

Lincoln, Nebraska

Regional Urban Design Assistance Team March 1980

Northeast Radial Reuse

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American Institute of Architects

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2 Introduction

R/UDAT Program: The Regional Urban Design Assistance Team

The Urban Design Committee of the American Institute of Architects has been sending design assistance teams to American cities, counties and regions since 1967. The Lincoln, Nebraska Team is the 61st such team to be invited into a specific area to deal with environmental, urban and regional problems, which in the past have ranged in scale from major cities to small towns, and in type from recreational areas to public policy and implementation methods.

The team is formed at the request of a government entity, the local AIA Chapter and supporting community leadership. Each Regional Urban Design Team (R/UDAT) is specially selected to include professionals experienced in the particular problem of the issue under study. The multidisciplinary team welds the traditional practice of physical planning together with a variety of related disciplines: economics, law, urban design, recreational and land use planning, architecture and environmental psychology. Members are not compensated for their service, and they agree not to accept commission for their work resulting from their recommendations.

In this specific assignment, the R/UDAT team has been asked by the City of Lincoln to assist the Radial Reuse Task Force in proposing reuse plans for the corridor acquired by the City for a Northeast Radial Highway.

Purpose

The purpose of the R/UDAT team is to help a community solve problems, identify opportunities, and move towards implementation and action. Their review is comprehensive, covering matters of physical, economic, social and political importance. However, in no sense is its aim to offer a complete

or a final plan. This would be totally impossible for a four day R/UDAT team to accomplish. Yet, with the talents of seven experienced professionals drawn from throughout the United States, it is hoped that some light can be shed which will be of use to the community.

Methodology

The R/UDAT approach involves an intensive 4-day weekend. The first two days are spent information gathering, interviewing local officials, businessmen, civic organizations and concerned citizens. The next two days involve analysis and report preparation. In the Lincoln assignment, the team obtained information from the following sources:

Bus Tour- Bus and walking tour of the city and radial reuse area Friday morning.



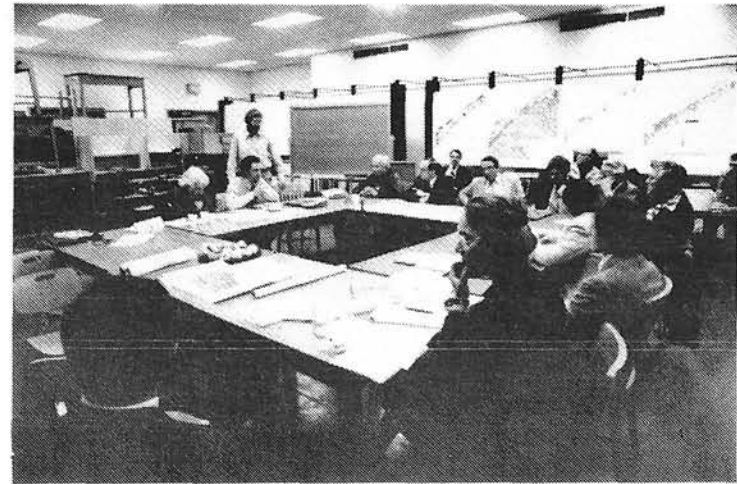
Governmental Staff Presentations- Presentations and discussions with key members of the staffs of the City of Lincoln.

Community Meeting - A three hour public meeting on Saturday morning where over 100 people participated and more than 40 persons presented their views. The team received comments and then engaged in a question and answer session.

Reports and Plans - An extensive review of documents presenting planning and other information on the City of Lincoln, land use proposals and other governmental and private units in the local community.

Throughout the assignment, the local chapter of the AIA and students in Architecture and Planning at UNL have provided extensive assistance in the form of draftsmen, designers and other technical personnel assisting in the preparation of this report.

The final report was completed late Sunday evening and printed Monday. The team will give their recommendations at a public presentation to the Task Force and community on Monday evening.



4 Setting and Problem Statement

Over thirty years of discussion, debate, planning, and attempts at implementation of the Northeast Radial roadway concept in Lincoln, Nebraska, have had an unsettling impact upon the neighborhoods through which the various proposed roadway alignments have been suggested. The history of the Northeast Radial idea in Lincoln is reflective of forces that have affected transportation planning in numerous cities around the country.

During the 1950's, Lincoln, like many cities across the country, began developing plans for major urban highways based upon optimistic projections and large demand forecasts. Such plans typically featured major multiple lane roadways and enormous right-of-way requirements.

As one of the major urban roadway proposals in Lincoln, the Northeast Radial first appeared in the 1952 Comprehensive City Plan as a roadway from 17th and Holdrege Streets to 48th and Fremont Streets. The idea for the Radial was retained in the 1961 Comprehensive Regional Plan for the Lincoln City-Lancaster County Metropolitan Area of Nebraska, but the proposed corridor was extended south along 17th Street to "P" and "Q" Streets. A major extension of the Radial corridor eastward to 84th and Fremont Streets was proposed in the 1966 Lincoln Metropolitan Area Transportation Study, and in 1967 Wilbur Smith and Associates was commissioned to do an alignment and grade study of a superhighway with elevated overpasses from downtown to 84th Street. Property acquisition, with the use of City funds, began shortly thereafter, and in the early 1970's the City launched into an accelerated program to acquire property in the proposed corridor area.

By the 1970's, many people in urban areas

of this country began to seriously question the grandiose road construction plans which lingered from the 1950's and 1960's. Among the factors contributing to this mood were an increasingly serious energy shortage, the emergence of strong, well-organized neighborhoods, the National Environmental Policy Act of 1969, increasing attention to alternative methods of solving urban transportation problems, and changes in federal transportation policies and programs.

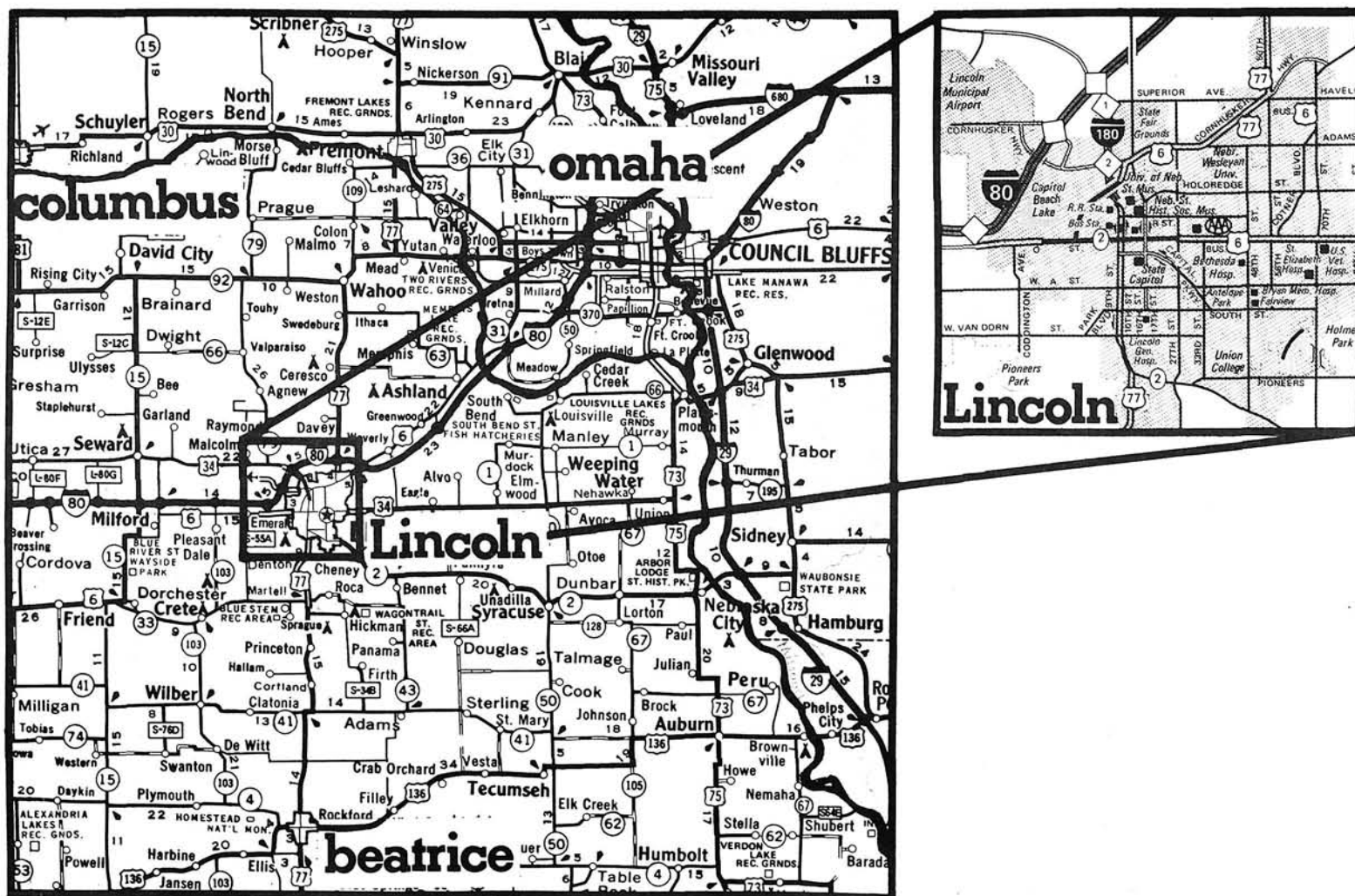
In Lincoln, opposition to the proposed Northeast Radial mounted in 1973 and 1974. The City Council responded in 1974 by shutting off funds for property acquisition.

By 1977, continued re-examination of the Radial resulted in The Lincoln City-Lancaster County Comprehensive Regional Plan proposing a shortened northeast diagonal route extending from the central business district only to 27th Street. Because the City had earlier acquired several properties east of 27th Street in the proposed Radial corridor, the City Council in July, 1979, passed a resolution creating a twelve-member Radial Reuse Task Force, charged with the task of identifying and developing alternatives for the reuse of that City-owned land.

In August, 1979, the Task Force members were appointed to represent citizens at large, neighborhoods, businesses, commercial-industrial interests, financial interests, and alternative energy interest.

Task Force members are as follows:

Gordon Scholz, chairperson and citizen at large; Leon Satterfield, vice chairperson, University Place Community Organization; Helen Adams, Malone Area Citizens Council; Florence Bridge, Clinton Neighborhood Organization; Paul Brown, business; Maxine



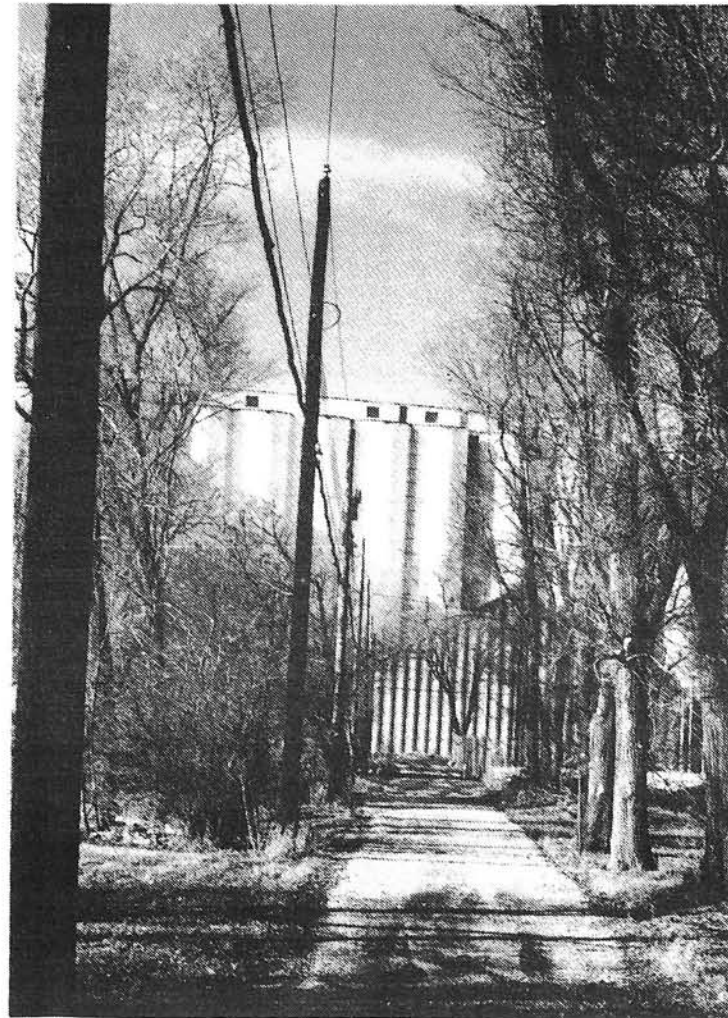
Nichols, citizen at large; Byron Peterson, citizen at large; Robert Sedelmeier, financial; Carole Shein, citizen at large; Charlotte Smith, business; Connie Stauss, alternative energy; and John Vestecka, commercial-industrial.

The City Council resolution creating the Task Force directs the Task Force to prepare reuse recommendations for the abandoned radial corridor and specifically directs the Task Force not to consider a through road in connection with the Northeast Radial which has been discussed for the area west of 27th Street.

The Task Force has developed a process for preparation or reuse alternatives. The process includes: (1) preparation and analysis of background information, including a review of existing conditions and trends; review of plans, programs, and procedures as they relate to reuse of this area; and identification of a set of objectives for the preparation of alternatives. The elements of this background study are contained in a reference volume entitled "Northeast Radial Reuse, Lincoln, Nebraska: Context", (2) involvement of a R/UDAT in the preparation of alternative reuse recommendations, (3) preparation of final Task Force recommendations.

In general, the past thirty years of Radial history have yielded a great deal of frustration, indecision, and uncertainty for residents and for the neighborhoods through which the radial corridor has been proposed. The state of uncertainty has been devastating to the viability of the neighborhoods and communities affected. Public and Private investment has been severely curtailed. Remaining residents live with the daily problems and uncertainties of possibly facing displacement. The City Council decision to implement an alternative land use plan for the area as developed by the Radial Reuse Task Force has the potential for reversing the decline

in these neighborhoods. The work of the Radial Reuse Task Force, with assistance from R/UDAT, to identify the most desirable land use alternatives and development strategies for the old Radial corridor is the first step in what can become an effective and creative process of neighborhood revitalization.

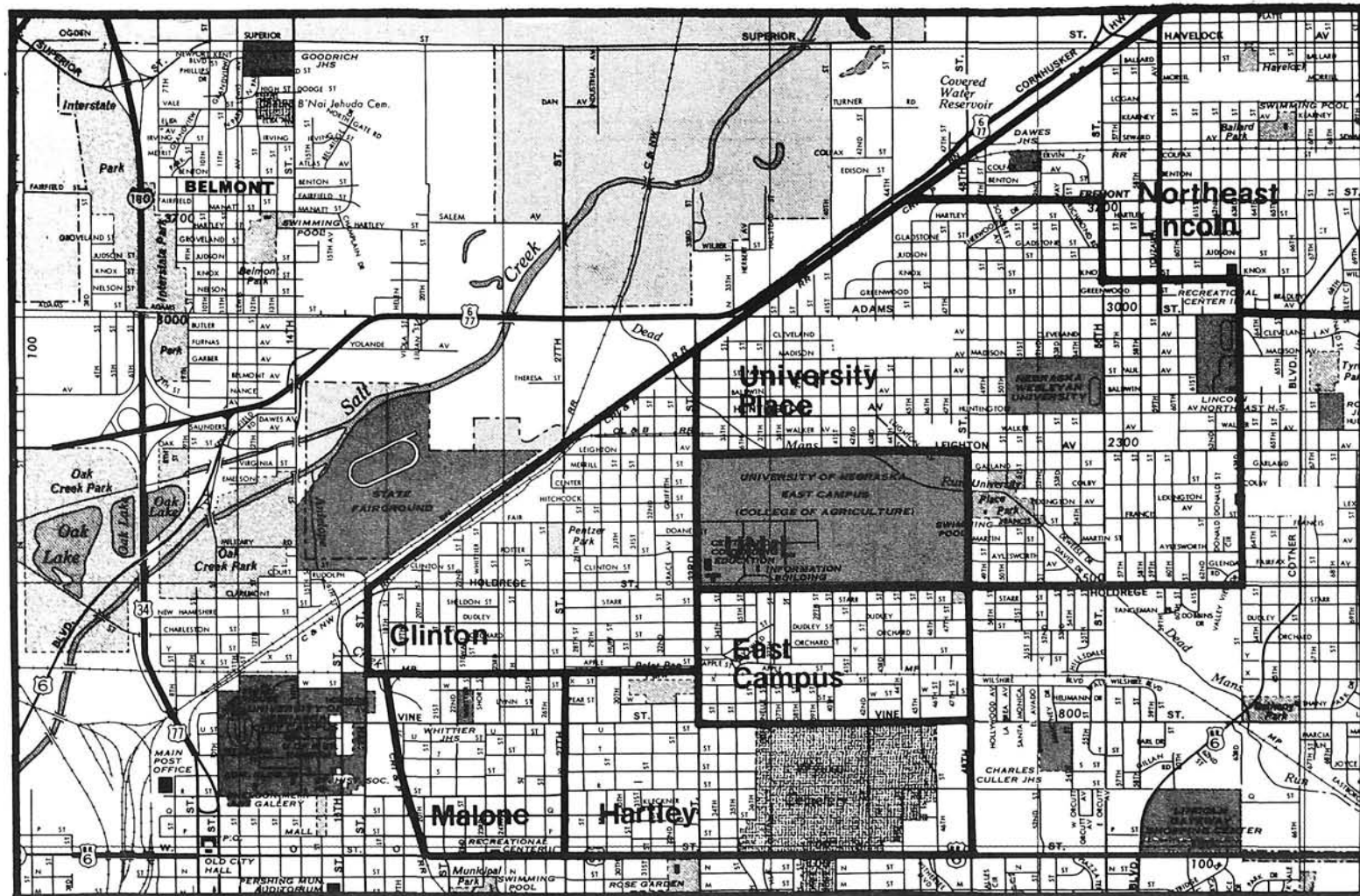


"I think the team's going to find that they've stepped into the middle of a hornet's nest of philosophical and emotional issues and, briefly stated, it's ...whether we're going to see automobiles taken in favor of people."

