DRAFT

South of Downtown

REDEVELOPMENT & STRATEGIC PLAN

CITY OF LINCOLN NEBRASKA

There is no logic that can be superimposed on the city; people make it, and it is to them, not buildings, that we must fit our plans.

Jane Jacobs

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SOUTH OF DOWNTOWN

LINCOLN COMMUNITY FOUNDATION

APPROVED BY:

Planning Commission: Date TBD

City Council: Date TBD

ACKNOWLEDGMENTS

The South of Downtown Redevelopment Plan is the product of nearly two years of planning, engagement, and coordination amongst city departments, our community partners, and of course, the people of South of Downtown. Thank you to all who took the time to participate in the creation of this plan.

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1 INTRODUCTION

This chapter is intended to provide a brief overview of the South of Downtown Redevelopment and Strategic Plan, including background on why and how it came to be, as well as insights into how it is to be used moving forward.

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1.1 BACKGROUND

South of Downtown is a downtown adjacent area with a rich and unique history that makes it a true asset to the Lincoln community. It is home to National Historic Districts, Local Landmark Districts, and a number of National and Local Landmark Sites. Visually, the Neighborhood can be characterized by its wide, tree-lined streets and charming architecture. Yet, it is the diversity of the people and businesses that call South of Downtown home that ultimately defines it. They are the ones that bring life and energy and hope to the neighborhood at large.

Despite these assets, the neighborhood and its people face many challenges and difficulties. It is the intent of this plan to address these difficulties in order to allow South of Downtown to continue to grow and thrive in a way that better serves its residents and businesses.

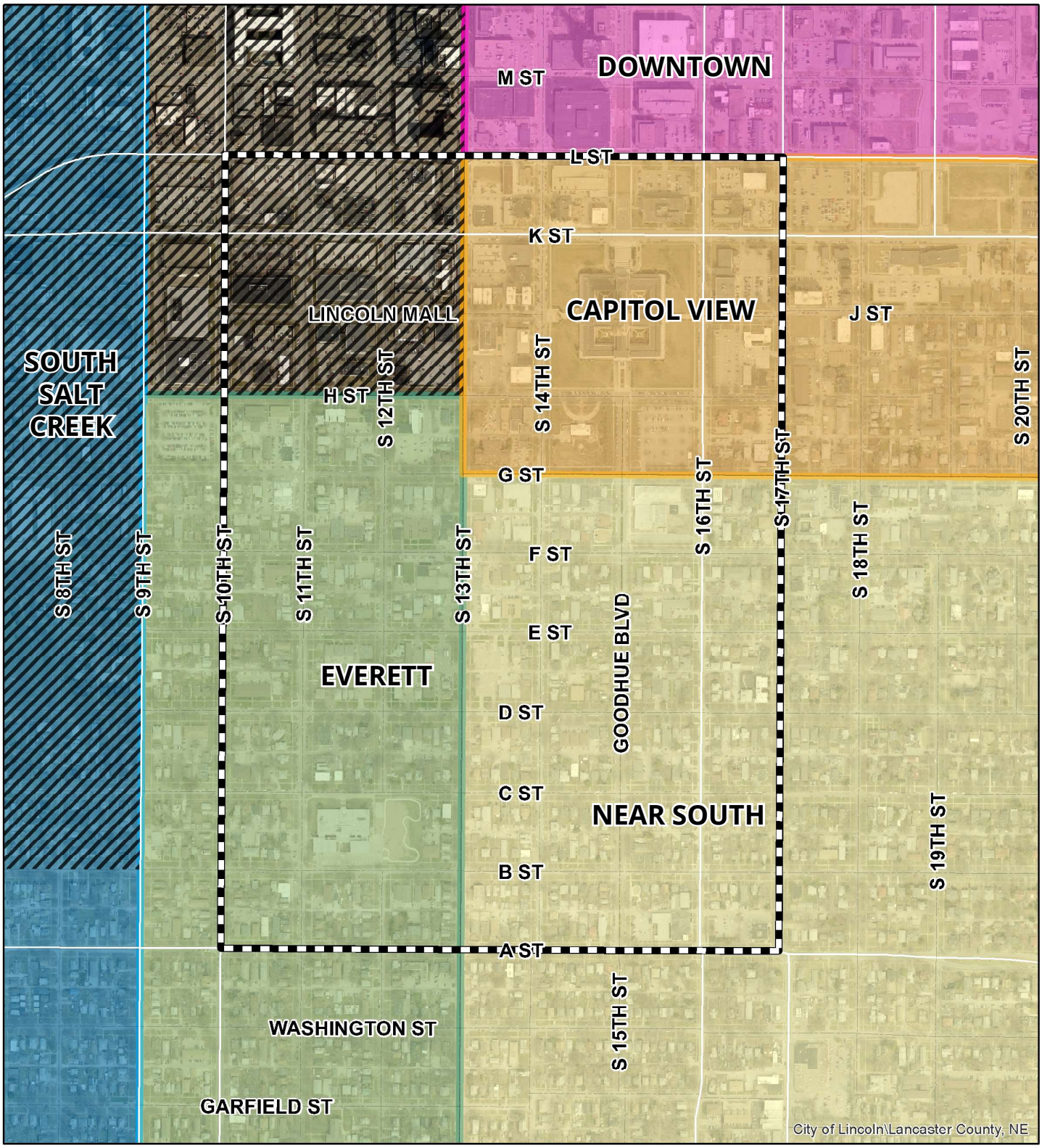
2016 Revitalization Plan

In August 2016, the South of Downtown Revitalization Plan ("2016 Revitalization Plan") was developed and released, sponsored by the Lincoln Community Foundation and others. The plan had many maps, data, strategies and initiatives. However, there did not appear to be a consistent and strong consensus for the 2016 Revitalization Plan from key sectors of the neighborhood, community and government agencies who would be responsible for plan implementation and programming.

Current Effort

To address this issue, an updated initiative needed to be developed to build upon the residents' strengths and talents, while addressing the neighborhood's key concerns. Representatives from the City, Lincoln Community Foundation and area stakeholders developed the initiative's scope which included the following:

- Prepare both a Redevelopment Plan and a Strategic Plan.
- Create the South of Downtown Community Development Organization (SDCDO), one of the key recommendations from the 2016 Revitalization Plan.
- Spend more time and efforts listening to the residents about the area's strengths, concerns and future needs.
- Narrow the focus area of South of Downtown to the area generally from 10th Street, "A" Street, 17th Street and "L" Street. See Plan Area Map, Figure 1.1.
- Work with all key sectors as a "coalition", including residents (homeowners and tenants), local businesses, landlords, churches, human service and work force providers, City and State governments, philanthropic organizations, bankers and community partners.
- Expand participation and input by:
    1. Working with existing organizations, such as Near South Neighborhood Association, Everett Neighborhood Association, and Renters Together; and
    2. Creating subcommittees dealing with affordable housing, property ownership, financing and investment, and human services.
- Use the available data and statistics to accurately define key neighborhood issues.
- Work closely with the City of Lincoln's Livable Neighborhood Initiative.
- Work with the Lincoln Community Foundation and other sponsors of Prosper Lincoln to bring Prosper Lincoln's focus areas to the South of Downtown work going forward.
- Coordination with other planning studies recently completed, including the State of Nebraska Comprehensive Capital Facilities Plan, the Downtown Lincoln Master Plan, and Lincoln's Affordable Housing Coordinated Action Plan.
- Strategies should be based upon Fair Housing Standards.
- Mitigate displacement of lower income residents by upper income residents, sometimes called gentrification, and address poverty issues such as unemployment/ underemployment, education, poor utilization of resources, poor government policies, and debt.



Capitol View
Downtown
Everett
Near South
South Salt Creek
Salt Creek Area
Plan Area

Figure 1.1 - Plan Area Map

NORTH

This Community Conversation in January 2020 was focused on zoning, small lot infill, added services at the F Street Community Center, and Community Land Trusts.

1.2 TWO PLANS, ONE DOCUMENT GUIDED BY ONE VISION

Two planning work products have been generated from the initiative scope – a Redevelopment Plan and a Strategic Plan – in order to fulfill the vision for South of Downtown: ***Neighborhoods built on existing community assets with equitable opportunities for jobs, housing, health, and services for all residents and businesses***.

Redevelopment Plan

The South of Downtown Redevelopment Plan is a guide for redevelopment activities within the Redevelopment Area. It examines existing conditions (Chapter 2) to identify issues and concerns to be addressed through implementation of public/private redevelopment projects and to eliminate blight and substandard conditions (Chapter 3). Guiding Principles are set forth (Chapter 3, Section 3.2) that define a long-term community vision for the area by providing a road map to community enhancement projects and reinvestments. The Redevelopment Plan seeks to define needed infrastructure for residents and local businesses to make better market and location decisions. The Redevelopment Plan is not rigid, but a flexible tool that can be amended to reflect changing conditions and new opportunities.

Statutory Requirements – Redevelopment activities are guided by the Nebraska Community Development Law, Neb. Rev. Stat. Section 18-2101, et. seq., as amended (the "Act"). The statutes indicate the governing body must first declare the project area substandard and blighted in order to prepare a redevelopment plan for the designated redevelopment area.

The City has authorized its Urban Development Department to act as the community redevelopment authority under the Act. The Urban Development Department has developed a plan for guiding appropriate private and public resources to:

- Eliminate or prevent the development or spread of urban blight;
- Encourage urban rehabilitation;
- Provide for the redevelopment of substandard and blighted areas including provision for the prevention of the spread of blight into areas of the municipality which are free from blight through diligent enforcement of housing, zoning, and occupancy controls and standards;
- Rehabilitation or conservation of substandard and blighted areas or portions thereof by re-planning, removing congestion, providing parks, playgrounds, and other public improvements by encouraging voluntary rehabilitation and by compelling the repair and rehabilitation of deteriorated or deteriorating structures; and
- Clear and redevelop substandard and blighted areas or portions thereof.

Section 18-2111 of the Act defines the minimum requirements of a redevelopment plan as follows:

"A redevelopment plan shall be sufficiently complete to indicate its relationship to definite

local objectives as to appropriate land uses, improved traffic, public transportation, public utilities, recreational and community facilities and other public improvements, and the proposed land uses and building requirements in the redevelopment project area…"

Section 18-2111 also outlines six elements that must be included in all redevelopment plans:

1. The boundaries of the redevelopment project area with a map showing the existing uses and condition of the real property area;
2. A land use plan showing proposed uses of the area;
3. Information showing the standards of population densities, land coverage, and building intensities in the area after redevelopment;
4. A statement of the proposed changes, if any, in zoning ordinances or maps, street layouts, street levels or grades, or building codes and ordinances;
5. A site plan of the area; and
6. A statement as to the kind and number of additional public facilities or utilities, which will be required to support the new land uses in the area after redevelopment.

In making the recommendation to approve this plan, the Urban Development Department has considered the land uses and building requirements of the South of Downtown Redevelopment Area and determined they are in conformance with the general plan for redevelopment in the city and represent a coordinated, adjusted, and harmonious development of the city and its environs.

These determinations are in accordance with:

- Present and future needs to promote health, safety, morals, order, convenience, prosperity;
- The general welfare; and
- Efficiency and economy in the process of development.

Factors considered in the determination included among other things:

- Adequate provision for traffic and vehicular parking;
- Promotion of fire safety and prevention of other dangers;
- Adequate provision for light and air;
- Promotion of the healthful and convenient distribution of population;
- Provision of adequate transportation, water, sewerage, and other public utilities;
- Schools, parks, recreational and community facilities, and other public requirements;
- Promotion of sound design and arrangement;
- Efficient expenditure of public funds; and
- Prevention of insanitary or unsafe dwelling accommodations or conditions of blight.

Strategic Plan

The Strategic Plan in Chapter 4 defines the area's opportunities/issues and strategies that are most significant to be addressed in the short term (1-5 years). In contrast to the Redevelopment Plan that identifies specific physical redevelopment projects, the Strategic Plan is a shorter term action plan with a broader scope to also include social and economic issues and strategies.

Opportunities/Issues – The Strategic Plan first attempts to define and describe the most significant opportunities/issues to the future success of South of Downtown. Opportunities/issues can be based upon the existing area's strengths or weaknesses. Often community's focus on addressing weaknesses, with less focus on strengths, and this approach may result in missing out on great opportunities. For example, building on the area's assets that are already in place can be further strengthened when individuals and institutions come together to build and leverage their assets. Improving community strengths can result in mitigating or solving identified concerns.

Strategies – Once the opportunities/issues are identified and prioritized, the next step is to develop and reach consensus on the most imperative strategy or strategies that will address the defined opportunities/issues. After careful review and dialogue, these imperative strategies can then become the area's short-term action plan to enhance the South of Downtown.

Implementation and "Product Champions" – While having broad consensus on key strategies is vital, implementation is the end goal. During the planning process, a general premise evolved that a strategy should not make the final cut unless it had an identified "product champion"—a person, group, organization, business and/or governmental entity that would grab hold, sponsor, and/or work with others to implement the strategy.

Asset-Based Community Development (this section quotes directly from "Asset-Based Community Development – Training Worksheets," ABCD Institute, DePaul University)

The Strategic Plan is guided by the Asset-Based Community Development (ABCD) approach to sustainable community-driven change. This approach insists that building and strengthening communities requires utilizing the current and potential assets of that community, rather than focusing on the needs and deficits. ABCD challenges traditional thought that assumes communities need to be fixed by outsiders. Instead, the approach considers local assets to be the primary building blocks for developing strong, sustainable communities. Residents often have the abilities and power to drive change themselves.

ABCD emphasizes linking micro-assets to the macro-environment. Using these connections, communities have the ability to drive change themselves by identifying and mobilizing existing, but often unrecognized assets. This approach requires intentional, collaborative identification of local resident skills, local association power, and local institutions support functions.

South of Downtown Community Development Organization is leading the charge to engage the neighborhood, using food, art, and other family-friendly activities to build a sense of community.

South of Downtown Community Development Organization staff gather for a photo outside of their office at 1247 South 11th Street.

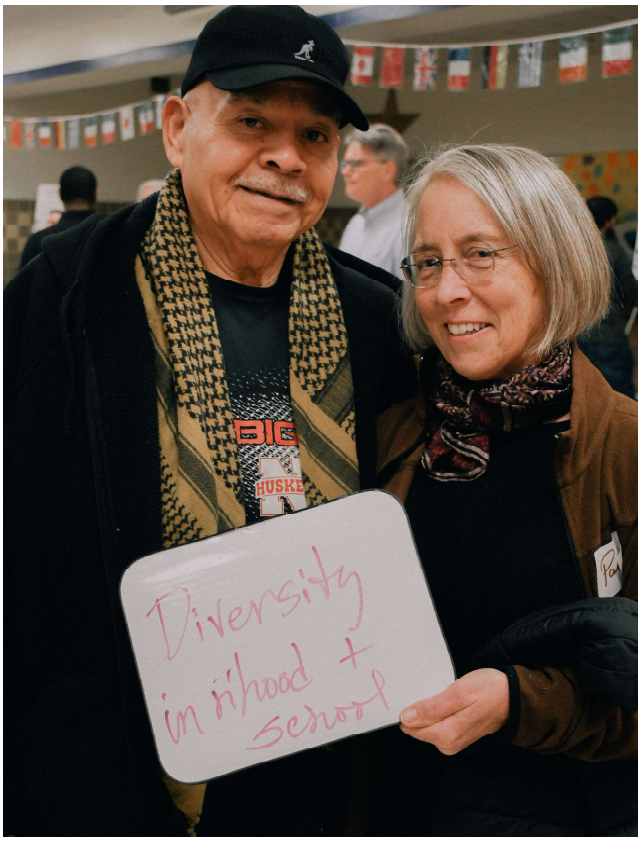
1.3 SOUTH OF DOWNTOWN COMMUNITY DEVELOPMENT ORGANIZATION

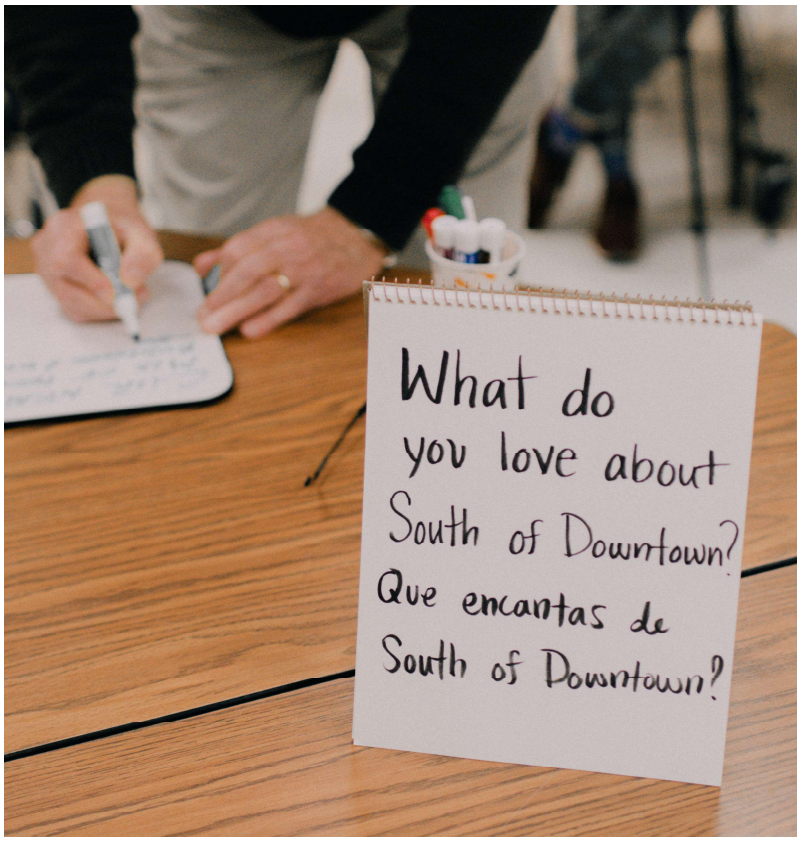
The South of Downtown Community Development Organization (SDCDO) is the lead partner in developing the Redevelopment Plan and Strategic Plan. The formation, funding and staffing of SDCDO was one of the key outcomes from the 2016 Revitalization Plan. The Community Organizer staff of SDCDO, in coordination with the other members of Collective Impact Lincoln, immediately went to work and knocked on over 1,200 neighborhood doors and gathered numerous written surveys. Made up of staff from Civic Nebraska, Nebraska Appleseed, and South of Downtown, Collective Impact Lincoln seeks meaningful, resident-led investment and positive change in six of Lincoln's core neighborhoods. The large number of door knockings and survey results generated by Collective Impact Lincoln can be found on Pages 16 and 17.

Beyond door knocking, SDCDO has integrated themselves into the community by organizing art and poetry classes, Second Friday events, block parties, maker's markets, and much more.

1.4 NEIGHBORHOOD ENGAGEMENT — SPENDING MORE TIME LISTENING

To engage and involve neighborhood residents and form a broad coalition, SDCDO has been the lead entity reaching out and listening to neighborhood concerns, issues, strengths and dreams. Beside knocking on numerous residents' doors, and interviewing Neighborhood businesses and nonprofits, SDCDO has teamed with the city to co-sponsor three community conversations. Further, SDCDO has used those aforementioned block parties and special events to gather additional neighborhood input on the important opportunities and issues that need to be addressed. The results of some of that outreach is illustrated on the following pages.

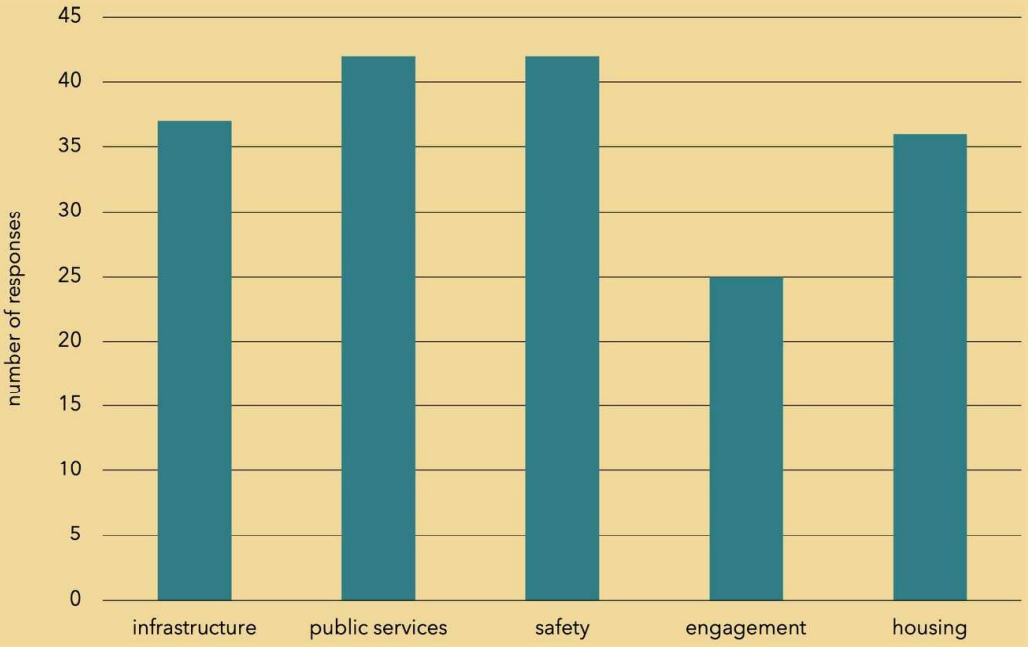




2019 BLOCK PARTIES

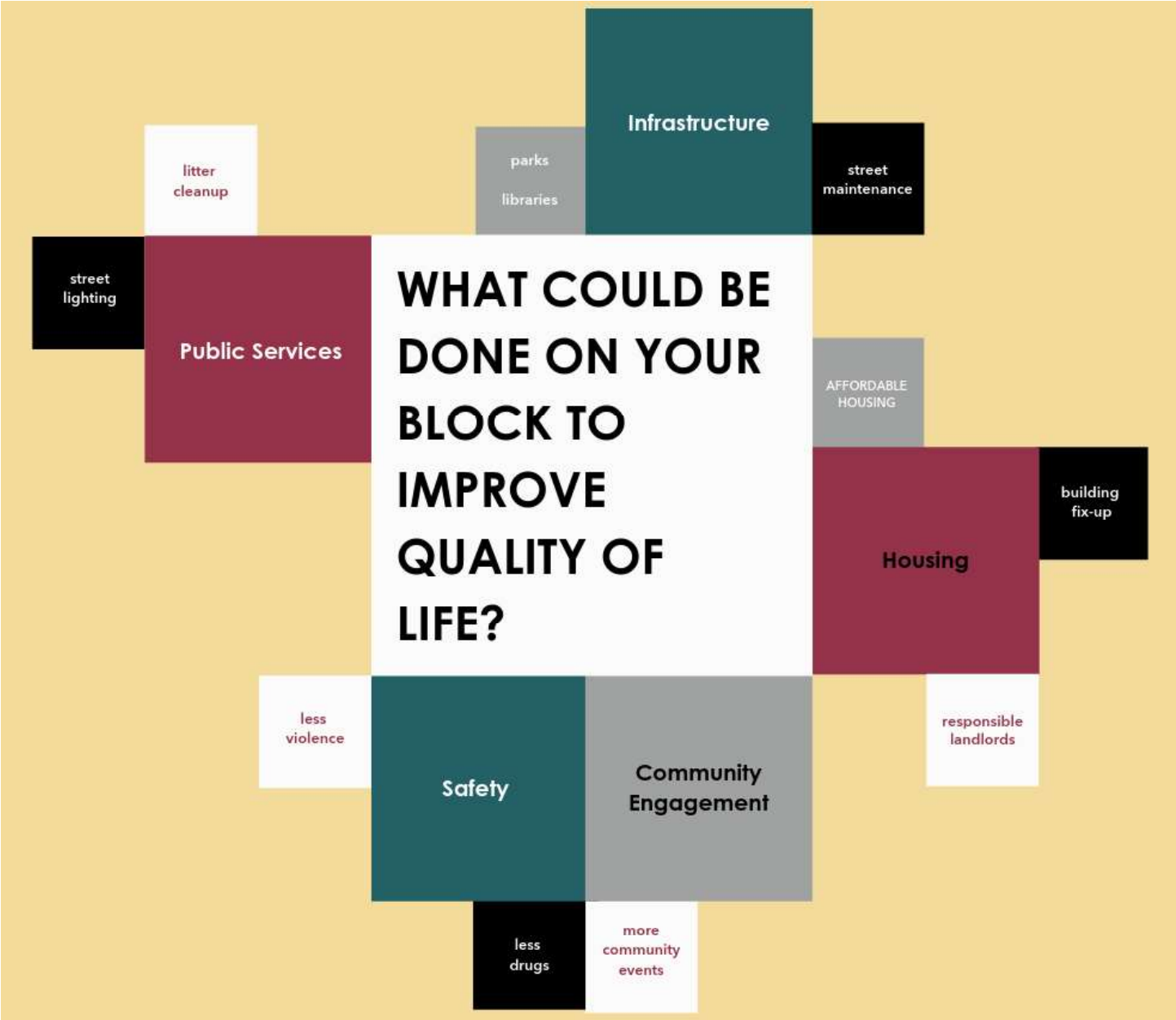
WHAT COULD BE DONE ON YOUR BLOCK TO IMPROVE QUALITY OF LIFE?

