An Update of the 1984 Haymarket Redevelopment Plan: Lincoln, Nebraska

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An Update of the 1984 Haymarket Redevelopment Plan
Lincoln, Nebraska

A Professional Project
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For the Degree
Master of Community and Regional Planning
University of Nebraska-Lincoln

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Abstract

In 1984, Lincoln, Nebraska committed resources to renovating the Haymarket District to change it from a decayed manufacturing center into a viable business district. They successfully created a historic landmark district, commissioned a blight study and declared the area blighted, and then created a redevelopment plan. The 1984 Haymarket Redevelopment Plan examined the then-current district conditions and proposed future development that would support a thriving business district. Twenty-eight years later, that plan is being re-examined to determine what parts of the plan were realized, what the current district looks like, and how the current environment creates the need for an update to the original plan to guide future development.

This professional project is divided into four parts: research and analysis of historic characteristics; identification of the 1984 conditions; review of the current 2012 conditions and suggestions for future development the area to create a successful district; and developing tourism plan components to create a positive economic impact. The need for this project is due to the outdated nature of the original redevelopment plan as it did not project the construction of the Pinnacle Bank Arena or the West Haymarket development that is included with the Arena’s construction. This current document provides the information necessary for future development that should occur in the area in order to maintain the historic character of the area, while continuing to grow.
# Table of Contents

- **Introduction** ........................................................................................................... 1
- **Methodology** ......................................................................................................... 2
- **Historical Context** ................................................................................................. 3
  - General History ........................................................................................................ 3
  - Historic Designation .............................................................................................. 7
- **Case Studies** .......................................................................................................... 8
  - Old Market (Omaha, NE) .................................................................................... 8
  - Gaslamp Quarters (San Diego, CA) ...................................................................... 11
  - Bourbon Street (New Orleans, LA) ..................................................................... 14
- **1984 Situation** ...................................................................................................... 17
  - Land Use ............................................................................................................ 17
  - Zoning ................................................................................................................ 17
  - Streets ................................................................................................................ 17
  - Utilities ................................................................................................................ 25
  - Parking ................................................................................................................. 25
  - Public Amenities ................................................................................................. 25
  - Development Goals ............................................................................................ 28
- **Blight Study** ......................................................................................................... 30
- **1984 Improvement Plan-Phase I** ........................................................................ 33
- **Existing Conditions** ............................................................................................ 34
  - Land Use ............................................................................................................ 34
  - Building Condition ............................................................................................. 36
  - Renovation Projects ........................................................................................... 38
  - Infrastructure ...................................................................................................... 40
  - Landscaping ........................................................................................................ 40
- **Interviews** ............................................................................................................. 43
- **Proposals** ............................................................................................................. 44
  - Land Use ............................................................................................................ 44
List of Figures

Figure 1- Original Plat of Lincoln.................................................................3
Figure 2- Historic “Market Square”...............................................................3
Figure 3- 1891 Sanborn Fire Insurance Map................................................3
Figure 4- 1880 Census Showing Brothel Activity.........................................4
Figure 5- Building Activity Time Line 1880-2000.........................................5
Figure 6- Zoning and Boundary Map for the Haymarket District...............7
Figure 7- Map of the Old Market District...................................................9
Figure 8- Historic Image of the Old Market, Omaha, NE............................9
Figure 9- Aerial Map Showing the Rail and Commerce District, Omaha, NE.10
Figure 10- Aerial Image of the Historic Horton Plaza, San Diego, CA........11
Figure 11- Aerial Image of Horton Plaza After Redevelopment...............13
Figure 12- Historic Bourbon Street............................................................14
Figure 13- Bourbon Street 2012, New Orleans, LA....................................15
Figure 14- 1928 Sanborn Map Showing Buildings Torn Down on 7th Street...17
List of Tables

Table 1- Case Study Comparison (Bourbon Street, Gaslamp Quarter, Old Market, Haymarket).......................................................................................................................8
Table 2- Street Right-of-Way Comparison Map (1984-2012).........................................22
Table 3- 1984 Available Parking Space Breakdown...............................................................................................................25
Table 4- 2012 Available Parking Space Breakdown.................................................................34

Figure 15- 1984 Land Use Map..........................................................................................18
Figure 16- 1984 Transit Flow Map....................................................................................19
Figure 17- 2012 Transit Flow Map....................................................................................20
Figure 18- 1984 Proposed Transit System Map.................................................................21
Figure 19- 1984 Phase 1 Proposed District Improvements Map........................................23
Figure 20- 1984 Phase 1 District Improvements Map.......................................................24
Figure 21- 1984 Phase 1 Proposed Utility Improvements Map..........................................26
Figure 22- 1984 Proposed Future Utility Improvements Map..........................................27
Figure 23- 1984 Proposed Land Use Map.........................................................................29
Figure 24- Hardy Building Prior to Rehabilitation Showing Typical Blight Conditions........31
Figure 25- 1984 Building Condition Map..........................................................................32
Figure 26- 2012 Land Use Map.......................................................................................35
Figure 27- Toolhouse Redevelopment Future Renderings..................................................36
Figure 28- Seaton and Lea Renderings with Dock Addition.................................................36
Figure 29- 2012 Building Condition Map.........................................................................37
Figure 30- Early Photo of the Haymarket Square Redevelopment Project.......................38
Figure 31- 2012 Building Rehabilitation Years Map.........................................................39
Figure 32- Train Relief on the Lincoln Station North Exterior Wall....................................40
Figure 33- 2012 Utilities Map............................................................................................41
Figure 34- 2012 Landscape Map........................................................................................42
Figure 35- 2012 Future Land Use Map.............................................................................45
Figure 36- Rendering of a Possible Q Street Entrance.......................................................46
Figure 37- 17th and R Street Parking Garage.......................................................................47
Figure 38- 2012 Proposed Transit System Map.................................................................48
Figure 39- Future Trail System Analysis Map....................................................................50
Figure 40- Future Trail System Plan and Section...............................................................51
Figure 41- Current Lincoln Passport Download..................................................................52
Figure 42- Possible Walking Tour Application Layout.......................................................55
Introduction

The intent of this project is to prepare an updated area plan based upon the original 1984 Haymarket Redevelopment Plan, which was initially intended to guide the development of the historic Haymarket district. The 1984 plan is currently out of date; there has never been a second look at the original document created 28 years ago. The reason for looking back and updating the plan is to provide documentation of the existing conditions, review what projects were outlined to see if they were realized and to create new objectives for future development. This is necessary due to the current West Haymarket development, which includes the new Pinnacle Bank Arena project that will have an effect on the Historic Haymarket district. The major goal of this updated plan is to provide guidance for future development that aims to protect the historic fabric of the area, while continuing with development of new infrastructure and buildings to the west. The city is dedicated to the “continued use and maintenance of historic resources, including properties not formally designated as landmarks.” This document is meant to provide the foundation for a redevelopment plan that could be formally adopted by the city to use as a development tool, along with the comprehensive plan.
Methodology

This update to the 1984 Haymarket Redevelopment Plan is presented in four parts. Part one is a brief history of the area along with research and analysis of three cities with similar historic districts: the Old Market in Omaha, Nebraska; the Gaslamp Quarter in San Diego, California; and Bourbon Street in New Orleans, Louisiana. From these three case studies, different categories were analyzed and compared with the Haymarket and one another to glean insight into how these successes could be applied to future Haymarket development. Part two is a review of the original 1984 plan to determine what changes proposed in the plan succeeded, which ones did not, and to identify which changes that have occurred in the area were not foreseen. This part includes a look into the original blight study and an inventory of all the projects that have been completed or are under way since the 1984 plan was developed. Part three progresses with digitizing the original maps (zoning, land use, traffic circulation, building conditions, utilities, transportation, parking, and improvements), documenting the existing conditions in these mentioned categories, and projecting what changes will and should occur in the future. To help with these projections, structured interviews were conducted based on personalized questions created about the area. Those interviewed included a member of the Lincoln Conventions and Visitors Bureau, a representative of WRK (local real estate developers), a member of the Lincoln Haymarket Development Corporation, the owner of Haymarket Square (local developers), and a member of the Downtown Lincoln Association. After these project phases were completed, a plan to ensure the continued use and viability of the area was developed which led to part four, the creation of tourism elements. The components of heritage tourism are the beginnings of a tourism plan for the area looking into building history, mobile applications, and area events.
Historical Context

General History

Originally existing as the village of Lancaster, the city of Lincoln was founded in 1856. By 1859 Lancaster was the county seat of Lancaster County and in 1867 along with Nebraska’s admission to the Union, the location became the state capital, despite protests from Omaha citizens. The original plat of the city, created in 1867, covers much of the area included in what we know today as Historic Haymarket. Along with this plat was ‘Market Square’ designated between O and P Streets from 9th Street to 10th Street. The square was an open air market for produce and livestock, as well as immigrant campgrounds serving Lincoln and its surroundings (Figure 2). This block eventually became in 1874, the site for the city’s first post office and federal courthouse. When this plat for the new capital city was created, wide streets, park land, a campus, and Capitol Square were created. During these initial years, the Haymarket area was a place largely dominated by dwellings and retail stores. A few lumber yards and other similar businesses were located on the outskirts of the district as well. As the area began to grow

Figure 1: Original Plat of Lincoln taken from nebraskahistory.org

Figure 2: The Original Haymarket Square (Photo taken from the Lincoln Planning Department)

Figure 3: 1891 Sanborn Fire Insurance Map Highlighting the Operating Rail Lines
rapidly in the 1870s and 1880s, the railroads started to come through town. The first railroad into town was the Burlington and Missouri River Railroad in 1870. In 1884, railroad tracks laid by the Atchison and Nebraska Railroad, the Burlington and Missouri River Railroad, and the Midland Pacific Railroad crossed through the area. By 1886, many more tracks were added, including those of the Union Pacific Railroad.

With convenient transportation in the area, the housing was replaced by wholesale jobbing and manufacturing businesses. The “jobber,” as referred to frequently in news items of the late 1800s and early 1900s, was the new middleman in the distribution of goods. Rather than sell goods on a commission basis, the jobber purchased the goods from the manufacturer and utilized traveling salesmen to sell to retailers directly. The number of traveling salesmen and the size of the territory was a great source of pride for the wholesale firms and these characteristics were almost always included in their promotions. A newspaper article in 1923 stated, “today the Western Glass and Paint Company does a large wholesale business in eight states through a staff of nine traveling salesmen.” Jobbing required hotel rooms for the traveling salesmen, warehouses for the merchandise, and railroads for shipment. In the period from 1884 to 1904 there were nine hotels and numerous warehouses in the Haymarket, along with five major railroads serving Lincoln.