7

"The uncertainty that has gone on for the twenty years or so that the Radial has been hanging over our heads has caused some real problems."

"We can't continue to use land and resources to move automobiles. We need to think about rebuilding our infrastructure so that it's energy-efficient."



8 A Look Ahead

To many, the future appears ominous. Inflation gallops ahead, fuel prices rise, houses and cars become unaffordable, and the word from Washington is uniformly negative. Tight budgets and hard times are already gripping many American cities.

Although these have of course impacted Lincoln, to some extent, we feel that the city has remarkable opportunities, as well. It displays unmatched vitality, cheerful optimism, and, perhaps most important, an openness to innovation. This is displayed not just in positive attitudes, but in a history of innovative social, political, and economic planning. Lincoln is in a position to do what many other cities in the U.S., "locked into" outdated approaches, cannot.

The issue in Lincoln is not bare survival in the context of National Misery, but how to make the most of its already excellent resources, how to turn an apparently bleak future into an opportunity to develop in new ways. Quality of life is Lincoln's best feature, we feel. We have therefore chosen to treat the N.E. Radial Corridor Area as a case study of what can be done to further enhance the quality of life throughout Lincoln, and even elsewhere in the nation. We feel that this is in keeping with the resolution establishing the Radial Reuse Task Force, adopted by the City Council on 23 July, 1979.

We open this report with our view of Lincoln's future in the context of the foreseeable national future. Our ideas fall into the following broad categories:

- Restoration of community

- .Integration of fragmented lives and changing family configurations
- .Diversity of community membership

- Expanding range of alternatives, especially in

- .Housing
- .Transportation
- .Health and social services
- .Recreation

- Developing new policies and new techniques of implementation and management

- Energy conservation and alternative technologies

- Community-level economics

THE PRESENT

Lincoln is characterized by a system of neighborhoods, some established, some in the embryo stage. To an extent, the neighborhoods in the path of the Radial have organized about the Radial issue. What, beyond such threats, is the need for neighborhood organizations and for communities? This may emerge as the major issue of what remains of the twentieth century, for our nation has bought the luxury of isolation at enormous costs in terms of energy and environment, securing people's futures with insurance in place of friends, family, and neighbors.

As people have become isolated socially, they have separated geographically as well, and current systems of zoning reflect this. The nation's prime concern has been economic success, and this, too, is reflected in our spatial planning: rich people live in one place, middle-class in another, and poor in a third.

People have also been separated by stage in the life cycle: old from young, and those with children from those without. The result has been rather dull places with little public life--and little community.

Nearly 50 years ago, the Hoover Commission set housing policy by recommending that the U.S. government encourage home ownership--more specifically, of free-standing, completely detached single-family homes. Following World War II, the possession of such homes became a symbol of material success. It was the only investment of a vast majority of Americans, and is still the major road to upward mobility. The free-standing, fully detached, single-family home became, first, the goal of many Americans, and later, the model middle-class American home. While such a home was very dependent upon its urban infrastructure for the provision of water, energy, and communications, it was to become socially self-contained. Each house had its own garden and garden tools; its own guest facilities; all its own food preparation facilities and every conceivable appliance; rumpus, recreation and family rooms, etc. The house removed, first, the need for unwanted interaction with neighbors, and, later, the need for any interaction with neighbors at all. And people opted for this--it was, in some sense, the fulfillment of a dream.

But it changed the nature of communities. When there is no need for neighboring, there is often no neighboring, hence no community. Since many people do all laundry at home and watch first-run films on television, there is not even the casual interaction of the laundromat or movie theatre popcorn counter anymore for many Americans. Dispersed because people have cars, residential areas often cannot be served efficiently by public transport, so private cars (one per family member, where possible) must be used nearly all the time.

THE FUTURE

By exploring alternative forms of residence, recreation, and transportation, and weaving these in an integrated fabric, we are

sketching a future for Lincoln's "Radial Path Neighborhoods" which reunites separated aspects of life: recreation becomes spatially related to such social services as health care, to education, and to transportation, for example.

Re-integration means reworking the mechanisms which separate parts of life, and the institutions which reinforce this separation. In zoning terms, this implies the establishment of Special Use Districts (or Special Residential Districts) which will allow experimentation with:

- Mixtures of single-family, multi-family and cluster housing;
- Mixes of household tenure; individual and cooperative ownership, rental, homesteading, etc.;
- Organization of housing around community gardens, urban farms, trails and open space networks;
- Solarized communities;
- "Cottage Industries" (termed "home occupations" by the zoning manual);
- Sharing of certain spaces and facilities (storage, tools, libraries, etc.);
- Mixtures of economic levels and occupational groups.

The last provides the justification for the obviously attractive "Special Use" zoning: it is designed to integrate neighborhoods. In the case of the Northeast Corridor, this means integrating more middle- (and even upper-) income people into the community. Special Use designation, then, should be contingent upon presentation of a community development plan which indicates how different economic levels will be housed and otherwise served. The future urban landscape--the outcome of this process in Lincoln--will reduce the spatial separation among different income levels.

The changing character of future Lincoln neighborhoods can be reflected in a broader

range of elements. Housing choice once limited to owned single-family houses and rental units can be expanded to include various forms of cooperatives; integration of housing with quiet, non-polluting home-based occupations; and other arrangements reflecting the changing nature of the family. Transportation options are currently quite limited, and most families find themselves forced to maintain one car for each employed adult (and sometimes even for unemployed adolescents). At the current national rates of inflation and salary increases, respectively, people will be expected to purchase fuel costing at least four times today's prices (under the unreasonable assumption that no price increases unrelated to inflation occur) with only a little over twice today's income, by 1990. People are still "married" to their cars, but we expect these marriages to sour a bit over the coming years, with great increase in demand for car-pooling, van-pooling, and public transport arrangements in the near future. This desirable state of affairs can be aided by:

- 1) Increasing incentives to further ride pooling;
- 2) Reducing "hidden incentives" to private auto use;
- 3) Increasing the quantity and availability of public transport.

Principal among the hidden incentives for driving one's own car is subsidized parking. Covered downtown parking, for example, which costs about half as much as office and retail space to construct, charges only 1/10 the rent for vehicles of what downtown buildings charge for human occupancy. Shoppers receive about the same reimbursement from downtown retailers whether they arrive by car or by bus. Parking in peripheral shopping centers often appears entirely free, with costs passed on to the consumer, in hidden form, as higher product costs.

Public transport can be increased in a number of ways. Buses will continue to function, but could be supplemented with rail service, which could be instituted along the to-be-abandoned Rock Island line from Havelock, through the east side of downtown, to Union College, with the possibility of a second route along Missouri Pacific tracks from the airport, through downtown, to Lincoln's eastern boundary. These could be coordinated with downtown Mini bus loops (already used successfully in Portland and at one time in Los Angeles) providing very frequent service and connecting rail terminals with downtown and with the University of Nebraska's main campus.

Until but a short time ago, energy conservation was viewed as an individual responsibility, with insulation and other weatherization, solar retrofits, etc., left to the individual householder. A recent report of the National Research Council effectively institutionalized this attitude by refusing to deal with residential solar energy issues. Weatherization incentives provided by federal and state governments, usually in the form of income tax deductions, are pitifully small. Because large governmental entities have failed to meet a need which many individuals cannot afford or lack the skills to do themselves, communities come to the rescue once again.

As Lincoln's Radial Corridor neighborhoods develop in the future, community energy concepts will hopefully transcend purely individual considerations. House orientation, "solar rights," street widths, trees and other vegetation, greenhouses, community energy cooperatives, and a host of related issues will assume significant proportions as the prices of heating fuels continue to grow at least twice as fast as incomes. Appropriate technology will progress from a counterculture plaything to an everyday consideration as "high tech" approaches and

materials become either more costly or less available.

It is not always true that "small is beautiful," but increased mutual self-reliance is almost always a desirable community goal. In 1976, the most recent year for which reliable statistics are available, 55% of University Place, 80% of Clinton, and over 83% of Malone households were classified "below poverty line" (even correcting for the large number of students, the last is a rather astonishing figure). At a national level, we anticipate a trend toward cooperative enterprise (particularly consumer and housing coops), alternative economies such as direct barter and organized indirect skill exchanges, and household-level economic activities. The latter include such crafts as furniture-making and light construction, applicable to the erection, repair, and refurbishing of homes. Many garages now shelter cottage industries rather than cars. Finally, mutual-aid enterprises such as community-operated transit (van pools, for example) are already underway in other cities. We fully anticipate that all of these movements, with intensified scarcity of both traditional jobs and resources, will increase in the near future.

Perhaps the greatest threat to progressive innovation in any community is complacency. Unlike many cities, Lincoln has few obvious, glaring social problems: even crime is a very low-ranking concern (Nebraska's crime rate, well below the national average, fell between 1977 and 1978*, for example). With complacency, however, institutions become entrenched, solidified, even ossified, and unresponsive to needs for innovative change. Further stagnation may set in just at the point where reduced

national resources require even more innovative approaches.

The very hopeful indication that complacency does not rule the urban design process in Lincoln is the Comprehensive Plan and the process by which it was produced. This plan and the R/UDAT team's response to it are the subjects of the following section.



"When I take people out of their automobile, they have more of a trauma than I'm experiencing when I'm speaking to you! Many of them almost come down in nervous hysteria and claustrophobia because they don't know what to do without an automobile."

*Violent crime rose nationally by almost 2% but dropped 5% in Nebraska.

12 Summary

The R/UDAT team has considered the many issues of the Radial Reuse Corridor in terms of the goals and stated recommendations of Lincoln's Comprehensive Plan. We find, in the light of these precepts, that to build any of the Radial Corridor in the currently proposed locations would directly contravene those goals and programs the Plan describes.

More specifically, construction of the Radial would directly undermine the Plan in at least the following areas:

First, the City's healthy future as projected in the Plan defines optimum growth as that which surrounds and reinforces the central city.

Second, in a number of areas, the city is directed to act powerfully to preserve and support the existing residential neighborhoods and the needs of those residents dependent on city services, and to discourage outlying growth.

Third, much emphasis is given throughout the Plan to energy conservation, and the decreased use of the automobile.

The R/Udat team supports these concepts, and their application to Lincoln and the Radial.

We have therefore made a series of recommendations for:

Alternative transportation modes and locations and reinforcement of the inner city neighborhoods through housing, open space and social services, financing and development controls.

Lastly, over and above our recommendations related specifically to land use and develop-

ment process, the team urges the City of Lincoln to put an end to this issue for once and for all. The dead hand of indecision lies heavily on the residents of Clinton, University Place, Malone and in fact the city itself.

Universally the team heard forcefully expressed opinions that the time has come to move forward. We wholeheartedly support this view.

NEXT STEPS

The R/UDAT recommends to the Task Force that it request the Mayor and City Council :

1. Name and fund a "Development Coordinator" who will be responsible for putting together the necessary information, resources and decisions to accomplish the goals of the Development Plan.

The Development Coordinator will:

- a. Provide technical support to the Task Force and its subcommittees. This will include outreach to involve the advice of residents and businessmen of the area.
- b. Manage the work of consultants hired by the city to plan public and coordinate private portions of the project.
- c. Make recommendations to the Mayor and the City Council on actions required of them. Disagreements within the Task Force will be brought by the Coordinator to the appropriate public official for decision.
- d. Coordinate the responsibilities of the various public agencies -- city, state, and federal -- necessary to accomplish the goals of the plan.

2. Recommend that the Mayor take immediate action

to establish the beginnings of stability in the reuse area proceeding with the sale of the "early action" parcels listed herein.

3. Continue its deliberations on the re-use issues, and report as soon as possible, recommendations based on the proposed Neighborhood Development Plan.

4. Request that the Mayor direct the Director of Public Works to stop work on the 27th St. widening Potter Street to Arbor Road and the proposed northeast diagonal, 16th at "P" and "Q" streets to 27th and Fair Street. Halt production of the Environmental Impact Statement on these projects and substitute a Comprehensive Transportation Corridor Analysis which will analyze the transportation needs and alternatives along the Cornhusker Transportation Corridor. The Task Force and its subcommittee on transportation development should insure citizen participation in this study.

At the point of conclusion the Task Force should request that the Mayor and City Council expand jurisdiction of the Task Force to cover Malone, with Clinton and University Place, and specifically include additional minority, local industry, University and transportation representatives.

Establish sub-committee of Task Force to function in the two primary tasks. Neighborhood Development and Transportation Development.

5. . Establish a multi-use center in the area which can serve a city-wide purpose. The complex would be a demonstration center featuring recreation, social services, urban agriculture. It would employ innovative methods of financing, maintenance and operations. "The Center for Re-Creative Interaction" would build and strengthen existing partnerships between the private and public sector agencies concerned with the delivery of human services.

a. Provide a variety of supportive services and housing designs for families, the aging, and the handicapped.

b. Create a "Greenspan" to link existing park and recreation facilities, to provide trail and biking opportunities, and to create additional open space and play facilities.

c. Upgrade existing parks and school playgrounds in the Radial Corridor.

d. Undertake a comprehensive, city-wide park and recreation issue/action planning process to include human service and management planning as well as that for land acquisition and facilities. Lincoln, with its fine basic park system, should aspire to undertake the most sophisticated and comprehensive planning for its parks, recreation and open space system of any city in the country.

6. All profits from the sales and rents should be returned directly to the neighborhood.

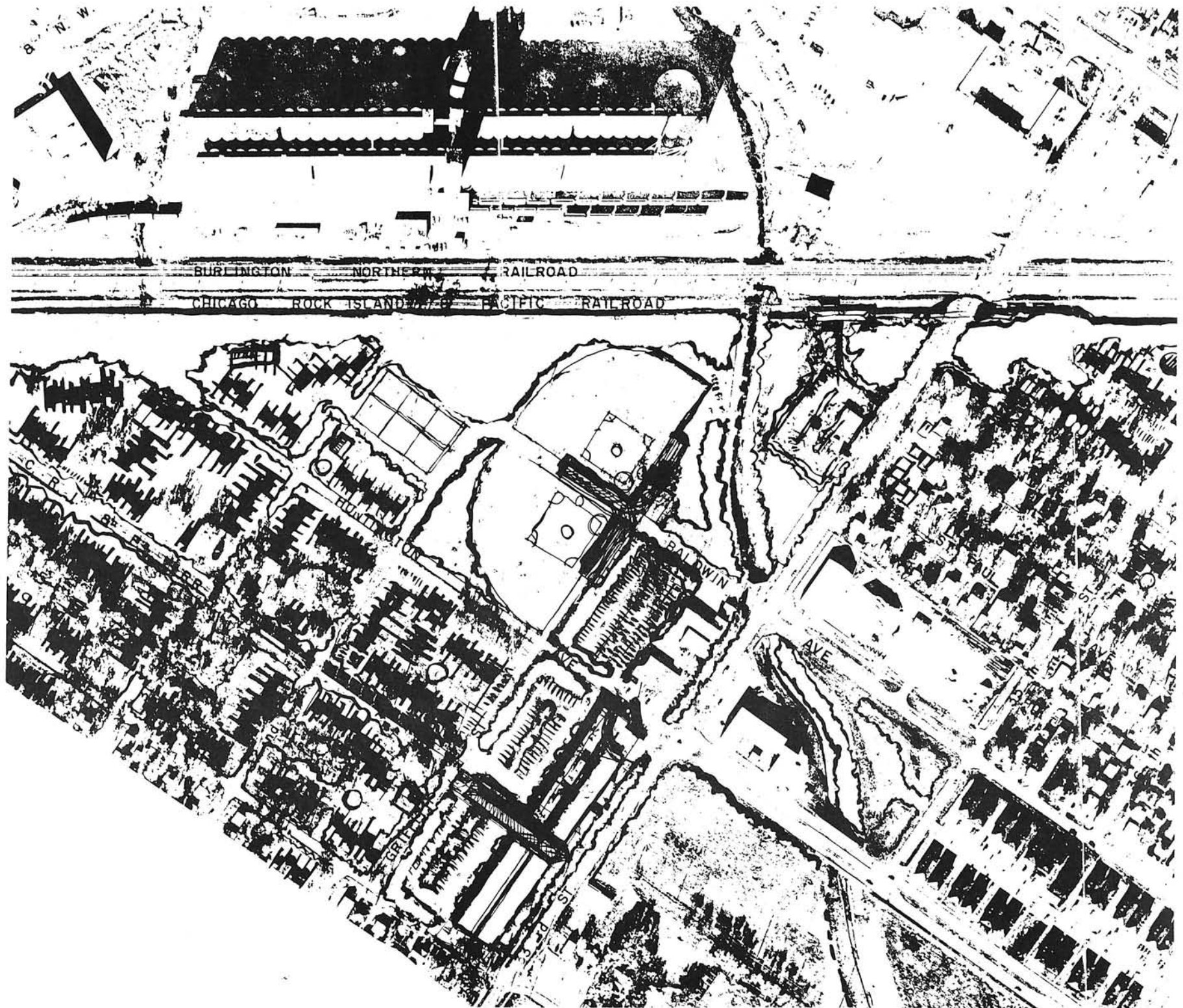
a. The Urban Development Department should coordinate the initial improvement efforts. A non-profit development corporation should eventually be responsible.

