Chapter 1
Purpose & Need

1.0 PURPOSE AND NEED

1.1 Introduction

The partnership of the City of Lincoln, University of Nebraska-Lincoln (UNL), and the Lower Platte South Natural Resources District (LPSNRD) plans to provide improvements in the areas of stormwater management, transportation, and community revitalization to meet the needs in various neighborhoods in Lincoln, Nebraska. The Antelope Valley Draft Environmental Impact Statement (DEIS) is being undertaken for definition and analysis of improvements within the study area. Plans showing the Amended Draft Single Package are provided in Appendix I.[1] Figure 1.1 identifies the study area location. The study area comprises the core of the City of Lincoln, Nebraska and includes the central business district, the UNL City Campus, and portions of several residential neighborhoods. Antelope Creek flows northbound and bisects the study area. The Burlington Northern Santa Fe (BNSF) Railroad also divides part of the study area and operates in a southwest to northeasterly direction.

This central area of Lincoln, referred to as "Antelope Valley," is the foundation upon which the larger community has been built and upon which the City still continues to rely. The Antelope Valley has been the historical center of Lincoln's housing, businesses, and institutions for over 125 years. The community and its leaders recognize that a healthy and vibrant core is vital to Lincoln's continued success. The Amended Draft Single Package, when complete, will help to realize the ambitious community improvements so important to maintaining a healthy environment.

1.1.1 Background

Three key areas of potential improvements were identified as key to the revitalization of Lincoln: stormwater management, transportation improvements, and community revitalization actions. To identify more specifically the reasons why Lincoln's core area needs to be improved, a discussion and analysis of the purpose of and need for improvements to these elements was a major part of the AV MIS.

Public involvement during the problem identification study phase weighed heavily in the process and included an on-going dialog among citizens, agency representatives, the Advisory Committee, five work groups, and the study team. As a result of this involvement, eight very broadly defined purposes and needs were identified and adopted by the Advisory Committee. The Advisory Committee is comprised of citizen leadership from Lincoln's neighborhoods and business community as well as staff from City, State and Federal agencies. The Advisory Committee serves an advisory role to the Management Committee and meets monthly to discuss various activities related to the study. The Management Committee is comprised of key contacts within the three partners' organizations (the City of Lincoln, UNL, and the LPSNRD).

The eight purposes and needs were brought before the public at Town Hall meetings on September 20 and 21, 1996.

[1] Technical reports, which are identified in this EIS, are all incorporated by reference in this EIS. Appendix A provides a complete list of referenced reports. Copies of this EIS and the Antelope Valley Study Team reports are available for public viewing from the City of Lincoln-Lancaster County Planning Department, Suite 213, 555 South 10th Street, Lincoln, Nebraska, 68508. Copies of this EIS and Study Team reports are also available for viewing at city public libraries and available for purchase at Kinko's Copies, 1201 Q Street, Lincoln, Nebraska, 68508.

Figure 1.1

During 1997, over one hundred options were developed by the Antelope Valley Study Team to address the purposes and needs described in this document. The options included over 30 community revitalization ideas, over 50 stormwater management concepts, and about 25 transportation concepts. Each concept was described and presented to the Advisory Committee for their consideration. For each concept, the relative merits were reviewed, as well as the ability of the concept to address the purposes and needs. Subsequently, concepts were combined to create "packages" of investments for analysis. Ultimately, the Amended Draft Single Package of improvements was reviewed in the Fall of 1997 at a two-day Town Hall Meeting that was held to discuss and deliberate on the findings of the study to date.

This DEIS has been prepared and circulated, and public hearings will be held to meet the requirements of the National Environmental Policy Act (NEPA). The requirements of the US Department of Transportation Act of 1966, as amended; Section 4(f) requirements and the National Historic Preservation Act (NHPA) Section 106 requirements (among others) will be met. The ongoing Federal Highway Administration (FHWA)/US Army Corps of Engineers' (Corps), and other agencies', NEPA/404 MERGE process will be continued. Agency clearances and permit approvals will be obtained when possible. Following public comment on this document, a Final Environmental Impact Statement (FEIS) will be prepared to address comments received. Based on this, the FHWA will issue a Record of Decision (ROD) setting forth its decision to recommend one of the study alternatives (see Chapter 2) and commit to mitigation, if necessary.