At the time the warehouse district began to grow, the area located south was commonly known as the ‘burnt district’, an area of illicit activity. Most of the activity was located south of O Street and between 7th and 12th Streets, centered around the railroad depot. Many disorderly houses and saloons were found in this area, sometimes blatant, others under disguise. In the 1880s the most notorious brothel in Lincoln, known as Lydia Stewart’s, was operating just on the outskirts of the Haymarket district at 124 South 9th Street. These types of illegal activities were commonly accepted by citizens and authorities as long as the proper bribes were paid.

Figure 4: 1880 Census showing brothel activity

The industrial boom in the warehouse district was welcomed, and coincided with the population boom of Lincoln in the 1880s. Lincoln’s population grew from 13,000 to just over 55,000. This boom was followed in the 1890s by a nationwide depression, resulting in a decline of Lincoln’s population to about 40,000 by 1900. The years following saw rapid growth and recovery, as well as extensive development of the Haymarket area. The Burlington Railroad had constructed a three-story Gothic Revival depot in 1880, and was later replaced by the current Burlington Northern Santa Fe (BNSF) depot which was constructed in 1927 in the neoclassical style. Rail activity continued to grow rapidly through the 1930s and into post-World War II. To compete with the automobile, Burlington Railroad developed a high speed passenger train called “Zephyr.” Unfortunately, the efficiencies of automobiles for passengers won favor in transportation, and passenger traffic on the train system declined sharply. The development of the Haymarket area in comparison with the population growth can be seen in Figure 5.
Figure 5: Building Activity Time Line 1880-2012 (Images used were collected from the Lincoln Planning Department)
1944 335 N 8th- Western Electric Company leased the building doing extensive interior and exterior alterations costing $57,910

1945 227 N 7th- Yellow Cab constructs one story addition


1940 725 O- top two floors removed from the St. Charles Hotel

1950 230 N 7th- Hills building renovated

1960 835 O- Occidental Saloon renovated

1970 247 N 8th- Gillen and Boney renovated 1984

1980 231 N 8th- H.P. Lau renovated

1990 700 P- Bennett Hotel renovated

2000-2012 808 P- Harpham renovated

2007 814 P- Veith renovated

2012 824 P- Magnum renovated

2008 826 P- Lincoln Fixture and

2012 renovations

1966 749 P- demolition and construction of the north half of the Tremont Hotel

1967 321 N 8th - Carter Transfer Company builds one story warehouse

1971 822 O- Lincoln Bottling building constructs three story

1973 201 N 8th- H.T. Clarke and Co. construct three story building

1975 800 Q- Douglas Jones warehouse built as a three story

1977 735 O- Occidental Sales Warehouse

1979 747 O- Hargreaves Hat Co. constructs their Spangler Wholesale

1981 227 N 9th- Deputy Plant is built

1983 235 N 9th- Arlington constructed

1985 301 N 8th- Seaton and Lea renovated

1988 1989 201 N 7th- Lincoln Station renovated

1989 300 N 8th- Seaton and Lea renovated

1990 701 P- Beatrice Creamery renovated

1992 819 O- Campbell’s renovated 1991

1994 151 N 8th- Grainger renovated

1996 801 P- Apothecary renovated

1998 809 P- Ridnour renovated 1992

2000 710 P- Lulow renovated and Billy’s Saloon facade added 1993

2002 100 N 8th- Armour renovated

2004 808 P- Stacey Brothers renovated

2006 728 Q- Carter Transfer Co.

2008 801 Q- Huber renovated

2010 815 O- Peppperberg’s renovated 1998

2012 801 Q- Huber renovated

2014 803 Q- Brix and Stone renovated

2016 840 Q- Que Street garage construction

2018 720 O- A720 renovation 2004

2020 151 N 8th- Salvation Army buildings renovation

2022 350 N 7th- Option 13 construction and demolition of Capitol City Mattress

2024 440 N 8th- Sawmill renovation 2008

2026 808 R- Arts and Humanities Block Hotel construction

2028 247 N 8th- Gillen and Boney renovated

2030 231 N 8th- H.P. Lau renovated

2032 700 P- Bennett Hotel renovated

2034 808 P- Harpham renovated

2036 814 P- Veith renovated

2038 824 P- Magnum renovated

2040 826 P- Lincoln Fixture and

2042 renovations

2044 725 O- top two floors removed from the St. Charles Hotel

2046 230 N 7th- Hills building renovated

2048 835 O- Occidental Saloon renovated

2050 247 N 8th- Gillen and Boney renovated 1984

2052 231 N 8th- H.P. Lau renovated

2054 700 P- Bennett Hotel renovated

2056 808 P- Harpham renovated

2058 814 P- Veith renovated

2060 824 P- Magnum renovated

2062 826 P- Lincoln Fixture and

2064 renovations

2066 725 O- top two floors removed from the St. Charles Hotel

2068 230 N 7th- Hills building renovated

2070 835 O- Occidental Saloon renovated

2072 247 N 8th- Gillen and Boney renovated 1984

2074 231 N 8th- H.P. Lau renovated

2076 700 P- Bennett Hotel renovated

2078 808 P- Harpham renovated

2080 814 P- Veith renovated

2082 824 P- Magnum renovated

2084 826 P- Lincoln Fixture and

2086 renovations
The period of time spanning immediately after the Depression, when development slowed almost to a halt, to the beginning of the 1970s saw limited development of the area. The Hardy Building had its top three floors added, Carter Transfer added a one-story warehouse, and in 1966 the Tremont Hotel was demolished in favor of a new three-story commercial style retail and rehab facility for the Salvation Army. The dominant business in the area, operating on the entire block bounded by 7th, 8th, P and Q Streets, was Russell Stover Candies, providing hundreds of jobs for local residents. The Haymarket became a ghost town when the company relocated to Kansas City in the early 1980s.

Historic Designation

The Haymarket area was designated as a local landmark historic district by the Lincoln City Council in September 1982. The ordinance creating the district noted the area possessed characteristics that were significant and worthy of preservation. This ordinance also established guidelines for preservation, addressing such items as appropriate construction materials and principles to follow when making changes to the structures. The introduction to these guidelines can be found in Appendix A. The local designation in 1982 was federally certified in 1984, providing eligibility for federal rehabilitation tax credits that may be applied to the costs of making appropriate changes to buildings that are designated as “contributing” to the historic and architectural character of the district. Administered federal preservation tax credits have leveraged more than $45 billion in private investment nationally, since the enactment of the federal legislation. These tax credits used in the Haymarket could help bring more private investments to the area to further its development. Currently, the Historic Preservation Commission oversees all requests made for changes in the district and approves proposed changes based on compliance with the district’s design guidelines. The boundaries for the Historic Haymarket District are shown in Figure 6. Currently, a National Register nomination for the Haymarket District is being prepared and will thoroughly document the historical and architectural significance of the area. This will help better record the historic resources in the area.

Figure 6: Zoning and Boundary Map (Map Created From GIS Data Taken From the Lincoln-Lancaster Planning Department Website)
Case studies of other similar situations can provide insight and alternate solutions when considering approaches to implement in a particular project. The reason for pursuing these case studies is to learn from the other districts and apply the successful strategies to the future development of the Haymarket. Three case studies are used as comparable districts to illustrate successful preservation, renovation, and rehabilitation strategies. The main categories that are analyzed in the cases are whether the districts have a development corporation helping the area’s development, if a redevelopment plan was created, National Register standing, a history of blight conditions, past function as a red light district, whether the district has a historic character or Disneyesque feel (an artificial, manufactured historical/architectural feel), and if heritage tourism is emphasized or promoted. The reason for assessing these categories is they provide historic references (history of blight, red light district, historic or Disneyesque) which allow for the comparison to the Haymarket based on similar traits. These categories also show basic characteristics of redevelopment (development corporation, redevelopment plan, national register status, heritage tourism) to understand which parts of a redevelopment are more commonly used and successful than others. A clear breakdown of these factors can be seen in Table 1.

<table>
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<th>Development Corporation Present</th>
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<th>Gaslamp</th>
<th>Bourbon Street</th>
<th>Haymarket</th>
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<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
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<tr>
<td>Redevelopment Plan Created</td>
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<td>Yes</td>
</tr>
<tr>
<td>National Register Status</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
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<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Red Light District</td>
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<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Historic or Disneyesque</td>
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<td>Disneyesque</td>
<td>Disneyesque</td>
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<td>Heritage Tourism</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
</tr>
</tbody>
</table>

Table 1: Case Study Comparison

Old Market (Omaha, Nebraska)

The Old Market is a historic district located in the downtown area of Omaha, Nebraska. This district was placed on the National Register of Historic Places in 1979, shortly before being recognized as a local landmark district in 1985. The designation saw about seventy-five percent endorsement from local businesses and building owners. The district extends from Leavenworth to Farnam and 10th Street to 14th Street (as seen in figure 7). The boundary lines were drawn arbitrarily, based on which building owners supported the designation and which ones did not, so as to make the process easier. The area was once home to warehouses, wholesale grocers, and industrial uses due to its close proximity to the rail lines and shipping yard. Still today, railroad spurs can be seen going through the alleys of the Old Market; however, they do not conflict with the main streets in the area. Since it is farther from the river than Jobbers Canyon was, an ex-
tant historic district, there are fewer tracks visible. Now the Old Market is home to restaurants, residential units, retail stores, art galleries, offices, and a range of nightlife activities. The area is composed of exterior brick structures connected with continuous canopies. There is no identifiable central core to the district, encouraging users to move around without concentrating in one area.

The area saw its first revitalization efforts around 1967, led mainly by the Mercer family, who owned several buildings in the area. They saw the need for change, as the wholesaling business was in decline, leaving many of these buildings vacant. They believed strongly in historic preservation and sought to follow preservation guidelines as they began restoration. Along with their efforts, the area’s revitalization came from various other sources. Documents, such as the design guidelines, Downtown Master Plan, and the National Register nomination all helped to shape the development in the area. Recently, the consulting firm HDR prepared a Downtown Omaha 2030 Plan, which outlines how future development should evolve in the downtown core, including the Old Market district. There has never been a specific redevelopment plan prepared for the Old Market; however, the area has been included in various other plans, such as the Downtown Omaha 2030 Plan. The area is in the Central Business District of the city’s zoning code. The Central Business District allows multiple land uses and thereby enables various changes and new development in the district.