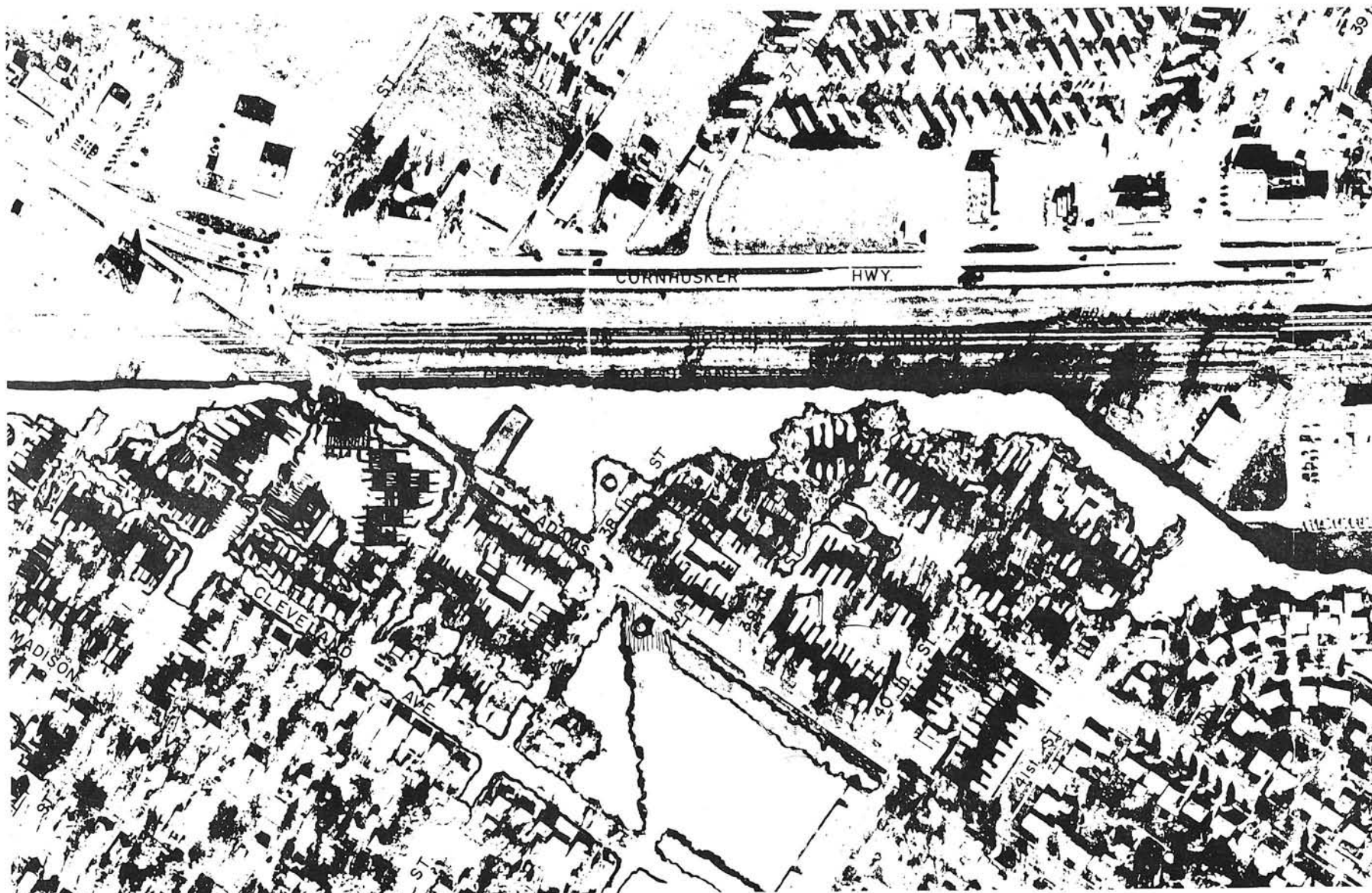
b. Programs that will result in visual improvements should begin immediately.

c. A master development plan is needed for the neighborhood.

d. Loan assistance and guarantees should be made available.

e. Some land parcels should be sold soon at fair market value; industrial lands should be sold first.





f. A variety of financing techniques should be used, including establishing a revolving loan pool; revenue bonds using tax increment financing; coordination with private lending institutions, public/private joint ventures and others.

7. Amend the zoning ordinance to allow Planned Unit Development districts.

a. Establish administrative guidelines for development standards in anticipated P.U.D. in study area.

b. Establish tight compatibility requirements for "slip-in" development in predominately single family areas.

c. Re-examine policy of allowing multi-family development in certain neighborhoods which were historically single family.

16 Recommendations for Action/ Present and Future: Reinforcing the Comprehensive Plan

Note: The following goals are goals stated in Chapter 2 of the Lincoln-Lancaster Comprehensive Plan.

The Team finds the Lincoln City/Lancaster County Comprehensive Plan an impressive document, well suited to the needs of the energetic, forward looking city of Lincoln. Because it covers expertly, and in some cases prophetically, the critical issues of Lincoln's development, the R/UDAT team has identified as its major purpose reinforcement of certain of the plan's primary goals and policies in the light of changing circumstances and new perceptions that have occurred in the four years that have elapsed since the plan was written.

The team's recommendations to the Task Force and the City of Lincoln for present actions and continued implementation strategies are directed towards certain of the Plan's primary cited issues.

"-The Need to Conserve Resources: During this decade it has been evident that we Americans have been supporting our life-style through the massive consumption of natural and man-made resources. However, recent events have shown us that our supply of resources such as open space, energy, clean air, and money are not infinite and must be conserved if we are to maintain the high quality of life to which we have become accustomed".

"The structure and characteristics of the region today indicate that if the growth of Lancaster County is not managed with our

conservation ethos then the quality of life, so highly prized within the city and the county, will suffer".

"-The Need to Control the Spread of Urbanization: Easterly expansion of Lincoln: Historically, Lincoln has grown in an eccentric manner to the east of the downtown. Today, there is pressure to continue this easterly expansion by urbanizing portions of the Stevens Creek basin. This action would continue the eccentric form of development and, in addition to requiring substantial infrastructure cost to accommodate new development, would severely weaken the many investments within Lincoln Center and the industrial areas located within central and west Lincoln. A major concern of the plan is the need to accommodate the population growth of the region while minimizing the impacts of future development upon presently urbanized as well as rural areas of the country".

"-The Need to maintain the Strength of Lincoln Center: To allow Lincoln Center to lose its dominant role would be to waste the millions of dollars of public and private investment made over time".

"-The Need to Accommodate Unforeseen Opportunities: It is often the concern of many residents that control upon the growth of a city or county will limit its ability to take advantage of opportunities which could not have been foreseen during the development of a plan".

The Radial Reuse directive to the Team, while clearly an example of the last issue, in fact involves them all.

The sudden emergence of the energy crisis has thrown the construction of any mechanism that encourages auto use into serious doubt. Likewise, the spread of development to areas which require for their support costly new municipal expenditures for infrastructure (streets, sewers, utilize) and public services (transportation, community services and public open space) are increasingly impossible to finance if a city intends to maintain its expected quality of life. The millions already invested in the central city, its accessibility to all residents and particularly the elderly and those without cars has, as predicted by the Comprehensive Plan, become a critical city planning necessity.

In addition, the R/UDAT team has heard, from almost every participant in the R/UDAT process during the team's visit, a powerful desire for a certain specific quality of life: preservation of neighborhood, family style living, integrated life style with a combination of incomes, races, ages and opportunities--and a desire for stability combined with a strong desire to anticipate the future--in fact to demonstrate that Lincoln can show the way in innovation and response to a new world.

Therefore the team has made recommendations for the Reuse of the Radial in the broader context of the Comprehensive Plan:

- Resource Conservation
- Control of Urbanization
- Strength of Lincoln Center
- Coming Economic Stringencies
- Development of Neighborhoods
- Reinforcement of Quality of Life, and the clearly enunciated desire to deal with the issues of the Future--NOW.

We have detailed three of the specific issues related to physical infrastructure and human services:

- . Transportation
- . Housing and the Neighborhood
- . Re-Creative Services: Social Services; Parks and Recreation

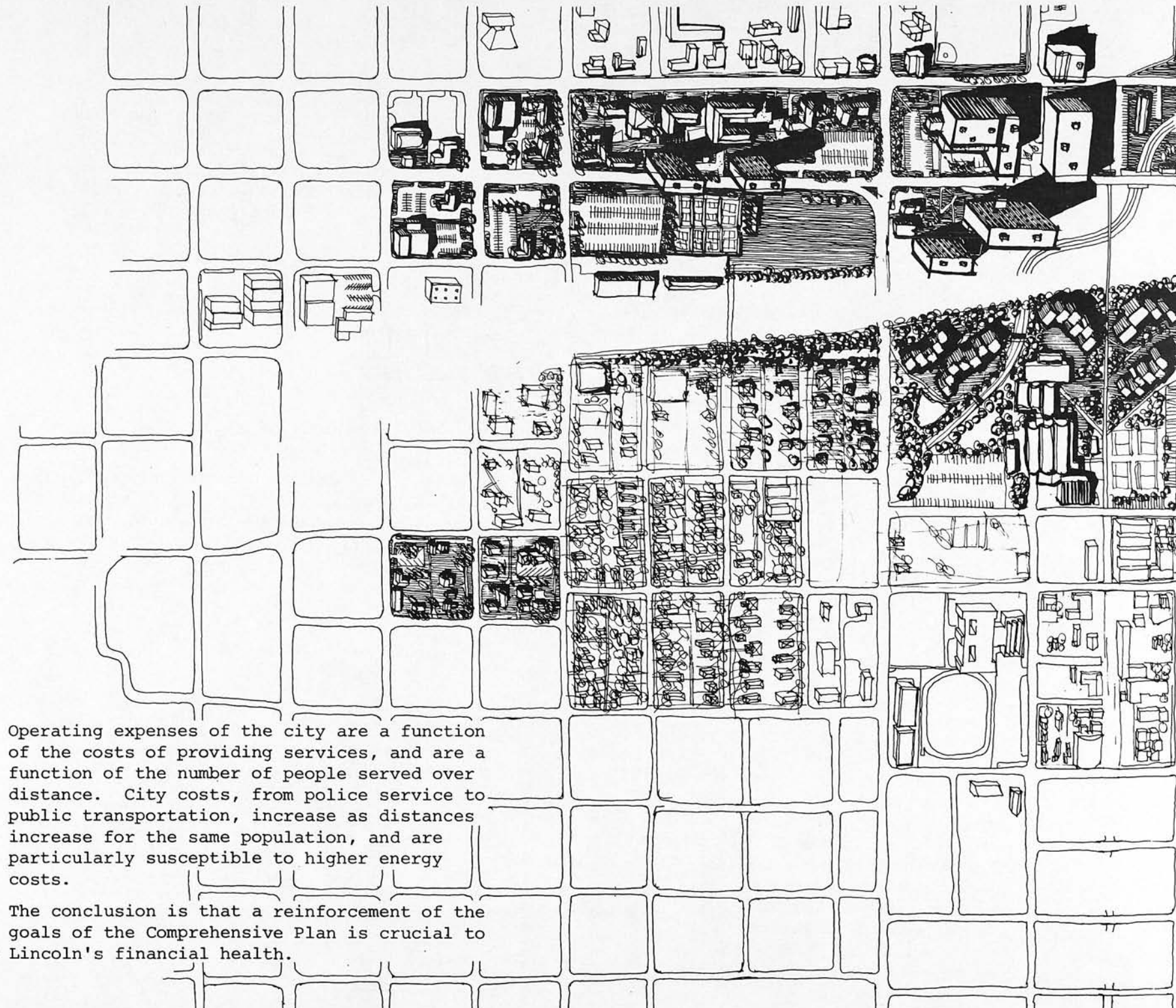
In these areas we have offered a framework for thinking and action. Similar analysis and recommendations are needed in a full-scale plan for:

- . Schools
- . Environmental Protection
- . Public Safety
- . Public Utilities
- . Health Care and Emergency Health Care Facilities

Economic Impacts of Outward Expansion vs. Inner City Revitalization

Lincoln is in an enviable position of control over many of the forces which affect its city budget. The nationwide belt-tightening has only this year resulted in some department cuts. It is clear that development policy decisions will have a direct bearing on the City budget over the next 5 to 10 years. In addition, these policies will clearly affect the personal economics of Lincoln's citizens as well.

The City budget is a product of capital and operating expenses in relation to income. Revitalization uses an already capitalized infra-structure, from sewers to schools, the still operational structure of the City which is already built and paid for. This was realized by the city in its original zoning, which allowed the construction of "slip-in" housing in older neighborhoods; however, more complete design controls are required to insure that denser construction will result in compatible building types.



Operating expenses of the city are a function of the costs of providing services, and are a function of the number of people served over distance. City costs, from police service to public transportation, increase as distances increase for the same population, and are particularly susceptible to higher energy costs.

The conclusion is that a reinforcement of the goals of the Comprehensive Plan is crucial to Lincoln's financial health.



20 Transportation

We strongly believe that any plan which proposes to destroy beautiful, valuable and well-located viable neighborhoods to create a radically increased traffic flow for high-speed automobiles would run directly counter to the City's obligations to its residents, its response to recent global events, and its course of action mandated by the Comprehensive Plan created with the full participation of Lincoln's citizens.

Construction of any portion of the Radial, the Team believes, would do just that.

Instead, the R/UDAT Team proposes relocation and simplification of movement systems, and identification of new traffic modes. This includes the creation of a Transportation Corridor along the Northeast rail corridor, increased use of bus and rail transit systems, and a halt to planned street widenings.

The team decided early in the visit that a decision on transportation was the essence of any plan for the Radial Corridor.

In this determination, several critical issues emerged:

Suburb or city: Neighborhood restoration and preservation.

Lincoln is at a moment of choice--to plan for core-oriented urbanization within the preferred style of life, as envisioned in the comprehensive plan, or to continue the current model or suburban extension. The latter choice, we believe, progressively undermines the inner city.

Preserving and restoring and reinforcing the inner neighborhoods fulfills the responsibility of the City to its many citizens who live there, in many cases all their lives.

Preserving these neighborhoods, making the most of their central location and existing city facilities while increasing opportunities for housing, recreation, and accessible open space is the way towards guaranteeing the future of Lincoln Center. Extension of the outer suburbs drains resources from the City as a whole, undermining the quality of its life. A quality of which its citizens are justly proud.

Automobile vs. City?

