

# Antelope Valley Redevelopment Plan

City of Lincoln Mayor Coleen J. Seng

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**I. REDEVELOPMENT PLAN INTRODUCTION**

**A. Antelope Valley Area**

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

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

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

**B. Three Primary Antelope Valley Purposes**

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

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

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



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



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



**Revitalized Neighborhood Example**



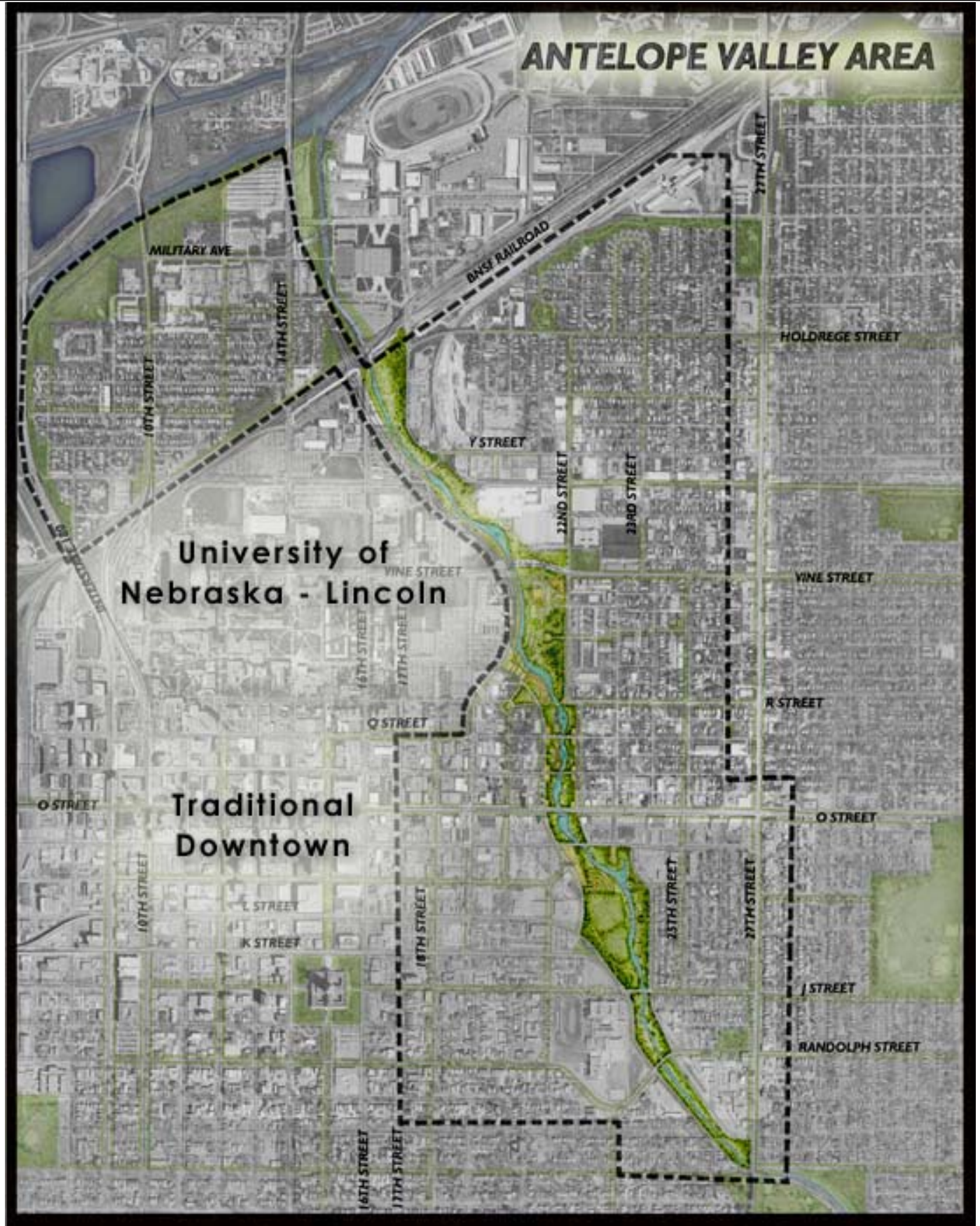


Figure 1

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

**C. Redevelopment Plan Purposes**

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

not mandatory, but are attempts to show new possibilities.

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

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

- ◆ Support the development and conservation of livable neighborhoods;



**Figure 2**

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

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

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

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

**D. Redevelopment Plan Processes**

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

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

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

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

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

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

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

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

**E. Redevelopment Plan Requirements**

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

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

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

Factors considered in the determination included among other things:

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

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

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

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

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

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

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

#### **F. Plan Amendments**

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

#### **G. Acknowledgement of Other Planning Efforts**

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

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