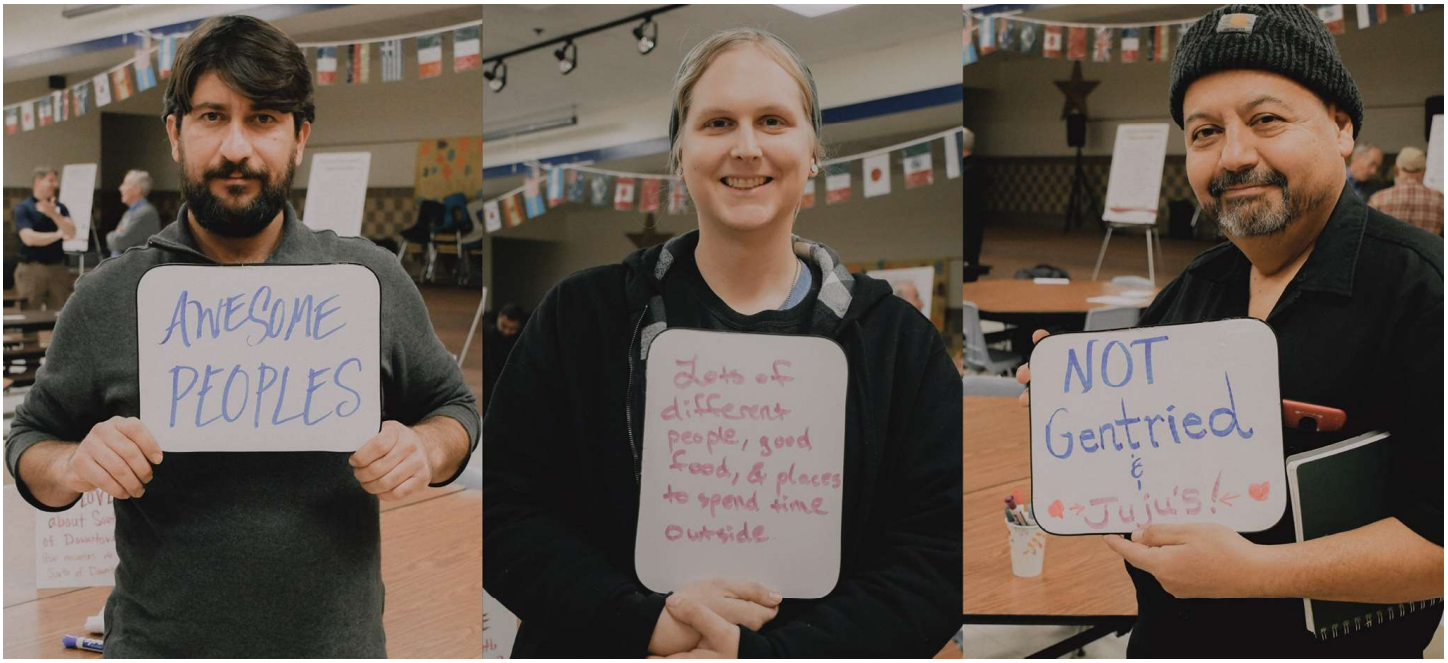
We gathered this information during our 2019 Block Parties. The graph shows the relationships between some of the most pervasive concerns of our residents.



SOUTH OF DOWNTOWN

South of Downtown Community Development Organization | 1247 S 11th Street, Lincoln, NE 68502 | lincolnsouthdowntown.org | @lincolnsouthdowntown


WHAT COULD BE DONE ON YOUR BLOCK TO IMPROVE QUALITY OF LIFE?
Infrastructure
parks
libraries
street maintenance
litter cleanup
street lighting
Public Services
AFFORDABLE HOUSING
Housing
building fix-up
responsible landlords
less violence
Safety
Community Engagement
less drugs
more community events


AWESOME PEOPLES
Lots of different people, good food, & places to spend time outside
NOT Gentried & Juju's!

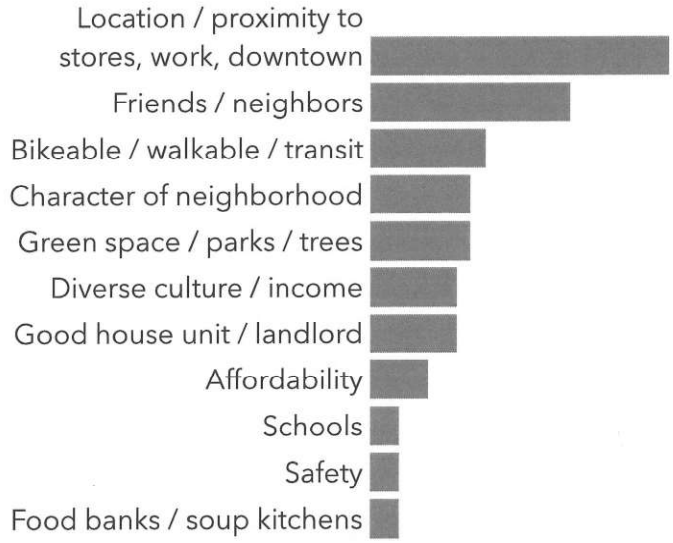
SDCDO/COLLECTIVE IMPACT LINCOLN 2018 CANVASSING REPORT

In 2018, SDCDO and Collective Impact Lincoln completed over 1,200 door knockings to better understand how residents feel about their neighborhood. The graphs on this and the following page summarize the results of that effort.

1,234 total doors knocked
129 resident surveys completed
April – November 2018

What residents like most and least about their neighborhood

Positive – Is there something you like about Lincoln, our community, and/or our neighborhood?



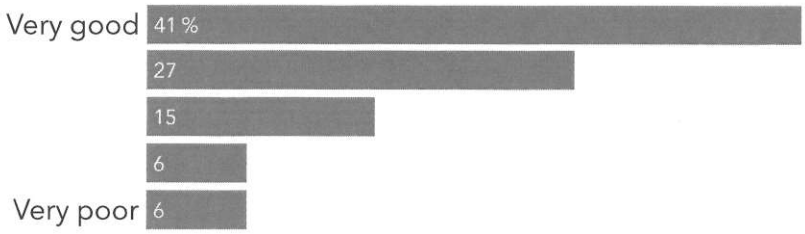
Concerns – What is something you would like to improve, or what is one thing you'd like to change about Lincoln, our community, and/or our neighborhood?

Housing

Another issue we've been hearing about is housing. How do you feel about your housing situation or the housing situation in your neighborhood?

"The landlord is kind to her and very helpful. He has helped her read her mail for her in English and interpret it using google translate.

"Has lived here 5-6 years, loves how cheap his rent is



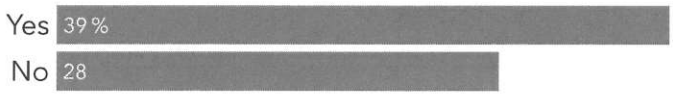
"Has had issues with bedbugs, rats, cockroaches. Usually contacts landlord when she has a problem but isn't always responsive -- takes effort to get issues fixed. Considers all of these hazards for her children. Doesn't have renter's insurance, doesn't have good credit so she can't rent elsewhere. Current home is affordable.

"Wants to buy house eventually, move out of the neighborhood because there's more stores, restaurants elsewhere.

"Needs housing that is 30% of income, between $200-$300/mo. $465 is too expensive for him and he is having a hard time and very unhappy.

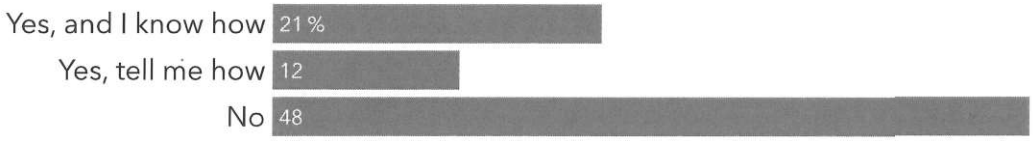
Contact

Have you talked to anyone about the issue that you mentioned earlier – neighbors, friends, city officials, etc.?



Engagement

Do you think it would be useful if you contacted the (appropriate power structure) about this issue?



"If the issues they want to contact city about are priorities for them, something will happen, but if it's not a priority for city, they won't do anything.

"Doesn't know how to. Possibly sees it as useful, but doesn't know where to start or access connections with city, state.

"Feels like if he wanted to talk about things, there would be retaliation or that he might just be ignored

1.5 COALITION STEERING COMMITTEE

Public involvement for the Redevelopment Plan and Strategic Plan was led by a coalition of neighborhood residents, non-profits, philanthropic organizations, and business and governmental partners. The South of Downtown Coalition Steering Committee ("Coalition Steering Committee") was established to inform and guide the creation of the Redevelopment and Strategic Plans. The Coalition Steering Committee met sixteen times from October 2018 to March 2020. Kile Johnson, Michelle Suarez and Marilyn Johnson Farr served as the chairs for the Coalition Steering Committee. Coalition Steering Committee members are listed in Appendix A of this plan. Their background and membership comprised the following organizations:

- South of Downtown Community Development Organization
- Everett Neighborhood Association
- Near South Neighborhood Association
- Downtown Lincoln Association
- Renters Together
- Local churches
- Bryan Health Center
- Nebraska Investment Finance Authority
- TMCO
- Hormel Harris Foundation
- Prosper Lincoln
- City of Lincoln Administration
- City of Lincoln City Council
- City of Lincoln Urban Development Department
- Lincoln Community Foundation

1.6 EXPANDED PARTICIPATION AND INPUT

The planning process sought the input and advice from existing area organizations, such as Near South Neighborhood Association, Everett Neighborhood Association, and Renters Together. With the assistance of SDCDO, the Coalition Steering Committee reached out to additional residents, experts, leaders, non-profit, governmental entities, new faces and formed five subcommittees. Appendix A includes the Subcommittee members and the final reports to the Coalition Steering Committee regarding issues and strategies.

South of Downtown Affordable Housing Subcommittee

This 16-member Subcommittee generated the most extensive committee report on strategies that increase affordable housing supply and preserve and protect existing affordable housing. Case studies were used to examine vacant properties, opportunities to add density, code enforcement, and preservation of existing affordable housing.

South of Downtown Economic Engagement Subcommittee

The primary themes that the 21-member Subcommittee addressed included:

- Identifying resource partners and potential partnerships (educational institutions, employers, property owners, City, etc.) to provide and increase education, training, employment opportunities;
- Understanding how to create clear pathways for employment and job skill opportunities;
- Learning more about existing work skills of residents, employer needs, and barriers to employment for families and individuals in the South of Downtown.

South of Downtown Finance Investment Subcommittee

The 13 members were chosen because they had significant history of investing and developing in Lincoln but had little or no track record of investing and developing in the South of Downtown area. The primary themes the Subcommittee addressed included:

- What is occurring (or not occurring) in South of Downtown that is preventing their participation in the area?

- What changes or strategies could be made or implemented to encourage their investment and participation?

South of Downtown Human and Cultural Services Subcommittee

The 29-member Subcommittee addressed:

- What are the major challenges and future opportunities for effectively and efficiently coordinating services in the South of Downtown?
- What are effective strategies for communication between the numerous service providers?
- How to build strong resident relationships and engagement?

South of Downtown Property Owner Subcommittee

The 10 members of the Subcommittee represent larger property owners and business leaders in the South of Downtown area. The primary themes that the Subcommittee addressed included:

- What are the major challenges and future opportunities for property investors in the South of Downtown area?
- What changes or strategies could be implemented to encourage more investment and rehabilitation of their current properties and other area property owners?

1.7 USING DATA TO IDENTIFY OPPORTUNITIES

The Coalition Steering Committee reviewed key data and statistics to more accurately define neighborhood opportunities and issues. Data sources used in this process included:

- 2016 Revitalization Plan
- Lincoln Vital Signs Report
- Lincoln-Lancaster County Comprehensive Plan
- US Census data
- Downtown Lincoln Master Plan
- State of Nebraska Comprehensive Capital Facilities Plan
- Lincoln's Affordable Housing Coordinated Action Plan
- Community Health Endowment-Place Matters Community Mapping Project

Data was also provided by South of Downtown Community Development Organization, Collective Impact Lincoln, and City of Lincoln departments and agencies

1.8 COORDINATION WITH THE CITY OF LINCOLN'S LIVABLE NEIGHBORHOODS INITIATIVE

The City of Lincoln and its various departments play a vital role in the well-being of South of Downtown. The Livable Neighborhoods Initiative involves key City of Lincoln Departments, coordinating efforts to address issues in Lincoln's older neighborhoods. South of Downtown was identified as the first priority area for the Livable Neighborhoods Initiative. City Directors and key staff from the following City Departments are engaged in Livable Neighborhoods initiative:

- Urban Development
- Planning
- Building and Safety
- Parks & Recreation
- Health
- Police
- Transportation & Utilities
- Mayor's Office

1.9 PROSPER LINCOLN

The Lincoln Community Foundation and other key sponsors started a community process that generated over 2,100 ideas to address the 2014 Lincoln Vital Signs findings. The ideas were then bundled and transformed into a community agenda called Prosper Lincoln. Prosper Lincoln is a city-wide vision. Yet, several of its focus areas have concentrated in the South of Downtown Area or have targeted South of Downtown as the "first" inter-city core neighborhood to test new programs and enterprises. These early efforts have been game changers and helped launched SDCDO.

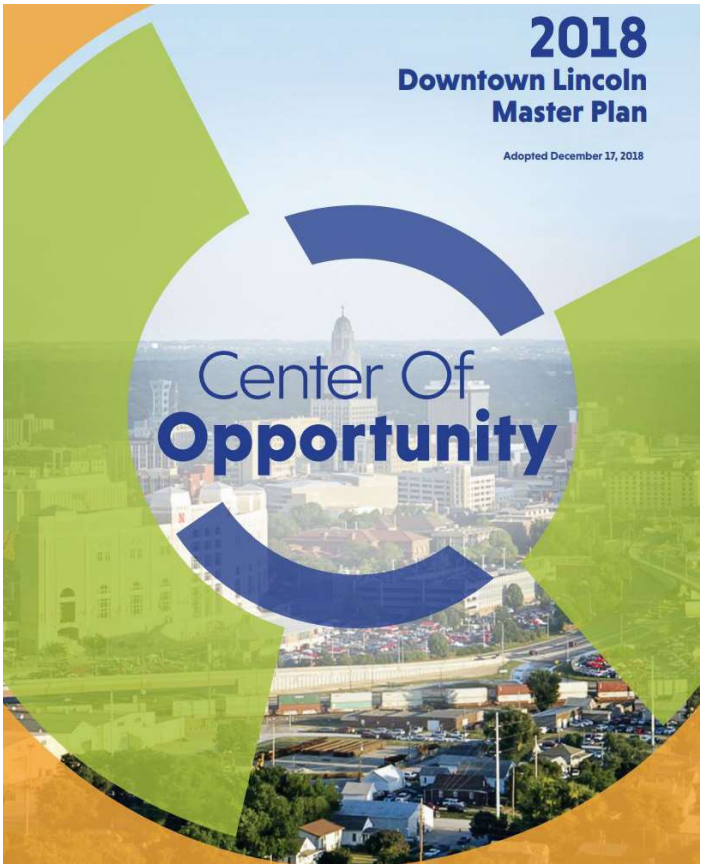
More recently, Prosper Lincoln has honed in on the following five initiatives:

1. Early Childhood
2. Innovative Workforce
3. Affordable Housing
4. Strong Neighborhoods
5. Civic Investments

These five initiatives have also been identified as important to the South of Downtown area. Early success in implementing the South of Downtown Redevelopment Plan and Strategic Plan will be enhanced if there is continued coordination between Prosper Lincoln and South of Downtown.

1.10 COORDINATION WITH OTHER PLANS

In the process of developing this plan, it was necessary to understand other planning efforts that might impact South of Downtown. Downtown Lincoln and the State of Nebraska recently completed master planning efforts, the results of which could affect South of Downtown in both positive and negative ways. What follows is a brief summary of each of these plans.



Downtown Lincoln Master Plan

Completed in 2018, the Downtown Lincoln Master Plan (https://www.lincoln.ne.gov/city/plan/long/downtown/downtown.htm), provides a vision for the future of downtown, offering short and mid term strategies to be completed to work toward that vision, as well as a series of proposed catalyst projects. The boundary for the study area extends down to G Street to the south, meaning that it captures part but not all of the South of Downtown area. Still, downtown and its adjacent neighborhoods are and will always be closely interlinked.

During the community engagement process, which included outreach to SDCDO and the neighborhood, a series of top priorities emerged. Those priorities that would directly address or impact South of Downtown include:

- Protect affordability of adjacent neighborhoods.
- Enhance pedestrian and bicycle connections to UNL, Haymarket, Antelope Valley, Multi-use trails and surrounding neighborhoods.
- Work with the State to provide additional parking for State Employees.

Two of the catalyst projects that were identified and explored in the Master Plan have the potential to positively impact South of Downtown.

11th Street Greenway

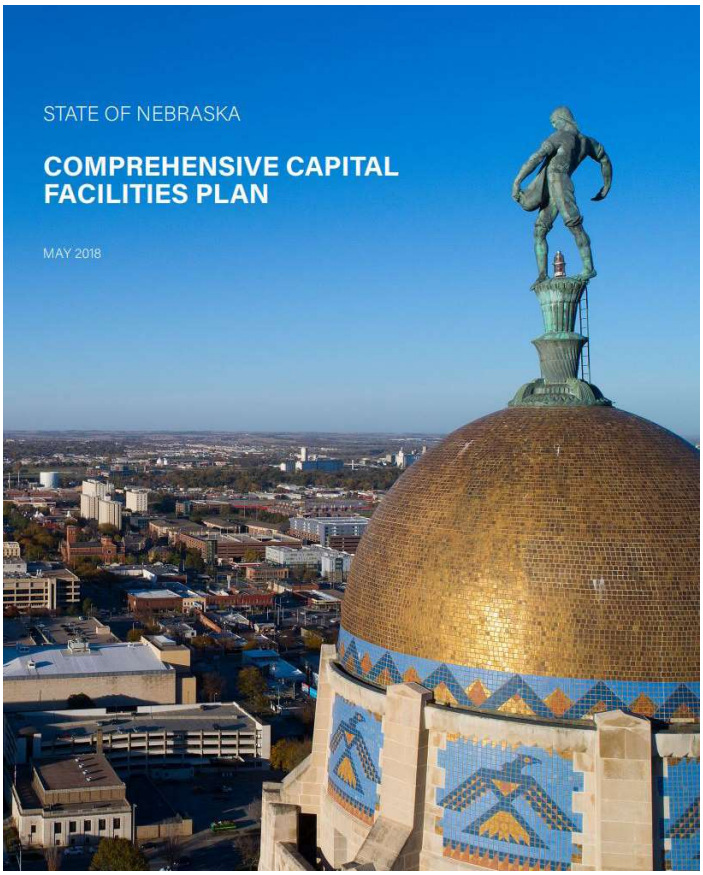
The Master Plan proposed the establishment of two greenways to run through downtown, connecting districts and neighborhoods along the way. The proposed 11th Street Greenway would go from Q Street to Lincoln Mall, establishing a green connection from UNL to the South of Downtown area. South of Lincoln Mall, the greenway would connect with the previously completed streetscape improvements. The greenway would include a wide pedestrian streetscape along the west side of 11th Street that would be designed to accommodate a variety of activities and spaces, in addition to serving as an important connector. The preferred concept at this time includes the conversion on 11th Street from one-way to two-way, and the moving of bicycle traffic from 11th Street to 13th Street.

South Haymarket Park (formerly West Park)

The Master Plan also calls for a "signature urban park," and identifies the Haymarket land running along the railway between N and J Streets as the ideal place to make it happen. Though this is well outside the boundaries of the neighborhood, it is certainly close enough to have a positive impact on South of Downtown, providing much needed greenspace within walking or bicycling distance.

The 11th Street Greenway would establish an attractive, inviting pedestrian connection from South of Downtown to UNL.

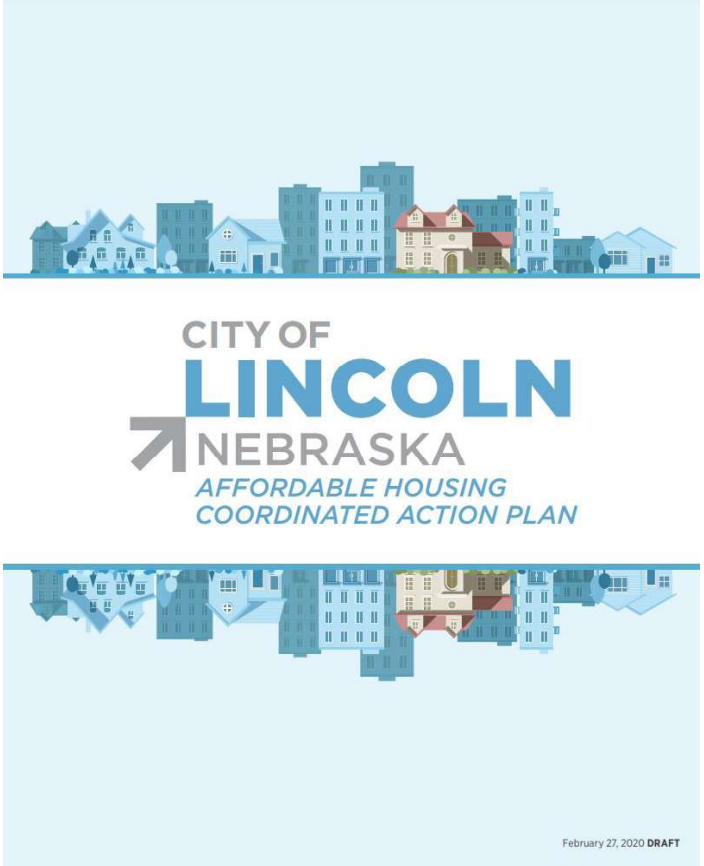
The proposed South Haymarket Park could bring significant value to downtown and downtown-adjacent residents and employees in search of added greenspace.