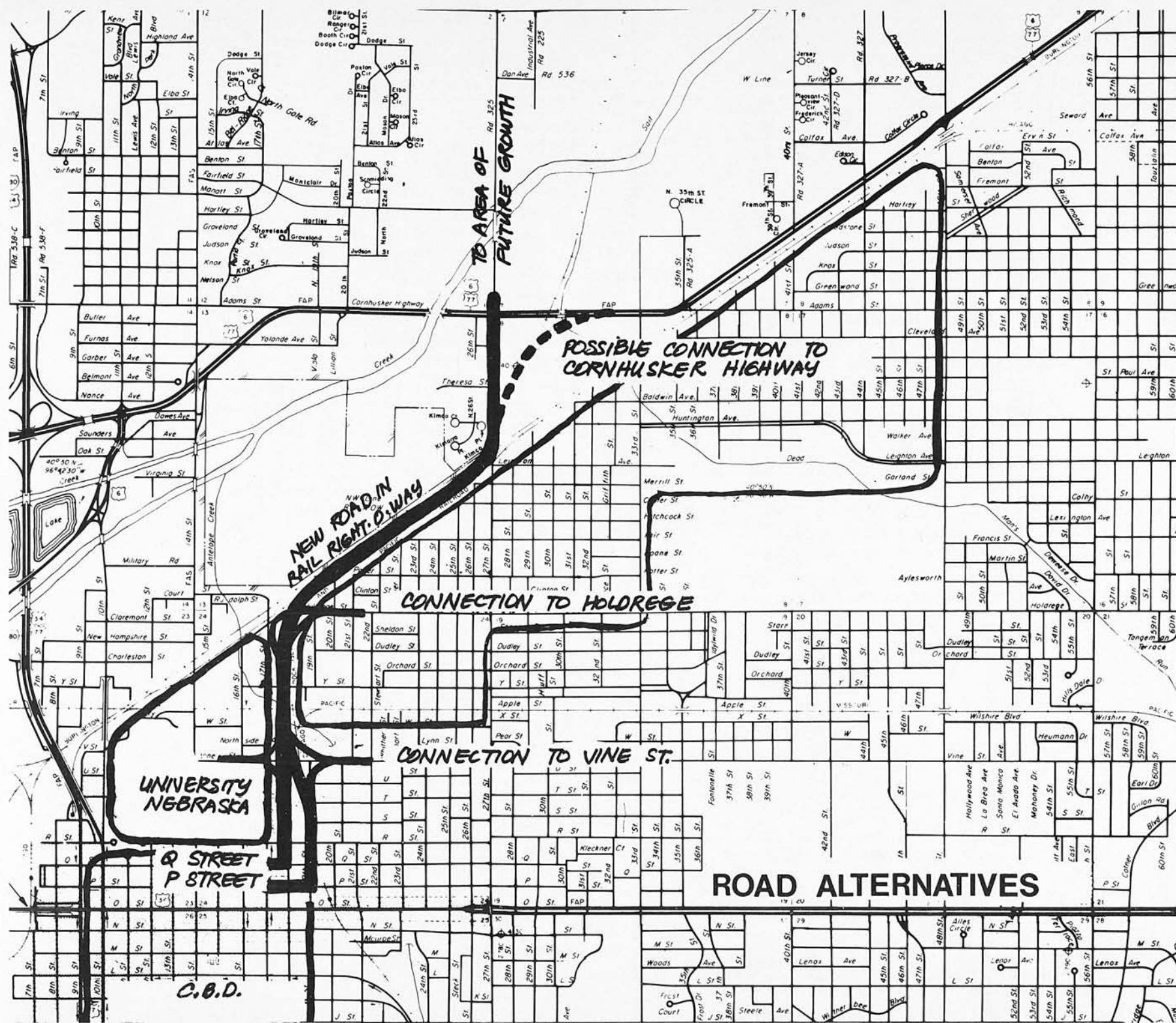
The more opportunities you provide for life styles not dependent on the automobile, the more opportunities there will be for people to experience and support the activities of the City.

The further people live from the Center, the more limited their ultimate lifestyle, the more limited the uses and spaces of the City become.

The transportation plan for the city has been consciously prescribed by the Comprehensive Plan to reduce the need for street widening and additional highway capacity. However, the current expansion at the outer fringes of the city threatens to create additional pressure on the street network between it and the Center, as well as place heavy financial burdens in the areas of street repair, new parking facilities, and long new bus routes on the city's fiscal resources.

Recommendations

The Team proposes that a positive decision be made which preserves and reinforces the present residential neighborhoods by establishing a barrier along the line of the Northeast rail corridor and establishing a Cornhusker Transportation Corridor which would flow along the north side of this line. The Transportation Corridor thus defined would provide for a far more efficient transportation facility than the former Northeast Radial could have and could be composed of the following elements:



--Arterial street construction. A link consisting of Cornhusker Boulevard, 27th Street North with P and Q using the Rock Island alignment could be developed in a future where it became important for the City to reverse its present goals of core development and increased carpooling and use of public transit, should the City be financially prepared for such construction and its related increased demands for automobile facilities.

--Busway development. Buses would run along the same rail corridors and could provide for express routes making local loops and speeding them toward downtown with a minimum of traffic conflict. This exclusive use pavement could also serve as truck access to industries along the northern edge of the neighborhoods.

--Rail passenger services: Trackage now exists (including the defunct Rock Island) from the south past the Central Business District and downtown campus of the University of Nebraska extending to Havelock and beyond with a spur to the East Campus owned by the O.L.&B. The Missouri and Pacific tracks run from the Airport past the University toward the Southeast Community College. Light rail vehicles (street cars) or self-propelled rail-bus vehicles are possible ways of utilizing this existing resource.

--Greenway Buffer. The proposed realignment and reconstruction of Cornhusker Highway includes designs for the separation of the traffic corridor from the places for people. These design proposals include an absolute physical barrier to be erected along the rail/transit corridor consisting of an earth berm to control noise, dense planting of evergreen and deciduous trees to screen the visual pollution, and a green space-park-bike trail area of variable widths at various locations.

The existing neighborhoods have historically suffered the noise and visual pollution of the railroad corridor and its related in-

dustrial uses. The potential of the good personal life and enhanced property values is integrally related to establishing a buffer and a visual edge between these areas.

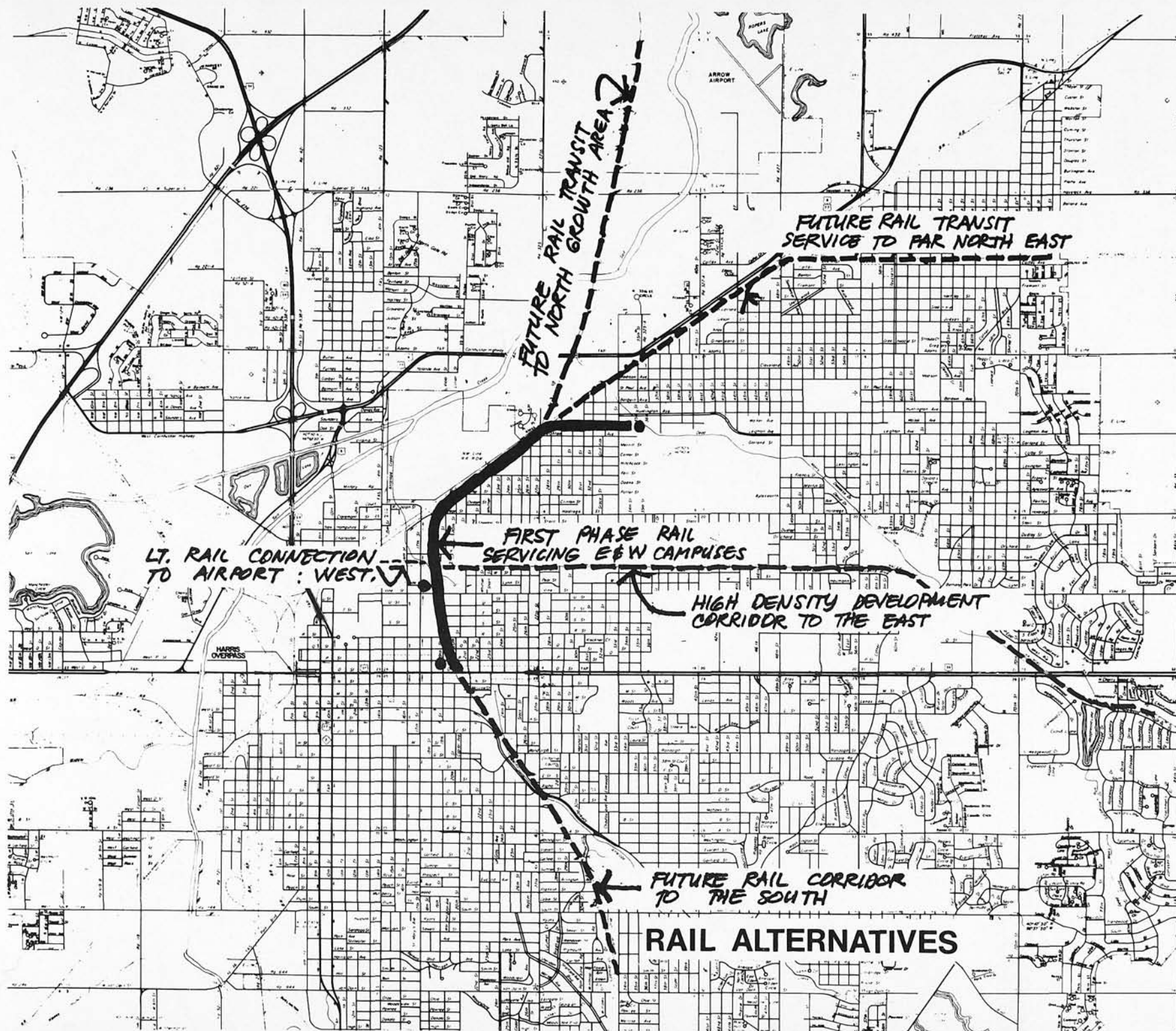
--University/Industry Edge. A new and more positive edge between neighborhood and University and neighborhood and industry created by the Cornhusker Transportation Corridor Western Extension and the elimination of incompatible land uses which have contributed to the deterioration of the western edge of the neighborhoods is required. Many of the existing local industries are not considered incompatible by the Team. If properly screened, they are small-scale, non-polluting industries which can provide local employment opportunities and might remain in the short or long run.

--Future Development. The proposed transit realignment will facilitate the future development of North and South Lincoln, as envisioned in the Comprehensive Plan. The development opportunities are clear on any map. Access is the key.

Related transportation recommendations include the following:

--Incentives for participating in ride sharing programs should be developed. These might include preferential parking for vanpooling and free parking in the Central Business District lots for carpools. Free transit on selected routes should be used as a marketing program. Expanded participation by employers and commercial businesses, through the use of redeemable tokens, paid for by businesses, can be an aggressive and successful approach to increasing bus ridership while maintaining farebox revenues.

--Disincentives for the use of the automobile, such as increased parking fares, should be employed in concert with efforts to increase vehicle occupancy and transit ridership.





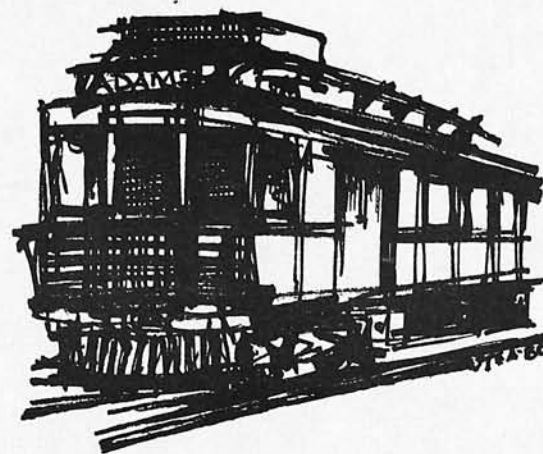
--Street widening halt. Widening streets creates more traffic, and relieving demand in one area creates new demand in another. Planned widening projects in the study area should be stopped.

Obviously, the plans that we have proposed call for a major change in the current plans of the City concerning both 27th Street and the truncated Northeast Radial west of 27th street. Those plans, now under federally-mandated study, will have strong negative impacts on neighborhoods within and adjacent to our study area and will work against such policies as core density and energy conservation contained in the Comprehensive Plan. Accordingly, the study of these two segments of essentially the same highway should be carefully monitored and the results viewed critically. Unfortunately, this is made difficult by the segmented approach to highway studies.

There would seem to be little if any justification for the division of these studies. Growth to the northeast beyond the study area is being actively discouraged by both the City and the R/UDAT recommendations. Therefore, the two highway projects appear to find their major justification in speeding traffic to and from the north, whether in the undeveloped area above Cornhusker Highway or from the State Fairgrounds closer to downtown. The

two segments work together in this plan and, of course, feed into each other.

Yet, the environmental analysis of these road projects treats them independently. This flies in the face of: "National environmental policy (which) requires a detailed analysis of the long-range environmental costs of proposed action and a thorough study of available alternatives before any action is taken. Planning and building highways in a piecemeal fashion threatens to frustrate this policy by allowing a gradual, day-to-day growth without providing an adequate opportunity to guess the overall, long-term environmental effects of that growth!"¹



¹ Peterson v. Exon, 415 F. Supp. 1276 (D.C. Neb.); See also, Sierra Club v. Morton, 514 F. 2d 856 (D.C. Cir. 1975), rev'd on other grounds 427 U.S. 390.

Over and above these considerations, there are serious factual problems with the environmental impact statement. For instance, the Radial study can claim that it goes through only urban land and thus has few natural resource impacts. The 27th Street study on the other hand can claim to go through mostly undeveloped land, thereby avoiding urban problems such as relocation. Clearly, analysis of a single roadway would make the reality of the overall highway impact on both rural and urban areas more apparent.

Other similar problems abound. The 27th Street study can claim that mass transit does not exist within the project area and thus eliminate that alternative, while such is not the case if one logically ties in the Radial with it. The 27th Street study can also boast of not being destructive of neighborhoods, while its in-town leg, the Radial, bears all the blame for neighborhood problems. The Radial can claim that it will decrease air pollution, but can ignore the pollution resulting from development along its extension north on 27th Street. The 27th Street extension impact statement can assess costs, but can also conveniently fail to address the utility and other costs of displacing in-town housing with the Radial in favor of radial growth out toward I-80.

For these and other reasons, careful consideration must be given to changing current study efforts as well as decisions on these roadways. True alternatives must be examined meaningfully such as bus transit, increased density in the downtown core, or detailed use of the railway corridor with reduced acquisition costs, as detailed in this report. Only then can a truly informed judgement, in accordance with the Comprehensive Plan, be made.



Note: The following goals are goals stated in Chapter 2 of the Lincoln-Lancaster Comprehensive Plan.

Sub-Goal #1. Provide and maintain a system of roads, streets, and highways relating to both present and anticipated land-uses, that will allow the continued adequate multimodal movement of people and goods, while incurring the least social, economic, and environmental harm to residential neighborhoods, activities, and land-uses.

Comment

Assistance through public resources should not be provided in such a manner as to encourage the leapfrogging of large vacant areas in order to reach proposed areas of development.

Comment

Predominantly residential streets should not be widened or improved to a degree which changes the environmental character of the street or violates required setback distance.

Sub-Goal #2. Encourage arrangements of land-uses that facilitate the expanded use of non-auto modes of travel, the increased occupancy of autos, or the use of energy efficient forms of transport as an integral part of a transportation system which provides for the adequate movement of people and goods while maintaining the quality of the living and working environment.

Comment

Encouragement development of park and ride.

Recommendation

The team believes the inner-city neighborhoods contain substantial vacant areas which are being leapfrogged by fringe development and recommends adherence to the stated goals.

Recommendation

No widening of existing streets. The Task Force believes that intersection channelization and street widening projects frequently have a multiplier effect which, while solving a problem at one location, create, by virtue of the additional volumes carried, new congestion at a number of nearby intersections. Solving demand in one location creates new demand in additional locations. Therefore we recommend that no widening projects be carried out in the study area, and suggest that this policy is appropriate, with few exceptions, for the entire city.

Widening of 27th Street which violates this comment should not proceed farther south than the Cornhusker transportation corridor if it proceeds at all.

Recommendation

Our proposed system is designed to accommodate a variety of park-and-ride options along the Cornhusker corridor and can provide local pick-up for neighborhood residents with express bus access to downtown.

Recommendation

Refer to the section on neighborhood development and housing for a complete description of the team's development plan which we believe speaks directly to this goal.

Sub-Goal #3. The public transit system should be improved to the maximum extent feasible to meet the mobility requirements of all residents of Lancaster County in a manner consistent with efficient energy utilization, providing an alternative to travel by low occupancy private automobile.

Comment

Encourage the use of public transit and its financial viability.

Comment

Improve inter-campus transportation and airport access.

Recommendation

Local bus routes in the neighborhoods would continue and with increased density would provide increased usage on the short ride to downtown. These routes reinforce existing local commercial areas as well. Increased ridership will make increased frequency more financially possible which will also attract riders.

Recommendation

Existing rail corridors might be used in this effort and can include access to the Southeast Community College.

Sub-Goal #5. A system of bikeways and walkways should be developed which would provide convenient and safe movement of non-motorized traffic.

Recommendation

The proposed development plan will establish a bikeway and jogging trails with ten street crossings along the greenbelt at the edge of the Cornhusker transportation corridor and integrated into the residential fabric of the adjacent neighborhood. The proposed bikeway is designed to tie into the larger city system of biketrails, thus giving the Northeast part of town equal access to regional facilities.

Pedestrian and bicycle access to local recreation facilities will infuse the street network.

Sub-Goal #6. Encourage improvements of the regional Transportation System that provide greater energy savings and efficiencies in the movement of people and goods while protecting the safety and environment of the inhabitants of the area.

Recommendation

Refer to the description of alternatives for the Cornhusker Transportation corridor.

28 The Neighborhood Plan and Housing

REBUILDING THE NEIGHBORHOODS

Throughout the R/UDAT visit, the Team has heard voiced from the neighborhoods the need for help from the City. The problems in the corridor take many forms:

--lack of housing and the deteriorated condition of remaining structures is obvious to the observer.

--maintenance of public facilities, streets and sidewalks is far behind other areas.

--there appears to be a shortage of medical and social services, cultural and recreational opportunities.

--increasing through traffic is undermining retail and commercial vitality.

--uncontrolled, poorly designed speculative housing is progressively adding to the attrition of the remaining neighborhood fabric, its historic sense of family-style living and its truly lovely tree-lined streets and spaces.