1.1.2 Improvements

The study's broad analysis area is bounded approximately by E Street on the south, 1st Street on the west, 40th Street on the east and Superior Street on the north (see Figure 1.1). Within the broad analysis area, the foldout map in front of page S-1 illustrates the Amended Draft Single Package of improvements for the Antelope Valley area. Improvements include a new open stormwater channel that would reduce damages that would result from a 100-year storm. Transportation improvements include a new North-South Roadway from Capitol Parkway to State Fair Park Drive. The north-south road aligns with 19th Street at K and L Streets, and aligns with 14th Street north of State Fair Park Drive. Another new roadway is on the north side of the Burlington Northern Santa Fe (BNSF) railroad tracks and connecting to Superior Street where it would align with a future 33rd Street. The improvements include the elimination of four at-grade crossings of the BNSF railroad. Community revitalization improvements include wrap-around sites (community centers), expanded parks and recreation, development opportunities, new bike/hike trails, neighborhood land-use bridges, and a possible health clinic.

1.2 Purposes and Needs

To identify more specifically the reasons why Lincoln's core area needs to be improved, a discussion and analysis of the purpose of and need for stormwater management, transportation, and community revitalization improvements was a major part of the AV MIS. Resulting from the public's involvement, eight very broadly defined

purposes and needs were identified and adopted by the Advisory Committee. Briefly, purposes and needs are summarized below. Following the summaries is a more in-depth discussion of each of the purposes and needs.

Stormwater Management. Flooding of Antelope Creek would cause serious property damages and locally adopted floodplain management regulations prohibit most development in the floodplain. There is a need to define a floodway and reduce the 100-year floodplain* along Antelope Creek through the study area.

Land Use Patterns. Different neighborhoods and land uses have grown in unplanned ways; potentially causing some land to be underutilized and creating conflicts among various interests. Citizens have identified a need to better define "edges" of neighborhoods.

Traffic Operations. There is a need for improved traffic operations in the Antelope Valley area. Continued traffic growth is expected in Lincoln, thereby increasing traveler delays. In addition, missing north-south and east-west connections in the street system and a lack of alternatives cause "through" drivers to use neighborhood streets.

Safety. Ever busier railroads increase the potential for accidents near at-grade crossings. Traffic through area neighborhoods creates safety conflicts for elderly residents, children, and students crossing streets. There is a need to reduce the potential for accidents at the railroad crossings and in the neighborhoods.

Youth Recreation. Recreation facilities, parks and open space are in short supply in the older city neighborhoods. Citizens have identified a need for additional youth recreation opportunities.

Trail Continuity. Actively used bicycle and hiking trails approach downtown but are not connected as a network for highest use, highlighting the need to connect the existing trails.

Neighborhood Vitality. Neighborhood residential, economic, and social health depends, in part, on access to good housing, shopping and medical services.

Downtown Vitality. Area businesses need a competitive reason not to leave downtown for new development areas at the City's edges.

1.2.1 Stormwater Management

Flooding of Antelope Creek would cause serious property damages. Prior to the completion of Holmes Lake Dam south of Lincoln in 1962, floods along Antelope Creek occurred in 1908, 1910, 1940, 1950, 1951, 1952, 1957, and 1958. Since completion of the dam, flooding along Antelope Creek has been greatly reduced; however, it still remains a threat. Storm events in 1963, 1966, 1967, 1973, 1984, 1989, and 1993 produced discharges that were estimated at or very near the five-year event (the approximate capacity of the existing conduit) at N Street (US Army Corps of Engineers, Omaha District, 1991 and 1996).

Locally adopted floodplain management regulations prohibit most development in the

* All references to the 100-year floodplain means as designated by Federal Emergency Management Agency in its most recent flood study of the subject waterway.

floodplain. Rain (stormwater) falling in the Antelope Creek drainage area below Holmes Dam – an area of about 19.2 square kilometers (7.4 square miles), about 2,300 city blocks, or approximately 11 percent of the City of Lincoln (see Figure 1.2) – has to reach Salt Creek north of central Lincoln to leave the area.