State of Nebraska Comprehensive Capital Facilities Plan

Completed in 2018, the Capital Facilities Plan was developed with the goal of producing a comprehensive guide for future development and redevelopment of the Capitol Campus. While it touches on many topics, perhaps the most relevant to South of Downtown is parking.

At the time the plan was being completed, the State had 3,514 employees on the Capitol Campus, but only 2,349 dedicated parking spaces. By 2038, the employee total is expected to expand to 4,952. While the Capital Facilities Plan identifies opportunities for added parking, there is likely to continue to be a shortfall of spaces for the foreseeable future. This shortfall puts added stress on parking availability in the South of Downtown area, which relies on the availability of on-street parking.



Lincoln's Affordable Housing Coordinated Action Plan

Completed in February 2020, the Plan included a comprehensive public engagement process, market analysis, identified issues and opportunities, and strategies for moving forward. Six key goals were identified along with strategies for each. The goals are:

1. Preserve the existing affordable rental units.
2. Improve rental housing quality.
3. Make the development of affordable housing through programs like LIHTC more appealing.
4. Increase mobility in the market through expanded housing options, especially for retirees, seniors, and young professionals.
5. Implement strategies for sharing risk in the development of affordable housing.
6. Ensure policies and codes support affordable housing.

1.11 GENTRIFICATION AND DISPLACEMENT

Neighborhoods evolve over time. In the past, South of Downtown was home to some of Lincoln's wealthier families and individuals. As Lincoln grew, many higher income families moved to the newer growth areas, causing the neighborhood's median income level to drop. Today, South of Downtown's median household income stands at $20,826 per year, less than half the median income of Lincoln as a whole. Over 30 percent of households earn less than $15,000 per year, double the percent of households in all of Lincoln. Over time, the neighborhood has seen a "flight" of higher income residents replaced by lower income residents. Today, the neighborhood is comprised of two extreme poverty census tracts.

Many health experts, urban planners, sociologists and economists report that the more vibrant, healthy and sustainable urban neighborhoods have a mix of income levels. As revitalization of the South of Downtown area continues, strategies must be implemented to mitigate the negative impacts of gentrification on existing residents. While gentrification can have positive impacts including increased investment in housing, commercial businesses and the social and physical infrastructure of a neighborhood, it can negatively impact existing residents by increasing rents, property values and changes in the district's character and culture and can lead to displacement of existing residents.

Redevelopment and revitalization efforts in South of Downtown should be pursued at a steady but manageable pace with consistent input and guidance from current residents of the area. Their voices should be heard, amplified and appropriately weighed to ensure that decisions are being made through the lens of serving existing residents and mitigating displacement and other negative impacts of gentrification. For this reason, a goal of the Plan should be to add quality affordable units if any are removed to make way for higher value dwellings.

1.12 EQUITY AND INCLUSION

The South of Downtown community has always been diverse, with successive generations of immigrants and migrants from other parts of the world. The vision for this plan is for all South of Downtown area residents to live and work in a safe, dignified, stable and healthy neighborhood. The City of Lincoln believes that every person should have a safe, accessible, affordable place to live, and affirms, in partnership with grassroots leadership, advocacy groups and other community partners, its active commitment to the examination of how different groups will likely be affected by a proposed action or decisions outlined in this plan now and in the future and what steps can be taken to ensure equity is achieved and maintained throughout these processes.

Mayor Gaylor Baird's One Lincoln initiative is focused on creating a more equitable and inclusive Lincoln, where every resident has an equal opportunity to reach their full human potential. The goal of One Lincoln is to promote equity in city operations, policies, and services, and foster a culture of inclusion and belonging in our city.

In addition, the Lincoln-Lancaster County Board of Health has declared that racism is a public health crisis affecting our entire community. Its September 2020 declaration also resolved that the Lincoln-Lancaster County Health Department will:

- Assert that racism is a public health crisis affecting our entire community.
- Include in any decision making the people most affected by health and economic challenges.
- Partner with the community to co-create solutions.
- Advocate for relevant policies that improve health in communities of color, and support local, state, regional, and federal initiatives that advance efforts to dismantle systemic racism.
- Ensure the consistent collection, analysis and reporting of disaggregated data for all public health efforts with data visualization and descriptions.
- Promote policy and system level changes within Lincoln and Lancaster County to move beyond equity only and to undo racist structures.

2

2 EXISTING CONDITIONS

This chapter reviews the current state of conditions in the South of Downtown area, identifying assets and challenges, which sets the baseline for tracking progress in the neighborhood and the successes of both the Redevelopment and Strategic Plan.

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2.1 LAND USE

The South of Downtown Redevelopment area consists of approximately 263.5 acres of land. Public right-of-way (ROW) consumes the largest amount of land at approximately 46%. This is not unusual given the traditional street grid pattern and wide street ROW in some of the original town center. The next largest land use is multi-family apartments at approximately 53 acres, followed distantly by commercial uses at 20 acres, public and semi-public uses at 19 acres, and single family detached at 16 acres. The number of acres represented by apartments is consistent with the number of rentals at 94% of occupancy while acres of single family and duplex indicate the majority of these are also rental units compared to owner occupied. The majority of commercial uses are located along and north of Lincoln Mall and along portions of 11th and 13th Streets. Lincoln Mall and north is primarily office while retail uses are common along 11th and 13th Streets. Two elementary schools are located in the area and, along with the presence of religious institutions, constitute essential neighborhood infrastructure. However, significantly lacking are parks and open green space. The Nebraska State Capitol is located in the Redevelopment Area and accounts for a significant number of acres in the land use category of Public & Semi-Public.

The table below includes existing land uses by type and acre for the Redevelopment Area. See Figure 2.1, Existing Land Use and also refer to Figure 2.4, Existing Parks and Public Facilities.

LAND USE CHARACTERISTICS		
LAND USE	**ACRES**	**PERCENT**
Right-of-Way	**120.2**	**45.6%**
Multi-Family Apartments	**52.5**	**19.9%**
Commercial	**20.4**	**7.7%**
Public & Semi-Public	**18.6**	**7.1%**
Single Family Detached	**16.4**	**6.2%**
Parking Lot/Parking Garage	**15.3**	**5.8%**
Duplex	**7.5**	**2.8%**
Education	**6.4**	**2.4%**
Religious	**4.7**	**1.8%**
Vacant	**1.0**	**0.5%**
Light Industrial	**0.5**	**0.2%**
TOTAL	**263.5**	**100%**

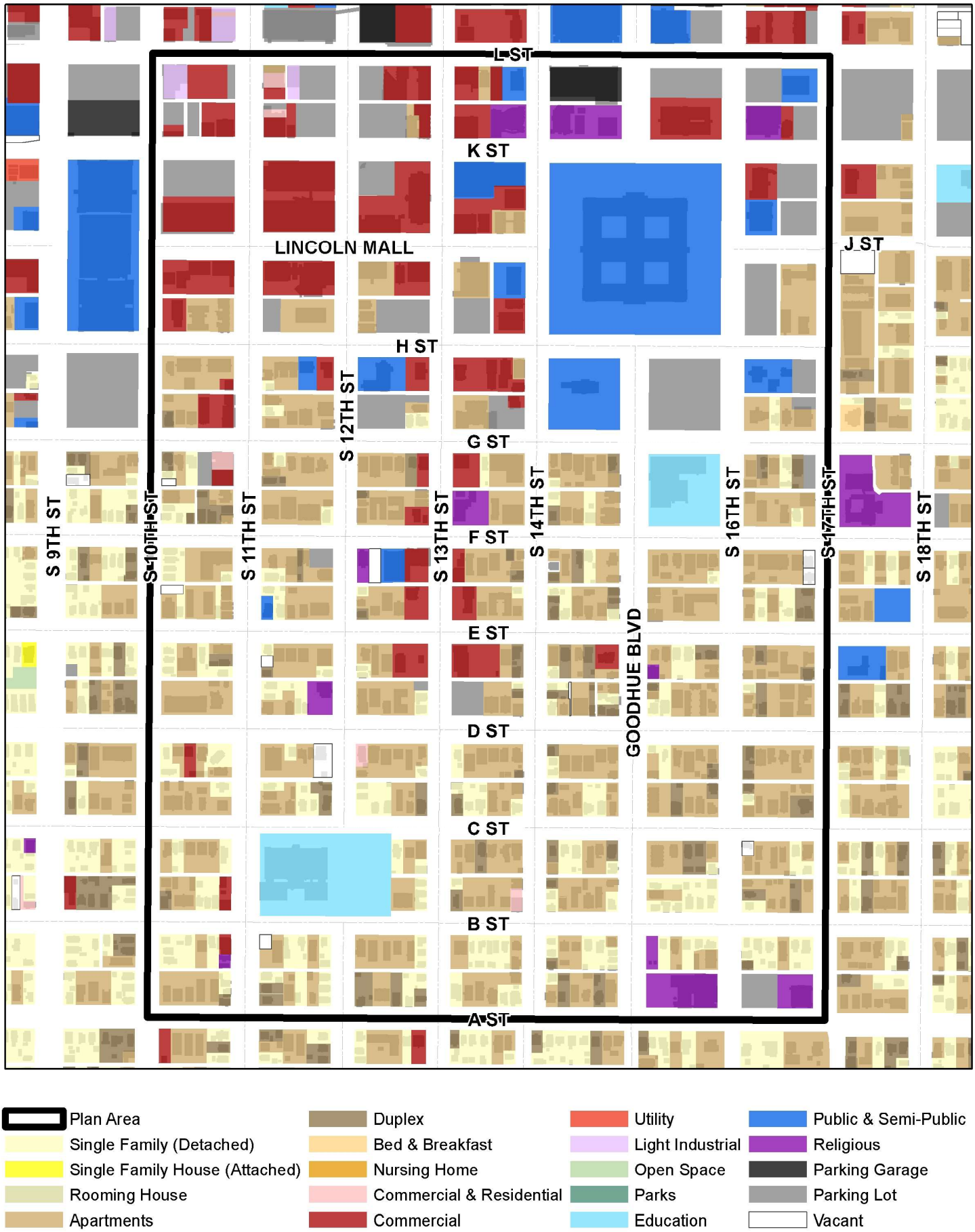


Figure 2.1 - Existing Land Use

NORTH

2.2 ZONING

The South of Downtown area is currently governed by a variety of different commercial and residential zoning districts as shown in Figure 2.2, including some of Lincoln's highest residential density zones. The area between "L" Street and Lincoln Mall is part of the traditional mixed use downtown area and is zoned B-4, Lincoln Center Business District. The State of Nebraska's Capitol and surrounding governmental office buildings are zoned P, Public Use District. The P District applies to governmental properties that are exempt from local zoning laws. Thus, there are no height, area, setback or parking restrictions in the P District.

The Lincoln Mall corridor between the State Capitol on the east and the County-City Building on the west is zoned O-1, Office District. Currently, the O-1 zone does not permit restaurants to have direct street access, but instead requires the restaurant entrance to come off of a building's hallway entrance. The neighborhood's two existing retail commercial business areas along S. 11th Street and S. 13th Street are both zoned B-3, Commercial District.

Immediately south of Lincoln Mall and surrounding the B-3 District are three of the City's highest density residential zones: R-8, R-7 and R-6 Residential Districts. Under an approved community unit plan, these three residential zones are permitted to have the following maximum density:

- **R-8 Residential District** - 79.20 dwelling units per acre.
- **R-7 Residential District** - 62.23 dwelling units per acre.
- **R-6 Residential District** - 48.4 dwelling units per acre.

Parking

The higher density standards allowed by the residential zoning districts can lead to parking issues – both off –street parking requirements for residents and on-street parking for visitors. Generally, the neighborhood currently has a shortage of parking –especially in the north portion of the neighborhood that is closest to the State government buildings (e.g., the State Capitol) and other downtown businesses where the zoning districts they are in do not require parking. The 2019 State of Nebraska Parking Study indicates that there are 364 employees on the State's parking waiting list. In addition, the State's Parking Study determined that there were approximately 240 State employees parking their vehicles on the neighborhood's streets. Employees from downtown businesses also park in the neighborhood and walk to and from downtown businesses.

Together, the State of Nebraska and downtown business employees' parking patterns negatively compete with the neighborhood residents, visitors and business customers. This not only hurts current businesses and residents, but negatively impacts efforts to improve neighborhood's business opportunities and impedes new and rehabilitated housing stock. A shortage of on-street parking can lead to a shortage of available parking for customers, visitors and residents. The on-street parking shortage can generate negative parking and neighborhood perception problems, or if the shortage is addressed, then it increases the cost to provide off-street parking. Negative perceptions and increase off-street parking costs can hurt both market demand and supply. This past year, the State began to address the large backlog of State employee and visitor parking by providing some additional State parking stalls.

Small Lots

There have been recent efforts in the neighborhood to remove some dilapidated residences on small lots, which were beyond reasonable repair, and to replace them with new dwelling units. Given the current set of complex zoning requirements, these efforts have been challenging for both property owners and City staff. The regulatory complexities have led to excessive amount of time to research, review, understand and determine whether the proposed dwellings would be in compliance with the zoning

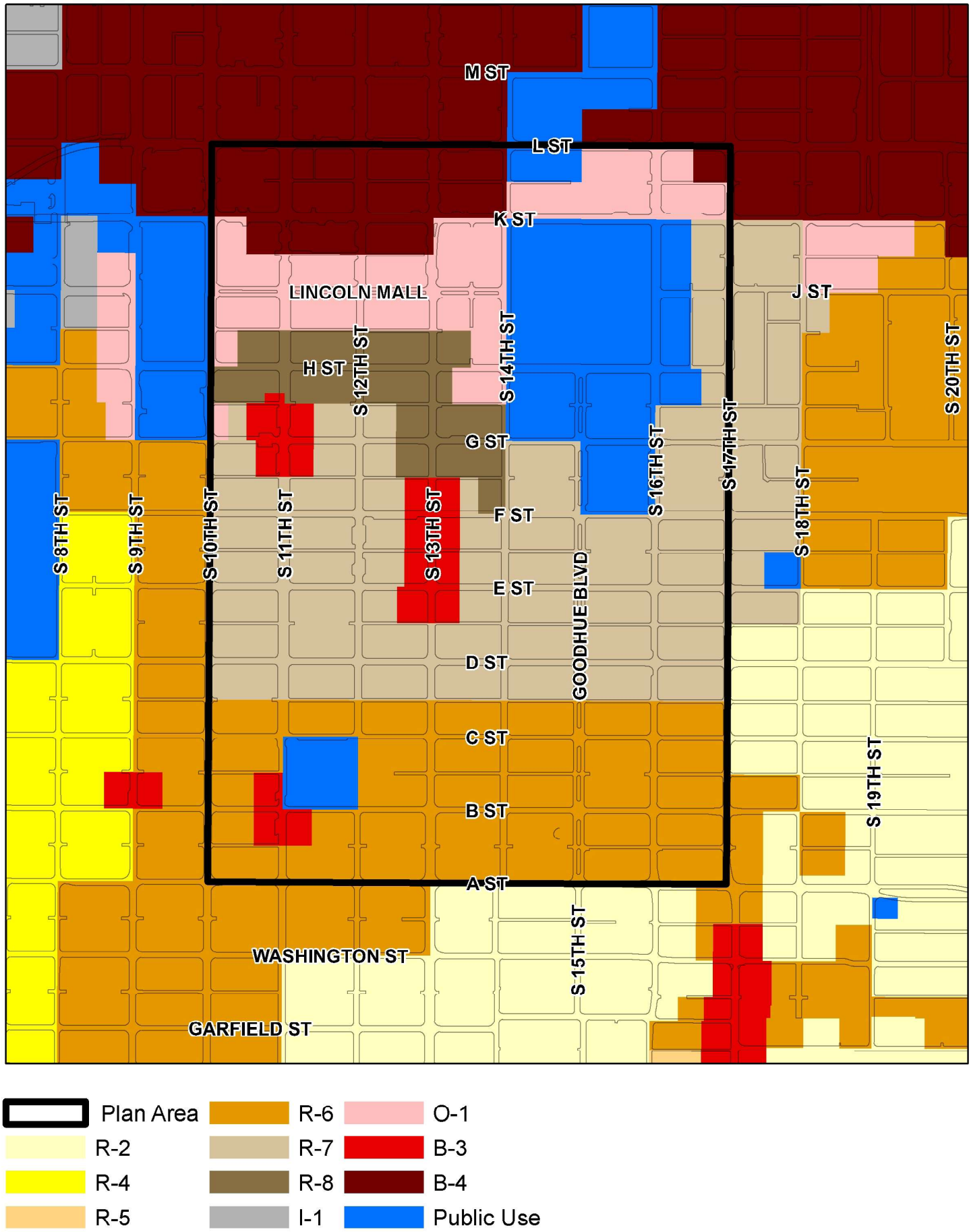


Figure 2.2 - Existing Zoning

NORTH

requirements. In turn, these complexities can lead to increase housing costs or reduced number of dwellings.

The neighborhood's reconstruction or new construction challenges become more problematic and difficult when the subject lot fits one of the following small lot descriptors:

- **Postage stamp lots** - Small in both width and length, these lots typically don't meet the minimum lot area requirement for residential construction.
- **Toothpick lots** - Small in width but long in length, these lots typically do not meet the minimum lot width requirement for residential construction.

Thirty-six percent (36%) of the residentially zoned properties within the project area are deemed to be nonstandard because their lot areas or widths fall below the allowed minimums. Those nonstandard lots are highlighted in Figure 2.3.

For these smaller dimension lots, the zoning code sometimes has required property owners' extra effort and expense to obtain a building survey to document the specific location of the dilapidated building footprint, order title reports to prove ownership on the specific date when regulations changed, and obtain legal counsel to navigate through the regulatory process. Sometimes, the neighborhood's historical platting and building permit records do not match with current legal descriptions.

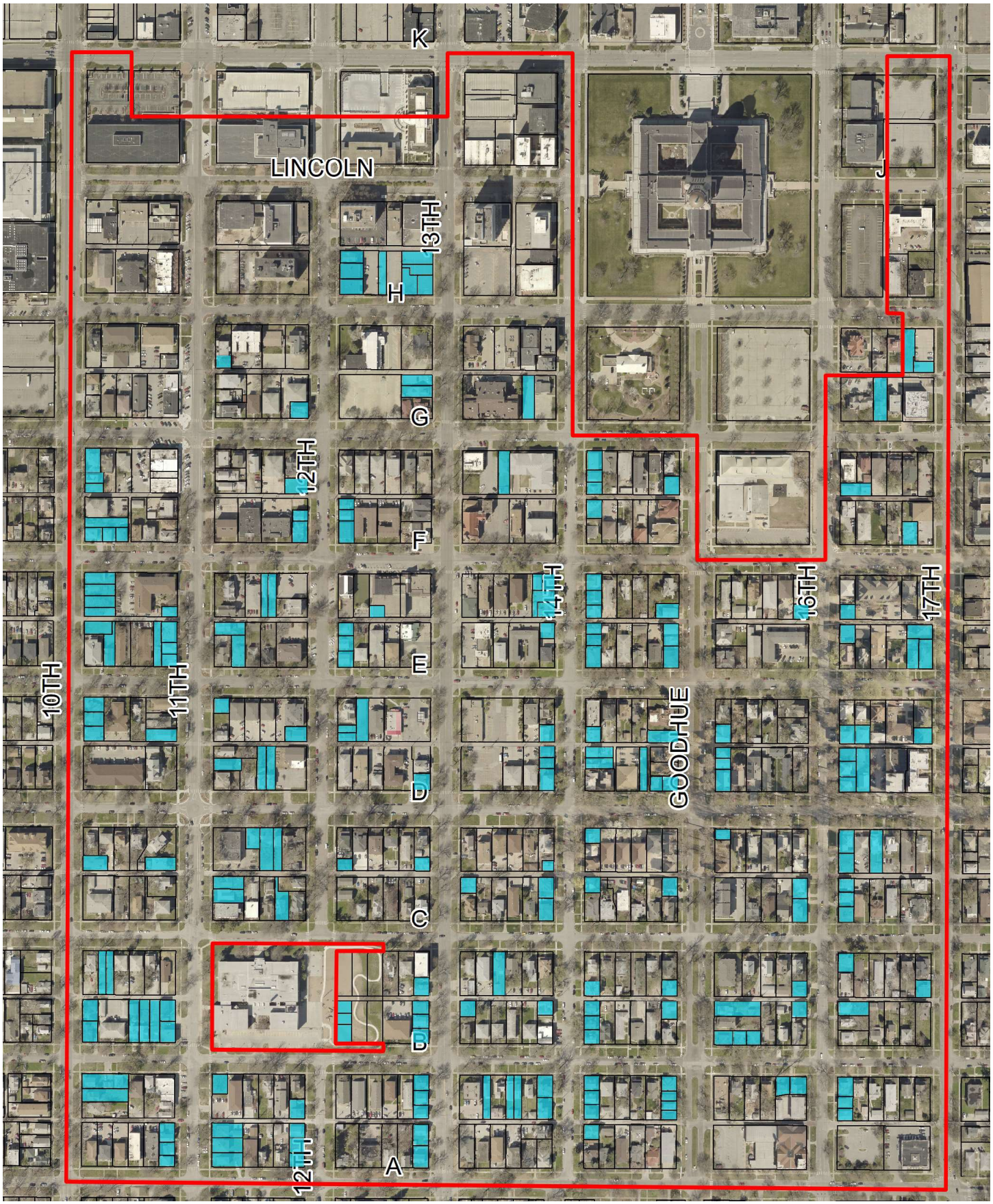
Even when such information is finally assembled, there can be many related zoning provisions that still come into play. This leaves City staff trying to interpret the interplay between the different zoning provisions. Depending upon the type of residential construction—remodeling, reconstruction or new construction—different zoning regulations can cause further confusion. In several instances, when a property owner or his or her architect is told that the development plan does not comply with the Zoning Ordinances, then the property owner is faced with the extra cost and steps of seeking zoning waivers or appeals, or changing the proposed design.

Most of the current zoning regulations are based upon sound policy, but some requirements appear out of date or are unnecessarily increasing housing availability and/or costs. These zoning regulations need to be updated. Otherwise, the aging housing stock on these lots could prove too difficult to update and thus, could lead to further disinvestment which will increase blighting and other undesirable conditions for abutting properties and the neighborhood residents.

During the 1,200 door-to-door canvassing by the SDCDO staff, many neighbors expressed the need for:

- Additional, updated and walkable neighborhood support services (e.g., retail, food, health and services)
- Better and more employment opportunities
- The ability to start business ventures within the neighborhood

Current residential zoning standards do not allow such neighborhood services and commercial land uses. At one of the neighborhood engagements, there was support expressed for improved design and zoning standards to attract needed land uses, while avoiding other types of businesses and poor aesthetic design. One zoning approach that appears to have stakeholder support is an overlay zone in the northern part of the Neighborhood. The overlay zone, called a Planned Unit Development ("PUD"), would allow the north portion of the Neighborhood to become more mixed use, while incentivizing the preservation of the existing buildings that contribute to the neighborhood's character. With proper land use and design standards and review, a PUD could allow additional and walkable neighborhood support services and new start-up businesses that would create new employment opportunities, while still preserving the key historical residential building design patterns.