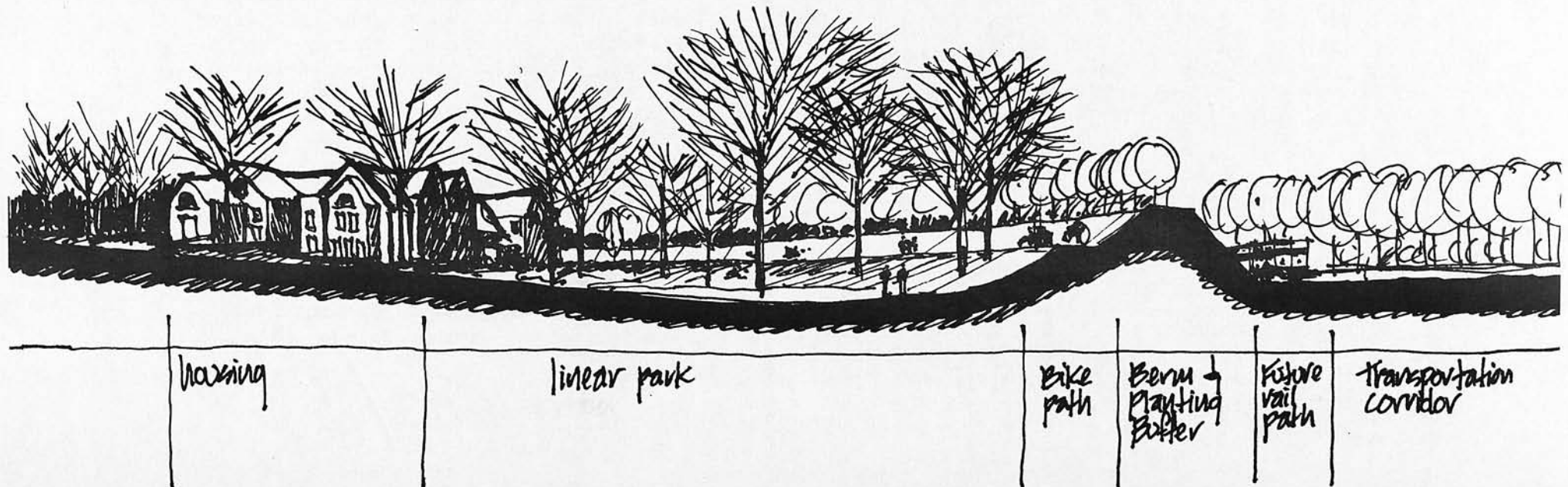
The team has proposed certain programs, plans and actions to assist the City of Lincoln to address the following issues:

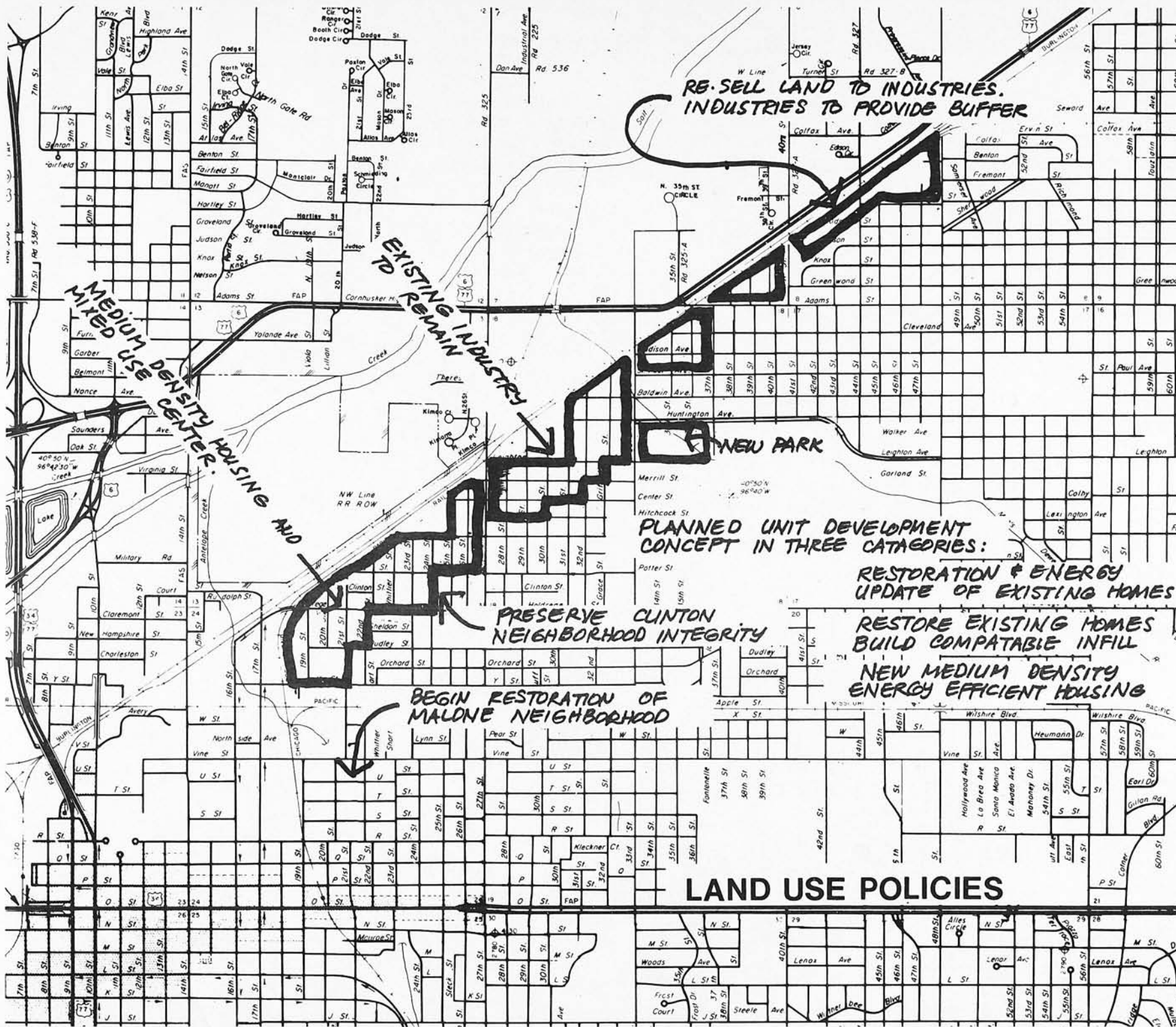
--a pattern sensitive to perceptions, history and lifestyles of the area.

--provision of attractive, well-designed and affordable housing which would fit both the traditional style of life and the physical forms of street grid and city blocks.

--actions ---- physical design, design controls, administrative mechanisms.

--integrated green space among the new and present structures.





LAND USE POLICIES

RE-SELL LAND TO INDUSTRIES.
INDUSTRIES TO PROVIDE BUFFER

EXISTING INDUSTRIES
TO REMAIN

MEDIUM DENSITY HOUSING AND
MIXED USE CENTER

NEW PARK

PLANNED UNIT DEVELOPMENT
CONCEPT IN THREE CATEGORIES:

RESTORATION & ENERGY
UPDATE OF EXISTING HOMES

RESTORE EXISTING HOMES
BUILD COMPATIBLE INFILL

NEW MEDIUM DENSITY
ENERGY EFFICIENT HOUSING

PRESERVE CUNTON
NEIGHBORHOOD INTEGRITY

BEGIN RESTORATION OF
MALONE NEIGHBORHOOD

Recommendations--Neighborhood Plan

Our Neighborhood Stabilization Plan for the Northeast Radial Reuse is a combined strategy for stabilization and development. It requires a partnership between public and private sectors and combines the stabilization of housing for present residents, while developing a new energy consciousness in a community of people working together toward toward a more vital Lincoln.

Recommendations--Neighborhood Plan

Our Neighborhood Stabilization Plan for the

Northeast Radial Reuse is a combined strategy for stabilization and development. It requires a partnership between public and private sectors and combines the stabilization of housing for present residents, while developing a new energy consciousness in a community of people working together toward a more vital Lincoln.

--Stabilization through housing resale. Prior to completion of the development aspects of our plan, existing housing must be used in a way that maximizes benefits to present residents. This is particularly true for low income residents, for whom existing housing

View of new medium density housing development on totally vacant block. Housing designed to be compatible with existing housing through use of similar materials, forms, colors, and scale.



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will probably present the greatest opportunity to stay in the area. To accomplish this the City must immediately: bring housing up to code standards; attempt to sell properties to present tenants in order to establish owner-occupancy; and establish a priority system whereby if present tenants do not redress their dwelling, current neighborhood residents, based on need and affordability, will have the next opportunity to purchase that house.

--Assistance to lower income residents. Those residents who simply cannot afford to buy City-owned property should receive

assistance in the form of either sweat equity financing or grants for rehabilitation.

--Neighborhood development in conjunction with neighborhood plan an exciting development package is also proposed. The first step in the plan is to decide the fate of existing City-owned buildings. Buildings in good condition in a good location should be sold immediately. Good buildings in an incompatible location or poor buildings in a good location should be either sold, relocated or demolished. Poor buildings on incompatible sites must be demolished.

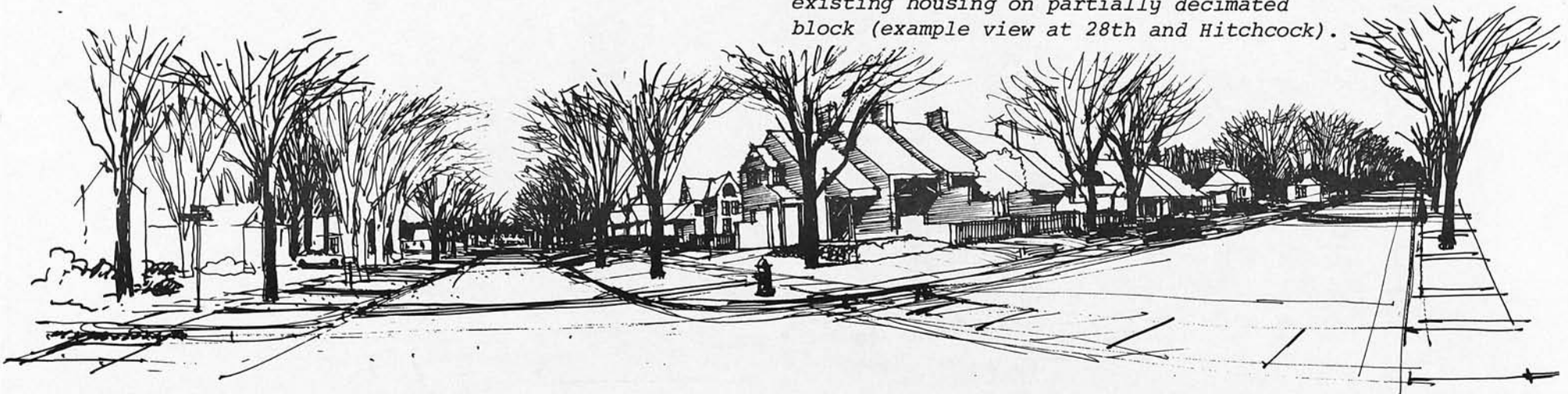
Medium density new housing adjacent to open space.

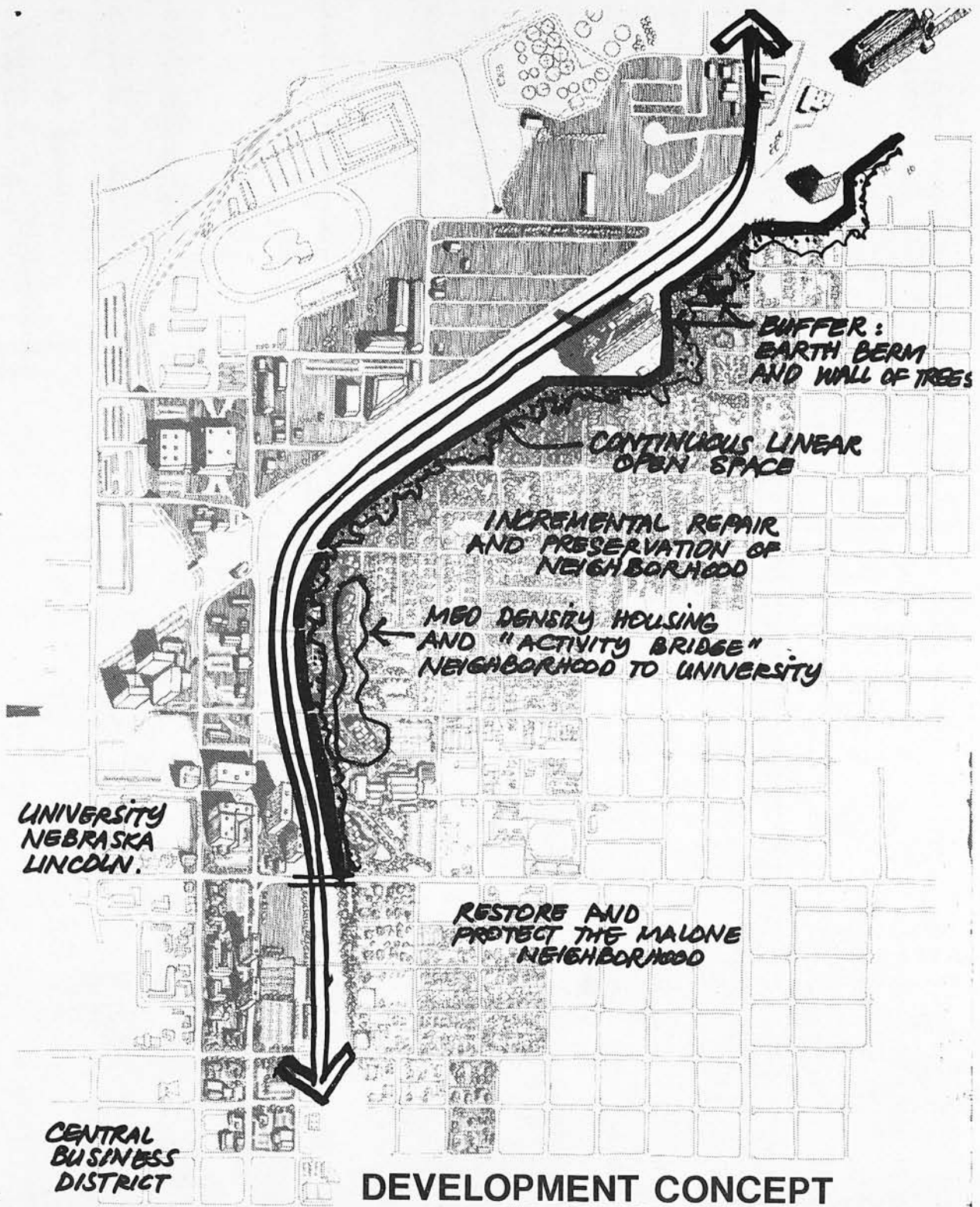


Once City-owned homes are disposed of, the development future of various blocks in the neighborhood must be determined. Vacant blocks should be slated for high-density development in accordance with the development package. Blocks that are partially vacant should receive infill housing at a higher density pattern than exists now, based on the number of homes remaining and consultations with residents. Blocks that are nearly complete or completely built with existing homes should be slated for rehabilitation grants or loans from the City. For more specific Development Guidelines, see Implementation Strategies-Zoning.

Example of confirmation of Development Plan concept westward into the Malone Neighborhood. (facing page)

View depicting integration of new and existing housing on partially decimated block (example view at 28th and Hitchcock).





Note: The following statements are from Chapter 1 of the Lincoln-Lancaster Comprehensive Plan.

Sub-Goal #1

Provision of new and rehabilitated housing units should recognize the strong desire for single-family dwellings on the part of most of the population, supplemented primarily by low-density apartment areas, with adequate higher density residential housing areas, each with adequate off-street parking and open space per capita.

Comment

Single family dwelling preferences should be full energy efficient.

Sub-Goal #2

Development of housing designed to meet the expressed needs of lower socioeconomic groups and elderly persons should be provided in a number of locations in Lancaster County.

Comments

.Existing housing provides a stock of less expensive housing which is irreplaceable at equivalent cost.

.Action must be taken to stabilize the housing supply for existing residents of the area.

.Provisions for incorporating individual lower income family units into new housing construction must be established.

.Provision for incorporating individual elderly units into new housing construction must be established.

.Goal should also recognize the needs of persons with special housing needs. There is a chronic shortage of housing in all areas of the city which is barrier-free.

Recommendations

.Institute an amendment to the City zoning (See Zoning) which will provide higher densities while maintaining the traditional character of the Radial Corridor area.

. Development in the Reuse area must follow a highly detailed urban design plan,

. Greenspace development shall be insured through direct city action and/or by the developer.

Recommendations

.Resell all appropriate city-owned houses.

.Require that comparable replacement housing on a one-to-one basis be made available to any families displaced by governmental action prior to demolition.

.Encourage community unit plans with a mix of housing types that include incentives to developers to establish a percentage of low income units.

.Encourage community unit plans with a mix of housing types that include incentives to developers to establish a percentage of elderly units.