Today, stormwater flows in an open channel through much of the study area. It uses an underground conduit between Elliott School and the UNL City Campus. The conduit, built in the 1920s, has a capacity of less than a five-year storm. The conduit was recently repaired, extending its useful life, although reducing its capacity by 16 percent. Most of the open channel upstream of the conduit is grass lined and most of the open channel downstream of the conduit is concrete lined.

When rainfalls greater than a five-year storm occur, the conduit flows full and the excess stormwater bypasses the conduit and flows over land through residential, commercial, public, and UNL properties. Stormwater cannot reach Salt Creek without flooding parts of Lincoln.

Why Do Anything?

The US Army Corps of Engineers estimates that over $20 million in residential and business flooding damages would occur in a 100-year storm (US Army Engineers, Omaha District, February 1996). Many properties in this area are not covered by flood insurance. Eliminating or reducing the area of potential flood damage would reduce future flood losses (monetary) and reduce the possibility of injuries and loss of life.

Locally adopted floodplain management ordinances today regulate most kinds of development in areas subject to flooding so that the hazards and potential damages do not increase. Development where the floodplain elevations may be affected is only allowed if it is proved that the 100-year flood elevation with the project in place will be less than a 0.3 meter (one foot) rise above the published floodplain elevations. This is a cumulative requirement. Even major remodeling of some existing buildings (specifically, buildings with a first floor elevation lower than the adopted 100-year flood elevation) is generally prohibited.

Of the blocks within the study area that would flood, some are vacant or little used today. Some of these blocks are areas where, if built upon, new structures could block overland stormwater flow during a major storm and could increase the amount of potential damage. Once a building is flood-damaged, it can be very difficult to get loans to fix buildings in the floodplain.

What Can Be Done?

Stormwater from all storms up to and including a future 100-year storm would be safely handled with some combination of conveyance or detention. Conveyance would be a new, open channel or a new, much larger underground conduit. Detention sites would temporarily store the excess stormwater and would release this excess stormwater back into the channel when the water level in the channel recedes.

The stormwater management component of the Amended Draft Single Package focuses on providing an Antelope Creek conveyance system. The new conveyance

Figure 1.2

would have adequate channel, bridge and conduit capacity to reduce the 100-year floodplain to within the limits of a planned channel.

1.2.2 Land Use Patterns

Different neighborhoods and land uses have grown in unplanned ways; potentially causing some land to be underutilized and creating conflicts among various interests. The historical center of Lincoln, at the core of the study area, has been the meeting place of many of Lincoln's oldest institutions and neighborhoods for over 125 years. These groups built a relationship, both geographic and cultural, that served each well by providing a "certainty" for housing, business, and institutional location decisions. Historically, the community in its broadest meaning was comfortable with its space.

There have been changes in the traditional roles and relationships during the last two decades or so. For example, some buildings have deteriorated. Nebraska higher education has grown and needs more space to teach, do research, and serve the people of Lincoln and Nebraska. Some downtown businesses have followed their customers to outlying areas.

The changes have resulted in uncertainty about future land uses in the area. This uncertainty has made it difficult to make decisions for reinvestment in neighborhoods and public services. The changes and uncertainty raise other issues and questions about land use patterns in the study area, and how to reach consensus on what is best for the future.

Why Do Anything?

Unless the community is ready to address the issues, the uncertainty would continue. Specific land use planning and agreements can reduce the uncertainty about future land uses. Specifically,

- Developers need certainty to invest in the area or they will invest elsewhere.
- Public officials need to know that new development or recreation areas are in places that are acceptable to the community.
- Neighborhoods need assurances that their own investments are safe.

What Can Be Done?

By focusing on these issues, the study partners (City of Lincoln, UNL, and LPSNRD) can investigate the best way to do the following:

- Utilize current boundaries-or set new ones-which allow community, business, and public interests to know how much land is available for each use and where it is.
- Use potential new transportation lines or the Antelope Creek channel to form "good" boundaries between land uses-or to form "good" connections between land uses.
- Generate new or expanded community development, transportation, and/or channel investments. Investments would improve public services, improve access, reduce flooding, and be a catalyst for new investments to stabilize and improve the quality of life in the area.