Small (Nonstandard) Residential Lots

Figure 2.3 - Small Lot Inventory

NORTH

2.3 PARKS AND RECREATION FACILITIES AND TRAILS

Parks and Recreation Facilities

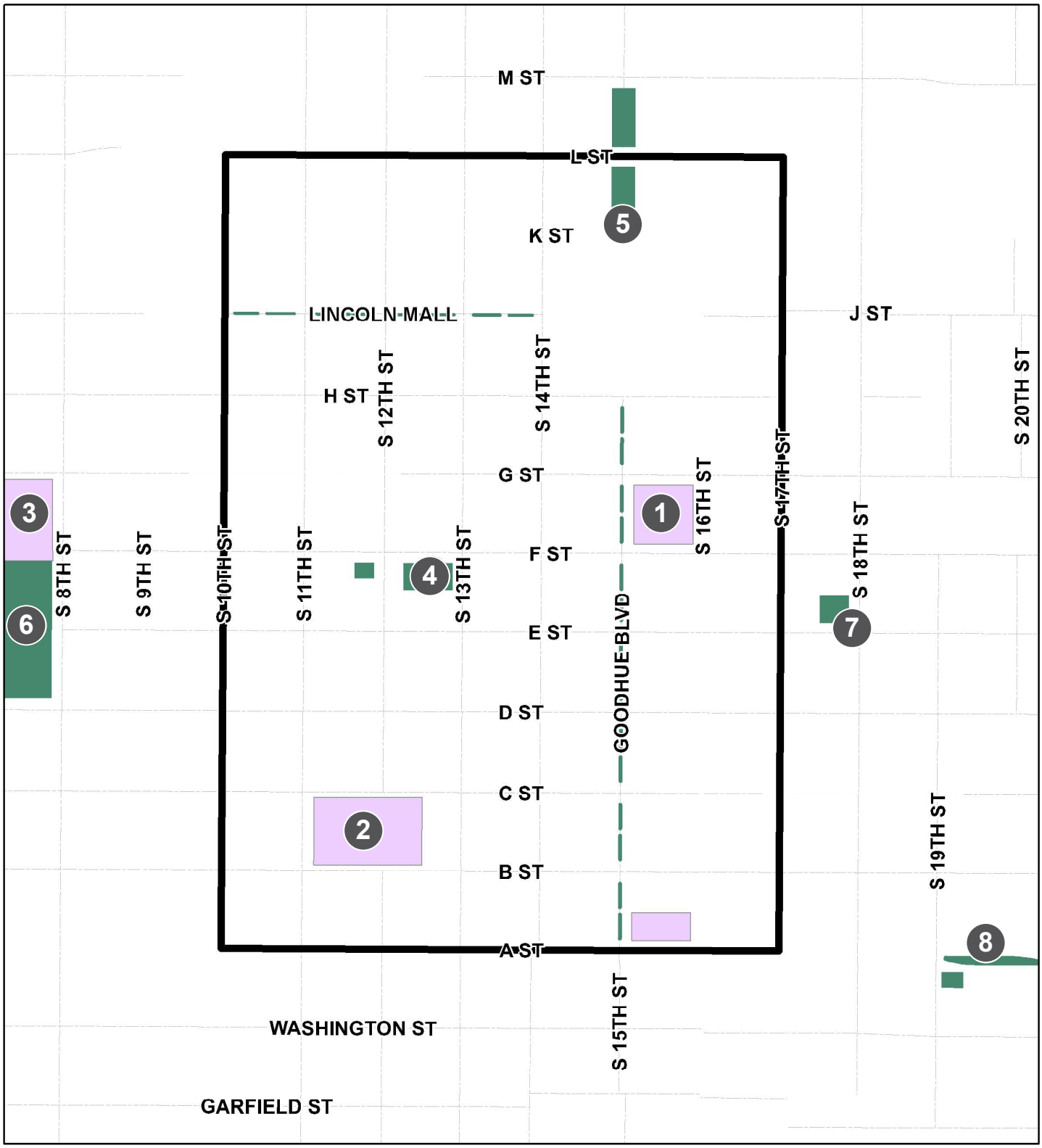
Existing parks and recreation facilities are illustrated in Figure 2.4. There are no public parks within the Redevelopment Area. The goal of the Parks and Recreation Department is to have a park area within one-half mile walking distance of each residence in the community. Cooper Park, a neighborhood park located at 6th & D Streets, is the largest park in the area available to some, but not all, residents in the South of Downtown within a half mile. At 11.5 acres, facilities available include a ball diamond, tennis courts, drinking fountain, horseshoe court, picnic tables, playground equipment, restrooms, and an open shelter also available to rent. A recently completed Master Plan for the park includes a cooperative effort with Lincoln Public Schools to construct a parking lot access drive to the adjacent Park Middle School parking lot and enlarge and improve playfield space in the northwest corner of the park, including soccer goals – greatly requested by surrounding neighborhoods. The Plan also includes replacing existing tennis courts (2) with a single multi-use court for tennis and pickleball. A half basketball court has already been constructed in the southeastern portion of the park.

Hazel Able Park is .5 acres located at 18th & E Streets. It is classified as a garden/plaza as there is no open play space. This passive green space area is also within a half mile of some, but not all, of the Redevelopment Area residents. Similarly, Centennial Mall on the northern edge of the area is classified as garden/plaza. The nearby Breta Park is a boulevard at 19th & A Streets.

The F Street Community Center, located at 13th & F Streets, is one of six centers in Lincoln. It is designed to be a recreation-based environment for all ages. According to the Parks and Recreation Department website, "We strive to provide services and programs that strengthen family unity, personal growth, health, and community awareness." A number of services and programs are provided at the Center including free drop-in programs and social services programs. Youth activities include enrichment clubs, computer lab, and weeklong camps and field trips. Dinner is served for free Monday—Friday at 4:30 pm for ages 2-18. Adult activities include English Conversation Classes, Open Art Studio and Writer's Word Shop. Activities for older adults include pool/billiards, and cards. Lunch is served Monday—Friday at Noon for a donation of $3. The facility also contains a meeting room, gym, weight room and track. A large commercial-grade kitchen is available at the center. Neighborhood residents have expressed a desire for more use of the kitchen for classes and possibly entrepreneurship and is viewed as underutilized by the neighborhood. Parks and Recreation staff also believe programs are under-utilized by the neighborhood's residents and more needs to be done to promote the availability of the center's programs and services. Public spaces including the kitchen and art room have obstacles – generally underutilized, and under-resourced, and have regulatory barriers that need to be addressed.

Trails

As depicted in Figure 2.4, no trails are located within the Redevelopment Area. The N Street Cycle Track, an on-street protected bike lane, is located two blocks north of the area and travels east and west. The Billy Wolff Trail is several blocks east of the area, generally along Capitol Parkway. On-street designated bicycle routes do traverse the neighborhood east to west on F, G, and A Streets and north/south on 14th and 11th. A portion of 11th Street has designated bike lanes from D Street to Lincoln Mall.



Plan Area
Schools
Park Facilities

1 McPhee Elem.
2 Everett Elem.
3 Park Middle
4 F St. Community Center
5 Centennial Mall
6 Cooper Park
7 Hazel Abel Park
8 Breta Park

Figure 2.4 - Existing Parks and Recreation Facilities

NORTH

2.4 TRANSPORTATION

Traffic

The street pattern within the Redevelopment Area, as shown in Figure 2.5, consists of a standard rectilinear grid system. The principle arterials are the north/south 9th & 10th Street and 16th & 17th Street corridors and east/west principle arterials are K and L and A Streets. Both D and G Streets function as collectors. These major street routes provide access to and throughout the Redevelopment Area.

Pedestrian flow is interrupted by the high traffic volumes and speeds on 9th and 10th, 16th and 17th Streets, and K and L which are one-way paired street corridors. The remaining arterial streets include 13th and A Streets which are two-way streets. Typically the one-way paired streets have higher volumes of traffic, which often make it difficult for pedestrians and vehicles to cross. Average traffic volume on 9th & 10th Streets in 2016 was 19,730; 16th & 17th Streets in 2017 was 6,820. A Street averaged between 7,990 and 8,990 in 2018. Average daily traffic on K Street in 2016 and 2017 ranged from 14,070 to 18,610. L Street traffic counts range from 11,810 for some segments in 2015 to 15,040 for other segments in 2017.

Partners for Places – 13th Street Project

The mixed use character of 13th Street between South Street and Lincoln Mall, as well as the proximity to downtown Lincoln, attracts residents traveling to and through the area using all modes of transportation. The average daily traffic volume along 13th Street made it an ideal candidate for conversion from a four-lane to three-lane street. The Lincoln Community Foundation, in partnership with the City of Lincoln Sustainability Coordinator, secured a $150,000 "Partners for Places" grant to help pay for the project that began in late 2018.

The goal of the project was to make S. 13th Street, from South Street to Lincoln Mall, safer and more efficient while also enhancing the mobility of all modes of travel. It also improved walkability and continued revitalization efforts in the area.

Elements of this project included:

- Converted an undivided four-lane street into a three-lane street with a center two-way, left-turn lane
- Enhanced crosswalk safety
- Adjusted on-street parking to meet residential and business needs
- Installed rectangular rapid flashing beacons (RRFB) on S. 13th Street at "D" and "F" Streets with new crosswalks and curb ramps
- Added designated bike lane in each direction on S. 13th Street

Other funds replaced aging or diseased trees and converted street lights to energy-saving LEDs.

Parking

Most buildings face north-south onto the streets with the backs of buildings containing rear parking accessed by alley, most of which are in need of repair. Most streets have parallel parking. Large surface parking lots are located at the northern portion of the area.

As discussed in the Zoning section of this Plan, the area currently has a shortage of parking due to lack of parking requirements on State-owned facilities and in downtown. As a result, employees park in the neighborhood and compete with residents for parking.

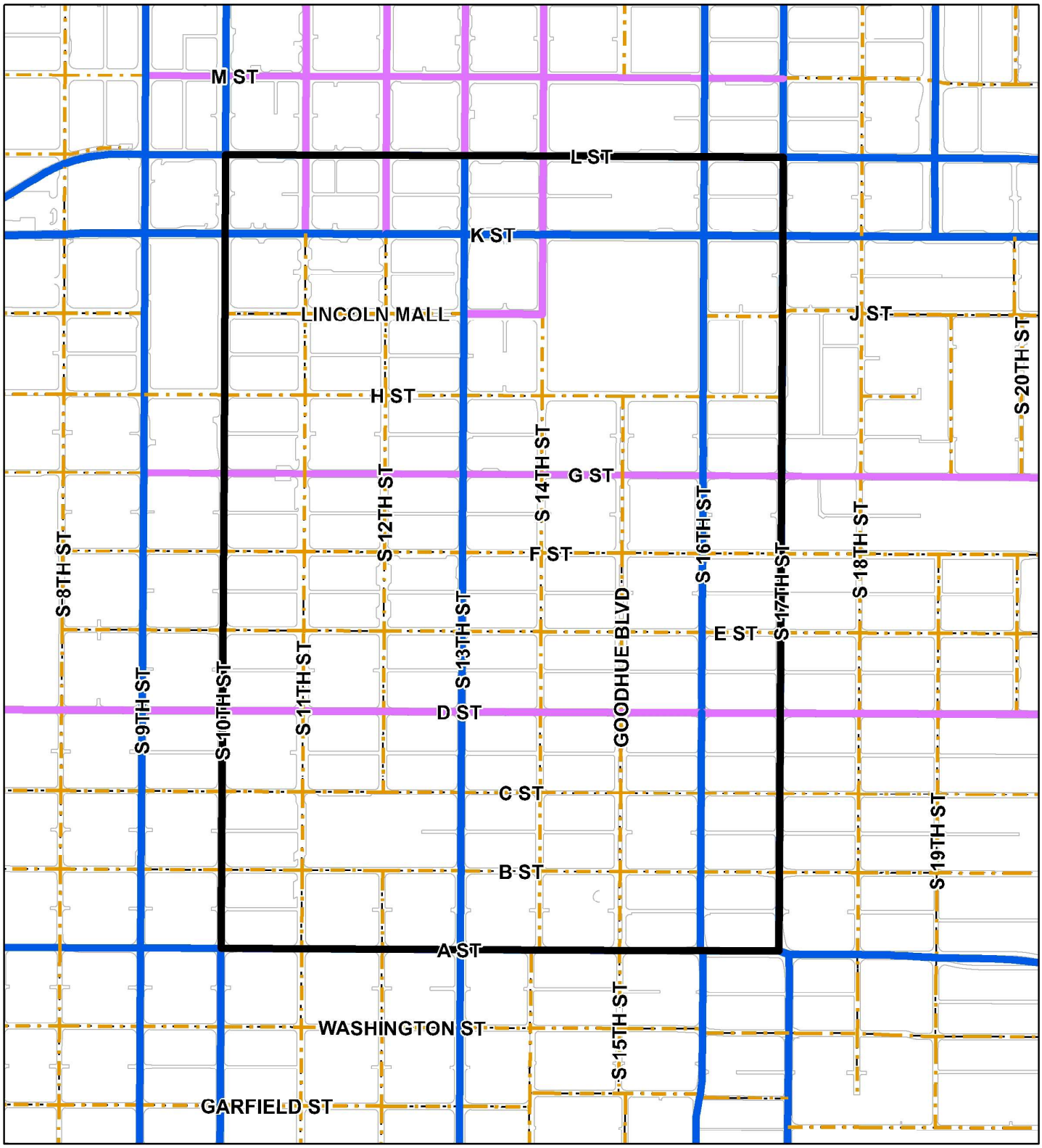
Sidewalks and Streets

Sidewalks are adequately provided and maintained throughout most of the Redevelopment Area. The field survey conducted for the Blight and Substandard Determination Study identified 94% in "good" to "excellent" condition.

Street are generally in fair condition. Asphalt surfaced streets will continue to deteriorate with resurfacing likely needed within the next several years.

Automobile Ownership

The transportation system is impacted by automotive vehicles whether it be traffic volumes, wear-and-tear on the streets, and parking. Automotive vehicle ownership, based on the 2018 American Community Survey, is much lower in South of Downtown than in the city overall: about 24% of all households have no vehicle whereas 6% of the city's total households own no vehicle. Ownership of one vehicle is most likely with 61% of all households compared to the city's 35%. Ownership of 2 vehicles is less likely with about



Plan Area

Residential Street

Collector Street

Arterial Street

Figure 2.5 - Existing Street Network

NORTH

12% of households compared to the city's 40% and least likely is owning 3 or more vehicles at slightly over 1% compared to the city at 19%. This may be reflective of the proximity to downtown and walkability, density of the area, smaller households, and income.

Bike Facilities

In April 2018, the City of Lincoln launched BikeLNK, a bike share program where bicycles are publicly available for shared use for a short period of time, for a fee. Twenty-one bike stations are located primarily in and around downtown and at UNL campuses. Passes range from $6 for 1 hour rides within 24 hours up to $80 for a year. Three bike stations are located in or adjacent to the South of Downtown area: the northwest corner of 14th and L, the northwest corner of 11th and K, and in front of the F Street Community Center at 13th and F. The 13th and F location was also the site of an art project. Students at local schools in the area competed to come up with a design for the base plates. There are 10 plate designs and 8 were student entries. Two artists then interpreted and installed the designs, all with the theme of sustainability.

As illustrated on Figure 2.6 and discussed in the "Parks and Recreation Facilities and Trails" section, on-street bicycle routes are designated on east-west F, G and A Streets and north-south on 11th and 14th Streets. Designated bike lanes are on the portion of 11th Street from D to Lincoln Mall.

Public Transportation

The Redevelopment Area is served by Star Tran, Lincoln's bus system, via three transit routes: Route 13 serves South 13th Street, Routes 51 and 56 run on South 9th and 10th Streets, and Routes 40, 53, and 54 run on South 16th and 17th Streets. In high density areas, Star Tran's design criteria is to locate bus stops approximately every 800 feet and generally meets that criteria in the South of Downtown area. Normal weekday service hours are generally from 6:00 a.m. to 9:00 p.m. and from 7:00 a.m. to 6:00 p.m. on weekends. Routes and bus stop locations are detailed in Figure 2.6.

The 13th and F BikeLNK station includes custom art base plates designed by local students.

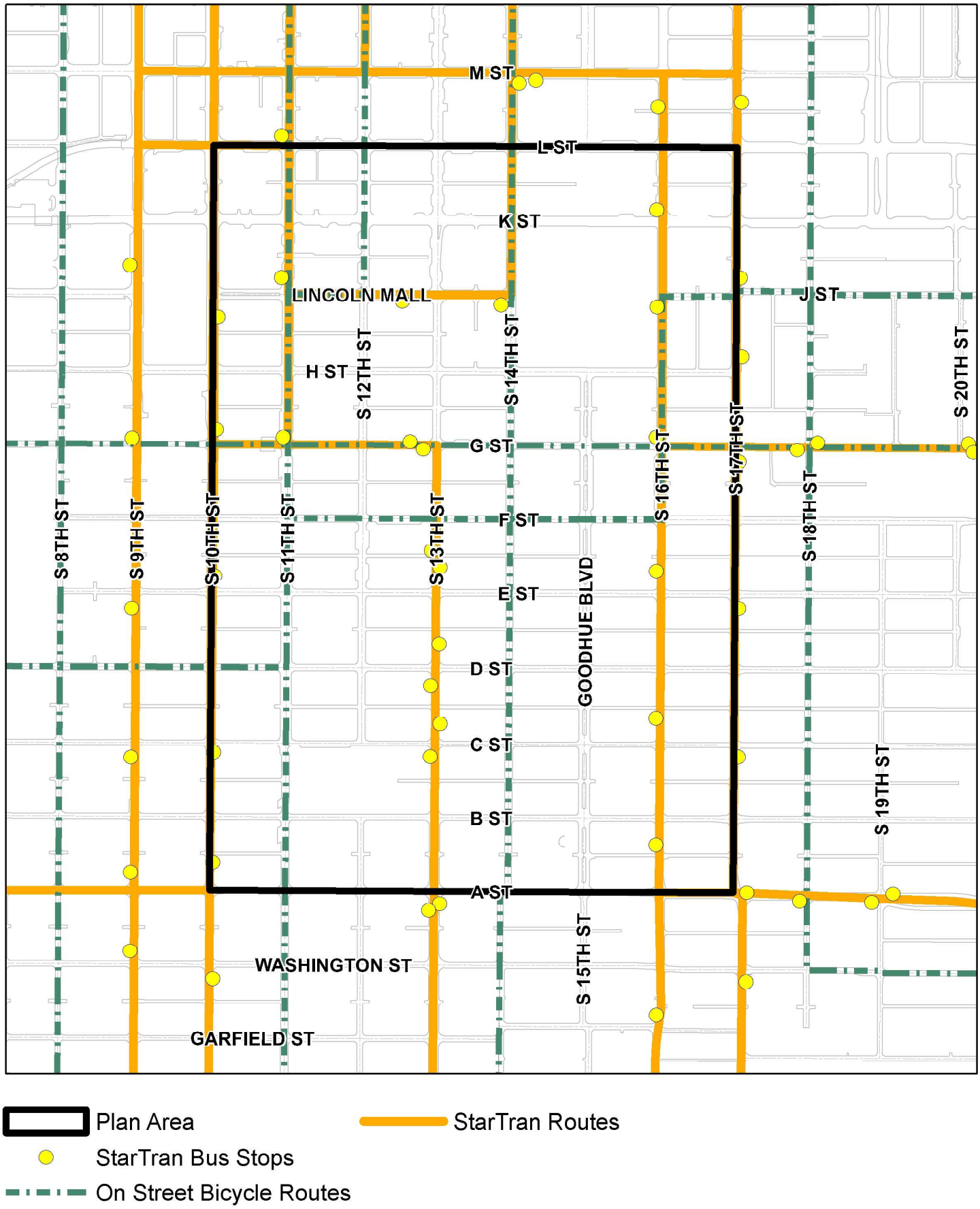


Figure 2.6 - Existing Bike and Public Transit Routes

NORTH

2.5 PUBLIC UTILITIES

Water and Sanitary Sewer Systems

Underground utilities throughout the Redevelopment Area are approximately 75-90 years of age. Materials used to construct the older mains are prone to deterioration and breakage, as well as repeated maintenance problems. Lincoln Transportation and Utilities has a long-term goal of replacing outdated water mains, with highest priority given to those of 4" or less diameter. Water mains generally are replaced in conjunction with street improvements and replacement projects.

The majority of the sanitary sewer mains are appropriately sized and are located in the east/west alleys. Most are well over 75 years of age and are in need of some type of rehabilitation, a combination of repairing and replacing depending on the circumstance of the individual pipes. Currently, there are no sanitary sewer projects identified for the area.

Watershed Management

The majority of the Redevelopment Plan area generally drains to the west towards Salt Creek through extensive urban drainage systems. A small portion on the northeast corner of the area drains east to Antelope Creek, also through urban drainage systems. The entire area is outside the 100 year floodplain. Drainage systems have been studied in this area (Central Salt Creek drainage subareas CS05 and CS07) and some systems are not at the capacity per city standards. However, they are not at high enough priority to be included in any current plans for urban drainage projects in the area, except for a rehabilitation project for some water quality inlets along 11th Street. Any new or redevelopment projects in the area that have an acre or more of construction activities will need to meet City of Lincoln stormwater quality requirements. Projects smaller than an acre are not required to meet these standards.

The 11st Street corridor, from D Street to Lincoln Mall, was the site of a Greening America's Capitols project that began construction in 2014. Working with neighborhood residents, the vision of the project was to make pedestrians safer, improve streets and parking for bicycles and cars, create outdoor gathering spaces, improve stormwater management and increase opportunities for small businesses. The project constructed green infrastructure which is a range of natural and built approaches to stormwater management including bioswales and permeable paving. Several intersections along the corridor include bioswales that filter stormwater and letting it absorb back into the ground and using trees and other vegetation to hold rain water until it is converted to water vapor. These strategies allow much less stormwater to enter the storm drains and sewers and reduce the strain on the city's water system.