The area is well protected from the threat of demolition by the Old Market Urban Design Guidelines, which have been utilized by building owners in the boundaries of the historic district, as well as many outside the district. There has been talk of making these guidelines applicable to the entire area, not just in the designated

Figure 7: Map of the Old Market District taken from http://leoadambiga.wordpress.com/tag/omaha-old-market/

Figure 8: Historic Image of the Old Market take from http://leoadambiga.wordpress.com/tag/omaha-old-market/
historic district, to provide for better equity to all business owners. The Old Market district is located directly next to Jobbers Canyon, historically a wholesale district that was characterized in part by large plumbing operations, prior to its demolition. Jobbers Canyon was not as well protected from demolition as the Old Market and was torn down and replaced by Con Agra’s campus headquarters. There was a large political fight because preservationists saw the need to protect this vital piece of history, while others saw an economic opportunity. This was a big controversy because it was the largest area of historic properties to be demolished in the United States. The Old Market is better protected because redevelopment was started many years ago and allowed business owners to establish themselves in the district, keeping any demolition plans at bay. The Mercer family has also had a large impact in protecting the area from the threat of demolition with their investment in multiple buildings in the Old Market as well as their commitment to preservation. Extensive new construction in the district is unlikely; however, there has been significant development in the area, such as the new Hyatt Hotel at 12th and Jackson Streets. The construction of the Century Link Center (formerly the Quest Center) has been a good draw and has kept visitors in the area, encouraging reuse of the buildings in the Old Market.

Parking is limited mainly to the perimeter of the area; however, there are a few parking garages that disguise their nature through the use of liner buildings and metal canopies. The focus of the area is in keeping its urban feel, with greenery limited to trees planted in the 1970s and planters located at 11th and Howard Streets. The area surrounding the district provides park-like amenities, so the district itself has focused on the urban environment. The area does lack adequate bike access, which is due mainly to the historic brick streets that are difficult to traverse with a bike. The trade-off here is a better unified district feel, as well as a historic appearance. The Rail and Commerce District to the south, with its historically brick-paved streets is also difficult to traverse with bicycles. The City of Omaha Planning Department is currently working on a bike trail that would run along Farnam Street to provide the necessary access to the Old Market District by bicyclists and pedestrians.

The Old Market Business Association represents over seventy merchants, property owners, and friends interested in enhancing the Old Market experience for visitors. Although there is not a comprehensive tourism plan for the area, there are brochures available and plaques located on the buildings. The Durham Museum (a few blocks outside of the Old Market) provides a good history of the area. The district could benefit from providing its history to its visitors while experiencing it first-hand in the area.

The Old Market is an area of good comparison to the Haymarket, as it has a similar historical background and has gone through similar development patterns over the years. In addition, both have a development corporation to oversee and enhance its change. The Old Market

Figure 9: Google Aerial Image Showing the Rail and Commerce District South of the Old Market
lacks a redevelopment plan and the Haymarket has only a local and not National Register designation. In this way they are different. In economic terms, the Old Market has surpassed the Haymarket, in part because the Old Market covers a larger area and has more development than the Haymarket. The Old Market has a better cohesiveness as it has retained the original brick streets and provides a stronger urban identity, separating itself from the rest of downtown Omaha. These positive aspects of the Old Market development could be utilized to further improve the Haymarket in the future.

Gaslamp Quarter (San Diego, California)

The Gaslamp Quarter lies in the heart of downtown San Diego. In 1980 the district was listed on the National Register of Historic Places in recognition of its late nineteenth century Victorian architecture. Much like Lincoln’s Historic Haymarket, the Gaslamp Quarter in 1890 was the city’s red light district, called the Stingaree, and functioned as such up until the 1970s. The area served to house disenfranchised residents and marginalized inhabitants neglected by the more prosperous parts of San Diego. During the beginning of the twentieth century, legitimate businesses sought refuge in the expanding suburbs, leaving a decaying core behind.

With the election of a Mayor Pete Wilson in 1972, a new agenda was set to slow suburban sprawl and revitalize the downtown by mixing housing, cultural, educational, and recreational facilities among the existing and planned office buildings. These efforts culminated in the Horton Plaza Redevelopment Plan. In a city analysis done at the onset of the project, planning professional Kevin Lynch identified that “people are proud of cities whose unique centers present a clear image to themselves and to visitors.” Lynch also stated the plan needs to involve citizen interests and not just the private interests that are funding the project, or they will risk creat-

Figure 10: Aerial Image of Historic Horton Plaza in the 1930s found at http://www.flickr.com/photos/sdmts/6439144797/
ing an environment plagued by islands of private investment closed to the residents of the area. The Gaslamp Quarter Project was undertaken by the Centre City Development Corporation (CCDC), a body of elected officials who functioned as a liaison between the public and private sectors. The plan was developed in 1975 and sought to rehabilitate turn-of-the-century architecture that was prevalent in the area. It was designed as a central hub for San Diego with cultural entertainment facilities and retail shops. The Gaslamp Quarter was a part of many sub-districts all with distinctive characteristics aimed at reinventing the urban core.

The nomination as a historic district helped to spur the transformation into an “orderly and coherent space for middle and upper class citizens.” With the nomination, tax incentives provided the opportunity to redevelop the decayed downtown core, a concept that was being looked at throughout the country at that time. The area became a habitable space and economic hub for activity. The development into the thriving market place it is today began with the challenge of confronting the distinct cultures, communities, and lifestyles that existed prior to the redevelopment: the previously invisible inhabitants. The demographic makeup of the area suggested a lower income status, making it the third lowest socioeconomic tract in the entire county based on Census data. Many residents relied on public assistance and the local shelters for housing. An area where these residents congregated was historic Horton Plaza Park located within the Gaslamp Quarter. The residents had their own form of community that worked well despite outside judgments to the contrary. Nonetheless, preservation and redevelopment were undertaken to “cleanse” the neglected city core. This development instead of wiping out the vice in the area, displaced it to another part of the city.

The redevelopment of the Gaslamp Historic District was created as a result of the National Historic Preservation Act of 1966 and other urban renewal efforts in progress at the time. The act created the National Register of Historic Places, which was operated under the Secretary of the Interior. This program allowed municipalities the opportunity to nominate eligible buildings to the Register in an effort to raise awareness and provide protection for the historic urban fabric. Nominations could be submitted on the local, state, or national level and were based upon historical contributions, ties to a historic person, key architectural characteristics, and key events. In many cities it helped to create an “attractive and economically profitable tourist destination.” Local programs of preservation were created, and local preservation ordinances were enacted to help preserve historically and architecturally significant building stock. Once established under authority of a local historic preservation ordinance, a district could be eligible for tax credits provided by the Federal Tax Reform Act of 1976, which stated that expenses for rehabilitating historic buildings could be recoverable on income-producing structures.

San Diego’s use of these preservation tools created a strong tie between the public sector and the private sector developers who became a crucial part of the preservation movement. The city used its zoning ordinance and a redevelopment plan to authorize the purchase and resale of property for redevelopment purposes and to define the official boundary for a redevelopment area. A large number of committees and groups were created to handle everything from communications between the public and private sectors, to promotional advertising for the redevelopment.

The final plan proposed a series of shops and entertainment venues against the historical backdrop that would link Fifth Avenue to the waterfront and northern business core. The intent was
to unite an amalgam of people and create a rich experience for locals and tourists alike. To wage a “war on smut,” an acceptable use list for the district prohibited the undesirable uses that had existed in the area. The development was an economic boost for the city and was branded into a name and marketed with its own logo. A new environment was created by adhering to standard restoration techniques, such as providing for similar scale and stepping of building heights, attention to paint colors, wide brick paths, five-globe lighting, and hidden loading zones. The Gaslamp Quarter organizations even developed walking tours and sent out newsletters. There is also a museum in the area to provide history to tourists. The marketing sought to show the ease of one-stop shopping, as well as traveling back in time.

While the Gaslamp Quarter appears to be a success to many, it was highly controversial when city officials began the transformation. The gentrification of the area, which impacted low-income residents was a major problem, as housing was declining, and its replacement, while it conformed to the ideas of a historic district, was unaffordable for the low-income residents of the area. Many of the existing residents of the area objected to these changes, with one person going to the extreme of destroying the new trash cans being placed around the district. Despite the opposition, the area was successfully turned into the thriving business district it is known for today with shops and restaurants primarily geared to middle- to upper-income customers.

While the sheer size of the Gaslamp Quarter sets it apart from the Haymarket in Lincoln, Nebraska, these two areas are still comparable in their development patterns. Both districts have a development corporation that launched the redevelopment and currently work with and help promote the existing businesses. They both have utilized a redevelopment plan that guided the process in which the area was developed, ensuring a cohesive end result. The Gaslamp Quarter redevelopment involved displacing residents; however, the end result was a successful business district in terms of economic development and improvement of a deteriorating area in the city.
Property owners were able to receive tax incentives for redevelopment after the area was designated a National Register district. The Haymarket is highly developed, and financial assistance for large scale projects will be utilized less, compared to its initial development period.

**Bourbon Street (New Orleans, Louisiana)**

“Historical tourism is a process where culture is created based upon the reputation of a historical moment which people romanticize or have a connection with through personal history or intellectual interest.” Changes to the New Orleans tradition of Marti Gras, which have taken place over time, have helped recreate the past in a new image. Tourism in New Orleans, therefore, is central to a nostalgic past which has the power to shift the image of the city. One area of the city that has this type of power is Bourbon Street, once a thriving red light district which replaced Storyville, and home to the city’s illicit activity. Storyville was unique as a red light district because its population was made of many French women who were shipped to the city to help populate it. As the population flourished, prostitution did as well and became rampant. In an effort to keep the illegitimate businesses separated from other legitimate businesses in New Orleans, Storyville was created in 1897 and thrived only until November 12, 1917, when the city chose to enact legislation that would control the presence of illegitimate business in the city. The attempt was hardly successful, and the area maintained its previous function with added character. Many jazz and other musicians got their start in the district, which was more welcoming to a struggling population. Once Storyville officially closed around 1925, much of the illegitimate activity moved into Bourbon Street, which prompted the opening of the first night club.
Bourbon Street once catered to the needs of nearby residents with barber shops, hardware stores, and groceries prevalent on the streets; however, businesses now cater to tourists. Characteristic of New Orleans’s past, live traditional New Orleans music can be heard from many businesses on the street, providing tourists with the flavor of the times. While the businesses in the area are all legal, much of the activity can be considered vice activity, toned down from the past residents. The tourism approach of Bourbon Street is to create a nostalgic image of what life was like back when vice and sin were commonly found unregulated in the streets. The image that is created is not one of day-to-day struggles, but an idealized creation of the thrill of life. The atmosphere that has been created borders on a “Disneyesque” experience.

