ Included in Antelope Park Acres
- ◆ None

Lintel Park, 21st and Holdrege Streets

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

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

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

Nevin Park, 32nd Street & Doane

- ◆ 0.37 acres
- ◆ Playground Equipment

Oak Lake Park, 1st & Charleston Streets

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

Pentzer Park, N. 27th & Potter Streets

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

Peter Pan Park, 32nd & "W" Streets

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

Trago Park, 20th & "U" Streets

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

Woods Park, 33rd & "J" Streets

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

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

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



**Fleming Fields Recreational Sports Park**

**B. Fire Stations**

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

NW

- ◆ Station 3, 121 S. 2nd Street

NE

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

**C. Police Stations**

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

Police facilities serving the Antelope Valley Area includes:

Headquarters

- ◆ 575 South 10th Street. First Floor

Southwest

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

Southeast

- ◆ Auld Recreation Center, 3140 Sumner Street

**D. Schools**

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

NW

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

NE

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

SE

- ◆ Lincoln High School, 2229 "J" Street

SW

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



**Lincoln High School**



**Elliott Elementary School**

## VI. EXISTING UTILITIES & INFRASTRUCTURE

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

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

The Antelope Valley Area is served by the following utilities:

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

### A. Water System

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

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

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

### B. Sanitary Sewer System

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

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

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

### C. Storm Water System

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

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

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

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

## VII. EXISTING TRANSPORTATION, STREET LIGHTING & PARKING

### A. Street System

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

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

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

### B. Traffic Circulation

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

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

### C. Street Lighting

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

### D. Parking

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

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

### E. Multi-Modal Transportation

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

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

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

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

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

**VIII. HISTORIC RESOURCES IN ANTELOPE VALLEY**

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

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

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

**1. Downtown Vicinity:**

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

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



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

**2. North Bottoms:**

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

**3. Malone/Hawley Neighborhood:**

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

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

**4. Clinton Neighborhood:**

Jasper Newton Bell House, 2212 Sheldon Street, NRHP

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

**5. Woods Park Neighborhood:**

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

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

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

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

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

Nearby:

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

**6. Hartley Neighborhood:**

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

Nearby:

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

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

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

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

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

**IX. EXISTING HUMAN AND COMMUNITY SERVICES**

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

**A. Seven Human Service Priorities**

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

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

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

**B. Summary of Major Human Service Needs**

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

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

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

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

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

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

### C. Community Learning Centers (CLC)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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