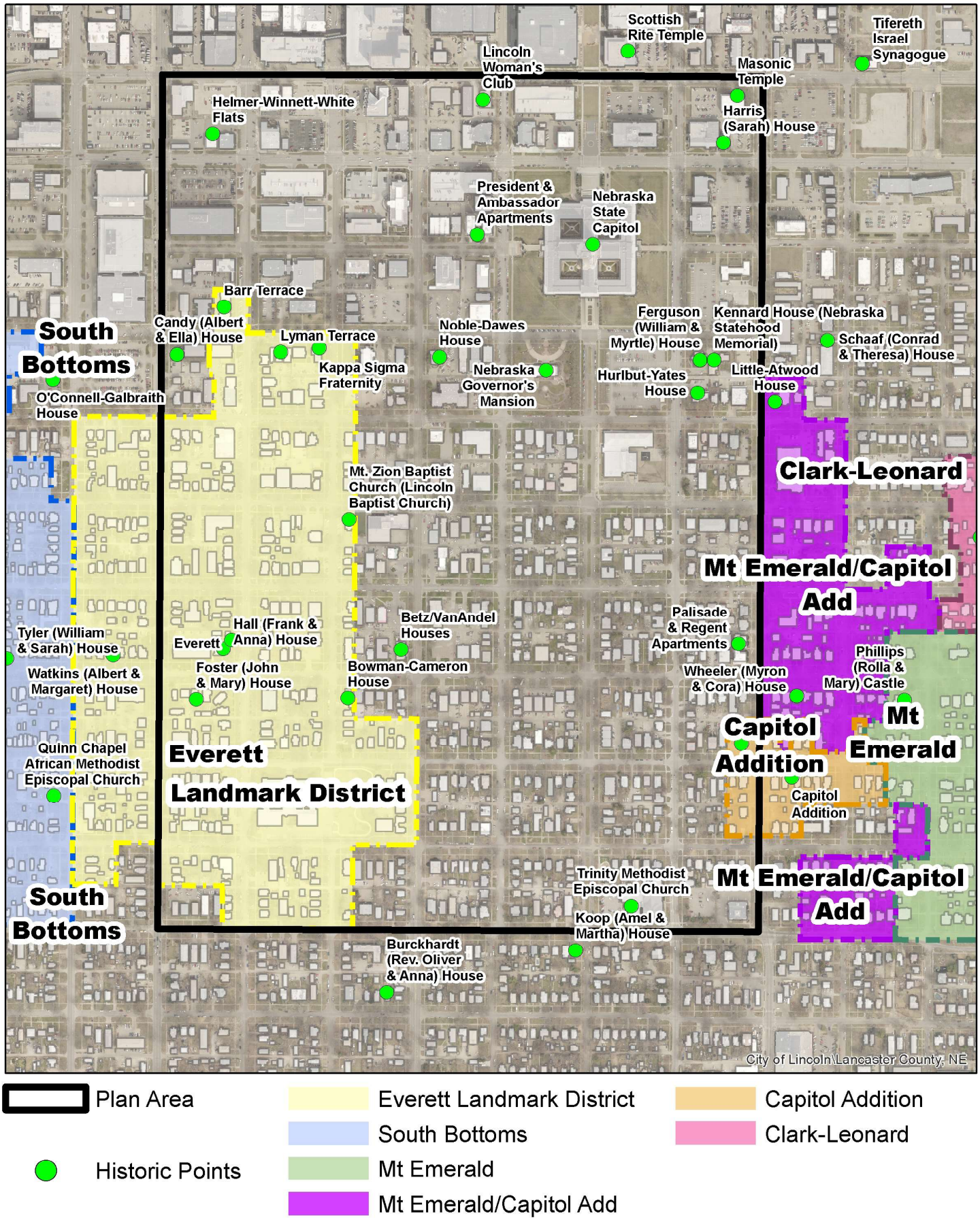
Electrical/Street Lighting

All streetlights within the Redevelopment Area have been converted to LED. The vast majority of the residential streetlights are currently fed with overhead wiring. Streetlighting along Goodhue from 'A' to 'H' Streets, Lincoln Mall between 10th to 14th Streets, arterial lighting along 16th & 17th Streets, near the intersection of 11th & 'D'/ 'G' and all street lighting north of 'K' Street is currently fed with underground wiring. Recent project includes new LED pedestrian lighting along 11th Street between 'A' and 'H' Streets as part of the implementation of the Greening America's Capitols project. All poles appear to be in good condition unless otherwise identified in the annual pole inspection report.

Neighborhood residents express concern about the lack of adequate lighting in alleys. Also, along streets, due to the extra wide right-of-way, sidewalks are further set back from the street and the street tree canopy blocks lighting for pedestrians.

2.6 HISTORIC SIGNIFICANCE

The South of Downtown area is home to a diverse mixture of National Historic Districts, Local Landmark Districts, National Register Sites, Local Landmark Sites, and National Landmark Sites (see Figure 2.7 - Existing Historic Sites and Districts). This rich history and character of not only the structures but also the area as a whole is unique to this area of Lincoln. Approximately 44% of the building stock in the South of Downtown area was built before 1940 which is significantly higher than the city as a whole (15%). Several of the larger historic structures in the area have been divided into multi-unit apartments. From a functional standpoint, this allows the character of the area to remain a single-family dwelling neighborhood in appearance.



Plan Area

Historic Points

Everett Landmark District

South Bottoms

Mt Emerald

Mt Emerald/Capitol Add

Capitol Addition

Clark-Leonard

Figure 2.7 - Existing Historic Sites and Districts

NORTH

2.7 URBAN DESIGN

The term "urban design" speaks to physical features and forms that make up our cities and neighborhoods. The South of Downtown area has a unique urban feel to it, when compared to other Lincoln neighborhoods. Part of that feel is simply a result of its proximity to downtown. The remainder can be attributed to a combination of architecture, density, an organic mixing of uses, and the features of its public right-of-way.

Architecture

The architecture of the South of Downtown area is still made up of a substantial percentage of residential buildings, built in the early 20th century as single family dwellings. While many of these are quite elegant and historically significant, there are others that are more nondescript. Large porches are very common in the neighborhood, as are detached garages that back up to an alley.

In the 1960s and 1970s, "slip-in apartments" brought added residential density to the neighborhood, though the quality of that density has not held up over time.

Nonresidential structures in the neighborhood are a bit of a mix as well. While the commercial buildings at 11th and B Streets are from the early 20th century, many of the office buildings along Lincoln Mall came along decades later.

Density

South of Downtown is one of Lincoln's denser neighborhoods. This should be no surprise, since the project area's is predominantly zoned for high-density residential. As previously mentioned, there was a time when the neighborhood was mostly made up of single family homes. Today, many of those homes have been divided up into multiple units. Slip-in apartments have further densified the neighborhood.

Another urban design component that affects density in the neighborhood is lot size. While the standard lot requirements for a single family home per today's standards are a minimum of 50' in width and 4,000 square feet in area, as discussed in the section on zoning, over a third of the residential lots in the neighborhood fail to meet at least one of these minimums. In fact, there are many lots that are only half of the required width.

SDCDO purchased and demolished the dilapidated home at 1120 E Street, with plans to rebuild affordable rental units. To ensure that they remain affordable for the foreseeable future, the project will be part of a Community Land Trust.

1021 D Street

1039 D Street

1201 D Street

1106 E Street

Above are a few examples of some of the beautiful, well-preserved architecture that still exists in the South of Downtown area.

Public Ways

The defining characteristic of South of Downtown's public ways are their sheer size. They range in width from 100'-120' in width, which is uncharacteristically wide for residential and collector streets. That leaves ample room for sidewalks and greenspace within the right-of-way. Sidewalks are typically setback 20' or more from the street, with mature shade trees providing additional buffering between the street and the pedestrian pathways.

Another key urban design characteristic of the South of Downtown area is its reliance on alleys. The great benefit of the alley is that it limits the need for curb cuts and front yard driveways, thus freeing up additional greenspace within the street right-of-way. This reduction in access drives also increases the opportunity for on-street parking, which is much needed in the neighborhood.

One of the downsides of the roadway and sidewalk configuration in South of Downtown is that the sidewalks sit so far back from the street that they often do not have the proper levels of lighting to make pedestrians feel safe at night. While 11th Street has recently been equipped with pedestrian light poles to address this issue, much of the area's sidewalks are poorly lit at night.

2.8 BLIGHT AND SUBSTANDARD DETERMINATION STUDY

For a project to be considered eligible for redevelopment in Lincoln, the area must qualify as both "Blighted" and "Substandard" based on the Nebraska Community Development Law. Blight and Substandard Determination Studies are completed to determine whether existing conditions warrant designation of an area as blighted and substandard. Studies include formal investigation of the existence and extent of blighting and substandard factors as outlined in the Nebraska Community Development Law. Three Blight and Substandard Determination studies have been completed in the South of Downtown area. Each covered a different area so they are not overlapping and the outcome is that the entire South of Downtown area has been declared Blighted and Substandard. Figure 2.8 illustrates the boundary areas of the three studies. The most recent study, The South Capitol Area Blighted and Substandard Determination Study, was completed in April 2008 by Hanna:Keelan Associates, P.C. The western boundary is generally two blocks west of the Redevelopment Area from G Street to Garfield Street, just south of A Street generally to 18th Street on the south, 18th Street on the east and G Street on the north. The area north of G was included in the Lincoln Center Redevelopment Area declared blighted and substandard in October 1984. A small portion of the South of Downtown area was included in the Antelope Valley Blight Study, from south of F to L Streets and between 17th and 18th Streets. The Lincoln City Council declared the Antelope Valley area blighted and substandard in July 2003.

The South Capitol Area Blighted and Substandard Determination Study represents approximately 62% of the South of Downtown area. Since characteristics within the Blight Study area are similar to the rest of the South of Downtown area, for purposes of this Redevelopment Plan, the Blight and Substandard Determination Study is considered representative of the entire South of Downtown area.

Process

The consultant's evaluation included a detailed exterior structural survey of 117 randomly selected structures from an estimated 990 structures, field inventory, conversations with the City of Lincoln staff and a review of available reports and documents containing information which could substantiate the existence of blight and substandard conditions.

Analysis Findings

Of the four substandard factors identified in the Nebraska Community Development Law, three were found to represent a "strong presence" within the Redevelopment Area while the remaining factor was present to a reasonable but less significant extent. These four factors are generally distributed throughout the Area.

Factors with a "strong presence" are:

Dilapidated/deterioration – The field survey of a random sample of exterior building conditions determined that approximately 43% of structures were deteriorating or dilapidated.

Age or obsolescence – The parcel-by-parcel field analysis determined approximately 80% of structures within the Redevelopment Area were 40 or more years of age, built prior to 1968.

Existence of conditions which endanger life or property by fire and other causes – The primary contributing elements include the existence of deteriorating and dilapidated buildings that are comprised of wood structural components and masonry buildings containing combustible elements and fixtures.

The factor with a "reasonable presence" is:

Inadequate provision for ventilation, light, air, sanitation or open spaces – City of Lincoln Public Works Staff described the municipal water and sewer mains that primarily serve the Area as being appropriately sized and in good condition, but segments of mains and service lines are over 45 years old, with some segments being over 70 years old. Public Works Staff also estimated that the majority of the privately owned service lines are constructed with outmoded materials and will need to be replaced to support redevelopment in the Area.

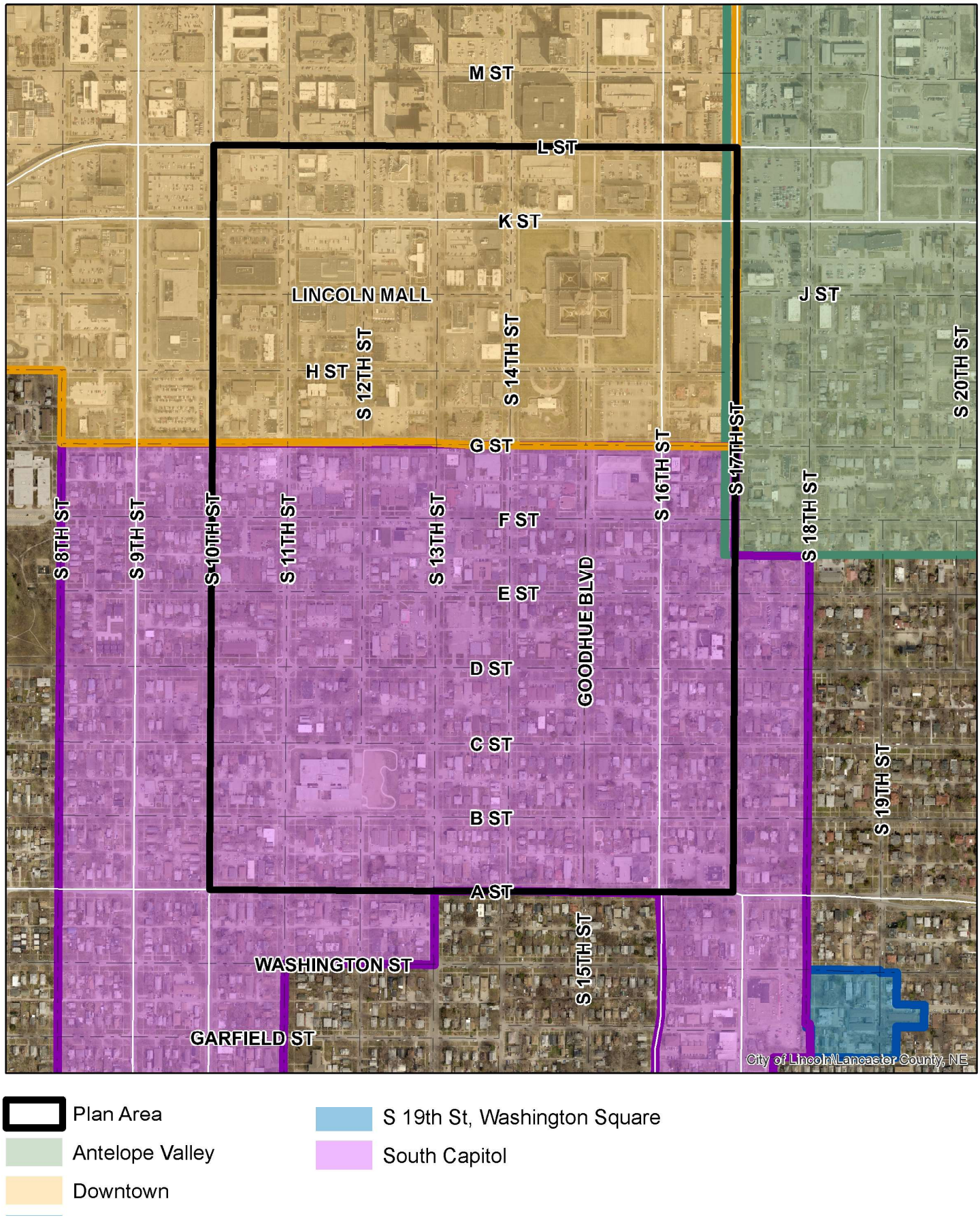


Figure 2.8 - Existing Blighted Areas

NORTH

Nine of the 12 blight factors identified in the Nebraska Community Development Law were found to be present to a strong extent and one was present to a reasonable but more limited extent. Factors present with a "strong presence" are:

A substantial number of dilapidated or deteriorating structures – Approximately 43% of the total structures were documented as deteriorating or dilapidated.

Faulty lot layout in relation to size, adequacy, accessibility or usefulness – Inadequate lot sizes and corner lots re-oriented to the opposite street and converted to two or three lots.

Insanitary or unsafe conditions – Approximately 30% of structures/parcels have a "fair" to "poor" overall site condition. The advanced age of utility mains is also a factor.

Deterioration of site or other improvements – A significant number of parcels have "fair" to "poor" overall site conditions. Deteriorating public infrastructure also contributes to the strong presence of this factor.

Diversity of Ownership – Based on unduplicated owners on a block-by-block basis. Although a few blocks have just one owner, most blocks have ownership in the teens, with highs in the 20 and 21 owners per block.

Improper subdivision or obsolete platting – Generally lot sizes are too small or of inappropriate dimensions for efficient redevelopment.

The existence of conditions which endanger life or property by fire or other causes – Approximately 80% of randomly sampled structures are 40 or more years of age and nearly 40% of parcels had "fair" to "poor" overall site conditions. Also, the advanced age and condition of the water and sanitary sewer mains will require increasing levels of maintenance or replacement in the near future.

Other environmental and blighting factors – The presence of economically and socially undesirable land uses was strongly present throughout the area. Inappropriate mixed land uses and site conditions also contributed to this factor.

One of the other five conditions – The average age of commercial buildings was estimated at 47.5 years and residential buildings estimated at 72.8 years.

The factor present to a "reasonable presence" is:

Existence of defective or inadequate street layout – Approximately 20% of properties front streets in "fair" condition. The conflicts between pedestrians and high volumes of traffic on arterial streets also contributed to this factor.

The consultant's opinion is that the number, degree and distribution of blight and substandard factors, as identified in the Study, are beyond remedy and control solely by regulatory processes and cannot be dealt with effectively by the ordinary operations of private enterprise without the aids provided in the Nebraska Community Development Law. The consultant concluded that the findings of the Blight and Substandard Determination Study warrant designating the Redevelopment Area as "substandard" and "blighted." The Lincoln City Council agreed with the study's findings and declared the area Blighted and Substandard on February 23, 2009.

Extreme Blight Designation

South of Downtown has also been designated "Extremely Blighted." This new tool was approved by the State Legislature to help with affordable housing. Being designated as Extremely Blighted assists the South of Downtown area in two ways: 1) Priority will be given to applicants seeking the State's Housing Trust Fund dollars for projects located in Extremely Blighted areas; and 2) purchasing a home for owner-occupancy in an Extremely Blighted area will qualify the purchaser for a $5,000 Nebraska State income tax credit. South of Downtown qualified for the designation because it met the three requirements:

1. Declared blighted and substandard;
2. The unemployment rate average is at least 200% of the average state unemployment rate; and
3. Average poverty rate exceeds 20%.

The Lincoln City Council declared the South of Downtown area as Extremely Blighted on January 13, 2020.

2.9 POPULATION, HOUSING AND EMPLOYMENT

Data from the 2018 American Community Survey is the source for this section. The South of Downtown area is comprised of census tracts 20.01 and 20.02, as shown in Figure 2.9. Census Tract 20.01 is east of 13th Street and 20.02 is west.

Population

Total population of the area is 5,512 people representing about 2% of the city. The population is slightly younger than the city average at 29.8 (20.01)/31.7 (20.02) compared to the city's 32.6. The largest number of residents are ages 20 to 34 representing 45% of the area. South of Downtown has a lower percentage of people aged 65 and older, representing just 8.2% of the area as compared to the city's 18%. Similarly, children under the age of 14 comprise 8% of the population compared to the city's 19%.

Median household income in the area is considerably lower at $18,153 (20.01)/$24,047 (20.02) compared to the city at $77,964. Area residents are well educated with 50.4% of residents in census tract 20.01 having some college or associate's degree and 37.5% in census tract 20.02, both above the city average of 35.6%. This, along with the age of residents, may indicate the area is home to students and also partially explain the lower income levels.

South of Downtown is more diverse than the city as a whole. As with the city, of those reporting one race, 80% (20.01) and 83% (20.02) are white whereas the city is 90% white. African Americans are the next highest group at 13% (20.01) and 11% (20.02) compared to the city's 4%. Hispanic or Latino origin comprise 9.2% (20.01) and 13% (20.02) of the population whereas the city is 5%.

Housing

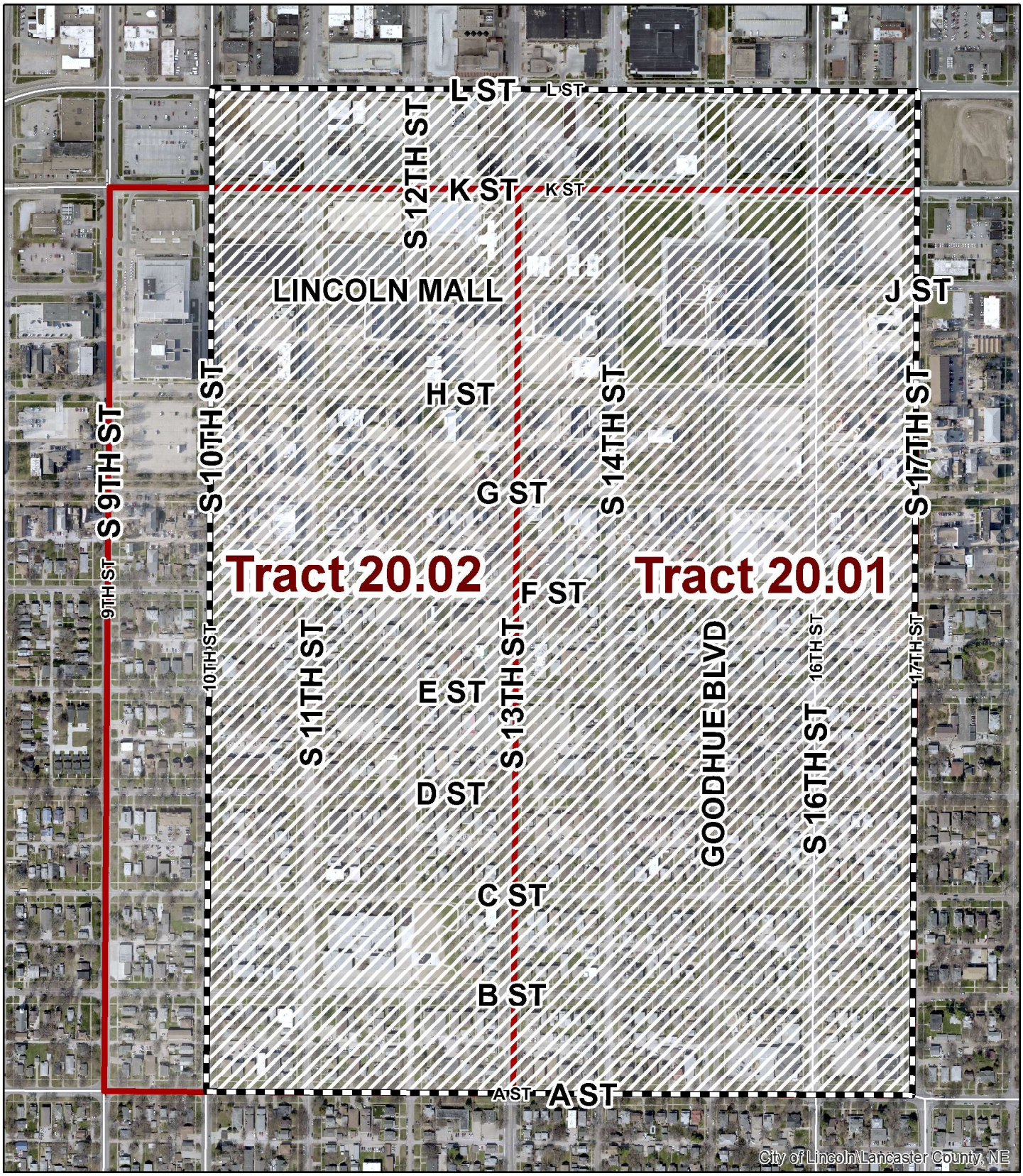
There are 3,313 occupied housing units in the area. Significantly, the majority of housing is rental compared to owner-occupied: rental units comprise 93.5% (20.01) and 93.1% (20.02) compared to the city's overall renter occupied housing at 42% of total housing units. Owner-occupied housing is about 7% compared to the city's 57%. Average household size is lower than the city: 1.51 persons per household in owner occupied units (Census Tract 20.01) and 1.31 (Census Tract 20.02) and renter households are less at 1.49 per household in Census Tract 20.01 and 1.5 in Census Tract 20.02. The city's overall average household size is 2.39. The housing stock is older than the city as a whole, with 82% of units constructed prior to 1960. Of the 7% owner-occupied housing, none are owned by people of color. Two owner-occupied are of Hispanic or Latino origin.

The number of units in structures is reflective of the high density in the area with 32% of occupied housing units comprised of 3 to 9 apartments compared to the city's 9% and over half of all units (56%) contain 10 or more apartments; the city is 19%. Most units are one-bedroom, 59.2%, with 27% containing 2 to 3 bedrooms. Overall for the city, one bedrooms comprise 14% and 2 to 3 bedrooms are 63% of all occupied housing likely reflecting the city's higher percentage of single family units at 59% compared to South of Downtown's 7%. The majority of housing units are heated with electricity at 62% with gas at 35% which is opposite of the City as a whole where gas heated units is 64% with 34% heated by electricity.

Rents tend to be more affordable in South of Downtown, when compared to city averages, as shown below.

AVERAGE RENTS - SOUTH OF DOWNTOWN VS. CITY OF LINCOLN

Bedrooms	South of Downtown	City of Lincoln
1 Bedroom	$515	$672
2 Bedroom	$732	$845
3 Bedroom	$1,000	$1,055



Plan Area

Select Census Tracts

Figure 2.9 - Census Tracts

NORTH

The U.S. Department of Housing and Urban Development (HUD) defines housing cost burden as paying more than 30% of income for housing. Extremely cost burdened is paying over 50% of income for housing. In South of Downtown, 44% of renters are cost burdened and 21% are extremely cost burdened which compares with the city overall. However, people living in census tract 20.01, east of 13th Street are 57% cost burdened and 32% extremely cost burdened, compared to census tract 20.02 where 38% are cost burdened and 14% are extremely cost burdened.