.Housing of all types should be designed or remodeled as accessible buildings. Perhaps 20% of all new and renovated housing should be so designed.

Sub-Goal #3

New housing types should be encouraged-- particularly types that conserve energy and retain a low-density character with the provision of open space.

Comments

.New housing types such as congregate housing should be provided to assist in achieving this goal.

.Zoning incentives should be emphasized for energy conservation.

.Orientation of housing on block and definition of lots should take advantage of solar energy.

Recommendations

.Modify zoning restrictions on side and rear yard setbacks to allow rowhouse construction and southerly orientation of active spaces compatible with adjacent buildings.

Sub-Goal #4

All dwellings in Lancaster County must meet all minimum housing standards, building codes, and/or regulations.

Comments

.Many city-owned buildings do not meet these standards.

.Many privately-owned buildings do not meet energy goals.

.Coordinate public improvements such as sidewalks, drainage, street lighting, and planting with private improvements in code enforcement areas.

Recommendations

.Resale provisions should insure compliance with code and should provide financial capability and technical assistance for lower income persons to comply.

.Weatherization should be mandated in the building code for existing dwellings and should be enforced upon resale with provisions for low- or no-interest loans.

.Plans should proceed immediately to complete streets and utilities in development plan area.

.Encourage participation of resident owners in the rehabilitation process for the dual purpose of reducing rehabilitation costs and acquiring relevant household skills.

Sub-Goal #5

Residential environments should be free from the safety hazards and noise associated with through traffic movement, but should include convenient access to schools and shopping facilities, and should contain physical amenities which improve the quality of the residential environment.

Comments

Radial development on either side of 27th Street will add safety hazards and noise to adjacent residential areas by making it a traffic generator.

.Residential streets that are wider than needed to accomodate the residents and their guests tend to generate additional through traffic and unsafe speeds producing hazardous conditions for family living.

.Development on the fringe of the city violates this goal.

Recommendations

.Delete all existing arterial "improvement" plans for residential areas and consider using existing rail corridors for highway and/or alternate transportation modes.

.New street construction should be 22 feet. On-street parking, either parallel or perpendicular, should be allowed on minor residential streets, where specifically part of an overall development plan.

.Reinforce housing patterns in inner-city neighborhoods.

Sub-Goal #6

Neighborhoods should be heterogeneous in nature by including a mix of housing types and socioeconomic groups, and open housing laws will be followed.

Comment

.Lot size and setback requirements make it difficult to meet this goal.

Recommendation

.Encourage planned Unit Developments close to the core and major employment centers with provisions for housing for a range of income levels.

Sub-Goal #7

The neighborhood residential environment should be preserved by excluding commercial and industrial uses not directly serving the neighborhood.

Comments

.Existing industrial uses in study appear not to be incompatible with residential development if appropriately treated.

.Mixed-use zoning, (see Zoning)

Recommendations

.Major industries between 41st and 48th Streets should be allowed to purchase city land immediately subject to sale provisions requiring adequate buffer and truck access only from 44th and 48th Streets.

.Small existing industries between 41st and 27th Streets should generally remain subject to provisions for buffering to be determined by a detailed development plan.

Sub-Goal #8

Relocation of families subject to displacement by governmental projects shall not take place until sufficient replacement housing is made available and adequate public hearings have been held in the area where the displacement is to take place.

Comments

.Resale of city-owned properties at market rates may displace existing tenants.

.New private construction within development area may raise housing costs intolerably for present residents.

Recommendations

.Provisions for continued accessibility by lower income tenants must be assured.

.Public action, including sweat-equity ownership opportunities, skewed rent levels, and indirect subsidies should be in place to provide continued housing availability.

Re-Creative Services

RE-CREATION: Social Services; Parks and Recreation

The Radial Corridor offers an unprecedented opportunity to take a fresh look at the full range of human services - activities that make the city a desirable place to live, work, and pursue leisure time activities - activities that "re-create." Re-creation is concerned with people first and with facilities only as they contribute to the goals which people define. Therefore, this report does not see the Radial Corridor as a vacuum which must be filled with structures and facilities but instead addresses re-creation possibilities that can be implemented in a variety of ways.

Several propositions underlie the recommendations:

.Neighborhood residents have demonstrated a high degree of interest in the fate of the area. They should continue to do so and, in fact, should work to strengthen their capacities to shape their neighborhoods.

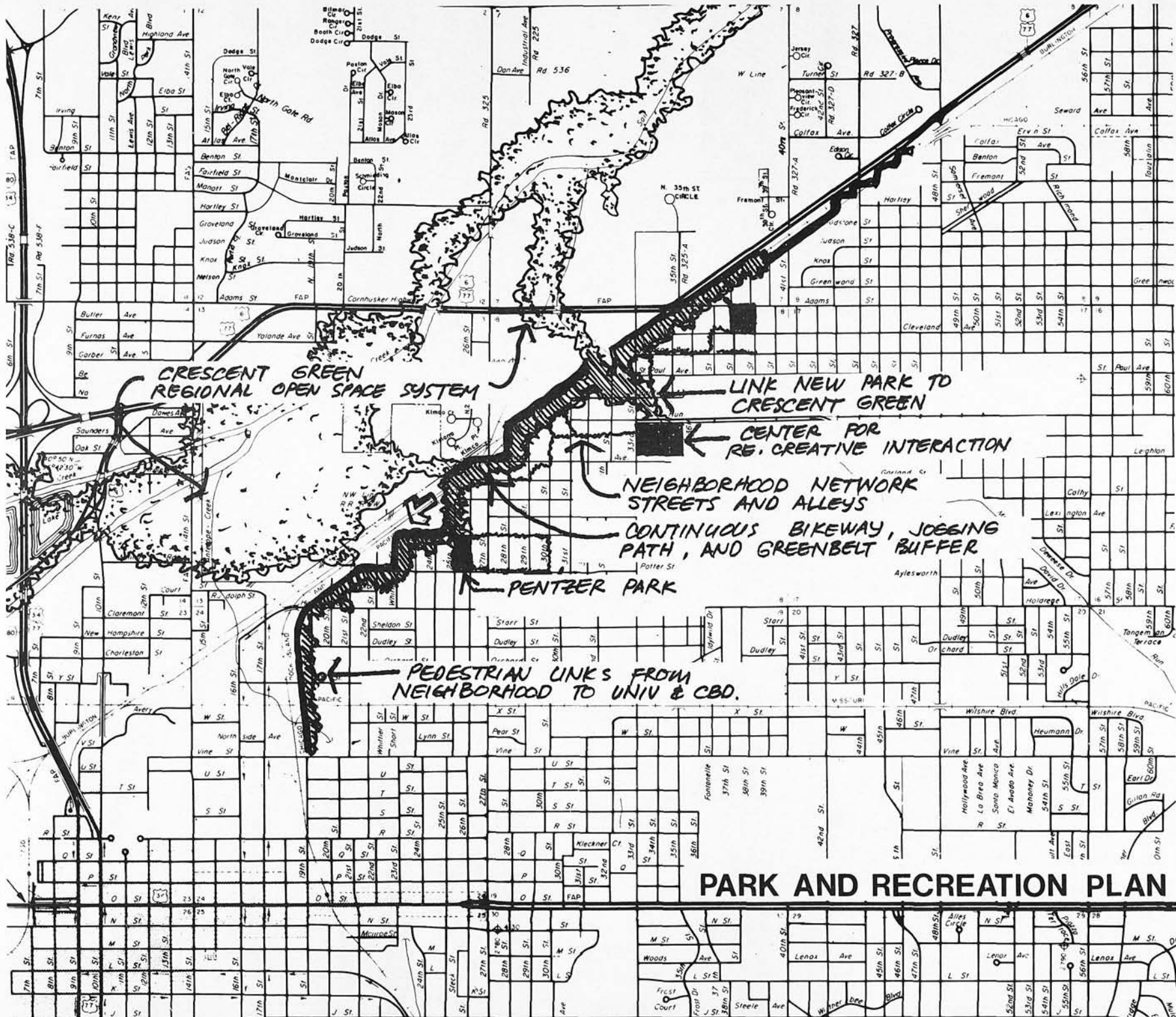
.The area with its three neighborhoods offers a unique opportunity to use alternative approaches to solve problems faced throughout the country. Lincoln already maintains a level of adequacy in most human and recreation service delivery systems. It can, therefore, afford to aspire to an even higher level of excellence and innovation.

Traditional methods of service delivery based on full time staffed functions and large single purpose facilities are rapidly becoming outmoded. Contracting for services; public/private ventures; and service mobility all are becoming necessities.

.The physical and the social setting should contribute to a sense of security so that people feel part of the area and safe

within it.

.The providers of re-creation services are not only government agencies, but also private agencies, as well as the business community. Activities should encourage new, appropriate and mutually rewarding linkages between the actors.



HUMAN SERVICES:

The Lincoln City - Lancaster County Comprehensive Plan does not include a section on human service goals. Policy statements incorporate several human service objective areas and are used as goals for this section. The 1979 Human Services Planning Report of the City of Lincoln and Lancaster County and the United Way, as well as the 1979 Lincoln Lancaster County Community Center Study were also used as source documents.

Goal #1 - General

Implement a human services information, referral, follow-up, and documentation system to make people of the area aware of community needs and resources.

Comments

This is an opportunity to explore the use of data processing for information, referral, follow-up and documentation.

Goal #2 - General

Provide within practical limits, community and social services and facilities in community activity centers at the neighborhood level in order that the population will be most conveniently served. Initiative for such centers should emanate from the area served, and residents should be involved in planning of the facilities. (Comp. Plan, p. 37.)

Comment

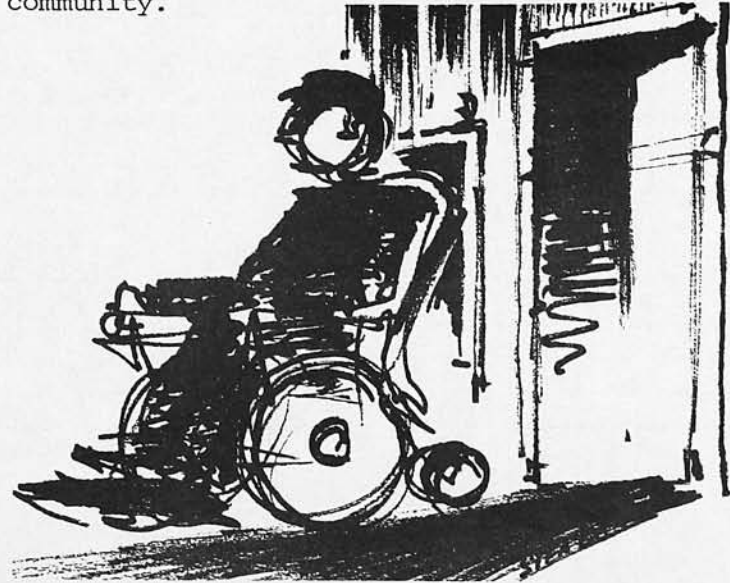
When services and facilities are located within neighborhoods, people not only have better access to the services, but also have enhanced opportunities to become providers of services themselves.

Recommendations

Locate a terminal in a central neighborhood location (or several locations) or on the "Long Reach" van. (see Recreation sub-goal #3)

Recommendation

Establish a multi-use center which both offers services to neighborhood people and offers the services of neighborhood people to their community.



Goal #3 - Families

Encourage publicly subsidized developmental childcare facilities, with active parental involvement and encourage the provision of private developmental childcare facilities in conjunction with principal shopping and employment areas. (Comp. Plan, p. 38.)

Comment

The closing of the childcare center in Clinton left the existing neighborhood badly underserved. Quality programs are needed not only to attract families to the area but also to meet existing needs.

Goal #4 - Families

Develop a family life support system for the area using existing agencies and services. (#1 Family priority in 1979 Human Services Planning Report.)

Comment

This is an example of service organization at the neighborhood level which involves practicable cooperative institutional action.

Goal #5 - Families

Institute public awareness, information, and educational programs. (1979 Human Services Planning Report #3 Family priority.)

Comment

Cooperation between public and private sector providers of services, in the areas of public awareness, information, and education will more effectively reach the consumer population.

Recommendation

Alternative 1 - Disperse childcare services using churches (which might be constructed with childcare in mind), businesses, and sections of indoor recreation facilities.

Alternative 2 - Centralize childcare for the area in a multi-use building--a school (such as the Hartley School Program) or a recycled school. (Also see Recreation sub-goal 3.)

Recommendation

Investigate funding of staff position(s) to mobilize human resources: Counseling Services, link with Human Development Family Center at East Campus, Child Guidance Agency, Planned Parenthood.

Recommendation

Initiate public awareness campaigns and educational/training sessions within the area, which are jointly sponsored by the public and private sector.

Goal #6 ~ Aging

Provide neighborhood based in-home services to the older population within the area.

Comment

In-home services are less disruptive to the lifestyle of many elderly persons due to mobility limitations.

Goal #7 ~ Aging

Establish day-care for the elderly in the area.

Comment

Daycare for the elderly is located primarily in the south part of the city. Alternatives to institutionalization are needed in the north section also.

Recommendation

Consider the adoption of a mobile clinic which goes directly to the consumers residence and provides basic health checks (e.g. blood pressure); nutrition information; homemaker services; and consumer advocacy.

Recommendation

Place day-care facility in a multi-use center so that the elderly, who need rather intensive care, are not isolated from community life. (See Recreation, sub-goal 3.)

PARKS AND RECREATION

Note: The following goals are goals stated in Chapter 2 of the Lincoln-Lancaster Comprehensive Plan.

Sub-Goal #1. Provide year round recreation opportunities with emphasis placed upon development of winter sports facilities.

Comment

.Basic premise of all new swimming and skating rinks in the area should be that they are useable year-round.

.Topography is a limiting factor for winter sports, but opportunity exists for cross-country skiing for beginners.

Recommendation

.Consider covered ice rink and/or Wave Tech pool at the proposed city-wide park (See Sub-Goal #3).

.Provide for cross-country skiing adjacent to Buffer Zone Path. Blaze snow trail to ease learning for beginners. Provide cross country ski rental equipment.

Sub-Goal #2. Unique natural areas such as stream courses and wooded areas should be considered as possible recreation resources and be developed with recreational facilities of a nature which would not destroy their natural qualities.

Comments

The existing trees in the area are quite large and handsome; but it is our understanding that many of these trees are suffering from Dutch Elm disease and will be removed within 10 years.

The area does not contain a variety of naturally diverse elements. This deficiency can be compensated for through plantings and modest topographical variations as well as through trail linkages to major natural parks.

Recommendations

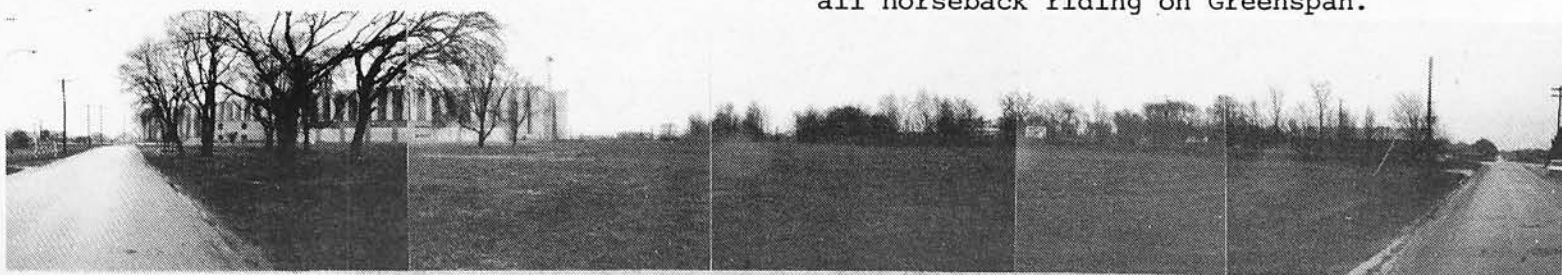
Plantings & Cover: Place trees and plantings along Dead Man's Run and Antelope Creek.

Develop comprehensive tree planting and management plan for the area to include a wide variety of species and community involvement in street tree care.

Encourage small non-game wildlife through planting of appropriate ground cover.

Trails & Connectors: Create the Greenspan, a greenway linked to and unifying the major existing and proposed parks and buffer area. Link Greenspan to the proposed Crescent Green through a path system along Dead Man's Run.

Separate hard surface trails from jogging trails. Create soft surfaces for running to avoid leg and back injuries. Prohibit all horseback riding on Greenspan.



Sub-Goal #3. Active recreation areas (swimming pools, tennis courts, etc.) parks, and playgrounds should be distributed throughout residentially developed areas in accordance with neighborhood needs and with provision for joint use in conjunction with appropriate school sites.

Comments

Active Recreation Areas

Existing Parks: Several parks exist in the area. These should be redeveloped to provide a variety of compatible community facilities including courts, playing fields, active play areas and passive sitting areas.



Recommendations

Safety should be designed into every aspect of the existing parks and selected improvements scheduled to:

- .eliminate dangerous play equipment
- .provide safety surfacing
- .provide adequate lighting
- .etc.

Cleveland Street Park

.Take immediate action to construct Cleveland Street Park in order to provide playing fields and other facilities determined to be needed by existing community residents.