Bourbon Street is a good example of a tourist district that creates interest through historical representations of the past. This concept could be emulated, to some extent, in the Haymarket to draw in residents and tourists. Right now the historic Haymarket relies on the restaurant and nightlife activities to draw in customers; however, by using the interesting history of the area, another market could be created to get people into the area for more than just food and entertainment. Visiting the Haymarket could become an experience worth driving to or staying another day for, boosting revenue for the area. Supporting concepts are discussed further in the “tourism plan” section.

Figure 13: Bourbon Street Today http://en.wikipedia.org/wiki/File:BourbonStreet.jpg

Summary

After analysis of each case study, it is apparent certain redevelopment tools are better suited to create a successful historic district than others. As Table 1 shows, the majority of the districts had a development corporation present which acted as a liaison between the public and private sectors. As seen in the Gaslamp Quarter and the Old Market, their development corporations provided the needed support in order to create a cohesive development pattern that was accepted
by all affected citizens. The Lincoln Haymarket Development Corporation has been instrumental in aiding the redevelopment of the Haymarket and will continue to provide a strong influence. In future development, the LHDC should be included in decisions that affect the future of the district as well as the creation of a new redevelopment plan in the area.

The only case study to use a redevelopment plan was the Gaslamp Quarter. This district was the most economically successful as well as cohesively developed area as well. As seen in this update of the 1984 Redevelopment Plan, it is necessary to create a new redevelopment plan for the Haymarket which accounts for the changes that have occurred in the past thirty years.

Finally, a National Register status is in place for two of the three case studies and was utilized as a redevelopment tool for the Old Market Historic District. The Haymarket currently has a local landmark designation; however, the development of the National Register nomination can be used as a tool for redevelopment, documenting the historical influences in the area, and creating a guide for preservation. The nomination will help to provide the argument for preservation versus demolition as the Haymarket continues to grow alongside the West Haymarket and downtown Lincoln.
Land Use

The land use pattern that existed in Historic Haymarket in 1984 when the original redevelopment plan was written was undergoing a major transition. Historically, the area was characterized by manufacturing, warehousing, and transportation centers; however, these uses were being transformed into less intensive commercial and residential functions. A large contributor to change in manufacturing concerns in the area was Russell Stover’s Candy, which moved out in the early 1980s, leaving an entire block of buildings vacant. The area included a mix of land uses that were both suitable and unsuitable for the area such as office, retail, industrial, commercial services, transportation, and residential. Figure 15, the Land Use map for 1984, shows that each building in the district displayed the mixed use nature of the area. Manufacturing was scattered throughout the district, while the remaining wholesale concerns were confined to Q Street and further north. It is also apparent that the number of residential units in the area was rather low, as well as building vacancies high.

Zoning

With the exception of the rail yards immediately west of the Burlington Railroad Terminal, now Lincoln Station, the entire Haymarket Community Redevelopment Area was zoned B-4, “The Lincoln Center Business District.” This zone classification is the least restrictive of the zones and allows for various permitted uses. B-4 zoning at that time was:

“…a redeveloping area applicable to the business and retail uses located in the area of the Lincoln Center Business District. It is designated so the Lincoln Center remains the dominant multi-use center and key focal point of business, social, and cultural activity in the Lincoln urban area. This district should include a large variety of activities, including retail and office functions, housing, commercial services, institutions, and transportation. It is intended that the relationships between permitted functions will be carefully developed, and the need for access, circulation, and amenities will be given special attention.”

Streets

The area is an extension of the city’s grid pattern moving westward through the district and terminating at 7th Street. Prior to the city’s efforts to acquire land from Burlington Railroad to construct the post office and extend 7th Street, the area from Q to R Street along 7th Street was occupied by buildings on the block. Figure 14 shows this area outlined in orange as it existed prior to demolition. Once the land was purchased, the city paved this stretch of 7th Street up to the post office, which terminated S Street, west bound, at 8th Street.

Figure 14: 1928 Sanborn Map Showing the Buildings Torn Down on the Vacated Block
1984
Land Use

Figure 15
1984
Traffic Flow

Figure 16
2012 Traffic Flow

Figure 17
1984

Proposed Transit

Figure 18
terminated grid, the main entrance into the Haymarket was Q Street, a one-way street going west at the time, with the primary exit on P Street, a one-way street running east. The street traffic flow is illustrated in Figure 16. It was proposed in the 1984 Redevelopment Plan to increase the on-street parking and to change the one-way streets into two-way traffic, as well as extend the transit service into the district. These projects can be seen in Figures 17 and 18. The additional parking spaces were deemed necessary based on the new demands of land uses projected. Many streets in the area were determined to be inadequate. These were:

- 7th Street between “O” and “Q” Streets
- 8th Street from “O” to “R” Street
- “R” Street between 8th and 9th Streets

There were also surface level railroad tracks running throughout the area, typically in the right-of-way of streets and a few in the alley ways. Most of the tracks were inactive, as they served the manufacturing companies previously located in the area; however, a few still carried occasional train traffic. It was recommended that the tracks be removed, especially along 8th Street, which involved repairing streets to better provide vehicle and pedestrian access. The street system itself was thought to impede passenger vehicles and pedestrian circulation, as the streets were in disrepair from several years of use by trucks accessing the warehouses and industrial

<table>
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<tr>
<td>Street</td>
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<tr>
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<td>&quot;P&quot; 7th to 9th</td>
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<tr>
<td>&quot;Q&quot; 7th to 9th</td>
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<tr>
<td>&quot;R&quot; 7th to 9th</td>
</tr>
<tr>
<td>&quot;S&quot; 7th to 9th</td>
</tr>
<tr>
<td>&quot;S&quot; 8th to 9th</td>
</tr>
<tr>
<td>9th 1/2 block south of &quot;O&quot; to &quot;S&quot; St</td>
</tr>
<tr>
<td>8th &quot;O&quot; to &quot;P&quot;</td>
</tr>
<tr>
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<td>8th &quot;R&quot; to &quot;S&quot;</td>
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<td>7th 1/2 block south of &quot;O&quot; to &quot;Q&quot; St</td>
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<td>7th &quot;O&quot; to &quot;P&quot;</td>
</tr>
<tr>
<td>7th &quot;P&quot; to &quot;Q&quot;</td>
</tr>
<tr>
<td>7th &quot;Q&quot; to &quot;R&quot;</td>
</tr>
</tbody>
</table>

Table 2: Street Right-of-Way Comparison Map

buildings in the area. Table 2 shows the righ-of-way widths in 1984 compared to today. The only change in right-of-way widths is 8th Street from P to Q Streets, highlighted in orange. The main focus of the 1984 redevelopment plan was in repairing the existing streets rather than changing their right-of-way widths. Based on Table 2, there was strict adherence to the principles outlined in the original plan of keeping the existing street right-of-ways as they were.

The streets would be updated in connection with the utility repairs (Figures 21 and 22) as associated with the district improvements shown in Figure 19 and 20. These future street improvements would include traffic and sidewalk projects, as well as district and curb improvements seen in Figures 20. There was a projection for an 8th Street Mall to support public use areas on
1984
Phase 1 Proposed District Improvements

Figure 19

red oak
shademaster honeylocust
ginko
district identification
sidewalk improvements
phase I redevelopment
project boundary
1984

Proposed Future
District Improvements
7th or 8th Street between “P” and “Q” which would change the need for street reconstruction if developed.

Utilities

The following utilities serve the Haymarket area: electrical conduits, gas lines, sanitary sewers, storm sewers, telephone and cable television conduits, and water lines. The utilities in place in 1984 were inadequate to serve the developing needs of the area. Storm sewers were missing from the majority of the streets in the district, and several portions of the existing sanitary sewers were constructed prior to 1900. These sewers were most likely unreliable clay tile, increasing the necessity of replacement. Only about half the streets in the area were served by water or gas lines. An increase in line size was needed to meet the fire protection standards and potential uses that were desired in the area. Two maps, Figures 21 and 22, show the phased improvements to the utilities in the area.

Parking

A total of 278 daytime on-street parking spaces existed prior to redevelopment in the district. An additional 146 on-street parking spaces were available after 6 PM, creating a total number of on-street parking spaces in the evenings of 424. Within the immediate area there were 879 private off-street spaces. The Hilton (now Holiday Inn) parking garage contained fewer than half of these spaces. An additional 500 private and public spaces were located on blocks east of the redevelopment area. This figure included the city-owned lot between 9th and 10th and between “Q” and “R” Streets, containing 134 metered spaces. Table 3 shows the breakdown of parking in the area in 1984. Suggested future parking improvements included the integration of parking garages with commercial and related development. Access to these garages was not to conflict with major pedestrian movements and was to be located to prevent conflicts with other vehicular movements.

Public Amenities

Sidewalks in the area were ample during the 1984 redevelopment plan, with the only portion lacking sidewalks located along 8th Street between “O” and

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<td>9th Street</td>
<td>Q and R (west side only)</td>
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<tr>
<td>Total</td>
<td></td>
<td>146</td>
<td>278</td>
<td>534</td>
</tr>
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</table>

Table 3: Available Parking Spaces Breakdown
1984
Phase 1 Proposed Utility Improvements

Figure 21
Proposed Future Utility Improvements

Figure 22
“R” Streets. Many of the loading docks were in serious need of repair; however, they could still serve as the missing links in pedestrian passageways. It was noted that improvements to existing sidewalks and creation of new pedestrian access would be needed in the future. Reducing the distance between sidewalks at the intersections was also proposed to reduce vehicular-pedestrian conflicts. Today, these pedestrian buffer zones are common throughout Lincoln and allow pedestrians the view to oncoming traffic without the safety risks. Access was to be improved for pedestrians entering the district from the University of Nebraska campus or from 9th Street.

No public parks or significant publicly-owned open space existed within the district, and no street trees or plant material existed in public areas. The lighting in the area was serviced by 1000 watt mercury vapor lights, but additional or themed lighting was suggested.