1.2.3 Traffic Operations

Continued traffic growth is expected in Lincoln, increasing traveler delays. In addition, missing connections in the street system and lack of alternatives cause "through" drivers to use neighborhood streets.

The recent growth in Lincoln combined with business investment on the edge of the City, has resulted in higher traffic volumes that are expected to continue to increase. More traffic to and from downtown uses streets that go *through* neighborhoods and the UNL because there are few alternatives *around* these areas. Regional traffic is forecast to increase in the future, with an overall 44 percent increase in trips with the growth forecast in the *Lincoln-Lancaster County Comprehensive Plan* (Lincoln-Lancaster County Planning Department, 1994) for the future Build Out Scenario. The *Comprehensive Plan* does not associate a specific year with this future land use scenario. The future land use and additional trips are expected to result in a 70 percent increase in vehicle kilometers (miles) traveled in the region. Table 1.1 shows traffic volumes at selected locations in the study area to illustrate forecast traffic growth.

Table 1.1
FORECAST DAILY TRAFFIC VOLUMES

Neighborhood Streets	Existing Condition	Future Condition	Percent Change
P Street east of 21st Street	9,000	10,400	15
Y Street east of 21st Street	2,100	3,900	89
Holdrege Street east of 21st Street	14,400	14,800	3
16th & 17th Streets south of Vine Street	34,500	43,100	25
Selected Roadways			
27th Street north of Holdrege	30,700	38,800	26
33rd Street south of Cornhusker	12,000	22,300	86
27th Street north of O Street	30,000	35,700	19

Source: AV Study Team, TRANPLAN model. The existing condition is based on 1995 data and the future condition is based on a future "built-out" land use scenario.

The angled alignment of the railroad tracks breaks the street grid in the study area, creating discontinuous streets that hinder through traffic operations. Also, more and longer trains block traffic on streets that *do* cross the tracks for several hours per day.

Future traffic (over 77,000 vehicles per day) is subject to delays at railroad crossings at 14th, 17th, 33rd, and Adams Streets. In addition, drivers avoiding train-related delays at 14th and 17th Streets, often use the 27th Street bridge over the railroad. They continue to use Holdrege, Vine, and O Streets to downtown, thus increasing traffic on these streets. Figure 1.3 illustrates gaps in the street network.

Why Do Anything?

The possibility of *less* traffic in the future in Lincoln is very remote. A large increase in traffic is likely, especially if Lincoln's economy continues to grow. The graph on Figure 1.3 shows population and traffic trends and forecasts.

Figure 1.3

- Without alternative street connections, traffic would continue to use the streets it uses today.
- Without improving the traffic capacity of streets or considering alternative modes of transportation, traffic congestion would increase.
- Without improved ways of separating train, motor vehicle, and pedestrian traffic, delays would continue to increase.
- Without a good transportation system, economical reinvestment becomes less likely in the area around downtown as more people choose to work and locate at the edges of the City.

What Can Be Done?

Possible options related to traffic operations include the following:

- Separate the railroad tracks from existing or future streets and pedestrian paths.
- Improve existing streets or locate new streets where they benefit neighborhoods by supporting new investments without negatively affecting existing residential or commercial areas.
- Support existing and future traffic needs with the fewest negative impacts.

1.2.4 Safety

Safety purposes and needs address both railroad grade crossing safety (for motor vehicles, bicycles, and pedestrians) and the problem of automobile traffic, which is forecast to increase, on neighborhood streets. Ever busier railroads increase the potential for accidents at grade crossings. Traffic through area neighborhoods creates safety conflicts for elderly residents, children and students crossing streets.

More and longer trains at rail/roadway crossings block traffic for long periods every day. On a daily basis, 48 trains cross at 14th, 17th, 33rd, and Adams Streets, according to the Nebraska Department of Roads 1998 Railroad Crossing Inventory. Of these 48 trains per day on the Burlington Northern Santa Fe Railroad, 22 are coal trains. Some auto drivers avoid these locations. Others do not. Some are tempted to try to “beat the train” at the crossings. Railroad grade crossing elimination has been a high priority of Lincoln area governments and the railroads for many years. Their efforts have built several bridges to separate traffic from trains, resulting in safety benefits (see photo in Figure 1.4 that shows a typical at-grade rail crossing in Lincoln).