Employment

At the writing of this Plan, the country is experiencing the COVID-19 pandemic which has dramatically impacted all facets of life, including employment. Information on employment in the South of Downtown area comes from the 2018 American Community Survey and is a snapshot of employment at that time. While conditions have changed due to the virus, the 2018 data provides insights into employment in general in the area.

Out of the 13 industry categories classified by the Census Bureau, 64% of jobs in the area fall into four industry categories. Most occupations within these industry categories are in management, services, and sales/office. These employment characteristics are similar in both census tracts with occupations slightly different in two of the four categories as noted below. The four industry categories and some highlights include:

Educational Services, and health care and social assistance:

- 946 employees, 29% of those employed
- Most occupations classified as Management/ business/science/ arts – 62% of this classification
- Service workers represent 29%

Arts, entertainment, and recreation, and accommodation and food services:

- 528 employees, 16% of those employed
- Most occupations classified as service workers – 76% of this classification

Retail trade:

- 327 employees, 10% of those employed
- CT 20.01 most occupations classified as service workers, 51.4% followed by Sales and office at 34.5%
- CT 20.02, none classified as service workers, 60.7% sales and office

Public Administration:

- 284 employees, 9% of those employed
- CT 20.01 most classified as Management/ business/science/ arts at 51%, followed by Sales and office at 22.4% and Service at 19.6%
- CT 20.02 most classified as Management, business, science, arts at 82% of this classification

At age 16 is when entry into the workforce, for the most part, can begin. The estimated population aged 16 years and over in Census Tract (CT) 20.01 is 2,085. However, not all people are in the labor force and in this Census Tract the participation rate for those 16 and over is 76.4% with an employment/population ratio of 72.8%. The unemployment rate for this Census Tract in 2018 was 4.6%. In Census Tract 20.02, people aged 16 and over total 2,799 with a slightly lower unemployment rate of 3.4%. The estimated participation rate is also lower at 65.6% with an employment/population ratio of 62.8%.

For nearly every age bracket, unemployment is higher in Census Tract 20.01 than in 20.02. The highest rate is among those ages 16 to 19 at 66.7% in CT 20.01 and 33.3% in CT 20.02, accounting for 20 people. Given this age group, it is likely they represent students. The next highest is in the more significant working age population of ages 35 to 44 where 13.2% in CT 20.01 were unemployed, 34 people, and 3.9% in CT 20.02, 10 people. Significantly, there was no unemployment in either CT in the 30-34 year age group or for those 60 to 64.

The total unemployed people in the area in 2018 was 135. Of those, 82 were Hispanic or Latino. Most of the unemployed people above the age of 25 had an associate's degree or higher. Fifty-six people were below the poverty line.

KEY DEMOGRAPHIC CHARACTERISTICS OF SOUTH OF DOWNTOWN

Looking at a general overview of the population of South of Downtown, it can be characterized as younger and considerably less affluent than the larger population for the City of Lincoln. Regarding its racial makeup, South of Downtown is more diverse than the city as a whole, with the Black and Hispanic or Latino populations representing the largest percentage increases.

POPULATION CHARACTERISTICS

	Tract 20.01	Tract 20.02	Citywide
Population	2,412	3,100	280,849
Median Age	29.8	31.7	32.6
65 and Older	7.1%	9.1%	18.1%
Median Household Income	$18,153	$24,047	$77,964

RACE CHARACTERISTICS

Race in Occupied Housing Units	Tract 20.01 Population	Tract 20.01 %	Tract 20.02 Population	Tract 20.02 %	Citywide Population	Citywide %
White	1,281	79.9%	1,419	83.0%	100,681	89.8%
Black or African American	202	12.6%	187	10.9%	4,044	3.6%
American Indian & Alaskan Native	24	1.5%	9	0.5%	572	0.5%
Asian	57	3.6%	42	2.5%	4,024	3.6%
Native Hawaiian & Other Pacific Islander	0	0.0%	0	0.0%	62	0.1%
Some Other Race	30	1.9%	24	1.4%	1,024	0.9%
Two or More Races	10	0.6%	28	1.6%	1,717	1.5%
Hispanic or Latino Origin	148	9.2%	221	12.9%	5,903	5.3%
White Alone, Not Hispanic or Latino	1,173	73.1%	1,222	71.5%	96,118	85.7%

Though it is not surprising that rentals outnumber owner-occupied housing units in South of Downtown, the disparity is substantial. Similarly, the density of South of Downtown is considerably greater than that of the larger City. On the other hand, the area's population is actually slightly more educated than the citywide population, suggesting the presence of college students. All told, the census data highlighted on this and the previous page illustrate a young, diverse population of urban renters with less household income but more education than the larger community of Lincoln.

OWNER AND RENTER CHARACTERISTICS

	Tract 20.01 %	Tract 20.02 %	Citywide %
Owner Occupied	6.5%	6.9%	57.3%
Renter Occupied	93.5%	93.1%	42.7%
Rent 30% of Household Income	57%	38%	44%
Rent 50% of Household Income	32%	14%	22%

DENSITY CHARACTERISTICS: UNITS PER STRUCTURE

Occupied Housing Units	Tract 20.01 Occupied Housing Units	Tract 20.01 % Occupied Housing Units	Tract 20.02 Occupied Housing Units	Tract 20.02 % Occupied Housing Units	Citywide Occupied Housing Units	Citywide % Occupied Housing Units
1 (Detached)	92	5.7%	129	7.5%	65,795	58.7%
1 (Attached)	0	0.0%	25	1.5%	8,954	8.0%
2 Units	76	4.7%	78	4.6%	3,690	3.3%
3-4 Units	193	12.0%	112	6.6%	3,933	3.5%
5-9 Units	323	20.1%	429	25.1%	6,163	5.5%
10 or More	920	57.4%	936	54.8%	21,680	19.3%
Mobile/ Other	0	0.0%	0	0.0%	1,909	1.7%

EDUCATION CHARACTERISTICS

Educational Attainment	Tract 20.01 Population	Tract 20.01 %	Tract 20.02 Population	Tract 20.02 %	Citywide Population	Citywide %
Less than High School Graduate	69	4.3%	186	10.9%	5,808	5.2%
High School Graduate or Equivalent	270	16.8%	294	17.2%	21,501	19.2%
Some College or Associate's Degree	808	50.4%	641	37.5%	39,900	35.6%
Bachelor's Degree or Higher	457	28.5%	588	34.4%	44,915	40.1%

> **While the average life expectancy is 66 years of age in the South of Downtown area, it is 86.9 years in the southeast part of the city. This difference of over 20 years is astonishing, and yet quite consistent with other findings from the Place Matters Community Mapping Project.**

2.10 HEALTH

The Community Health Endowment (CHE) recently initiated the Place Matters Community Mapping Project to better understand how our health is impacted by where we live, learn, work and play. By mapping factors such as poverty, race/ethnicity, obesity, access to health care, and other factors, CHE was able to get a more complete picture of health in Lincoln.

Findings suggest that place really does matter in Lincoln, Nebraska. Nowhere is this concept more clear than in the examination of life expectancy. Life expectancy is defined as the statistically probable length of time an individual should be expected to live if born today. It is based on lifetime mortality patterns (age-specific) of the resident population in the specific census tract, given all the risk factors that exist in that location. Though most people will not live their entire life in the same census tract, this map is useful for showing the geographic variance of life expectancy in Lincoln and the influence a person's address can have on health, especially during critical, formative years. While the average life expectancy is 66 years of age in the South of Downtown area, it is 86.9 years in the southeast part of the city. This difference of over 20 years is astonishing, and yet quite consistent with other findings from the Place Matters Community Mapping Project.

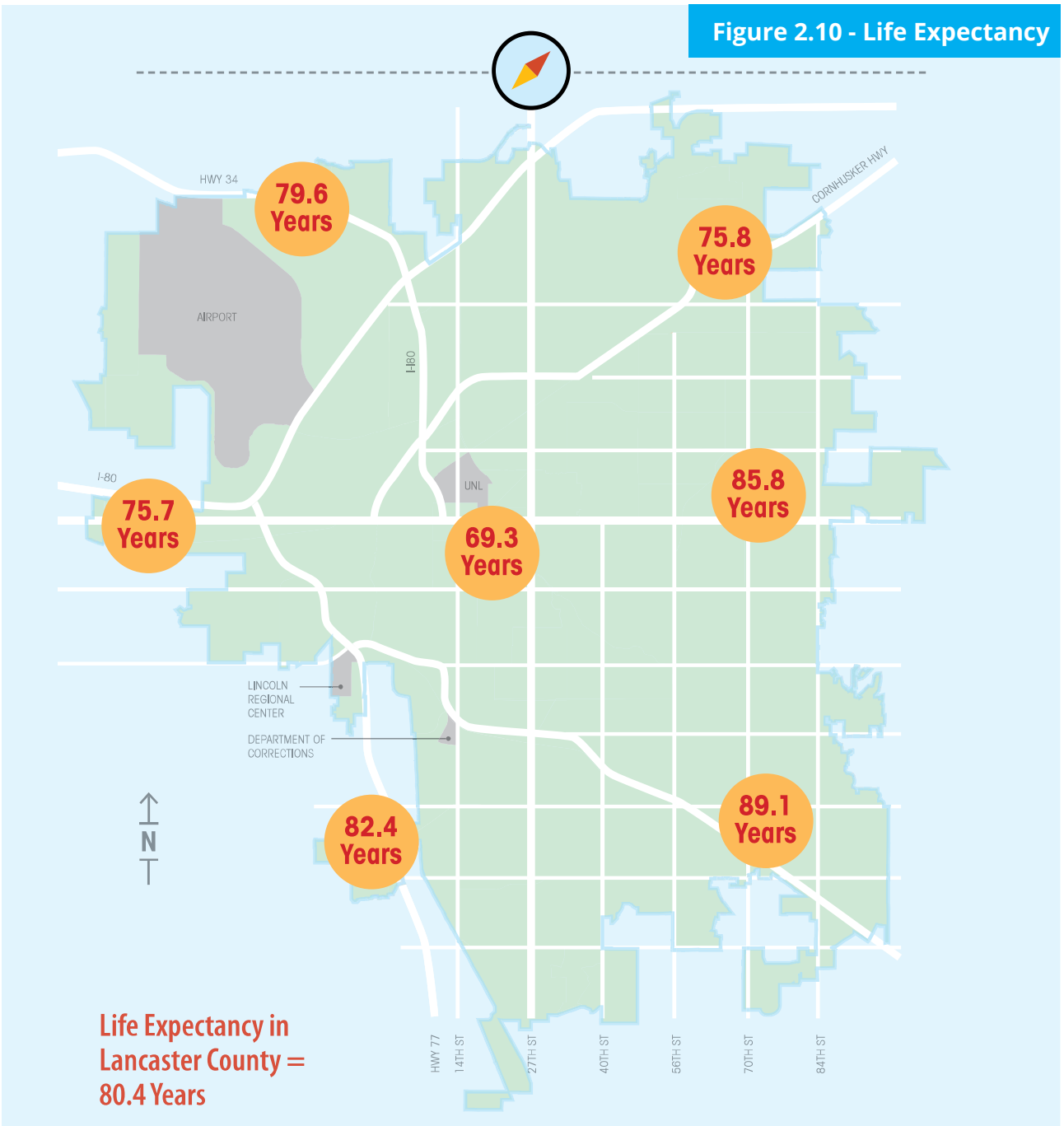
Looking at the maps of the City of Lincoln, they show rates of obesity, life expectancy, and mental health calls overlap almost exactly. Overlaying a map of environmental hazards fits in as well. All these dimensions cluster in the South of Downtown area.

In the South of Downtown area, CHE maps show that place determines what residents are exposed to in terms of a whole host of factors that affect their health. Place matters because it determines what kind of physical or chemical agents they might be exposed to. It matters what kind of social environment they are exposed to. It matters if there is a lot of violence or crime in their neighborhood. It matters if it is easy to go for a walk in the neighborhood or find healthy foods. Who our neighbors are and the way they interact with their neighbors can also affect resident health. So, place ultimately is a critical determinant of health.

When thinking about health, health care, and access to care and the quality of care generally come to mind. However, CHE's mapping and research clearly shows that health is embedded in the larger conditions in which people live and work. Therefore, the quality of housing and the quality of neighborhood have dramatic effects on health.

This Redevelopment and Strategic Plan attempts to identify and acknowledge the environmental supports that already exist in the South of Downtown. However, the CHE Mapping Project shows a stark difference between various areas of the city. The Redevelopment and Strategic Plan should identify guiding principles and strategies that minimize the spatial inequalities in resources for residents in the South of Downtown.

Figure 2.10 - Life Expectancy



Excluded

City Limits

Data Source: Lancaster County Vital Records

Map: LLCHD

Life Expectancy 2013-2017

Life expectancy is the statistically probable length of time an individual born today can be expected to live. In this map, life expectancy is based on mortality patterns of the population in a specific census tract given the risk factors in that location. While most people don't live their entire life in the same census tract, this map shows the geographic variance in life expectancy and the influence a person's address can have on health, especially during critical formative years. Life expectancy in Lancaster County improved slightly from 80.1 years in 2015 to 80.4 years in 2017, unlike life expectancy in the United States as a whole which has declined for the last three years.

** Calculated using Reed-Merrill and Greville methods.*

COMMUNITY HEALTH ENDOWMENT OF LINCOLN IN PARTNERSHIP WITH LINCOLN-LANCASTER COUNTY HEALTH DEPARTMENT
PLACE MATTERS COMMUNITY MAPPING PROJECT 2019

2.11 SUMMARY OF IDENTIFIED ASSETS AND CHALLENGES

Based on the review of existing conditions, the following assets and challenges were identified and should be considered in conjunction with the Guiding Principles of this document (see Chapter 3) to provide a framework for determining projects in the Redevelopment Area.

Assets

South of Downtown assets are organized using the six categories of the ABCD Asset-based Community Development model. This is not an exhaustive list, but a short list of assets to provide examples. Continuing to identify, strengthen, and build on the area's assets will be key to implementing the plan.

Individuals

- The South of Downtown is the most diverse neighborhood in Lincoln with a population of approximately 5200 people. Each individual brings their gifts, skills, knowledge and capacity.

Institutions

- Everett and McPhee Elementary Schools are great community anchors, providing close proximity for residents and offering a variety of after school activities.
- Churches in the area have been valuable resources for promoting community pride and engagement.

Associations

- Near South Neighborhood Association
- Everett Neighborhood Association
- Capitol View Neighborhood Association
- Everett and McPhee Family Literacy groups provide developmental experiences for children and parents are offered instruction in parenting skills and parental support.
- Renters Together provide tenant protection grassroots advocacy.

Physical

- Commercial and retail uses north of Lincoln Mall and along 11th and 13th Streets serve the surrounding area.
- F Street Community Center represents a valuable community resource that has the potential to even better serve the community.
- Wide right-of-way offer ample room for comfortable sidewalks and wide greenways lined by mature shade trees.
- The State Capitol and its magnificent art deco architecture sits within South of Downtown.
- The recent streetscape improvements to 11th Street have solidified it as a vibrant mixed use corridor within South of Downtown.
- Roadway enhancements to 13th Street have reduced conflicts and made the arterial a safer route for all modes of transportation.
- The prominence of alleys and rear yard parking reduces the need for front yard driveways and frees up more room for on-street parking.
- Sidewalks conditions and connectivity in the area are both well above average.
- Three BikeLNK facilities in the area offer an alternative to those who do not have access to a personal bike.
- On-street bike facilities, including dedicated lanes on 11th and 14th Streets, make bicycling a viable mode of transportation.
- Public transit is readily accessible.
- Large surface parking lots located in the north provide redevelopment opportunities.
- Unlike a number of older neighborhoods in Lincoln, the South of Downtown area is completely removed from the flood plain.
- The bioswales on 11th Street offer a sustainable, attractive stormwater management solution.
- All streetlights have recently been converted to LED fixtures.

Culture

- South of Downtown has diversity within its population that exceeds the diversity of the city and historically has been the first home for immigrant and refugee families new to Lincoln.

- Has a rich history, much of which has been preserved and landmarked through a mix of National Historic Districts, Local Landmark Districts, National Register Sites, Local Landmark Sites and national Landmark Sites.

Exchange

- The South of Downtown Community Art Hub offers an inclusive community art space offering art education, art space, maker's markets to help build community.
- Repair Café repairs used items for free and on the spot and offers a space for neighbors to share conversation.
- Community Learning Center mini-grant program provides residents with small grants to support neighborhood-based projects.

Challenges

- Need to mitigate displacement of existing residents as gentrification occurs.
- Parking
  - » High residential density standards can lead to parking issues.
  - » State of Nebraska and downtown business employees compete with neighborhood residents for parking.
- Lack of adequate lighting in alleys and also along streets where the extra wide right-of-way results in sidewalks further set back from the street, causing the street tree canopy to block lighting for pedestrians.
- Zoning
  - » Complex zoning requirements lead to excessive time to research, review, understand requirements when trying to redevelop.
  - » Small lots: postage stamps - small in both width and length; toothpicks – small in width but long in length. Neither meet minimum lot area requirements for residential construction. These lots comprise 36% of residentially zoned properties. Zoning code requires extra effort.
  - » Some zoning requirements appear out of date; aging housing stock could be too difficult to update and lead to further disinvestment and increased blight.
  - » Current residential zoning does not allow neighborhood services and commercial land uses identified by residents: neighborhood services (retail, food, health and services); more employment opportunities; ability to start business ventures with the neighborhood.
- Lack of parks available to all residents within the City standard of ½ mile.
- Public spaces in the F Street Community Center, including the kitchen and art room, have obstacles – generally underutilized, and under-resourced, and have regulatory barriers that need to be addressed.
- Pedestrian flow interrupted by high traffic volumes and speeds on 9th & 10th, 16th & 17th, and K and L.
- Alleys in need of repair.
- Asphalt streets continue to deteriorate with resurfacing to be needed in the coming years.
- Underground utilities range from 70-90 years of age — older mainlines are prone to deterioration and breakage.
- Housing quality
  - » Building conditions: 43% dilapidated.
  - » Deteriorating and dilapidated buildings comprised of wood structural components and masonry buildings containing combustible elements and fixtures.
  - » Approximately 30% of structures/parcels have fair to poor site conditions.
- 93% rental, 7% homeownership.
- No homeownership by people of color.
- 44% of renters are cost burdened and 21% are extremely cost burdened. People living in census tract 20.01, east of 13th Street are 57% cost burdened and 32% extremely cost burdened.
- Life expectancy is 20 years less than people living in the southeast part of Lincoln and is indicative of health disparities.

Summary

South of Downtown is one of Lincoln's most diverse neighborhoods, with residents coming from many different backgrounds, nationalities and cultural traditions. The area's population can also be characterized as younger and considerably less affluent than the larger community. Rentals overwhelmingly outnumber owner-occupied housing units at a ratio of 13:1 (93% rentals versus 7% homeownership), and yet the area's residents are slightly more educated than the citywide population. This theme of young, urban renters with less household income but more education than the city as a whole suggests that college students make up a significant segment of the population. Employment for residents of South of Downtown primarily falls within the service industries.

South of Downtown is also defined by a unique, rich history best illustrated by the design of its built environment. The area has a distinct urban feel to it, when compared to other Lincoln neighborhoods. Part of that feel is a result of its proximity to downtown, but the remainder can be attributed to a combination of architecture, density, an organic mixing of uses, and the features of its public right-of-way. Wide, tree-lined streets accentuate historic homes and provide ample space for sidewalks and wide greenways that are rarely replicated in newer developments. Its density is buoyed by a combination of high-density zoning and smaller-than-average lots. In recent years, streetscape improvements solidified 11th Street as a vibrant, mixed-use corridor. Access to bike facilities and transit are good in the area, providing bikability and increasing walkability and less dependency on automobiles.

Institutions that support or impact South of Downtown include two elementary schools and a number of churches that serve as community anchors, the State Capitol and its magnificent art deco architecture, and the F Street Community Center, which represents a valuable community resource with even more potential to be tapped.

Housing is a principle concern in the area, particularly as it relates to quality and affordability. Building conditions indicate that 43% are in a dilapidated state and site conditions are often poor as well. Relatedly, cost burden and extreme cost burden is of concern for about half of the area's renters. Other issues of concern to the area's residents include insufficient exterior lighting – due, in many cases, to a mature tree canopy interfering with existing street lighting – and a lack of nearby parks that effectively serve the community.

Proximity to downtown and State Government generates special neighborhood opportunities in the way of employment, transportation, education, and entertainment. Regardless, these assets have been offset in recent decades by the lack of reinvestment in the area's buildings and infrastructure. Fortunately, both the public and private sectors appear poised to do more to prioritize improvements to the area. This renewed focus, along with the current residents' attributes and skill sets, mean that South of Downtown is well-positioned to continue growing into a neighborhood that truly supports and serves its residents.

Increasingly, residents are taking it upon themselves to enhance the quality of their built environment. This grassroots style of placemaking is being fostered by organizations like SDCDO and Neighborworks Lincoln.

Streetscape improvements to 11th Street have solidified its position as a vibrant, mixed-use corridor within the area.

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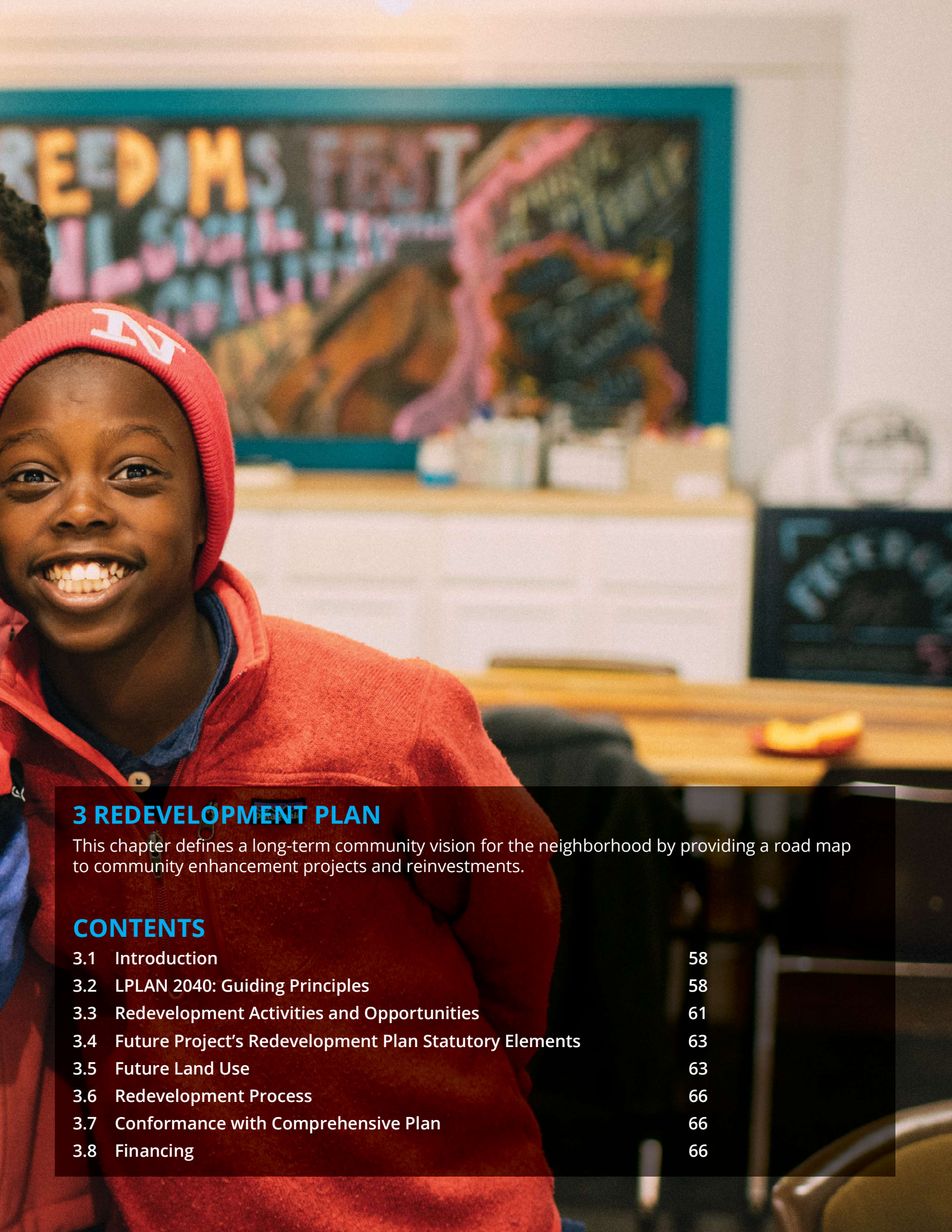

3 REDEVELOPMENT PLAN

This chapter defines a long-term community vision for the neighborhood by providing a road map to community enhancement projects and reinvestments.