The redevelopment plan acknowledged that an overall design for landscaping and other improvements could create an attractive image for the Haymarket. In order to accomplish this, landscaping, district identification kiosks, expanded pedestrian access, and public spaces were proposed to accomplish a unified visual quality. They would reduce blighting conditions while also enhancing the character and historic significance of the area. Street trees and other plant materials were proposed, especially where sidewalk improvements or new pedestrian areas were planned. The plan also called for street trees from “O” to “S” Streets along 9th and 10th Streets. Another improvement proposed was the relocation of the Burlington-Northern canopy system to a public use area. In plans shown, it was projected to be relocated along 7th Street running in front of Lincoln Station.

The plan sought to achieve a compact and interrelated development in order to increase the amount and variety of activity in the core while increasing pedestrian convenience and visual interest. The Redevelopment Plan proposed an environment that would emphasize pedestrian conveniences, amenities, needs, and desires, and which would minimize automobile-pedestrian conflicts. To do this, a comprehensive pedestrian circulation system was suggested to connect with historic buildings and unify the appearance of both new and existing buildings. In addition to these amenities, open and closed malls, galleries, and widened sidewalks were also suggested.

Development Goals

The land use pattern projected for the district in the 1984 Redevelopment Plan was a change to more retail and multiple use functions. There were few residential units at the time; however, the plan favored the addition of one or more major residential developments. This idea was proposed due to the close proximity of the district to the University of Nebraska, as well as to the downtown area. The financing for the proposed improvements required participation by both the public and private sectors. The plan attempted to reduce the private sector’s costs for public improvements through programs such as tax increment financing (TIF). “Tax increment financing in Nebraska is designed to finance the public costs associated with a private development project. Essentially, the property tax increases resulting from a development area are targeted to repay the public investment required by a project.”20 The projected land use can be seen in Figure 23. The general goal for the redevelopment was to “maximize the opportunities to provide for the many needs, desires and activities of all segments of the population and maintain and improve those qualities which make Lancaster County a desirable place in which to live, work, and pursue leisure time activities.”21 The major development goals stated in the 1984 Redevelopment Plan can be found in Appendix C.
1984
Projected Land Use

- apartment/hotels
- commercial services
- office
- retail trade
- wholesale
- manufacturing/warehousing
- transportation
- social services
- parking garage
- parking lot
- vacant
- mixed retail/residential use

Figure 23
The original blight study for the area was completed in 1983 by the firm of Davis/Fenton/Stange/Darling. The study involved a detailed exterior building survey of 57 buildings within the district, interior surveys of 49 buildings, a land use inventory, field reconnaissance, meetings with city staff, and a review of pertinent reports and documents. The findings in the blight determination study were based on Nebraska’s Community Development Law, which is found in Neb. Rev. Stat. sections 18-2101 et. Seq. (Reissue 1997). This law was first authorized by a Nebraska constitutional amendment in 1978 and provides a mechanism for cities and villages to improve “substandard and blighted” areas within their boundaries. Once the area is deemed “substandard and blighted” a redevelopment plan can be prepared outlining a program of redevelopment and financing. The definitions for these terms are given in section 18-2103 and are as follows:

“Substandard area shall mean an area in which there is a predominance of buildings or improvements, whether nonresidential or residential in character, which by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime (which cannot be remedied through construction of prisons), and is detrimental to the public health, safety, morals, or welfare.”

Blighted area shall mean an area, which:

“(a) by reason of the presence of a substantial number of deteriorated or deteriorating structures, existence of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility, or usefulness, insanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of the community, retards the provision of housing accommodations, or constitutes an economic or social liability and is detrimental to the public health, safety, morals, or welfare in its present condition and use and

(b) in which there is at least one of the following conditions:

(i) Unemployment in the designated area is at least one hundred twenty percent of the state or national average;
(ii) The average age of the residential or commercial units in the area is at least forty years;
(iii) More than half of the plotted and subdivided property in an area is unimproved land that has been within the city for forty years and has remained unimproved during that time;
(iv) The per capita income of the area is lower than the average per capita income of the city or village in which the area is designated; or
(v) The area has had either stable or decreasing population based on the last two decennial censuses.”

Based on this legislation, the consultant’s evaluation and subsequent findings found nine of the eleven factors to establish a blight determination to a “significant extent”:

1. A substantial number of deteriorated or deteriorating structures
2. Existence of defective, inadequate street layout
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness
4. Unsanitary or unsafe conditions
5. Deterioration of site or other improvements
6. Diversity of ownership
7. Improper subdivision or obsolete platting or land uses
8. Existence of conditions which endanger life or property by fire or other causes
9. Other environmental and blighting factors

Figure 25 shows the presence of blight factor number 1, as twenty-five buildings were deficient and needing major repairs, twenty-two were deficient and needing minor repairs, four were substandard, and ten were sound. All of the buildings labeled sound had undergone rehabilitation immediately prior to the report or were constructed within fifteen years of the report. There was also tax or special assessment delinquency noted in the study, however not to the degree in which it would contribute to a blight determination. An executive summary of the consultant’s report is contained in Appendix B. Based on this analysis, the City Council voted in June 1983, to designate the “Haymarket Area” as blighted in accordance with Nebraska legislation. With this approval, the original 1984 Haymarket Redevelopment Plan was created to remedy the blighting conditions identified in the area.

Figure 24: Hardy Building Prior to Rehabilitation Showing the Blight Conditions in the Area (Image Taken from the Lincoln-Lancaster Planning Department)
1984
Building Condition

sound
deficient (minor repair)
deficient (major repair)
substandard

Figure 25
In order to proceed with plans to develop the Haymarket area into an “Old Town” district including a combination of entertainment, cultural, special office, parking, commercial, and residential facilities, the redevelopment plan was prepared to include phased developments with specific steps to complete each phase. Preceding the redevelopment plan, the City Council first declared the Haymarket Area a historic district, commissioned the blight determination study and officially declared the area as blighted to provide the ability for: private and commercial developments to take advantage of the Nebraska Investment Fund Authority “tax free” financing bond assistance and the Community Improvement Financing under the State Redevelopment Law to construct/install eligible public improvements.

Phase I spanned a two-year project period with an estimated cost of $722,700 and was bounded by “Q” Street on the north, “P” Street on the south, 9th Street on the east and 7th Street on the west. The following projects were intended for phase I:

1. Surface parking lot along 7th Street between “Q” and “R” Streets.
2. Haymarket District identification (signs, street furniture, landscaping elements) at the northwest corner of 9th and “Q” and 9th and “P” Streets
3. Replacement of existing water mains in “P” and “Q” Streets between 7th and 9th Streets
4. Sanitary sewers installed in the alley between “P” and “Q” and in “Q” Street between 7th and 8th Streets
5. Relocation of Lincoln Electric System lines
6. Convert “P” and “Q” Streets from one-way to two-way streets
7. Install planting nodes at 9th and “P” Streets and 9th and “Q” Streets
8. Install storm sewers in “Q” Street from 8th to 9th Streets and in “P” Street at 7th Street in conjunction with the parking lot construction
9. Two storm sewer projects in “Q” Street at 8th and in “R” Street from 7th to 8th Streets
10. Street tree planting in the right-of-way of “P”, “Q” and 7th Streets

In order to complete these projects, property acquisition would be necessary for district identification signs and the parking lot development. Also, with the residential improvements projected, density, as mentioned in the plan’s description of phase one district projects, was not to exceed the standards set forth in the B-4 zoning district. The land coverage and building density was not expected to change as a result of the public improvements. Increases in pedestrian and automobile traffic were anticipated and would be handled by the two-way street system being implemented. Parking demand was also expected to increase, and so additional off-street parking spaces were planned. Zoning was not to change from B-4. Promotion of future residential and business opportunities was planned, with no plans for relocating existing businesses. Demolition would be confined to street and sidewalk excavations and some minor buildings.
Existing Conditions

With a twenty-eight year gap from the previous 1984 inventory and analysis of the Haymarket district to today (2012), it is important to first look at existing conditions in the areas of land use, building condition, renovation projects, utilities, and landscaping. This section details changes in the area from the original 1984 plan to provide the basis for future projections of development. The 1984 plan worked well in its goal to guide the positive redevelopment of the area; much of the change that has occurred since has followed the guidelines of the plan.

Land Use

The existing land use in the area is dominated by mixed use conditions with restaurants/retail on the first floors of buildings and housing/office space on the upper floors. Today there are three major residential blocks in the Haymarket, those include the Grainger Building, Option 13 Condominiums, and the Hardy Building. There are only two remaining warehousing/manufacturing concerns located on the southern edge of the district. These functions are not permanent fixtures of the area and have the potential to relocate with the right incentives. Parking in the area is concentrated in two parking garages; one serves the Holiday Inn guests and the other is a public garage located at 9th and Q Streets. There is also metered parking throughout the district (Table 4 shows the location and quantity of existing metered parking). Other uses include retail trade and commercial services. The only vacancies currently in the area are the old Lazlo’s entrance at 710 P Street, which is currently under renovation to become an Irish pub, and the old Crawdaddy’s building at 700 O Street, whose owners are searching for office tenants. The current land uses changes include the two hotels currently under construction at the north and south corners on the east side of 8th and Q Streets. A graphic depiction of these building uses can be seen in Figure 26.

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Table 4: Parking Breakdown 2012
2012 Land Use

- apartment/hotels
- commercial services
- office
- retail trade
- wholesale
- manufacturing/warehousing
- transportation
- social services
- parking garage
- parking lot
- vacant
- mixed use

Figure 26

35
Building Condition

The condition of buildings in the district has improved drastically from the 1984 analysis, as seen in Figure 29. Today there are no substandard conditions, and the majority of buildings are considered sound. As the map shows, all buildings that have undergone a renovation are considered sound as they would have followed proper building codes. The buildings labeled deficient needing major repairs have this status based on the 1984 plan observations, as they have not completed a major renovation. The condition of buildings in the area will improve as renovation projects are in the beginning stages for the Toolhouse development in Figure 27 (8th and Q Streets on the northeast corner) and the Seaton and Lea Building in Figure 28 (8th and Q Streets on the northwest corner).

Figure 27: Toolhouse Development Future Renovation Renderings taken from journalstar.com

Figure 28: Seaton and Lea Building Renderings With Dock Additions taken from journalstar.com
2012
Building Condition

Figure 29

sound
deficient (minor repair)
deficient (major repair)
substandard
Renovation Projects

The Haymarket area has undergone various redevelopment phases over the years, beginning in 1976 with the Burr and Muir building redevelopment (located on 9th Street between P and Q Streets). This was the earliest in the district, taking place four years prior to any other. This project, while innovative for its time, did not really spur the redevelopment process. The first two projects to begin the redevelopment interest in the area, were the Haymarket Square (Figure 30) and Candy Factory development projects. These two projects helped to catapult redevelopment in the area followed by the Burkholder Project as well as the Occidental Saloon renovation. Figure 31 shows a breakdown of when each building underwent redevelopment.