The City of Lincoln identifies potential high-accident intersection locations by calculating a critical intersection accident rate and ranking intersections according to intersection classification (e.g., major/major and major/collector) and type of traffic control (e.g., signal, stop sign). Table 1.2 lists signalized intersections within the Antelope Valley study area that have been identified as high accident locations base on accidents reported for the period 1995-1997.

Traffic through area neighborhoods (including UNL) presents potential safety hazards to all residents, but particularly the elderly, children, and students. The number of pedestrians in the UNL City Campus area is the highest of all areas of the city. The map in Figure 1.4 highlights City Campus locations with high pedestrian volumes. Table 1.3 summarizes pedestrian accidents on campus reported during the period January 1, 1995 through December 31, 1997.

Table 1.2
INTERSECTIONS WITH HIGH ACCIDENT RATES
January 1, 1995 through December 31, 1997

Intersection	Type	ADT	Total Accidents	Accident Rate
27th & O Streets	Major/Major	59,000	72	3.33
16th & O Streets	Major/Major	37,550	37	2.70
11th & Cornhusker Hwy.	Major/Major	34,950	33	2.59
10th & Q Streets	Major/Major	36,200	33	2.50
17th & K Streets	Major/Major	31,900	29	2.49
10th & O Streets	Major/Major	46,950	38	2.22
27th & KMART Drive	Major/Collector & Major/Local	33,600	27	2.20
14th & O Streets	Major/Collector & Major/Local	25,300	20	2.17
33rd & O Streets	Major/Major	51,150	40	2.14
27th & Vine Streets	Major/Major	54,750	42	2.10
16th & K Streets	Major/Major	31,900	24	2.06
27th & P Streets	Major/Major	36,350	27	2.04
27th & Cornhusker Hwy.	Major/Major	58,950	41	1.91
27th & Superior Streets	Major/Major	44,850	30	1.83
33rd & Holdrege Streets	Major/Major	33,400	22	1.80
21st & O Streets	Major/Major	33,450	22	1.80
17th & Holdrege Streets	Major/Major	23,150	15	1.78
27th & Holdrege Streets	Major/Major	47,550	29	1.77
State Fair Park Drive & Cornhusker Hwy	Major/Collector & Major/Local	36,150	22	1.67
17th & P Streets	Major/Major	29,600	18	1.66
33rd & Cornhusker Hwy.	Major/Major	38,150	23	1.65
25th & O Streets	Major/Collector & Major/Local	33,300	20	1.65
27th & J Streets	Major/Collector & Major/Local	26,850	16	1.63
16th & Vine Streets	Major/Collector & Major/Local	24,450	14	1.57
10th & N Streets	Major/Collector & Major/Local	30,200	16	1.54
14th & Vine Streets	Collector/ Collector	16,450	8	1.33
9th & M Streets	Major/Collector & Major/Local	26,100	11	1.15

ADT = Average Daily Traffic
Accident Rate = accidents per million entering vehicles
Source: City of Lincoln, 1995-1997 accident database

Figure 1.4

Table 1.3

PEDESTRIAN ACCIDENTS REPORTED
January 1, 1995 through December 31, 1997

Roadway	Number of Accidents
N. 14th Street (Court to Vine Streets)	9
N. 16th Street (Holdrege to Q Streets)	4
N. 17th Street (Court to Q Streets)	2
Court Street (14th to 17th Streets)	0
Y Street (16th to 21st Streets)	0
Vine Street (14th to 21st Streets)	2
R Street (12th to 21st Streets)	4

Source: City of Lincoln, 1995-1997 accident database

Why Do Anything?

The increasing volume of rail traffic, combined with the increase in auto traffic and the overall growth of Lincoln, can be expected to increase the potential for hazards related to rail-auto, auto-pedestrian, and even rail-pedestrian conflicts. Although City of Lincoln accident records indicate there have been no vehicular/rail or pedestrian/rail accidents within the analysis period (1995-1997), the potential for a serious incident exists.