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3.1 INTRODUCTION

The South of Downtown Redevelopment Plan is a guide for redevelopment activities within the Redevelopment Area. As identified in the previous chapter of this Plan, the Redevelopment Area has shown signs of decline over the last several years. The blight and substandard Determination Study confirmed the number and degree of blighting and substandard factors. The City recognizes the continuing blight and deterioration as a threat to the stability and vitality of the area. Revitalization efforts cannot reasonably occur without public action. The South of Downtown Redevelopment Plan provides a guide for public and private partners as redevelopment efforts move forward.

3.2 LPLAN 2040: GUIDING PRINCIPLES

LPlan 2040 is the Lincoln-Lancaster County 2040 Comprehensive Plan. The Plan embodies Lincoln and Lancaster County's shared vision for the future, to the year 2040. It outlines where, how and when the community intends to grow, how to preserve and enhance the things that make Lincoln special, and strategies for implementing the vision for how we will live, work, play and get around in the future.

Neighborhoods

LPlan 2040 states the following in regards to existing neighborhoods:

> "In existing neighborhoods, preservation, maintenance, and rehabilitation of existing housing should continue to be the focus. Infill and redevelopment needs to respect the street pattern, block sizes and development standards of the area, such as parking at the rear and porches, windows, and doors on the front street side. Diversity of land uses, including commercial and special needs housing, is important provided the use fits within the character of the block and neighborhood."

The relevant principles that follow are taken directly from LPlan 2040 and will be used as a guide for redevelopment activities in combination with the assets and challenges identified in previous chapters of the South of Downtown Redevelopment & Strategic Plan.

1. Encourage public investment in neighborhood infrastructure and services such as parks, pools, libraries, and neighborhood business districts.
2. Continue policies such as landmark districts and down-zonings that maintain a mix of single-family and multi-family housing and support home ownership and the preservation and enhancement of historic properties.
3. Promote sustainability and resource conservation by preserving and improving housing in existing neighborhoods.
4. Distribute and preserve affordable housing throughout the community to be near job opportunities and to provide housing choices within existing and developing neighborhoods.
5. Make available a safe residential dwelling for all residents.
6. Provide a wide variety of housing types and choices for an increasingly diverse and aging population.
7. Provide flexibility to the marketplace in siting future residential development locations.
8. Strive for predictability for neighborhoods and developers for residential development and redevelopment.
9. Provide safe and decent affordable and special needs housing for low- and moderate-income households.

Digging down a little further, LPlan 2040 provides the following strategies for redevelopment in existing neighborhoods like South of Downtown:

1. Promote the preservation, maintenance and renovation of existing housing and neighborhoods throughout the city, with special emphasis on low and moderate income neighborhoods.
2. Maintain and enhance infrastructure and services in existing neighborhoods.
3. Encourage well-designed and appropriately placed density, including within existing apartment complexes and special needs housing where there is land available for additional buildings or expansions.

4. Recognize that broad economic diversity within existing neighborhoods encourages reinvestment and improves quality of life for all residents while acknowledging the need for affordable housing.

5. Preserve, protect and promote the character and unique features of urban neighborhoods, including their historical and architectural elements.

6. Promote the continued use of single-family dwellings and all types of buildings, to maintain the character of neighborhoods and to preserve portions of our past. Building code requirements for the rehabilitation of existing buildings should protect the safety of building occupants, while recognizing the need for flexibility that comes with rehabilitating existing buildings.

7. Implement the housing and neighborhood strategies as embodied in the City of Lincoln Consolidated and Annual Action Plans and subsequent housing and neighborhood plans. These plans provide the core for affordable housing and neighborhood preservation actions for public and private agencies.

8. Retain existing predominately single-family blocks in some existing neighborhoods, in order to maintain the mix of housing types.

Mixed Use

According to LPlan 2040, mixed use redevelopment should:

1. Target existing underdeveloped or redeveloping commercial and industrial areas in order to remove blighted conditions and more efficiently utilize existing infrastructure.

2. Occur on sites supported by adequate road and utility capacity.

3. Be located and designed in a manner compatible with existing or planned land uses.

4. Enhance entryways when developing adjacent to these corridors.

5. Preserve existing affordable housing and promote the creation of new affordable housing throughout the community.

6. Provide a diversity of housing types and choices throughout each neighborhood for an increasingly diverse population.

7. Encourage substantial connectivity and convenient access to neighborhood services (stores, schools, parks) from nearby residential areas.

8. Create housing opportunities for residents with special needs throughout the city that are compatible with and integrated into residential neighborhoods.

9. Incorporate and enhance street networks with multiple modes of transportation in order to maximize access and mobility options.

10. Promote activities of daily living within walking distance, and provide sidewalks on both sides of all streets, or in alternative locations as allowed through design standards or review process.

11. Help to create neighborhoods that include homes, stores, workplaces, schools, and places to recreate.

12. Encourage residential mixed use for identified corridors and redeveloping Regional, Community, Neighborhood, and Mixed Use Office Centers identified as nodes.

13. Develop with substantial connectivity between developing or existing neighborhoods and developing or redeveloping commercial centers.

14. Be encouraged to make available opportunities for individuals and/or organizations to raise and market local food.

15. Encourage preservation or restoration of natural resources within or adjacent to mixed use redevelopment areas.

16. Encourage public/private partnerships with housing entities such as Lincoln Housing Authority, Nebraska Housing Resource, and NeighborWorks.

Parks, Recreation and Open Space

Per LPlan 2040, "Parks and open space enhance the quality of life of the community's residents and are central to the community's economic development strategy—the community's ability to attract and retain viable businesses, industries, and employees is directly linked to quality of life issues, including indoor and outdoor recreational opportunities." Relevant guiding principles from LPlan 2040 inlcude:

1. Comprehensive and adaptive urban forestry management approaches should be applied to sustain the city's urban forest; it is essential that adequate human and financial resources be allocated and specifically dedicated to sustaining our community's expanding public green infrastructure in conjunction with increasing development and population growth.
2. Public and private partnerships are important in the development of recreational opportunities and the preservation of environmental resources that bring a high quality of life to the City and County.

Additional Goals

Beyond the Guiding Principles provided by LPlan 2040, additional goals for the Plan include:

1. Minimize displacement – The community should encourage mixed income housing in South of Downtown, but be sure that if any affordable housing units are removed to make way for higher value dwellings, then at a minimum, an equal number of quality affordable units need to be added back into the neighborhood.
2. Facilitate a better balance of land uses that fit the urban scale and predominantly residential character of the neighborhood, with the intent of effectively meeting the needs of its residents and business owners alike.
3. Encourage the establishment of pedestrian-oriented, community-centric spaces that serve to activate the neighborhood, increase social participation, and improve community pride.
4. Promote an increase in private reinvestment and innovative development solutions in the neighborhood, while minimizing increases in housing costs.
5. Build on the neighborhood's unique assets as reflected in both its range of historic buildings and diverse residents.
6. Encourage affordable single- and two-family residential infill and redevelopment by simplifying and easing current zoning regulations for nonstandard residential lots.

FAIR HOUSING

The Redevelopment Plan and Strategic Plan hereby incorporate the Seven Fair Housing Goals stated in the Analysis of Impediments to Fair Housing, City of Lincoln & Lincoln Housing Authority, dated December 5, 2017:

1. Increase affordable housing options across the city.
2. Maintain existing affordable housing.
3. Support fair housing education, enforcement and marketing.
4. Increase access to, and information about, affordable homeownership and rental opportunities throughout the city.
5. Improve access to, education, and information about policies affecting public transportation.
6. Improve public perception of affordable housing and areas with affordable housing.
7. Improve access to community and Neighborhood assets.

3.3 REDEVELOPMENT ACTIVITIES AND OPPORTUNITIES

Public Improvements

1. Future public improvements may include replacing aging public utilities, resurfacing and paving of substandard public streets, improvements to alleys, and lighting improvements.

2. Public sidewalk improvements may include resurfacing and paving the substandard public sidewalks.

3. Develop a Planned Unit Development (PUD) overlay zone to allow the north portion of the area to become more mixed use while incentivizing the preservation of the existing buildings that contribute to the neighborhood's character. Include land use and design standards and review to allow additional and walkable neighborhood support services and new start-up business that would create new employment opportunities while preserving the key historical residential building design patterns. Address the issue of building on small, currently non-conforming lots.

Private Improvements

1. Development of a rental rehab housing improvement program. This project addresses the quality of rental units in the South of Downtown Redevelopment Area. Improvements and enhancements that support private rehabilitation of existing housing will be identified by Urban Development staff and program guidelines will be established.

   The source of funds for public improvements made in this area will be Community Improvement Financing (commonly referred to as Tax Increment Financing or TIF) generated from growth in valuations and the private developments within the project area. The South of Downtown area will be designated a TIF District and short-term debt is expected to be issued to obligate future funds in phases. The City may issue Community Improvement Financing bonds or notes to fund the public improvements related to the project. The City will divide the taxes for the Project Area and will estimate the availability of funds over a three- to four-year period.

   Future redevelopment projects may be removed from the district as necessary to establish a new project and will be reviewed on an individual basis, as developers request assistance.

2. Encourage new housing construction. This project will support small scale infill development through the use of "micro-tax increment financing". Vacant lots or dilapidated structures that require demolition will be identified. The additional value that will be created with a new duplex, tri-plex or four-plex, will be calculated and the City will issue a grant or loan that is given or sold to a developer that can be used to secure financing from a bank. Urban Development Department staff will develop program guidelines. Properties to be acquired will be identified and amended to this Plan via Executive Order or Director's Order in ***Appendix B: Properties to be Acquired***.

Statutory Elements

- **Property Acquisition, Demolition, and Disposal** – The rental rehab program does not anticipate property acquisition, demolition or disposal.

  Any property acquisition completed by the City for new housing construction will follow the Land Acquisition Policy Statement at the Urban Development Department website: www.lincoln.ne.gov, keyword: Urban, Real Estate and ROW. Demolition will include clearing structures, any required environmental remediation and any necessary capping, removal or replacement of utilities, and site preparation.

- **Population Density** – No impacts on population density are anticipated with the rental rehab program. Some population density increases may occur with new housing construction if single family units are replaced with duplexes, tri-plexes or four-plexes. .

- **Land Coverage** – No changes to land coverage or building density are anticipated with the rental rehab program. Some land coverage and building density increases may occur with

new housing construction if single family units are replaced with duplexes, tri-plexes or four-plexes.

- **Traffic Flow, Street Layouts & Street Grades** – No impacts to traffic nor existing right-of-ways will occur.
- **Parking** – No impacts on parking are anticipated with the rental rehab program. For new construction, applicable parking requirements will be met if single family units are replaced with duplexes, tri-plexes or four-plexes. --
- **Zoning, Building Codes & Ordinances** – A PUD is proposed that will divide the area into distinct subdistricts. For each subdistrict, a set of additional uses or modifications will be identified. Some uses or modifications will be allowed by right while other more intensive uses will still require conditions to be met or administrative amendments approved. See Section 3.5, Future Land use, for additional details. All applicable building codes will be met for all rental rehab projects and new housing construction.
- **Cost Benefit Analysis** – For the rental rehab housing improvement program, a TIF District will be established. In an area-wide TIF District, TIF is accumulated based on property appreciation due to market trends and assessed value re-evaluation. To estimate the amount of TIF generated in an area-wide TIF district for South of Downtown, every parcel within the area was identified and categorized by property class: neighborhood retail, commercial class (A, B, or C), condo, multifamily residential or single family. Market research (i.e. NAIFMI reports, real estate sales, etc.) for the past 15 years were reviewed and the growth was calculated from 2005 to 2020. The percent growth by property class was then applied to each parcel, assuming a re-evaluation every three years, for the next 15 years. To be conservative, the total increase is estimated to be 80% of the projected growth, resulting in $6,400,000 in TIF generated in a 15 year period. Since the intent is to issue debt on a three to four year cycle, this estimate and funded projects will be reviewed accordingly.

  However, for general purposes it is assumed $425,000 will be generated annually. Since program guidelines have not yet been determined, the number of rehabs to be completed annually is unknown. Based on owner-occupied rehabs completed through existing programs administered by the City's Urban Development Department, costs generally range from $15,000 to $25,000. However, given the age and condition of many rental properties in the South of Downtown area, rehabs in the area of $50,000 would not be unusual. The intent of the rental rehab program is to bring housing units up to code and provide decent, safe and sanitary conditions with energy efficiency. If all rehabs are in the low range, up to 28 units a year could be improved; at the high end it would be 8 to 9 units. The reality is likely somewhere in-between. Administrative costs are not included in the above cost figures.

  Ultimately, the benefit to the program is to improve the quality of existing affordable housing which is the number one priority of people living in the area. Existing housing will be improved while adding no pressure or cost to existing City infrastructure. Ultimately, the increased property values will provide additional benefit to the city as will sales tax generated through property rehab construction.

  The new housing construction program will remove blighted structures, create additional affordable housing and bring additional tax base to the city without requiring additional infrastructure. As with the rental rehab program, new housing will increase property values and provide additional benefit to the city as will sales tax generated through construction.

3.4 FUTURE PROJECT'S REDEVELOPMENT PLAN STATUTORY ELEMENTS

Statutory Elements will be included on a project by project basis as projects are identified and will include the following elements:

Property Acquisition, Demolition, and Disposal

Any property acquisition completed by the City will follow the Land Acquisition Policy Statement at the Urban Development Department website: www.lincoln.ne.gov, key word Urban, Real Estate and ROW. Demotion, public or private, will include clearing structures, any required environmental remediation and any necessary capping, removal or replacement of utilities, and site preparation. Any publicly owned land will follow existing City procedures including completion of the surplus process and advertising of land for sale.

Population Density

Impacts on population density will be evaluated on a project by project basis as projects are identified.

Land Coverage

Land coverage and building density will be evaluated on a project by project basis as projects are identified.

Traffic Flow, Street Layouts & Street Grades

Traffic increases and impacts to existing right-of-ways will be evaluated on a project by project basis as projects are identified. It is not anticipated that street layouts and street grades will change.

Parking

Parking requirements will be evaluated on a project by project basis as projects are identified.

Zoning, Building Codes & Ordinances

All applicable building codes will be met for all projects.

Cost Benefit Analysis

As projects are identified and added to this plan via amendment, a cost benefit analysis will be completed for each project.

3.5 FUTURE LAND USE

The South of Downtown area, given its proximity to downtown, already has an organic mix of uses that are nearly impossible to replicate in newer neighborhoods. Even so, the planning process revealed a desire to establish even more land use diversity in the neighborhood. Engagement results showed that the community would like to see more restaurants, small-scale retail, office, neighborhood support services, and parks/open space in South of Downtown.

There are a number of ways to facilitate land use diversity, beginning with zoning. To achieve a mixed use atmosphere, the zoning regulations for the area must be accommodating. Because Lincoln's zoning ordinance does not include a mixed use district classification, the Planned Unit Development (PUD) provides the best zoning tool for achieving a mixed use environment.

Because South of Downtown is an existing neighborhood with limited vacancy, the approach to this PUD must differ from those typically attached to new development. With a future land use goal of creating and supporting a mixed use neighborhood, it is proposed that the PUD be divided into distinct subdistricts. The subdistrict approach, as shown in Figure 3.1, allows the PUD to respond to and better complement the underlying land uses that currently exist within South of Downtown.

Mall District

The Mall District, highlighted in green in Figure 3.1, includes the O-1 District centered along Lincoln Mall. Today, this district is overwhelmingly occupied by office uses. Proposed modifications should include:

Restaurants and Other Food and Drink Establishments – While O-1 allows restaurant and other food establishment uses, it places some limitations on them that the PUD should aim to ease, including floor area regulations and limited on-sale alcohol sales.

Mixed Use District

The Mixed Use District, shown in blue in Figure 3.1, is meant to be the heart of the proposed PUD and the one that might truly allow for a more mixed use environment. Proposed modifications could include:

Allowance of Restaurants and Other Food and Drink Establishments, Small-Scale Retail, Office and Neighborhood Support Services – Because South of Downtown is still predominantly residential, it is critical that the allowance of these uses restrict large-scale redevelopment in a neighborhood that is clearly not intended for such. Instead, these uses should be encouraged in small scale forms and as a reuse of an existing structure.

Community Use Spaces – The term "Community Use Space" is a new one that attempts to put a name to community- or neighborhood-oriented spaces capable of accommodating a variety of uses, including performance areas, farmers' or arts and crafts markets, food trucks and pop-ups, urban gardens, and other neighborhood amenities and greenspaces. Unlike most parks, community use spaces would typically be privately owned.

Urban Gardens – Urban gardens are currently allowed within the PUD area, but they have restrictions on them that should be removed to further their potential as neighborhood assets. Proposed changes could include:

- Allowing small greenhouses as an accessory use (including innovative greenhouse technologies) within the PUD.
- Allowing produce to be sold on-site in urban gardens within the PUD.

Home Occupations – Home occupations are defined as "any occupation or activity carried on within a dwelling unit or accessory building by a person or persons residing on the premises, which occupation or activity is incidental and secondary to the residential occupancy and does not change the residential character thereof." Expanded home occupation allowances could change the percentage of occupation use of the floor area, and revise employee requirements.

Small Lot Residential Development – The South of Downtown area, like other older neighborhoods in Lincoln, contains a significant percentage of small lots that do not meet the zoning code's standard lot requirements. While structures on small lots can continue to exist, these lots often have limited infill or redevelopment potential. There are some exemptions built into the zoning code to accommodate small lots in older neighborhoods, but they can be difficult to interpret and time-consuming to navigate. Even when exemptions are effectively applied, eased regulations often do not go far enough to make infill or redevelopment feasible on small lots. These lots are ideal candidates for affordable single- and two-family housing units, and establishing new regulations and standards for them could lead to an increase in new, affordable housing in the neighborhood.

Neighborhood District

The Neighborhood District, shown in orange in Figure 3.1, is intended to remain largely residential in nature. Proposed modifications could include:

Home Occupations – Modify regulations to allow for a higher floor area ratio and an increased number of employees.

Small Lot Residential Development – Ease restriction on infill and redevelopment of nonstandard, residentially-zoned lots.

Though small lots certainly present their challenges, there are many examples out there that show that infill of these lots can be accomplished in a way that adds value to the neighborhood, while possibly reducing development costs.

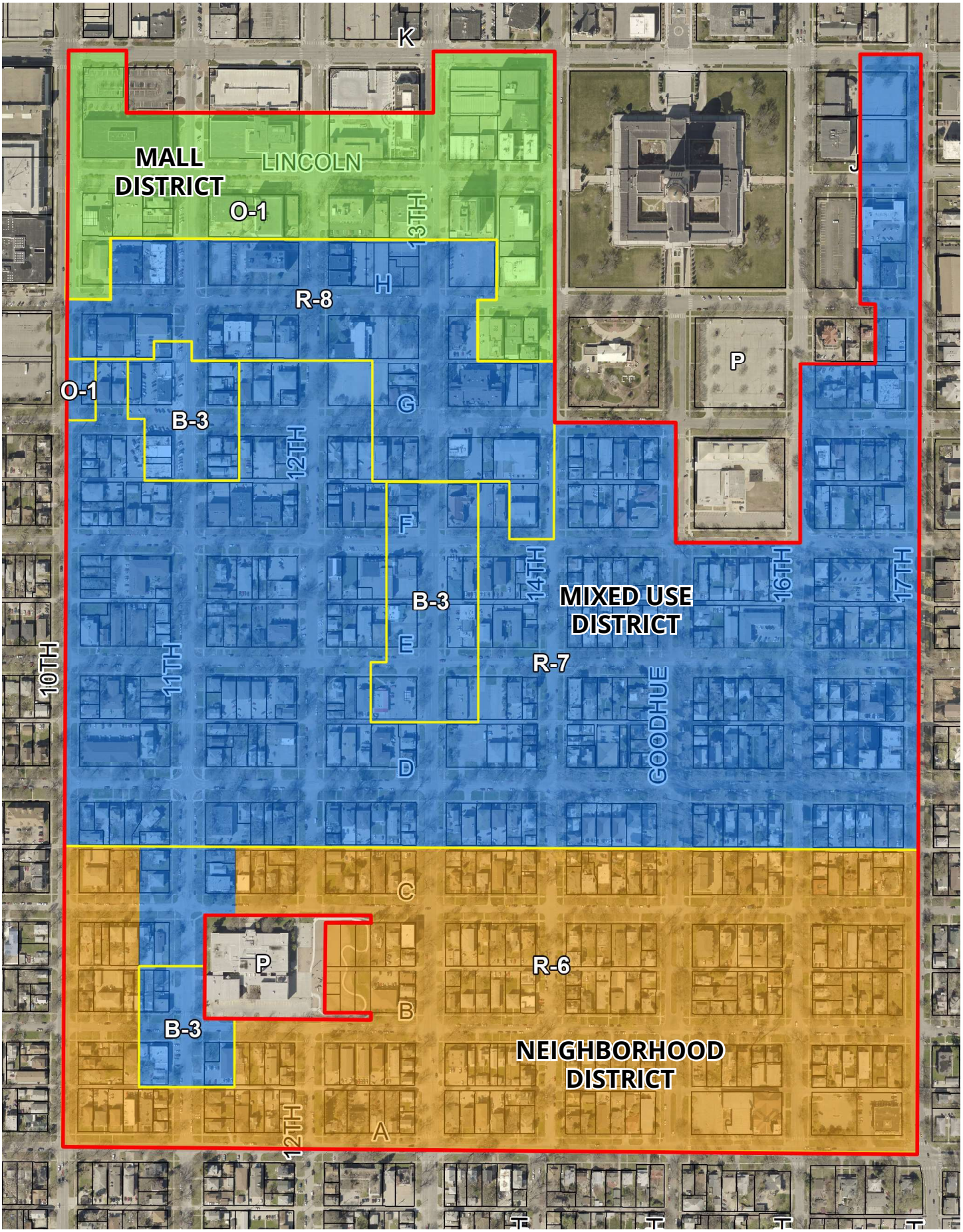

Figure 3.1 - Future Land Use and Proposed South of Downtown PUD

NORTH

3.6 REDEVELOPMENT PROCESS

Public improvements and redevelopment activities may require construction easements; vacation of street and alley right-of-ways, temporary and permanent relocation of businesses and residences; demolition, disposal/sale of property; and site preparation (e.g., include driveway easements; paving driveways, approaches and sidewalks outside property lines; relocation of overhead utility lines; and rerouting/upgrading of underground utilities as needed). The process for these activities include the following:

Property Acquisition

The City may acquire the necessary fees, easements, property and covenants through voluntary negotiations (see the Land Acquisition Policy Statement at the Urban Development Department website: www.lincoln.ne.gov, keyword: urban, Real Estate and ROW), and available on request).