The Lincoln Haymarket Development Corporation (LHDC) was established in 1986 when there were still many vacant buildings and little interest in the area. This organization was created in order to get people to buy vacant buildings, stimulate economic development, and organize streetscapes and signage to create a sense of place. The LHDC was also instrumental in establishing the Main Street Program in the area, which was the catalyst for significant redevelopment. Originally, the area was not a finalist for the national program because they did not qualify as a “main street”; however, the Haymarket was selected as an extra “district” for the program. Main Street, a complete program, operates under auspices of the National Trust for Historic Preservation, and focuses on design, organization, promotion, and economic restructuring. The LHDC utilized marketing and events such as street dances in the area in order to attract people to the district to see the potential. The LHDC bought the Hardy Building to redevelop as low-income housing. Two years following this, the Corporation purchased the Grainger Building and created a similar housing project. Today there is much less focus on these original developments because

Figure 30: Early Photo of the Haymarket Square Redevelopment taken from journalstar.com
2012

Building Rehabilitation

Years

Figure 31
the area has become almost completely renovated over time, thereby changing the Corporation’s focus. Current efforts are focused on marketing the businesses in the area through organized events such as the Chocolate Lovers Fantasy and drawing in new compatible businesses.

Infrastructure

Upgrades planned in the phased improvements from 1984 have all been completed in the district. There are additional upgrades that have been made to the southern portion of the district as well as north to S Street. Additional storm sewers were installed on 8th Street from N to O and P to Q Streets. It does not appear that any further modifications to the storm sewer system are needed except for routine maintenance. If necessary, due to potential strain on the system from the West Haymarket development, these lines could be expanded and improved upon. At this time, however, they do not seem necessary. These utility lines can be seen in Figure 33.

Landscaping

The physical appearance of the area has developed differently than outlined in the 1984 Redevelopment Plan, as trees proposed in the plan were forgone in the interest of preserving the historic treeless character. An effort to bring plantings to the area was limited to several large pots distributed on the sidewalks around the district. They are generally located at each street corner in the district. There are also various plantings on the docks of restaurants, and these are maintained by the owners. District identification signs are located on Q and P Streets at the 9th Street intersections as mentioned in the 1984 Redevelopment Plan, with two additional signs located on O Street at 8th and 9th Streets. Paving and sidewalk improvements have been undertaken to make pedestrian access better. There are only minor repairs needed at various intersections or alleyways in the area. The proposed relocation of the canopy from its location behind the Lincoln Station to 7th Street was never accomplished; however, the canopy is currently being restored for its placement on the new Canopy Street set to open next year. Lighting in the area underwent drastic improvements with period lighting fixtures located generally four per block, spaced at even intervals. This new lighting helps keep the area well lit without relying on building lighting. Art work is located in Iron Horse Park and in front of Lincoln Station. The two installations are a train relief in brick (Figure 32), as well as “Watchful Citizen,” a bronze male figure seated on a bench. The locations of these landscaping amenities can be seen in Figure 34.

Figure 32: Train Relief on the Lincoln Station North Exterior Wall
Figure 33

2012 Utilities

Water lines cannot be displayed for security purposes
2012
Landscape

planting pots
street lights
art
district identification
poor paving
tree scapes

Figure 34
As mentioned in the methodology section, a series of key informant interviews were conducted with different persons representing organizations that have an interest in the Haymarket area. Those organizations are WRK (real estate developers), the Lincoln Haymarket Development Corporation, Lincoln Convention and Visitors Bureau, Haymarket Square (area developers), and the Downtown Lincoln Association. Questions were tailored to consider each representative’s organizational goals and functions; however, the questions also included the following topics: how their organization plays a role in the Haymarket; potential development in the Haymarket (reuse of old buildings); residential needs and amenities that result; circulation and traffic flow; and the effects that might occur because of the current West Haymarket redevelopment. The basic questions which the individual interview questions were based on can be found in Appendix D.

There is general consensus with the answers to these questions among the representatives of the organizations interviewed. They believe that reuse of old buildings should be geared towards expanding the currently struggling retail function in the area and that more residential units should be made available in the area; however, a focus on young professionals rather than student housing is viewed as necessary. In an interview with a member of the Downtown Lincoln Association, the representative mentioned that “the Haymarket has a strong restaurant base and should balance this with soft goods retail.” They agree that certain desirable services and stores such as a pharmacy or grocery would be difficult to support at this stage in the Haymarket development, given the limited number of dwelling units in the area. They also agree that traffic flow and circulation are good in the area; however, consideration should be given to decreasing the automobile traffic in the evenings to create a more pedestrian friendly district. The West Haymarket development is not seen as a threat, but, rather, a catalyst for future development.

With these diverse organizations in agreement, it is apparent that the Haymarket is generally developing on a good path. The organizations range from the visitors bureau to a development group, and all concerned parties feel the area is doing well, but there are some minor improvements that could be made. The interviewees all generally agree that the area is going to benefit from the new West Haymarket development. “West Haymarket brought attention to the whole area, so more out of town businesses are looking into the area. It is easier to rent older space rather than new.” This quote from the LHDC representative shows the increased attractiveness of the Historic Haymarket. These observations suggest that an updated redevelopment plan should propose few physical modifications in the area, but suggests that the addition of an economic or tourism plan should be encouraged to help boost the area’s financial development.
Proposals

Land Use

The land use in the area likely will maintain its current stability with mixed use dominance. The utilization of ground floors for restaurants and retail, with upper residential and office space, seems to be the most economically viable use of these buildings. One proposed idea for better space utilization would be to use Iron Horse Park as an event/festival space to better link the West Haymarket development with the existing Historic Haymarket. As mentioned before, two more hotels will be completed within the next year, somewhat changing the land use pattern of the district. The area is becoming a stronger entertainment and visitor district, catering to the needs of tourists. Along with this, a stronger emphasis on light retail would be beneficial to create another pull for residents and visitors to come to the area. An effort should be made to create a diverse business district where users are able to complete all their shopping in one place, similar to the Gaslamp Quarters. More residential units focused on young adults rather than student housing, should be developed to increase the density of the area; the B-4 zoning district has no density maximum. This can be accomplished by renovating two large buildings that are currently being under-utilized for the area: Schwarz Paper and the Raymond Brothers buildings. A map of proposed land use is seen in Figure 35. The two buildings outlined in purple are the Schwarz Paper and Raymond Brothers buildings.

Building Reuse

In general, there are few areas where building reuse needs to be addressed. There is only one vacant building, 700 O Street, for which the owners are currently seeking office space tenants. The owners believe that this space, while they are looking for office tenants, is relatively unusable as is. They would prefer to demolish the building and start fresh; however, this approach does not align with the Haymarket Design Guidelines. A better use could be retail to align with the ideas expressed in the interviews. With this building’s location on 7th Street, a secondary corridor could be established running along 7th Street for retail purposes, that connects with the P Street retail corridor proposed in the Downtown Master Plan. The Creamery Building (located at 701 P Street) already has some retail use, as does the Hillis building (located at 230 North 7th Street), and there could be more potential in the Lincoln Station for retail use beyond the substantial antique mall currently in place. The former Amtrack Station could house this retail function.

Two buildings currently under-utilized in the district, as mentioned before, are the Schwarz Paper Co. and the Raymond Brothers building. One has a light industrial function that creates traffic problems for the district, with large trucks backed up to loading docks blocking 8th Street, while the other sits as a warehouse with only half the available space being used. The two buildings could be better utilized as residential units with first floor retail space to continue the retail from 7th Street down O Street, as well as provide increased density for the district. Based on the interview responses, residential units would be welcomed in the area. These units would focus on drawing young adults and families without children into the area, rather than students who already have a large focus with the Larson building as well as the West Haymarket Development. The idea is to attract residents to the area who will stay long-term and provide a steady market for the area. With more residential units in the area, the attractiveness of bringing more businesses into the area, such as a grocery, will be increased. With these two buildings on the edge of
2012
Future Land Use

Figure 35
7th Street

- hotels
- office/commercial
- festival/event space
- high density residential
- parking
- mixed use
the district, it also provides a way to get more users into the area without increasing the automobile traffic. Parking garages with liner buildings would be utilized close to the buildings, located south of the district. These changes would also be instrumental in creating a transition to South Haymarket as the area develops in the future.

District Distinction

One suggestion made during the interviews was to create more of a distinctive district identity, similar to the Old Market in Omaha. Many of the interview respondents feel that a more cohesive feel for the area would distinguish it from the downtown. It would also be beneficial to create a more pedestrian friendly atmosphere, particularly in the evenings when there is a higher use of the area. Eighth Street has a visual termination at O Street with the visual barrier of the Harris Overpass, and the western edge of the district is being terminated by the West Haymarket construction. The focus would be on creating a sense of place on the eastern edge of the district. Some ideas to achieve this would be to locate parking garages at the perimeter and limit the on-street parking in the evenings. Using temporary barriers that block traffic from the core area (7th to 8th Street from P to Q) would allow for a better pedestrian environment without the danger of car/pedestrian conflicts in the area. This would help, as well, to create a better district feel and cohesive environment. Another improvement would be to limit the street widths on P and Q Streets in order to slow down traffic entering the area and provide another distinction from downtown Lincoln. These would function as bricked medians that divide the street into east and west bound traffic and provide the lacking historic brick pavement in the area. This concept is the only improvement not realized in the original 1984 as seen on page 31. These medians would

Figure 36: Rendering of a Possible Q Street Entrance Looking East at 9th Street
only affect 8th to 9th Streets, as the rest of the district streets are already limited in their widths. Trees would not be used as to avoid diminishing views and diverting greatly from the historical character of the area. Signage or other entryway markers could also help improve the district identification by creating distinctive entrances on P and Q Streets. It would be a simple overhead sign stretching P and Q Streets that would tie in with the district as gateways on these streets. The simple metal signs could include emblems found on the various buildings in the Haymarket. Figure 36 shows a rendering of a possible solution. Overstated gateways that include bulky statues that would detract from the historic integrity of the area should be avoided.