Without efforts to slow or reduce through traffic on today's neighborhood streets, or on streets through UNL, the potential for auto-pedestrian conflict would remain high.

What Can Be Done?

The Amended Draft Single Package includes elimination of four at-grade railroad crossings (14th, 17th, Adams, and 33rd Streets) of the BNSF. New bridges or underpasses to separate trains and motor vehicles accomplish this.

The study can identify improvements for areas with high potential for pedestrian-auto hazard, such as:

- Develop clear and well-marked crossing locations.
- Implement traffic-slowing measures.
- Create campus barriers to direct students to safe street crossings.
- Reroute traffic from high conflict locations.

1.2.5 Youth Recreation

Recreation facilities, parks and open space are in short supply in the older city neighborhoods. The success of recreation programs throughout the City -- in terms of use of parks and recreation facilities -- is a clear indication of their popularity. Baseball leagues use all available fields, extensively during peak season; during summer months fields are programmed from 8 a.m. until 10:30 p.m. Open basketball courts are hard to find in any area, because both organized and "pick-up" games use them. Figure 1.5 locates public recreation places in the study area.

Lincoln's emphasis is on neighborhood parks with a goal of one 3 to 4 hectare (8 to 10

acre) park per 2.6 square kilometers (one square mile) of residential development. Neighborhood parkland exceeds national guidelines. National guidelines recommend that community parks with programmed active recreation facilities serve an area of five to thirteen square kilometers (two to five square miles). Woods Park and Lewis Ball fields service the area predominantly south of O Street. Pentzer Park, a neighborhood park, is presently used for programmed youth activities. The site is undersized for this use. A community park is needed to serve residents in the Clinton, Hawley, and Malone neighborhoods.

The Lincoln-Lancaster County Comprehensive Plan recognizes the need for additional parks and recreation areas (Lincoln City-Lancaster County, 1994). However, it also recognizes the difficulty of finding enough affordable land in older neighborhoods that citizens are willing to have converted to parks or open space. UNL also has difficulty finding enough land they are willing to convert to recreation space.

In newer growth areas of the City, developers negotiate with City officials for new investment permits. Donation of land to the City for parks and recreation use by developers is a benefit of these negotiations. The City typically pays the costs of developing these lands into park or recreation uses.

Why Do Anything?

Access to recreation contributes to the quality of life for all residents. The forecast of continued growth in Lincoln will increase the need for recreation facilities, parks and open space. Year-round activities will also be important as the City grows. As the population grows, there is also a need for more quiet places for adults and children.

If there are no developers in the older neighborhoods, who will be there to negotiate "land trades" for recreation facilities in these locations? Investment in recreation and open space that is occurring in outlying areas would continue while re-investment in the older neighborhoods would likely not occur. This is because of the difficulty of assembling large areas of land and the lack of economic incentives for developers.

What Can Be Done?

The study area neighborhoods have considered the appropriateness of various youth recreation concepts. In the Amended Draft Single Package, the partners propose to allocate land along new stormwater channels for new recreation and open space. In addition, the Amended Draft Single Package includes a new 13-hectare (33-acre) northeast community park south of the BNSF Railroad tracks between 28th and 32nd Streets. Other potential initiatives regarding youth recreation include the following:

- Negotiate with developers to set aside land for recreational use, or charge impact fees to fund the purchase of new recreation land in older neighborhoods.
- Find ways to share recreation space for citizens and students depending on season and time of day.
- Incorporate recreation activities in "wrap-around" (community service) centers.

Figure 1.5

1.2.6 Trail Continuity

Actively used bicycle and hiking trails approach downtown but are not connected as a network for highest use. Additional recreation and commuting trails for bicyclists, walkers, and runners are being built in Lincoln every year. Trail usage continues to rise, suggesting larger commitments to the recreation and/or commuting value of the trails. The map in Figure 1.6 illustrates off-street trails.

Developers are making increasing commitments during negotiations with the City of Lincoln for more trails, almost all of them on the outskirts of Lincoln. However, some popular destinations for trail users are not located directly along trails. For example, government and business job sites, the Haymarket, and UNL City Campus are all in or adjacent to central or downtown Lincoln, where there are "gaps" in the trail system.