Programmatic elements

- . Encourage lunch-time usage by workers industrial zone for fitness, games and sitting.
- . Encourage formation of community sports teams and give them first scheduling priority.

Pentzer Park

- . Incorporate improvements in play equipment, overall park design and safety as this park area is redeveloped.

New Recreation Facilities

Most plans - both formal and informal - proposed for the reuse of the Radial Corridor include a linear park. This is viewed by the R/UDAT Team as an important element in the overall design and character of the re-created community. One obstacle to this might be the cost of obtaining land.

Lincoln apparently has no recreation area based on the integrated human services model. The guiding philosophy in this model is one of reaching people who have a variety of needs in a non-threatening setting which has no stigma attached.

There also appears to be no place where the application of energy conservation and small scale farming is consciously linked with goals in environmental education.

Further, the University of Nebraska and its schools of Physical Education, Home Economics, and Agriculture appear to have relatively weak linkage with the public delivery of services by the City.

Recommendations

Greenspan Park -

- . See sub-goal #2
- . Propose State legislation to provide for a no-cost transfer of properties acquired for the roadway.
- . Greenspan would include trails, passive sitting areas, small playgrounds, observation areas, small unadorned grassy space and several additional playing fields at the western end.

The Center for Re-Creative Interaction

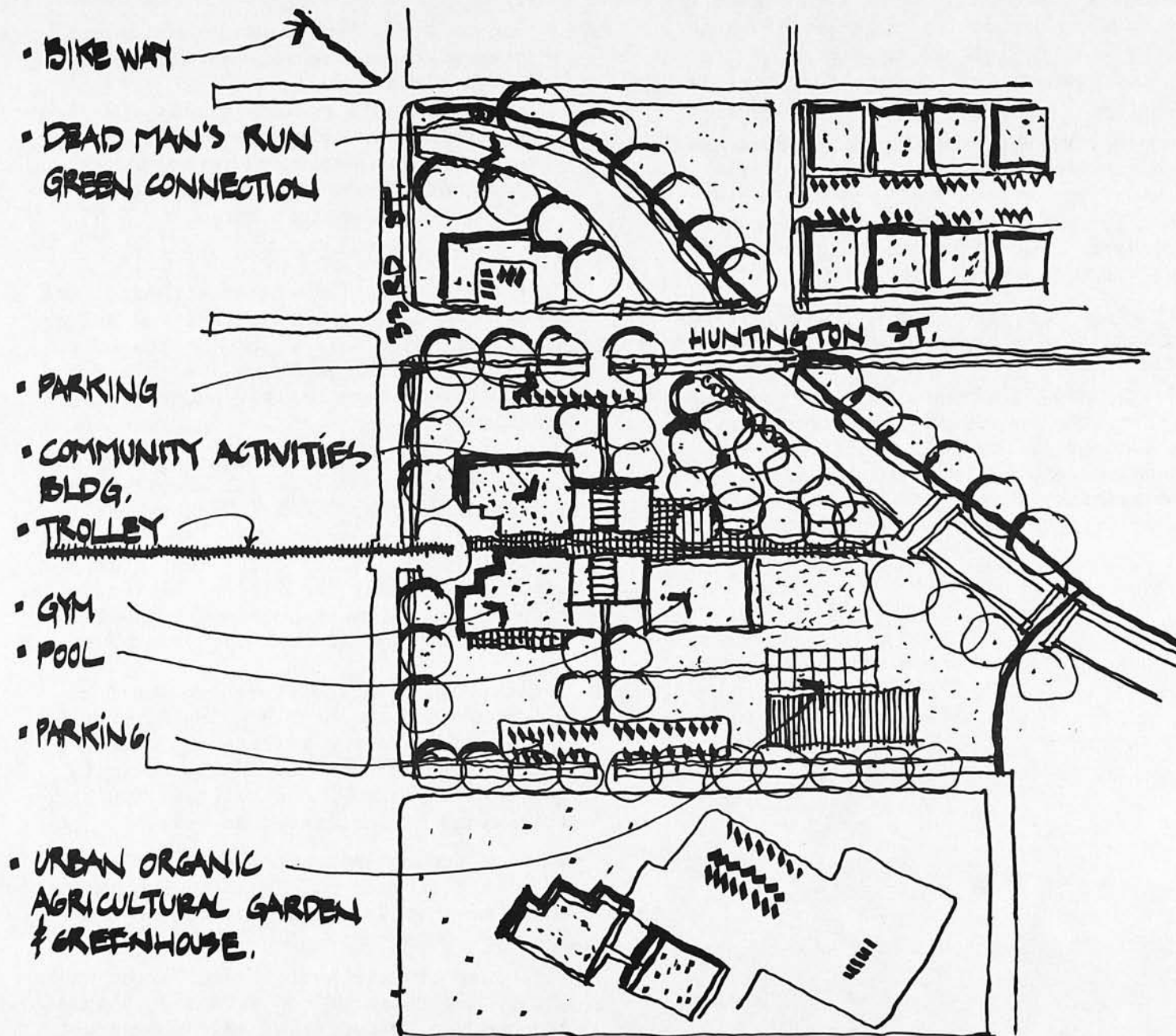
- . 14 acres of the northwest corner of the East Campus of the University of Nebraska would be donated, sold or traded to the City. This would be the site for the trolley termination. (See Transportation).

The Community Activity Building would include facilities for social service, recreation fitness, and arts education: a small auditorium, a gym; an indoor pool; an enclosed ice rink; a branch library; arts instruction, facilities meeting rooms; offices for outreach programs in health; team counseling; alcohol and drug abuse.

Innovative operating financing would be demonstrated. Maintenance costs would be shared by various participating agencies. All options for concessionaire activity would be explored. A model user fee structure might be instituted as well.

Various departments within the colleges of Home Economics and Physical Education might be involved in demonstration and training projects.

The Urban Organic Agriculture Garden would occupy a portion of the site and includes greenhouses, composting, and demonstrations of the best techniques for cultivating a variety of plants. The College of Agriculture might be involved in this endeavor.



The principle of mobile community based services would be practiced by having a small fleet of mobile vans which would be specially and uniquely equipped. Possibilities include:

- . The "Big Green" - a heavy tools lending van.
- . The "Stay Fit" - a fitness van equipped with exercycles, mats and weights which would travel on schedule to various businesses, senior centers, and community gathering places.
- . The "Read/Hear" - a mobile lending library with books, records, cassettes.
- . The "Long Reach" - an office van with a telephone computer hook-up to central welfare and social service information and personal files, which would be used for intake, referral and information distribution for a range of social welfare services.
- . Recreation mobile units for skating, arts, boxing and gymnastics, etc.



Schools and Recreation

Joint Use.

Comment

There is a tradition of jointly acquired and operated school playgrounds in Lincoln. However, several schools we saw do not appear to benefit from any upgrading such an arrangement presumably provides. The playground at Clinton School is very poor, and cannot help but bespeak an attitude that physical skills development is not important in the school setting.

Adaptive Reuse

Comment

There are several schools in or near the area - Hartley and Havelock among them - which have been identified by the School Board as no longer being required.

Publicly Assisted Housing and Recreation

Comment

The provision of quality recreation space in and around public housing is very rare in the nation. This has been attributed to inadequate funding, poor maintenance and low standards which often are not enforced. The effect however, is to provide a very impoverished environment for residents, many of whom are small children in need of challenging play opportunities.

Recommendation

Undertake reconstruction of the Clinton School yard in the near future to create an area for teaching physical skills and environmental education which has demonstration value for the entire Lincoln School System. (Ex: Omaha reportedly has a fine example of a community created school playground.)

Recommendations

Strengthen planning within the Radial Corridor for reuse of vacated school buildings for community centers or housing.

Recommendation

Any publicly assisted housing in the Radial Corridor should provide a full complement of well-designed play and communal space to serve the resident's need

Sub-Goal #4. Provide for some currently wild areas to remain primitive and not develop with recreational facilities.

Comment

See Subgoal 2

Sub-Goal #5. Preserve historic monuments and structures and sites of historical interest.

Comment

The University of Nebraska Department of Architecture and the State Historical Society have recently completed for publication the "Historic and Architectural Site Survey" which surveyed the Radial Corridor.

Recommendation

Adopt recommendations of the Report in conjunction with the State Historic Preservation Officer. Take all steps necessary to nominate appropriate properties to the National Register.



50 Implementation Strategies

Financing

Implementing the recommendations of R/UDAT will require coordination of a variety of community resources. Consistent with Lincoln's policies, an alliance between the public and private sectors will be required. In a project as complex as the stabilization and improvement of the Radial Reuse area, the cooperation of many people and groups, as well as the efficient use of all resources available, is critical. This section will outline general strategies with respect to financing the programs.

GOALS

Consistently, the issues of sound financial management was raised during our discussions with citizens, staff and elected officials. A central theme throughout the Comprehensive Plan involves commitments to (1) develop cooperative public-private sector working relationships to increase the opportunities of the residents and (2) that projects should be developed within available resources.

Several community goals are of particular importance:

revitalization of the residential neighborhoods;

mix of housing types;

encouraging the diversity of residents;

improving the functioning of existing industrial centers;

need for neighborhood oriented, accessible open space and community facilities.

Key factors in enabling the public sector's ability to improve the quality of life in the study area, as well as methods for involving the private sector, appear to this team to be the following:

ISSUES

The need for owner-occupied and rental apartments has been outlined in other sections.

The implementation process required to meet those needs includes the following: (1) substantial public improvements; (2) assistance to the public in obtaining loans for purchase and improvements of owner-occupied homes; and (3) the investment of private capital in the neighborhood, particularly to provide new rental apartments.

To finance the needed improvements, two important issues must be addressed: (1) an organization to administer the program, and (2) identification of funding sources.

RECOMMENDATIONS

For financial reasons, it is critical that the decision be made to eliminate, once and for all, consideration of the radial highway through the neighborhood. Efforts are needed to quickly demonstrate the City's renewed commitment to the area's health. Programs that will result in highly visible, positive improvements and set the stage for the new image of the neighborhood should be initiated immediately. Further, programs of a longer-term nature should begin simultaneously. The following recommendations address the financial programs and organization needed to implement programs in the Radial Reuse area.

(1) The City should establish the working policy that all funds and profits resulting from sale of land and income property in the Reuse area that are legally available should be returned directly to the area through capital improvement projects, direct and subsidized loans, loan guarantees, and staff assistance. Improvement

projects, including landscaping, acquisition of additional land for development sites, and other programs which result in direct physical and programmatic improvements to the neighborhood, are necessary if the City is to embark on an all-out (and ultimately successful) effort to arrest decline and demonstrate a determination to restore this potentially valuable area.

(2) The Urban Development Department should be designated responsible for coordinating the implementation of short-term projects. These should include a detailed urban design plan, immediate landscaping and capital improvement projects, and rehabilitation programs.

(3) Programs should begin immediately that will result in visible improvements to the neighborhood and provide incentives for owners to rehabilitate and improve their properties. Public funds (from the sale of other properties and the Radial Revolving Fund) should be leveraged against loans from private investors to increase the financial capacity of borrowers so they can afford private financing. As is being developed by the Lincoln Development Corporation, one of the following types of incentive programs could be used:

- a. Partial grant to directly cover part of the cost of rehabilitation, or
- b. Interest subsidy to reduce the interest rate on private loans.

This assistance could take the form of a partial grant to owner-occupants or a partial deferred payment loan to investor-owners with a lien placed on the property. Market interest rate loans from private lenders or others would be required to cover the rest of the cost. Income standards should be set due to the inadequacy of the available funds.

(4) Specific parcels of land should be sold immediately at fair market value. The first group should be the industrial property in the vicinity of 48th and Fremont. These properties have the most marketability and highest market value. Residential properties should be sold to owner-occupants wherever possible. The objective should be to liquidate sufficient properties within the guidelines of a long range development plan to reimburse the roads funds original acquisition costs. Properties which have a high development potential should be retained until a detailed plan is done.

(5) A non-profit development corporation should eventually be created (or the existing Lincoln Neighborhood Development Corporation should be expanded) to provide the organization for coordinating major community improvements and coordinating new developments and rehabilitation projects.

(a) Operating funds for the development corporation should come from several sources, including Community Development Block Grant funds and private funds. (The use of private funds is necessary to leverage the CDBG funds.)

(b) An initial source of funds for operating expenses should be the Radial Revolving Fund for the revenues generated by rental property owned in the project area.

(6) Development of multi-family units should be supported on selected sites in the neighborhood to provide a mix of housing types and ensure a diverse, compatible population.

(a) Following a more detailed urban design process by professionals of the neighborhood, the zoning on specific sites should be increased to permit higher densities (in the range of 6 to 14 dwelling units per acre).

(b) Where indicated by an overall development plan sites up to three square blocks should be assembled and made available to private developers for multi-family units. It is recommended that the following approach be considered:

(i) A general site plan, densities, and design standards should be designed prior to their sale by the City or the development corporation.

(ii) Where possible, the site improvements, including offstreet parking, amenities, and landscaping should be held in common and developed by the City or development corporation.

(iii) Individual multi-family units should be developed by private investors within the design standards and covenants set by the City. This approach will improve the quality of design and site planning by setting design standards, while permitting smaller investors to participate in the improvement of the Radial Reuse Area.

(iv) Two forms of ownership should be considered:

Ownership of single buildings by individual owners, with the landscaped areas, yards, parking, roadways, and other common elements held in common and maintained under contract with the city or a management firm; or

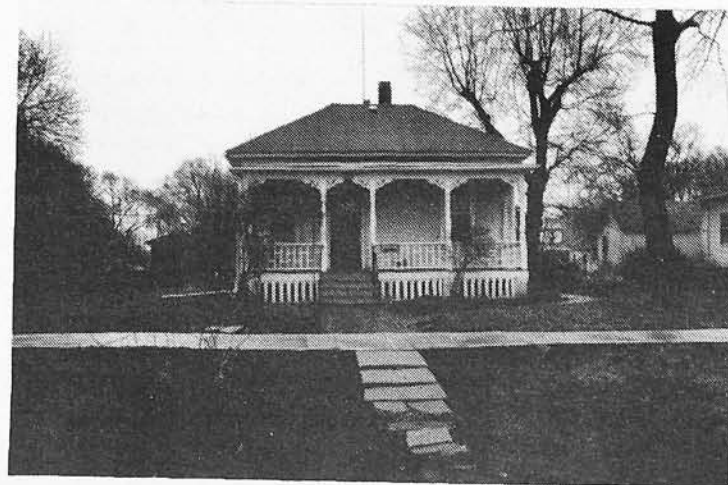
The buildings could be titled to the city or development corporation, with a reversion clause after a set period of time such as 40 years. In this manner, there would be tax benefits to the investor (lease payments), real estate tax would be avoided, while the community objective of increasing the number of rental units at a reasonable price would be satisfied.

(7) Revenue bonds for capital improvements supported through State Community

Developments legislation (tax increment financing approach.)

(8) Create a revolving loan pool to provide market-rate loans to clients who might not normally be accepted for conventional loans. Examples would be: loans to owners with marginal credit history, improvement loans to persons with above-normal loan-to-value ratios, or second-mortgage loans to cover rehab costs made in connection with first mortgage loans for acquisition. These loans would be made by private lenders; the city or development corporation should establish a partial guarantee fund with proceeds from the rental income fund or revenues generated through bonds under the tax increment financing program.

(9) The city or development corporation should attempt to develop some residential or commercial projects for profit with the funds used to support operating expenses and improve revolving loan fund.



"We feel that history shows that there isn't any better way of securing the future of a neighborhood than by allowing individual families to own their own homes."

"When I first moved to Lincoln, the realtor told me: 'You don't want to live there, you need to be near the golf course; that's where decent people live.' ...well, why not? Why not a golf course and then realtors could call again?"

In contrast to its Comprehensive Plan, Lincoln's present zoning mechanism is ill-equipped to deal with the truly urban neighborhood that can emerge from the former corridor area. That mechanism creates problems--if not prohibitions and penalties--for mixed use, dense and energy efficient patterns of settlement at the relatively small scale of infill or urban lot construction. These problems, however, do not stem from a lack of either sophistication or authority in Lincoln's zoning. Indeed, the zoning mechanisms seem effectively oriented toward a sensitive approach to controlling growth and physical form in outlying areas. Rather, it derives from a failure to perceive and capitalize on the opportunities that do exist to guide the urban, or perhaps urbane, development of Lincoln's close-in neighborhoods.

What are those opportunities? As in much of this report, our rather rapid review of the situation precludes an in-depth analysis. However, the following points repeatedly suggested themselves in both the Northeast neighborhoods and Lincoln as a whole.

First, in the so-called corridor environs a Planned Unit Development (PUD) approach is called for. This differs in at least one important respect from the more limited Community Unit Plan (CUP) allowed under the current zoning ordinance. PUD would allow an urban mix of uses in a small scale development while at the same time leaving open the possibility for tough design control. CUP, on the other hand, allows only flexible residential development, controlled in terms of density and site planning. It thus addresses the problem of

"design achieved by using a cookie cutter on a sheet of dough."* It does not, though, go further and address the need, perceived by the Comprehensive Plan, of a mixture of uses and opportunities to have commercial areas integrated into residential development.