Movement

Two major forms of transportation need to be addressed: public passenger transportation, as well as bicyclist/pedestrian routes. First, public transportation should be analyzed based upon the needs that should be met, and then the type of system should to be chosen based on those needs. A route is proposed that will connect the Haymarket to Antelope Valley and incorporate both the retail corridor (that is mentioned in the Downtown Master Plan)24, the core of O Street, and the State Capitol. The route suggested can be seen in Figure 38. This route will provide the most efficient use of the system by providing stops in all major areas of the downtown. Important themes mentioned in the interviews for a transit system were reliability, accessibility, and parking efficiency. This system would allow citizens to know exactly when the transportation is arriving, departing and where it is headed. It should also provide enough stops to allow users on and off where necessary. Finally, the route should pass by parking garages so as to disperse the parking in the downtown area, alleviating the parking needs in the Haymarket. There are twenty public and private parking facilities in the area that can help alleviate parking congestion in the Haymarket, which currently has only two parking garages. If the system allows users to park downtown and get to the Haymarket without an excessively long wait, it will be successful at alleviating parking demand. As the map shows, the route runs from just outside the Haymarket to keep the extra traffic congestion out of the district. It passes by government buildings such as the city/county building, the State Capitol, the state office building, and the federal building. This creates another user, the government official, to provide further incentive to implement a transit system. There is also direct access to two of the three hotels in the downtown area with a one block walk from the third. To link the new development areas, the route extends to 19th Street connecting Antelope Valley to the downtown, Haymarket, and West Haymarket development. There is a stop allowing users to access the P Street retail corridor as well as O Street businesses. Finally, there

Figure 37: 17th and R Parking Garage where the UNL connection is made (photo taken from sampson-construction.com)
2012
Proposed Transit

Figure 38
is a stop at the UNL parking garage located at 17th and Q Streets to allow for a transfer option. East Campus students can ride the bus to this stop and transfer to the public transit system in order to gain access to the Haymarket. It will also provide more incentive for residents in the four dormitories located in the immediate vicinity to spend more time in the Haymarket area. In the evenings, to make the system more efficient, the route would be changed to run a rectangle from 9th Street to 19th Street along Q Street and back down P Street. This will get users from Antelope Valley to downtown and further along to Haymarket and West Haymarket, without the unnecessary stops at the government buildings. They will still be passing the major parking garages, however, to keep the parking problems to a minimum.

The ideal system for this would be a trolley system only if cost/benefit analysis yields a positive outcome. This systems is timed, allowing users to count on the trolley arriving at certain intervals. It has tracks allowing users, especially visitors to the city, to see where the system goes. This will be especially helpful during Husker games and other major events created by the new arena, where many out of town users flood into the city. It will also provide a convenient means of transportation for visitors while they are visiting, to tour the downtown area and attractions such as the State Capitol and Morrill Hall on the UNL campus. Another benefit of a trolley is the effect it has on development around it. The rail is permanent, which allows developers the reassurance that the system will always be running by their project, thus providing incentive to build. To make riding even more convenient, users would be able to purchase smart cards allowing them to load as much money as desired and avoid the inconvenience of handling cash on the transit system.25

The other important travel consideration is bicycle and pedestrian access. In order to tie the district into the neighborhoods south of Historic Haymarket, it would be ideal to create two-way designated bike lanes that extend the length of 8th Street, which already functions as a major bike route. The path would run along the west side of 8th Street and could potentially extend into the Haymarket district along the west side, removing on-street parking on this side only. Only 24 stalls would need to be removed to extend the trail through the Haymarket as 8th street has room to be narrowed past R Street, leaving those stalls unaffected. Parking problems resulting from the decrease in parking spots will be eliminated through the use of perimeter garages. The 8th Street route would continue north, under the viaduct, effectively linking the University of Nebraska-Lincoln campus to the Haymarket, and providing an incentive for future development to occur in the South Haymarket. This path would also link into the N Street bicycle route that would allow users of the Haymarket access to Antelope Valley in a safe manner. This concept can be seen in Figure 39 and 40.

“By proposing a balanced transportation system that provides choice of multiple modes of travel, by basing the transportation needs of the community on the Future Land Use that calls for more opportunities for mixed-use residential development in the existing commercial areas, and by emphasizing the need to invest in healthy, safe and walkable neighborhoods, the Needs Based Plan takes into consideration and applies multiple livability principles”

- LPlan 2040
2012
Future Trail System Analysis

Figure 39

- Parking Removal
- N Street Trail
- 8th Street Trail
- Future Garages
2012 Trail Plan and Section

Figure 40

51
Heritage trips account for six percent of all person-trips (a trip by one person in any mode of transport) in Nebraska and constitute thirteen percent of all visitors’ spending. The Nebraska State Historical Society is working on a statewide heritage tourism plan that will integrate the existing historical resources Nebraska has to offer. The goal of heritage tourism is to “preserve and protect irreplaceable resources.” Travel dollars can be used for restoration, maintenance, and operations of these historic buildings in order to keep them functioning as they do now. There is currently a lack of coordinated effort in promoting heritage tourism around the state, creating a great opportunity for the development of an integrative plan to spark tourism. The Haymarket already has the amenities for visitor services, such as restaurants, lodging, entertainment, and shopping. By utilizing the concepts developed in the Nebraska Heritage Tourism Plan, a specific tourism plan including the Haymarket could be developed on a local city-wide level, emphasizing economic, as well as quality-of-life benefits.

Lincoln Passport Program

An excellent way to bring visitors into the Haymarket and further its use is through the coordinated efforts of the Lincoln Convention and Visitors Bureau. Currently, the Bureau operates the Discover Lincoln Passport Program in which visitors and residents alike can go to the Lincoln Convention and Visitors Bureau website, then download and fill out the passport brochure as they visit each location. The only Haymarket locations on the tour are the Tada Theatre and Licorice International. In order not to compete with the current passport program, it would be beneficial to add more stops on the current passport that include businesses throughout the Haymarket. The stops should get visitors walking around the area in order to familiarize themselves with the district and want to return again. Such stops that could be added are the Burkholder Project (local art studio), ERH Wildlife Art, Noyes Art Gallery, the Farmers Market, the Haymarket Theater, and Iron Horse Park. As more family friendly businesses move into the area, the passport can be updated to reflect this. By drawing more families into the area it will also increase the use during the day, providing more traffic to businesses that operate during these hours.

There is also a potential for the Lincoln Haymarket Development Corporation to create its own passport program that focuses more on the amenities the district has to offer. The current Lincoln passport program focuses on events and tourist locations rather than local businesses. An individual

Figure 41: Current Lincoln Passport (Image Taken From Lincoln.org)
passport program for the Haymarket would provide the opportunity for a business-focused effort to draw users in.

Mobile Application

Another way in which to draw visitors to the area is to create a walking tour application (app) that can be downloaded onto a smart phone or iPad, allowing users to tour the area without waiting for an official tour date and time. The interactive tour would track the user’s location in relation to the points of interest shown on the map. The app would have two functions: list or map. If the user chose the list function, they would see all the buildings in list form and be able to choose based on type of building occupancy. For instance, if someone was in the area and wanted to see all of their restaurant options, they could choose the restaurant tab and be directed to all the buildings with this type of business. If they wanted to see housing, it would narrow their choices to buildings with housing. Another option could include events and attractions, so that if this option is chosen, users can see all the events in the Haymarket. By choosing a specific event, they would be directed to a page with some history on the event, along with operating times and locations. They could also choose the historic buildings tab and be directed to buildings that are included in the historic district. By switching to map mode, the user would see the area and a point for each building on the tour. It would allow them to move about as they please, following the points on the map. By clicking each point, they could pull up the building information that provides a history of each and photos. Figure 41 shows an example layout of the app.

By providing an interactive walking tour, users would be able to create paths that are suitable to them. They could stop off at certain destinations and continue at their leisure. This would provide them time to stop into area businesses, rather than follow a predetermined path or guided tour which would make it difficult to get off track and enjoy the amenities of the Haymarket. It would be important to promote the walking tour to tourists through the Chamber of Commerce, as well as to local residents. Many residents of Lincoln rarely spend time in the Haymarket, and those who do are usually spending their time in restaurants and bars. An interactive walking tour would be another source of entertainment for residents to come down, learn the history of the area, and learn what other businesses are available. This mobile app would be used in conjunction with the walking tour booklet that is already available. A mobile app would help address the “challenge of effectively reaching out to younger audiences" with technology, as well as still serving the 27.48% of visitors who were born between 1930 and 1940 who may not utilize the new technology.

Promotion

Historic Haymarket is well known among Lincoln residents and therefore there is little need to promote the area locally beyond the current efforts of the Lincoln Haymarket Development Corporation. While it is a costly endeavor, promotion statewide would be of benefit to draw out-of-town visitors into the area. Four free ways to promote the district are mentioned in the Nebraska Heritage Tourism Plan: free tourism listings for the district in tourism guidebooks and websites, brochures or PDF’s submitted to the Nebraska Division of Travel and Tourism to be included as a download from the www.VisitNebraska.gov website, digital images of the district and its amenities shown by the Division of Travel and Tourism, and finally registering the district with Dun and Bradstreet as well as InfoUSA to ensure travelers using their GPS devices can easily find the area. This will help when travelers are passing through the state and looking for historic sites to stop at on their way through.
Finally, creating a partnership with the University of Nebraska would help in promoting the district due to their close proximity to the area and regular visiting faculty and guest lecturers. Creating a welcome packet to distribute to visitors encourages them to visit the Haymarket while they are in town, providing a new tourist who otherwise would not have known about this tourism destination. The Haymarket could also be promoted to visiting students who are looking at the University as a future school, to showing them the entertainment that is available to them within walking distance.

Another way to promote the district is through events held throughout the year, such as the European Bike Night and the Chocolate Lover’s Fantasy night. Both types of events, yearly and monthly, should be promoted to draw in more users on a regular basis. The unique idea behind the Chocolate Lover’s Fantasy is that it partners with a non-profit organization to help them raise money, as well as introduce another set of users to the area. Holding events during the day would be the first step, in order to draw in users to businesses that operate on a non-entertainment base. Some events that would work well in the district would be a scavenger hunt, a beer tour allowing participants to stop at each bar to sample a different beer, and outdoor art shows.

From the case studies, Bourbon Street is the only area which capitalizes on heritage tourism to draw visitors into the area. They did not complete a structured redevelopment process that included a plan, development corporation, and National Register Nomination; however, they have a thriving economic center. This is due to their focus on creating a nostalgic image of the past in order to draw visitors in. Their focus on the red light district that existed in the area helps to draw in new tourists every day. Events such as Mardi Gras are a large draw for the area as they celebrate the past in a lively manner. The Haymarket could use similar ideas in order to create a vast tourism base in the area. South of the Haymarket was a hub for illicit activity at the turn of the century. There is a rich manufacturing and jobbing history in the district that could also be drawn upon to create interest in the district beyond local restaurants. One way to draw upon historical cues would be to have a day of historic reenactments of events in history such as the Fitzgerald Building Fire or the collapse of the Grainger Warehouse. It could also be as simple as involving students from the University of Nebraska’s theater program in skits of what everyday life was like when the jobbing district was thriving.