Bicyclists and pedestrians are in conflict with parked or moving motor vehicles where continuing trails do not exist. They must use city streets or sidewalks instead of off-street trails. The map on Figure 1.6 indicates the extent of existing trails.

Why Do Anything?

Without direct trail connections at or near downtown, the full enjoyment and use of the trails will remain only a goal for pedestrian trail users and many who will not ride bicycles on busy downtown city streets.

A true trail system -- meaning interconnected trails from all quadrants of the City -- would enable users to get to all other areas linked by the City and County trails safely. The recreation and commuting use would grow if there were a connected system.

What Can Be Done?

The Amended Draft Single Package includes a trail adjacent to the new stormwater channel in the Antelope Valley Study area. In addition, improvements to existing streets for designated trail use would connect parts of the trail system. Other sections of trail connections would be developed independent from new streets around downtown.

1.2.7 Neighborhood Vitality

Neighborhood residential, economic, and social health depends, in part, on good housing, and access to shopping and medical services. Although nearby neighborhoods have stores, or medical clinics, facilities seem too far away for convenience.

Because much of the undeveloped land within the study area is in the Antelope Creek floodplain, it is difficult to get building permits for new construction. Similarly, owners of existing building in the floodplain which they desire to renovate or redevelop for commercial or community services cannot get loans.

Why Do Anything?

Antelope Valley improvements would likely lengthen population tenancy, which in turn would improve neighborhood cohesion. Figure 1.7 indicates the proportion of residents who lived in the same residence in 1990 as they did in 1985 (US Census Bureau, 1990). In the UNL area, only eight percent of the population lived in the same residence in 1985 and 1990, indicating the frequent change in residence associated

Figure 1.6

Figure 1.7

with a changing student body. Other neighborhoods range from 11 percent (in downtown) of the people in the same residence to as high as 50 percent (in or near the Country Club and South Salt Creek neighborhoods). Where housing tenancy is short, neighborhood cohesion usually suffers.

What Can Be Done?

Not all of the recognized needs related to community revitalization are "public government" activities. Many are normally private activities that require attracting private money to reinvest in a neighborhood. Others would become public/private partnerships. Therefore, neither the neighborhoods nor the partners can do it alone. The Amended Draft Single Package includes a new health clinic in the study area, although the location and specifics have not been determined. The Amended Draft Single Package can help by:

- Championing a community involvement effort to openly address area concerns, constraints, and opportunities.
- Bringing land use, quality of life, transportation, and stormwater management concepts together. For example, using the location for new streets to define places for new buildings or parks.
- Introducing potential developers to the need to help make programs or plans for community revitalization more realistic.

1.2.8 Downtown Vitality

Area businesses need a competitive reason not to leave downtown for new development areas at the City's edges. Businesses provide jobs. From the employee's point of view, if the jobs are far away, it costs more time and money to get to and from work than if they worked nearby. The business owner might prefer new buildings that may be well arranged and energy efficient with land for growth and parking. Residents need jobs and goods and service nearby, but perhaps "not in my backyard."

Residents and students in the older neighborhoods around downtown have shopping and convenience service needs that many feel are unmet or under met in the area around the edge of the UNL City Campus.

Why Do Anything?

Plans for downtown (by downtown organizations and the City of Lincoln) call for more residents living in and nearby downtown Lincoln to help create a more active and vibrant area, particularly during evenings and weekends. Area businesses to serve these new (and existing) residents are needed to make the plan work. Developing appropriate joint student and resident shopping and services east and north of the campus would also bring shopping and job benefits to the neighborhoods involved, as well as strengthen the sense of neighborhood.

What Can Be Done?

Balancing interests of appropriate business locations in a competitive situation would help provide jobs and bring close-to-home economic growth. The process identified programs or projects, such as:

- Finding the right mixture of stores and services to meet the needs and would provide opportunity for more area business and jobs.
- Reviewing the area of businesses near downtown to see if any improvements might help this area stay competitive with expanding commercial areas on the edges.
- Identifying appropriately located land parcels that would be assembled (typically by private developers) for new businesses needed for area development.