Fulfilling that need is essential for achieving the goal called for by the Task Force and envisioned in this report--an urban neighborhood in the old corridor. Moreover, unlike existing CUP, PUD could be fashioned to incorporate high densities as well as stringent design controls in a limited range of urban neighborhoods. Thus, it is important to go beyond CUP to PUD.

While the PUD issue has apparently come up before, Lincoln has yet to experiment with this approach. Moreover, neither the City Charter nor the State Zoning Enabling Act speaks directly to the authority of the City to employ a PUD. Other cities, however, have successfully employed OUD within similar legislative contexts. Further, Lincoln itself allows mixed uses in suburban office park districts, and we see no reason why Lincoln should not follow in that direction.

Second, we recommend the fine-tuning of the existing CUP ordinance. As it exists now, the CUP legislation penalizes CUPs on smaller urban lots, outside of the old corridor, by reducing allowable densities. Thus, CUPs for in-town neighborhoods are discouraged. While there are

*Cheney v. Village 2 at New Hope, Inc., 429 Pa. 626, 629 (1968).

valid reasons for this in certain situations, provision should be made to eliminate these penalties as absolute, across-the-board solutions.

Third, efforts must be made to better control the disastrous effects of in-fill or "slip-in" housing in predominantly single-family areas. The Comprehensive Plan suggests that the areas heavily impacted by "slip-ins" should bear a higher density, and we are sensitive to this approach. Unfortunately, the development community in Lincoln seems to lack this sensitivity. Thus, where areas are "up-zoned" to allow greater densities next to Lincoln's attractive detached homes, zoning should require tight design controls which will make "slip-ins" equally attractive neighbors.

Finally, our discussions revealed that the "up-zoning" which encourages "slip-ins" in certain neighborhoods may be inappropriate. Neighborhoods such as parts of Malone are threatened with the loss of the remnants of their once-predominant owner-occupied character by blanket multi-family zoning imposed on a single-family urban fabric. While density increases near the core are generally a laudable goal of the Comprehensive Plan, we would recommend further study of this policy in some neighborhoods and possible zoning changes based on the results of that study.

To summarize, Lincoln needs to adjust its zoning to meet the urban future that its own Comprehensive Plan, this report, and world-wide economic forces are suggesting. It needs to go beyond the presently adequate zoning to increase flexibility and effectiveness in the future. Only in this way can Lincoln's apparently strong tradition of public influence on physical form continue.

An Example

The design "solutions" contained in this report are simply indicators of new directions and possible scenarios. A zoning recommendation within that framework is similarly limited in scope. However, it is possible to demonstrate in more concrete terms a part of the "fine tuning" that is suggested above.

While PUD has been chosen as a specific example, the concept illustrated could apply to the proposed "slip-in" controls called for above as well. Briefly, the approach envisions a two-tiered legislative and administrative effort. The first step is an amendment to the existing Zoning Ordinance to provide for PUD throughout the city in certain designated zones, much like CUP works now. Major points of such an amendment are presented below in outline form.

The next step is more difficult. As in the CUP procedure, administrative standards should be established which go beyond the general goals and standards established in the Ordinance. These standards, however, would apply as design guidelines for specific urbanized areas where the City is interested in granting PUD zoning. Since they are tailored to a neighborhood or even smaller scale, they can say much about what the public design policy is for that area. The goal is to establish an infrastructure in which good design can take place, guided by public input and planning. Thus, the standards can be specific, but are more often performance standards which are flexible enough to accommodate a variety of solutions within the framework that ensures baseline public, urban environmental design goals. These are set forth below with as much specificity as our limited exposure to the area and its design needs would allow. Suffice it to say that there are many more such standards that could be incorporated into such a regulatory device.

1. General Objectives for P.U.D.--Goals and Policies
2. Procedures, application and approval
 - (a) Same as CUP, handled as a special permit for certain districts
3. Standards
 - (a) General standards for PUDs, applicable across-the-board
 - (b) Planning Department, with the approval of the City Council, shall have the authority to create additional, more specific regulations
 - (c) Uses
 - i) single family, two-family, townhouses, or multiple dwellings
 - ii) commercial or business uses designed to serve the residents of the PUD or the immediate neighborhood
 - iii) offices of professional, commercial, industrial, religious, institutional, public or semi-public persons or organizations
 - iv) non-residential uses shall be built after or contemporaneously with the residential uses
 - (d) Density or intensity of use depends on:
 - i) amount of common open space
 - ii) location of site
 - iii) physical characteristics of the proposed PUD
 - iv) type of dwelling units
 - v) compliance with energy, handicapped, or low-income standards established by the City Council
 - (e) Common Open Space
 - i) common areas shall be set aside for benefit of residents
 - ii) the City can maintain common open space if residents do not
 - (f) The enforcement of the PUD plan may be carried out by City or residents

1. Area Covered
The area covered by these regulations shall be bounded by 27th Street on the west; Potter, Huntington and Adams Streets on the South; 40th and 48th Streets on the east; and the Cornhusker Transportation Corridor on the north, or any portion thereof.
2. Basic Site Unit
 - (a) Existing street and block infrastructure shall be used
 - (b) Alleys shall not be used as throughways, they shall be retained for congregate parking access or as common open space
 - (c) Interior of block shall be preserved as common open space except where existing lots prohibit it
 - (d) Maximum effort shall be made to maintain existing trees
 - (e) Common open spaces shall be, whenever possible, linked or connected by opening toward access points to the adjacent blocks along a north-east-southeast axis.
3. Streetscapes
 - (a) Existing rights of way should be narrowed with increased plantings along edge of pavement
 - (b) Streets should become increasingly narrow as they approach the greenway next to the Cornhusker Transportation Corridor
4. Density
 - (a) Density should increase as it approaches the greenway next to the Cornhusker Transportation Corridor, up to a maximum of x dwelling units per acre
 - (b) Density may increase in areas along proposed trolley line, near park at 33rd Street, up to a maximum of units per acre

- (c) On blocks where any existing structure or structures remain, density may not exceed units per acre without bonus units
- (d) Bonus units of up to x units per acre on any block may be allowed for compliance with existing handicapped, energy efficiency and low income requirements as set forth in Design Standards for Zoning Regulations (10/8/79)

5. Building Units

- (a) Permitted uses shall be those allowed by the Zoning Ordinance for Planned Unit Development, but non-residential units shall not be allowed beyond the first floor of any building and must be oriented toward the street
- (b) Units shall be individual and not multi-family
- (c) Units shall remain at least x feet from the berm of the Cornhusker Transportation Corridor

6. Open Space

- (a) Common open space shall be maintained in the center of blocks, as described in paragraph 2, above
- (b) Each residential unit shall have appurtenant to it an entry or transitional open space in both the front and rear
- (c) Each residential unit shall have a private open space on its side or to the rear whenever possible

7. Design

- (a) New units shall be compatible with existing residential structures to the maximum extent possible
- (b) Individual units shall be clearly articulated as such by the use of either varied roof lines, chimneys, gables or dormers, or by a combination thereof
- (c) Units shall be no more than three

stories except where densities of units per acre are permitted; in that situation, units may be four stories high

8. General Ordinance

The foregoing standards are supplementary to those contained in Title 27 of the Lincoln Municipal Code, and any provisions contained therein shall apply to this area to the extent not specifically dealt with above.



58 Participants

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Urban Planner and Designer,

Social services, feasibilities and Management Planner, specializing in new communities, major real estate developments, and participatory planning. Currently Director of the Boston Downtown Waterfront Project and Project Coordinator for the NEA/R/UDAT Evaluation Study.



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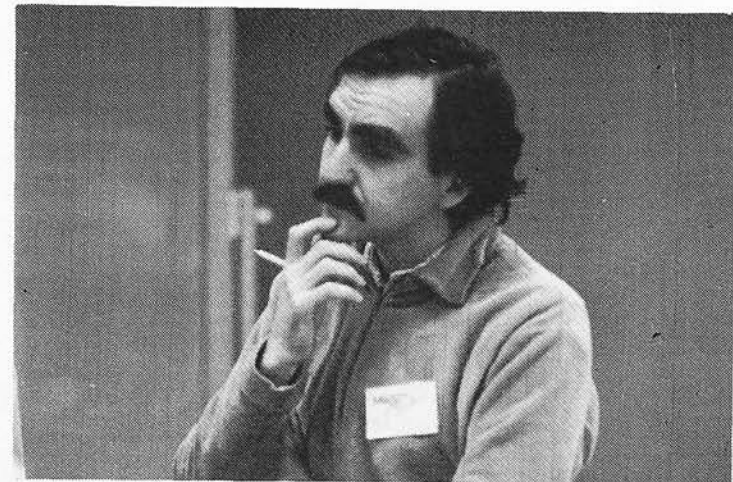
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Former Attorney - Advisor, Office of the General Counsel, U. S. Department of Housing and Urban Development, now in the private practice of law, working in the housing and real estate fields. Degree in Architecture and Urban Planning as well as law.



KENNETH E. KRUCKEMEYER

Architect, Boston, Massachusetts

For the past seven years Mr. Kruckemeyer has been working on the redevelopment of three neighborhoods in Boston decimated by clearance for an interstate highway.

An Assistant Project Manager, he has coordinated the technical implementation of a community generated plan, which includes a transit line and railroad reconstruction, an arterial street, housing, industrial development and a linear park.



MEG MAGUIRE has served since 1977 as Associate Director for Recreation Programs of The Heritage Conservation and Recreation Service of the U. S. Department of the Interior. Prior to this, she spent nine years as a planner and administrator in New York City and State Governments.



DAVID STEA is a Professor of Architecture and Urban Planning at U.C.L.A., and a partner in International Design Collaborative, Santa Monica, California. His work, centering about community design and participatory planning in both urban and rural areas, has taken him to various parts of the world. Following earlier efforts in neighborhood planning and new town design, he has spent the last five years on housing and planning problems of reservation dwelling native Americans, aiding in the development settlement designs for the Navajo and directing the housing element of the general plan for the Pima-Mallicopa Salt River Community. David's prime interest has been the application of social and behavioral research to environmental design and planning, most recently in the form of special tools to aid communication between the professional designers and the users of environments.



"come to work every morning, I sit down in my office, I draw a cup of coffee, and I look out the window and I think: Dear Lord, what have they done with my tax dollars?"

Radial Reuse Task Force

Gordon Scholz--Chairperson

Leon Satterfield--Vice Chairperson

Helen Adams

Florence Bridge

Paul Brown

Maxine Nichols

Byron Peterson

Robert Seddemeier

Carole Shein

Charlotte Smith

Connie Stauss

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Tom Miller

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Todd Wetherilt

Dan Worth



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Bill Austin

Lincoln Finance Department:

Jim Mallon

Lincoln Public Works Department:

Dick Erixson
D. D. Smith

Burlington Northern Railroad:

John Kuk

University of Nebraska:

Ray Coffey

Property Owners in Area:

Dick Euhler	Snyder Industries
Keith Brown	Sealrite
Hank Buis	Buis Corporation
Jacob Schaeffer	Pricesion Machine Co.
Melvin Richards	M R Body Shop

Elected Officials:

Mayor Helen Boosalis

Council Members:

Eric Youngberg
Joseph Hampton
Margrethe Ahlschwede
John Robinson
Donna Frohardt

State Senator Dave Landis

University Place Community Organization:

Jim Cooke

Clinton Neighborhood Organization

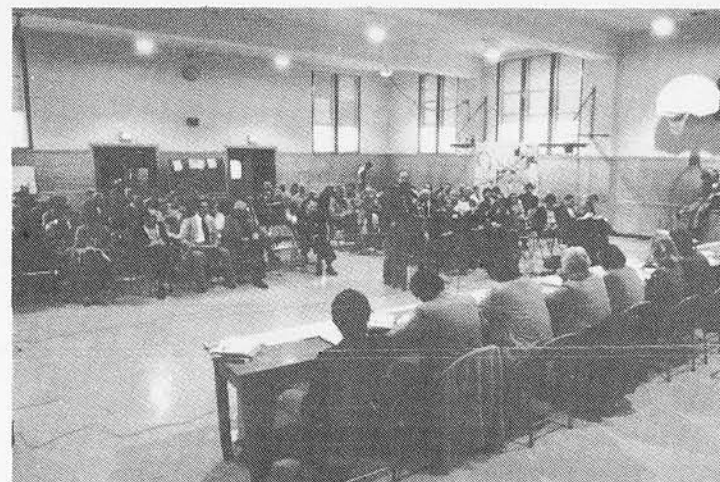
Willard Woodside
Richard Sutton

Malone Area Citizens' Council

Kay Thompson
Lenora Letcher
Victor McWilliams
William Goodwin

<u>Name</u>	<u>Address or Organization</u>
Bert Boquet, Jr.	Fremont Street Association
John Gabarron	210 North 32nd Street
Lenora Letcher	Malone Area Citizen Council
Duane Funk	Chamber of Commerce
Mrs. George Knight	University Place Development Corporation
Fred R. Sikyta	420 Sycamore
William Thierstein	1025 Eldon Drive
James Cooke	University Place Community Organization
George Knight	7200 Old Post Road
Phillip Mahoney	3430 Touzalin
Larry Enerson	Mayor's Committee on Urban Design
Dick McCashland	Lincoln Citizens Association
Everett Green	University Place Business Association
Joe Hampton	1660 South 70th Street
Mary Ellen Brown	Clinton School P.T.A.
Lorene Buehler	Community Development Task Force
Jane Voorhies	1140 North 24th Street
James Flemming	3100 Leighton Avenue
Larry Hermann	2505 North 33rd Street
Lewis Berlowitz	5835 "A" Street
Melviyn Rhcards	2705 North 33rd
Dwight Nelson	3700 Adams
Ausquo Umoren	Malone Community Center
Donald Wright	6101 Hartley
John E. Lorenzen	Lincoln Independent Business Association
Mrs. Kuz Johnson	Lincoln Energy Commission
Jay K. Folsom	5411 Hills Dale Drive
Willard Woodside	1915 North 32nd Street
Richard Sutton	Clinton Neighborhood Organization

<u>Name</u>	<u>Address</u>
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Eldon O. Wilhelm	6870 Fremont
John J. Gabarron	210 No. 32nd Street
Lenora Letcher	2420 No. Cotner
Duane Funk	1630 Janssen
Mrs. G. W. Knight	7200 Old Post Road
Fred R. Sikyta	420 Sycamore Dirve
Maxine Nichols	2228 Sheldon
James Cooke	3045 No. 52nd Street
William Thierstein	1025 Eldon Drive
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Phillip Mahoney	3430 Tongalin
M. E. Farmer	2520 No. 33rd Street
L. A. Enersen	2346 Harwood
Charles B. Svoboda	3125 No. 66th
Charlotte Smith	5227 Fremont
Jess Smith	5227 Fremont
Leon B. Raney	2147 No. 27th Street
Dick McCashland	731 East Avon
Chuck Squier	730 Skway Road
Bob Reeves	3236 Dudley
Jacob Shafter	3426 Dudley
Everett Green	6141 Huntington
Carole Shein	3830 Adams Street
Jan Gauger	1404 No. 40th
Joe Hampton	1660 So. 70th
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David Ahrendts	P. O. Box 81804
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Andrew Drekhoff	2030 No. 28th
Ken Wentz	1600 Buckingham Drive
Lorene Buehler	1633 No. 22nd
Rober Sliquin	3610 No. 48th
Don Buehler	1633 No. 22nd
Jane Voohies	1140 No. 24th
Dorothy Wrede	2257 Orchard
James Fleming	3100 Leighton
David Fleming	3100 Leighton
Robert Fleming	3100 Leighton
Larry Hermann	2505 No. 33rd
Gerald Hermann	2505 No. 33rd
Marshall D. Tracy	5801 Fremont
Ann C. Stillman	2942 No. 51st
Lewis Berlowitz	5835 "A" Street



<u>Name</u>	<u>Address</u>
Larry Potratz	1510 Otoe
Glen Bush	6420 Walker
Melvin Richards	2705 No. 33rd
Jerome Kucera	1637 No. 25th
Mr. Francis Siudzinski	6641 Fremont
Mrs. Francis Siudzinski	6641 Fremont
Eddie Siudzinski	6441 Fremont
Allison Rye	3009 Potter
Richard Rye	3009 Potter
Kay L. Thompson	2137 "R" Street
Alvin M. Pittman	Cornhusker Bank
	1300 No. 27th
Stuart Bullington	2601 Garfield
Ray Walden	2975 Starr
Willard Woodside	1915 No. 32nd Street
Dwight Nelson	3700 Adams St.
Vera Mae Lutz	3915 Apple
Asuquo Umoren	2930 "T" St.
Nancy Kay	129 North 10th
Verl Borg	555 South 10th
Leslie Robbins	555 South 10th
Donald L. Wright	2417 No. 33rd St.
William A. Goodwin	2221 South St.
Henry Aguirree	2000 Holdrege St.
John E. Lorenzen	2250 South 48th St.
T. P. Keelan	3223 "U" Street
Mrs. Johnson	1909 So. 33rd
Joy K. Folsom	5411 Hills Dale Dr.
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Robert Tallichet	129 North 10th
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