All of the mentioned tourism generators would be serviced by the existing Visitor’s Bureau located within the Lincoln Station. This hub would provide information to visitors about the passport program, walking tour app, and local events that will be taking place while they are there. This area would be enhanced by providing bike lock-up facilities for those who used the trails to enter the district, maps of the area, mobile app help, and occasional walking tours.

“The Plan encourages the continued use and maintenance of historic resources, including properties not formally designated as landmarks”
- LPlan 2040
Historic Haymarket Walking Tour

The original plat of Lincoln was created in 1867 and covers much of the area included in the Haymarket. During these initial years, the Haymarket was a place largely dominated by dwellings and retail stores. The railroads came through during the 1870s and 1880s and with convenient transportation, housing in the area was replaced by wholesale jobbing and manufacturing businesses. The area began to grow and thrive until about the 1960s when many warehouses were vacated. The late 1970s and early 1980s began efforts towards renovation and brought back the area, transforming it into the thriving business district that is seen today.

Nearby Attractions

Armour Building
Hardy Building
Grainger Building
Lincoln Station
Burkholder Project
Harpham Building
Veith Building
Stacy Brothers Building
Raymond Brothers
Barry's
Ridnour Building
Buir and Muir Building
Seaton and Lea Ironworks
Bennett Hotel
Yellow Cab Building
Iron Horse Park
Carter Transfer Building
Lincoln Fixture Building
Pepperbergs Segar Factory
Campbells Produce

Figure 42: Historic Walking Tour Mobile Application Example
Beatrice Creamery

Originally constructed in 1900 on the site of the two-story Fitzgerald Building which was built in 1889 and burned in the late 1890’s, this structure received its upper floors in 1904. The building’s original and most prominent occupant was the Beatrice Creamery Company, which was headquartered here from 1900 until 1911. Cornell Supply Company, a wholesale plumbing and heating concern, moved into the building in 1911 and occupied it until the 1940’s. When Beatrice added the top floors in 1904, a Lincoln newspaper described the building as “one of the handsomest factories in the city, featuring "granite colored hydraulic pressed brick." The building’s location is one of the most prominent in the district, at the southern end of the wide portion of 7th Street that serves as a forecourt to Burlington Depot.

Farmers Market

Date: Saturdays from mid-May to mid-October
Time: 6:30 am to 12:00 pm
Location: 7th Street from P to Q, P Street from 7th to 8th
Conclusion

The concept behind this updated redevelopment plan was to revisit the original 1984 Redevelopment Plan, to document the changes, and continue to envision for the future. No matter how advanced an area is in its redevelopment, a plan is always needed to ensure that cohesive development is achieved. While the Haymarket is already a viable district drawing hundreds of people a day, there are always improvements that can be made to enhance the function of the area. As seen in this document, no one plan can force the change in an area, but it can serve as a guide and tool for those who are participating in the effort. The Haymarket has come a long way since 1984, and it is due to the efforts of everyone involved in the long process from the landmark designation, the blight determination, the redevelopment plan, to the building-by-building renovations. From here we look to the future of what the West Haymarket development will bring. More users and more businesses in the area will mean greater infrastructure needs, public amenities, successful building uses and so much more. As the Redevelopment Plan of 1984 provided a guide for the future, this plan seeks to point out the successes and failures of the original plan and provide options for more inclusive development focusing on the economic vitality of the area.

End Notes

1. City of Lincoln, West Haymarket Integrated Development Plan (Nebraska, 2009).
6. City of Lincoln, West Haymarket Integrated Development Plan (Nebraska, 2009).
7. Lincoln/Lancaster County Change of Zone Ordinance 13452.
9. The information used in the Old Market case study has been derived from an interview conducted in September 2012 with Mike Leonard, Historic Preservation Planner, City Planning Department, Omaha, Nebraska.
10. HDR and City of Omaha, Downtown Omaha 2030 Master Plan (Nebraska, 2009).
18. Lancaster County Planning Department and Urban Development Department, Haymarket Redevelopment Plan (Nebraska: 1984).
19. Lancaster County Planning Department and Urban Development Department, Haymarket Redevelopment Plan (Nebraska: 1984).
25. This idea was taken from an interview conducted in October 2012 with City Council member, Jon Camp.
30. Insights in this area have been gained through an interview with Bob Puschendorf of the Nebraska State Historical Society in October 2012.
Introduction to the Rehabilitation Guidelines for the Haymarket District

(Based on the Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings)

1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure, or site and its environment, or to use a property for its originally intended purpose.

2. The distinguishing original quality or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.

3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.

4. Changes, which may have taken place in the course of time, are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.

5. Distinctive stylistics features of examples of skilled craftsmanship which characterize a building, structure, or site shall be treated with sensitivity.

6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the even replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be physical, based on accurate duplications of features, substantiated by historic, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building material shall not be undertaken.

8. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to any projects.

9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alteration and additions do not destroy significant historical, architectural or cultural material, and such design is compatible with the size, scale, color, material, and character of the property, neighborhood or environment.

10. Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.
Appendix B

Blight Determination Study- Executive Summary

The purpose of this study is to determine whether all or part of the Haymarket District of downtown Lincoln, Nebraska, qualified as a blighted area within the definition set forth in the Nebraska Community Development Law, Section 18-2102 and 18-2102.01.

The findings presented in this report are based on surveys and analyses conducted for an area bounded by 9th Street on the east, “S” Street and the Federal Post Office on the north, the Burlington Northern rail-yard to the west and the alley one-half block from “O” Street to the south. This nine-block area, hereafter, shall be referred to as the “study area.”

This evaluation included a detailed exterior building survey of all 57 buildings in the study area, interior surveys of 49 buildings, a parcel by parcel land use inventory, a field reconnaissance of the entire study area, meetings with the city department staff members, and a review of pertinent reports and documents containing information which could substantiate the existence of blight. As set forth in the Nebraska legislation, a blighted area shall mean “an area, which by reason of the presence of:

1. A substantial number of deteriorated or deteriorating structures
2. Existence of defective or inadequate street layout
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness
4. Unsanitary or unsafe conditions
5. Deterioration of site or other improvements
6. Diversity of ownership
7. Tax or special assessment delinquency exceeding the fair values of the land
8. Defective or unusual conditions of title
9. Improper subdivision or obsolete platting
10. The existence of conditions which endanger life or property by fire or other causes
11. Or any combination of such factors, substantially impairs or arrests the sound growth of the community, retards the provision of housing accommodations, or constitutes an economic or social liability and its detrimental to the public health, safety, morals, or welfare in its present condition and use
Appendix C

Major Goals of the 1984 Redevelopment

**Housing and Residential Areas:** maximize the opportunities to ensure an adequate and reasonable supply of safe, accessible, sanitary, decent and aesthetically pleasing housing, as well as a choice of housing types and residential locations, consistent with the economic and social requirements of all segments of the population.

**Economic Development and Employment:** maximize employment opportunities for all segments of the population to ensure personal fulfillment and continued economic growth and stability in Lancaster County.

**Commercial Services and Facilities:** opportunities to provide a wide range of well-planned commercial services, conveniently accessible to all segments of the population should be maximized.

**Transportation:** all transportation goals and policies should be weighed carefully against the goals and strategies developed to prevent a negative employment or economic effect as well as any adverse effects upon the community as a whole.

Plan, develop and maintain a comprehensive, balanced, integrated, safe and efficient transportation system within fiscal resources, including both facilities and programs, to ensure mobility for all segments of the population to ensure the social, economic, and environmental well-being of the residents of the area, and to best effectuate the desired development pattern.

**Energy:** all energy goals and policies should be weighed carefully against the goals and strategies developed to prevent a negative employment or economic effect as well as any adverse effects upon the community as a whole.

Implement the concept of stewardship and conservation regarding the utilization of exhaustible energy resources, including the improved efficiency of the development of land and supporting systems, and prepare for the conversion to new energy sources as technology and financial feasibility permit.

**Community Services and Facilities:** maximize the opportunities to serve all segments of the population with a high level of community services and facilities and to guide development through orderly provision of community services and facilities, consistent with budgetary restraints.

**Education Facilities:** maximize educational opportunities for all segments of the population to avail them of a high quality educational program which continually keeps pace with changing social values and economic and environmental conditions and is supported by a high quality system of educational facilities.
Environment: maximize the opportunities to provide a quality of environment which is ecologically sound, healthful and safe, aesthetically pleasing, and which is reinforced by all governmental units in setting a good example for the greater community in the high priority placed on quality environment and by strict enforcement of environmental regulations.

Urban Development: maximize the opportunities to create an overall pattern of development of planned orderly urban development containing a system of land uses adequately and efficiently served by a balanced and energy-efficient system of transportation and community services and facilities, and remain sensitive to the natural physical qualities of the area.

Implementation: maximize the opportunities to ensure effective administration and elimination of plans and programs to ensure efficient and equitable distribution of funds and resources in accordance with the priority concerns of the community.
Appendix D

Haymarket Key Informant Interview Questions

1. What are some ways you think the Haymarket is changing currently that are positive?
2. What would you like to see changed in the way the Haymarket is currently developing?
3. Is open space important in the Haymarket?
4. Do you feel there needs to be more park space and greenery in the area? More trees?
5. Do you think the traffic circulation is adequate?
6. Do you think a greater effort towards pedestrian or bike circulation should be made?
7. Do you think a trolley or streetcar system through the Haymarket leading to Antelope Valley is feasible and if so what route should it take?
8. What types of businesses do you think would be best for the development of the Haymarket in the currently vacant buildings (Crawdaddy’s, Toolhouse)?
9. Do you see residential growing in this area and the amenities needed as well such as grocery stores and pharmacies?
10. Is outdoor entertainment space important?
11. What do you think would best link the Arena and Haymarket without letting the Arena overshadow the Haymarket?
12. How do you think the parking situation should be handled?
13. Do you think creating a market for tourism in the area is beneficial?
14. Could/should this area support more events like the Downtown area does such as Ribfest, or the beer tour?
Bibliography


Lincoln/Lancaster County. 1984. *Change of Zone Ordinance 13452*.