Relocation

Relocation may involve the temporary or permanent relocation of families, individuals, or businesses to complete redevelopment activities. Relocation will be completed according to local, state, and federal relocation regulations (see Relocation Assistance, on the City of Lincoln website: www.lincoln.ne.gov, keyword: relocation, and available on request).

Demolition

Demolition will include clearing sites on property proposed for public improvements; necessary capping, removal or replacing utilities; site preparation; securing insurance and bonds; and taking other necessary measures to protect residents and surrounding properties. Measures to mitigate environmental findings may also be necessary if determined by investigations and site testing.

Disposal/Disposition

Future projects may include the sale of land to private developers for redevelopment purposes. Developers will be selected in an equitable, open, and competitive proposal process according to City requirements.

Requests for Proposals

Architects and engineers will follow the City's standard selection process for the design of public facilities and improvements. Primary contractors for public facilities and improvements will also be competitively selected.

3.7 CONFORMANCE WITH COMPREHENSIVE PLAN

LPlan 2040, the Lincoln-Lancaster County Comprehensive Plan, adopted October 2011, as amended, represents the local goals, objectives, and policies of the City of Lincoln and Lancaster County. The South of Downtown Redevelopment Plan was developed to be consistent with the **LPlan 2040**.

3.8 FINANCING

The primary burden for revitalization of the Redevelopment Area must be on the private sector. The City must provide public services and public improvements and participate where necessary in the redevelopment process, but the needs of the area are beyond the City's capacity to do alone. Financing of proposed improvements will require participation by both the private and public sectors. Where appropriate, the City may participate by providing financial assistance for the rehabilitation of structures.

Sources of funding may include:

- Special Assessments – Business Improvement Districts
- Private Contributions
- Sale of Land (Proceeds from the sale of land acquired for redevelopment, as identified in the Redevelopment Plan, shall be reinvested in the Redevelopment Area)
- Municipal Infrastructure Redevelopment Fund (MIRF)
- Community Development Block Grant Funds (CDBG)
- Home Investment Partnership Act (HOME)
- HUD Section 108 Loan Program

- Community Improvement (Tax Increment) Financing (Ad Valorem Tax)
- Capital Improvements Program Budget
- Federal and State Grants
- Interest Income
- Advance Land Acquisition Fund – property rights/easements, public facility site acquisition
- Impact Fees

Both of the South of Downtown area's census tracts are designated Opportunity Zones. The Federal Tax Cuts and Jobs Act of 2017 authorized the governor of each U.S. state and territory to nominate a certain number of qualifying census tracts as "Opportunity Zones." Investments made through certified investment vehicles created as "Opportunity Funds" are used to drive needed capital into low-income communities in an effort to spur economic growth within designated Zones — for example, by supporting new businesses or real estate development. Parties who invest in Opportunity Funds can benefit from tax incentives, such as deferrals on capital gains tax. Use of this tool could also assist in financing projects in South of Downtown.

Project activities will be undertaken subject to the limit and source of funding authorized and approved by the Mayor and City Council.

According to the Community Development Law, any ad valorem tax levied upon real property in the redevelopment project for the benefit of any public body shall be divided, for a period not to exceed 15 years after the effective date of such provision, by the governing body as follows:

> *That portion of the ad valorem tax which is produced by the levy at the rate fixed each year by or for each such public body upon the redevelopment project valuation shall be paid into the funds of each such public body in the same proportion as are all other taxes collected by or for the body; and*
>
> *That portion of the ad valorem tax on real property in the redevelopment project in such amount, if any, shall be allocated to and, when collected, paid into a special fund of the authority to be used solely to pay the principal of, the interest on, and any premiums due in connection with the bonds of loan, of money to, or indebtedness incurred by, whether funded, refunded, assumed, or otherwise, priority for financing or refinancing, in whole or in part, the redevelopment project.*
>
> *When such bonds, loans, notes, advances of money, or indebtedness, including interest and premiums due, have been paid, the authority shall so notify the county assessor and country treasurer and all ad valorem taxes upon taxable real property in such a redevelopment project shall be paid into the funds of the respective public bodies.*

The effective date for the Community Improvement Financing for each Redevelopment Project shall be identified in the project redevelopment contract or in the resolution of the authority authorizing the issuance of bonds pursuant to Neb. Rev. Stat. Section 18-2124.

4

4 STRATEGIC PLAN

This chapter identifies the top opportunities/issues and strategies to be addressed in South of Downtown in the short term (1-5 years), as well as potential project champions and participants for each prioritized strategy.

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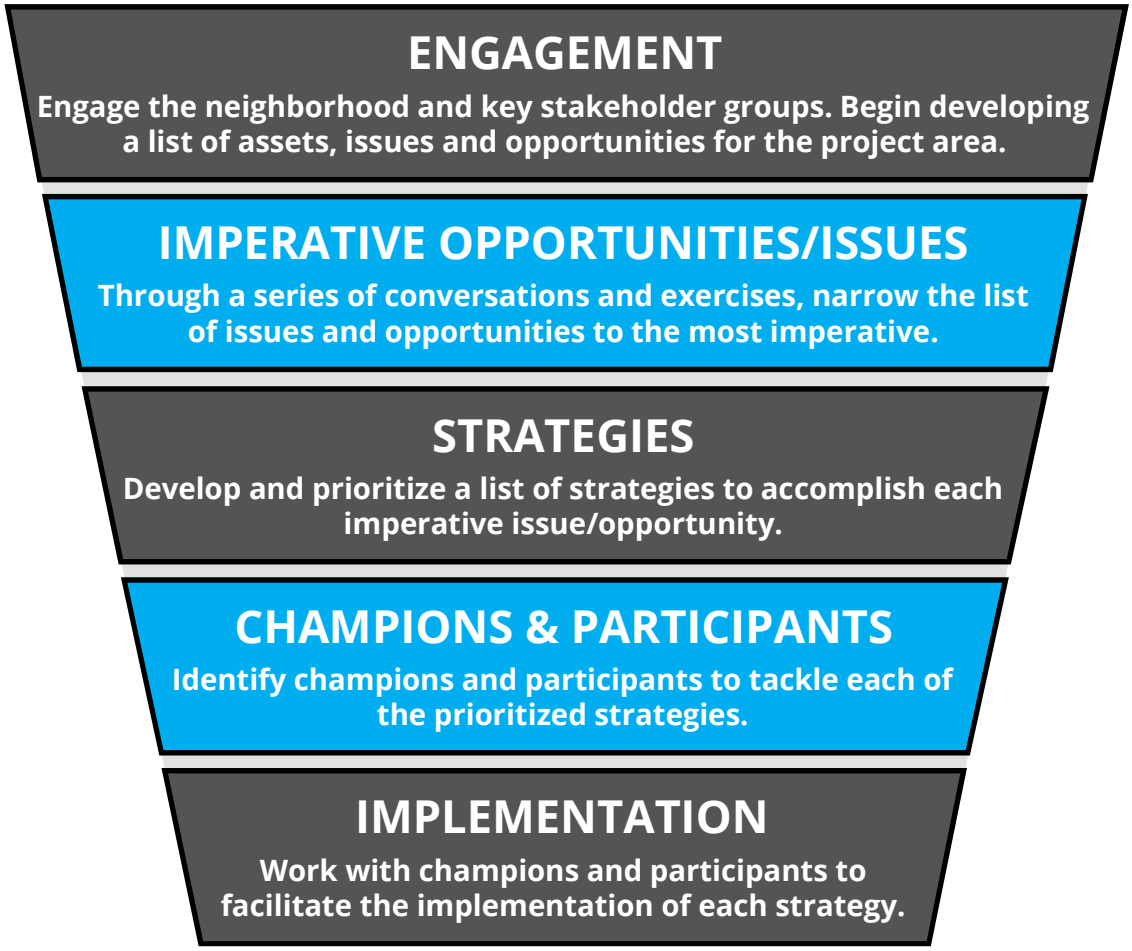
4.1 PROCESS

The strategic planning process focuses on identifying the most viable set of strategies that will improve the strengths and needs of the neighborhood during the next one to five years. The strategic plan is intended to be hard hitting, with strategies that are "doable" in the short term.

The process first focuses on the neighborhood's area's most significant assets opportunities and issues. Then the most imperative strategies are identified to build on the assets and address and improve issues in the short term (1-5 years). While having broad consensus on key strategies is vital, strategy implementation is the end goal. To improve the chance of implementation, the strategic planning process also attempted to identify for each imperative strategy a "product champion"—a person, group, organization, business and/or governmental entity that would grab hold, sponsor, and/or work with others tirelessly to get the strategy across the finish line.

4.2 PRIORITIZED OPPORTUNITIES AND ISSUES

The strategic planning process first attempts to define and describe the most significant assets and issues to the future success of South of Downtown. Many, many opportunities and issues were initially identified during the 2016 Revitalization Plan, door to door interviews, neighborhood gatherings and block parties. These were further discussed, additions made and then funneled down by the Coalition Steering Committee at monthly meetings and by the neighborhood at a neighborhood gathering. The final voting priorities of the Coalition Steering Committee and neighborhood gathering are shown in the table on the next page. For the priority rankings listed in the table, 1 represents the highest priority, 2 represents the second-highest priority, and so on.



The process diagram above illustrates the strategic planning process, which relies on a funneling of ideas into achievable strategies, and then tasks identified champions with coordinating and executing the strategies.

South of Downtown Opportunities/Issues Prioritization

Imperative Opportunities/Issues	Coalition Steering Committee Voting Priority	Neighborhood Voting Priority
1. Focus on Problem Properties and Increase Code and Parking Enforcement	3	1
2. Expand Recreation and Gathering Spaces	10	2
3. Expand Economic Opportunities	7	3
4. Increase Funding for Housing, Especially Affordable Housing and Workforce Housing	1	4
5. Increase Safety, Crime Prevention, and a Sense of Community	8	5
6. Enhance Public Right-of-Way (Lighting, Wi-Fi, Streets, Sidewalks, and Alleys)	4	6
7. Improve the Community Development Organization Funding and Outreach	9	7
8. Establish and Fund a Community Land Trust	2	8
9. Increase Landlord and Tenant Education Programs	5	9
10. Amend the Zoning Ordinance and Zoning Map	6	10
Merely Important Opportunities/Issues	**Coalition Steering Committee Voting Priority**	**Neighborhood Voting Priority**
11. Coordination of Human, Educational and Social Support Services	11	*
12. Mobility and Transportation Connectivity	12	*
13. Connectivity with Downtown and Surrounding Neighborhoods	13	*
14. Access to Health Care	14	*
15. Access to Computer and Internet Technology	15	*
16. Improvement of Arts and Cultural Resources	16	*

* Merely Important Opportunities/Issues were not presented to the Neighborhood for prioritization.

Engagement and outreach was a critical component of the strategic planning process.

4.3 IMPERATIVE STRATEGIES

After the most significant assets/opportunities/issues are identified and prioritized, the next strategic planning step calls for the development, funneling and consensus of the most imperative strategy or strategies that will improve the identified area opportunities/issues by building on assets. Over a hundred strategies were identified through the planning process. The Coalition Steering Committee went to work and spent many months identifying, discussing and prioritizing the "best" strategies that could be present for the neighborhood and community review. As part of the process, the Coalition Steering Committee also spent time identifying initial Product Champions and Potential Participants that could help with the future implementation of each imperative strategy. What follows are the Coalition Steering Committee's recommended sixty imperative strategies.

Opportunity/Issue 1 — Focus on Problem Property & Increase Code and Parking Enforcement.

Strategies	Potential Champion(s)	Potential Participants
1.1 More focused code enforcement on unsafe, unhealthy and improperly maintained properties within a specific geographic area.	• Mayor's Office	—
1.2 Expand code enforcement services.	• Mayor's Office	• Affordable Housing Subcommittee • SDCDO
1.3 Develop a registry of vacant properties combined with a registry of problem properties. Focus on specific problem properties. a. Define criteria for registration. b. Create a system to measure/keep inventory. c. Define timelines & strategies for review of vacant properties. d. Develop a plan of action for addressing vacant properties. e. Expanded rental registration/interior inspection programs.	• Mayor's Office • Building & Safety • Urban Development	• SDCDO
1.4 Increase parking enforcement.	• Urban Development • Parking Services	—

Better code enforcement is necessary to ensure that residents are living in safe and healthy environments.

Opportunity/Issue 2 — Expand Recreation and Gathering Spaces.

Strategies	Potential Champion(s)	Potential Participants
2.1 Establish community partnerships to maximize community learning centers, playground and open space opportunities at McPhee and Everett Schools and F Street Community Center.	• LPS • Lincoln Community Learning Centers/Prosper Lincoln Strong Neighborhoods • Parks & Recreation	• Parks Foundation • Lincoln Community Foundation • Rotary 14 • United Way
2.2 Increase community gathering areas and green spaces to enhance neighborhood rehabilitation.	• SDCDO • Parks & Recreation	• LPS
2.3 Organize more frequent block parties, picnics, parades, cultural festivals, and events with community partners and residents.	• Neighborhood Associations • SDCDO • CLCs	• Everett & Near South Neighborhood Associations • Human & Cultural Committee
2.4 Intentional collaboration and networking between service providers and neighborhood entities.	• SDCDO • Human & Cultural Committee	• Cause Collective
2.5 Develop a plan to preserve as many of the current healthy older trees and a detailed plan for replacing them.	• Parks & Recreation • Planning	—

Though the neighborhood has access to good recreational resources like Cooper Park and F Street Community Center, there is still a need for more usable open space within South of Downtown.

SDCDO has done a tremendous job of using art to engage and unite the community. The photograph above was taken at a trash barrel painting event at Cooper Park.

Opportunity/Issue 3 — Expand Economic Opportunities.

Strategies	Potential Champion(s)	Potential Participants
3.1 Continue convening the Human Services Subcommittee for collaboration and partnership among anchor institutions in community and economic development (e.g., F Street Church and other churches, community learning centers, School Neighborhood Advisory Council (SNAC), PTO.	• SDCDO	• Churches • CLCs • SNAC • PTO • F Street Church
3.2 Collaboratively promote menu of pathways for economic opportunities (i.e. Learn to Dream Scholarship, TMCO Tech Certification Program, Nebraska Dev Lab Pipeline Program) to residents.	• LPED/Prosper Lincoln Innovative Workforce	• SDCDO • Greater Lincoln Workforce Investment Board
3.3 Identify and eliminate barriers to employment (e.g., language, childcare literacy, health).	• LPED/Prosper Lincoln Innovative Workforce	• Greater Lincoln Workforce Investment Board
3.4 Expanded childcare. Research solutions to make childcare businesses available to those living in apartment units.	• Prosper Lincoln/ Early Childhood	—
3.5 Repurpose/expand portions of the F Street Community Center (ResCare, computer labs, job fairs, educational kitchen, etc.); F Street Community Center should be a one-stop shop for information and services and a gateway for the neighborhood, including the immigrant community.	• SDCDO • Urban Development	• Parks & Recreation & F St. Staff • Firespring • Job Center • Cause Collective
3.6 Expand and promote existing programming in the neighborhood and at F Street Community Center.	• SDCDO • Urban Development	• Firespring
3.7 Create a neighborhood education, health, jobs, child care and employment training center and more "hands on skill training" in cooperation with TMCO, Lincoln Industries and others.	• LPED/Prosper Lincoln Innovative Workforce • Greater Lincoln Workforce Investment Board	• TMCO; Lincoln Industries
3.8 Expand the effort to work with existing businesses to recruit neighborhood residents as employees. Promote outreach specific to South of Downtown residents.	• LPED/Prosper Lincoln Innovative Workforce	—
3.9 Expanded public transportation hours and routes.	• Citizens for Improved Transit	• StarTran • Large employers to advocate for employee transit access

SDCDO has hosted two Maker's Markets, allowing local residents to show off their skills and talents, while also giving them a platform to connect with potential customers and partners.

Opportunity/Issue 3 — Expand Economic Opportunities. (Continued)

Strategies	Potential Champion(s)	Potential Participants
3.10 Create health worker training center with Lincoln's healthcare funders and providers (e.g., Tabitha, Bryan Health, and Community Health Endowment).	• Next Gen Partnership • Tabitha • Bryan Health • Madonna; SCC; Chamber of Commerce • CenterPointe	• Community Health Endowment • Greater Lincoln Workforce Investment Board
3.11 Ensure there is digital inclusion for all neighborhood residents and commercial users to have access to, and skills to use, information and communication technologies (ICT) and are therefore able to participate in and benefit from today's growing knowledge and information society.	• Digital Inclusion Committee	• City • Providers • Schools
3.12 City should encourage higher density mixed use redevelopment (including affordable housing) and garage parking for the blocks between "K", "L", 10th & 14th Streets. This will create more eyes on the street in south portion of the Central District and encourage more north/south pedestrian circulation between South of Downtown area and Downtown.	• Centre Terrace LTD Partnership • NEBCO • Farmers Mutual Insurance	• Urban Development
3.13 Expand microlending that provides smaller loans (generally less than $50,000) for small businesses to support operations and capital costs in cooperation with banks, credit unions and foundations.	• Community Development Resources • Cobalt Credit Union • Union Bank	• Banks & Credit Unions • Foundations • NE Enterprise Fund • Lincoln Community Development Corporation
3.14 Pursue private investors to use Opportunity Zone tax credits.	• Private Sector	—
3.15 State of Nebraska should build additional parking garage(s) for State employees and guests which will help reduce the parking shortage around the Capitol and other State buildings and open up on-street parking in the neighborhood.	• State of Nebraska • City of Lincoln	• Urban Development
3.16 Develop business incubator spaces in cooperation with other existing entities (e.g., UNL, banks, foundations, Parks & Recreation Dept., Nelnet, Firespring and others).	• LPED/Prosper Lincoln Innovative Workforce	• UNL • SCC • Banks • Foundations • Parks & Recreation • Nelnet • Firespring

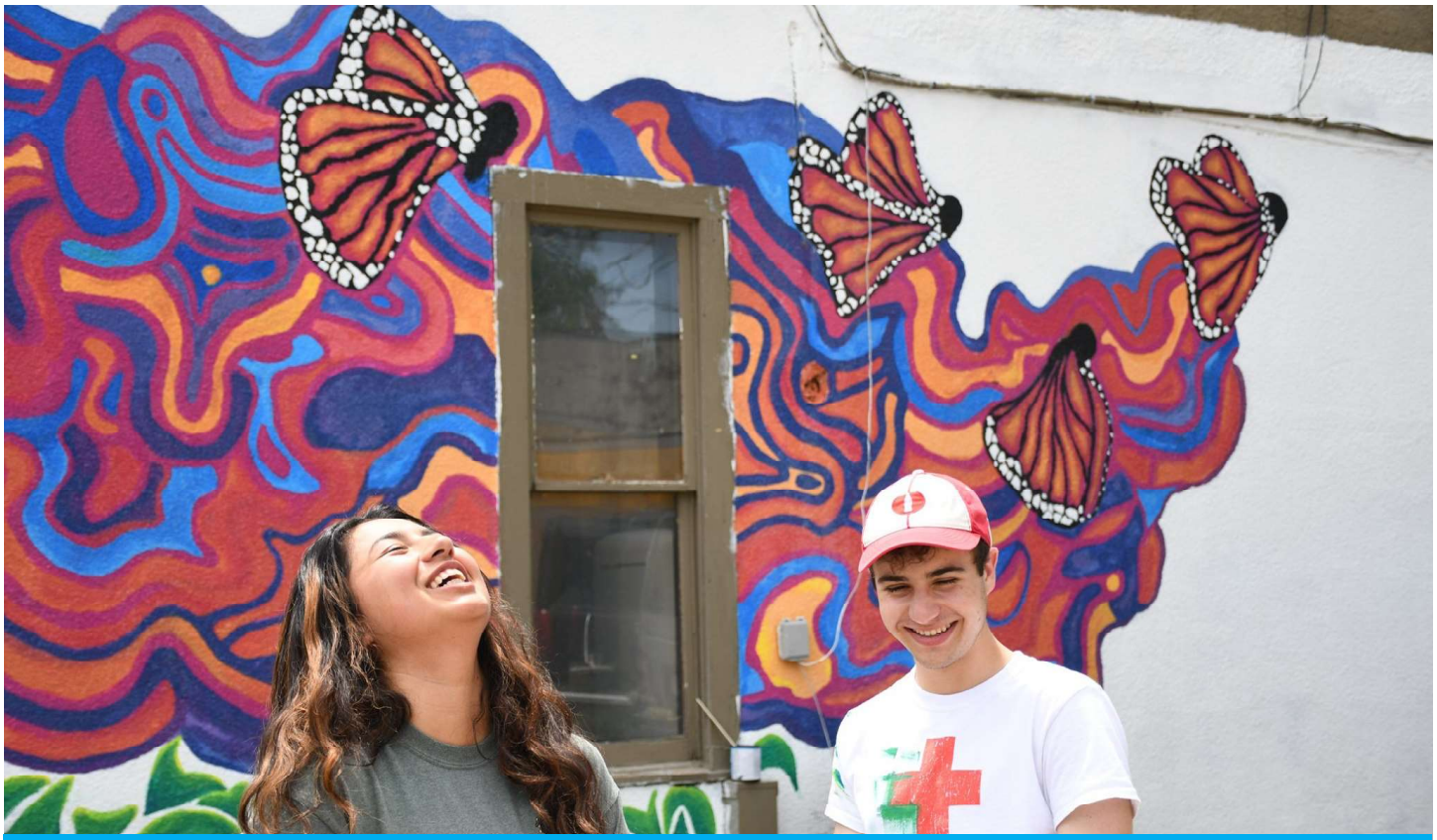
Opportunity/Issue 4 — Increase Funding for Housing, especially Affordable Housing and Workforce Housing.

Strategies	Potential Champion(s)	Potential Participants
4.1 Identify city sources of funding for acquisition, demolition, and rehabilitation programs for rentals and homeownership.	• Urban Development	—
4.2 Increase the city's Affordable Housing Fund, funded by TIF administration fees, Turnback Tax, and other sources; 30-80% of AMI incomes are the highest priority to address. Develop strategies on how to use the Nebraska Affordable Housing Trust Fund (NAHTF).	• Urban Development	—
4.3 Create a tax increment district to "remove blight and stimulate investment" in deteriorating areas for the following purposes: • Affordable housing to reduce potential rental increases. • Repair/replace infrastructure.	• Urban Development	—
4.4 Leverage and layer existing affordable housing development programs, renters and homeownership (LIHTC, HOME, NAHTF, and CDBG) to develop and/or rehabilitate quality affordable housing in the neighborhood, with focus on 30% - 80% of Area Median Income (AMI) as the highest need.	• Urban Development	• LHA
4.5 Modify the Lincoln Electric System sustainable energy fund to benefit more rental properties.	• Urban Development	• Lincoln Electric System
4.6 Seek nonprofit organizations and philanthropic funds for project, program, gap funding and technical assistances (e.g., grants and mission investment loans).	• Lincoln Community Foundation	• NeighborWorks Lincoln
4.7 Leverage Opportunity Zone tax incentive investments.	• Private Sector	—

Opportunity/Issue 5 — Increase Safety, Crime Prevention and Sense of Community.

Strategies	Potential Champion(s)	Potential Participants
5.1 Community policing for crime prevention and building relationships with police officers in a framework of a comprehensive and holistic approach to neighborhood safety and services.	• Capt. Michon Morrow, Lincoln Police Department	• Everett and Near South Neighborhoods
5.2 Increase street, alley and pedestrian lighting; add alley murals and other placemaking activities; and remove overgrown vegetation in public spaces. Need to map lighting and crime correlation.	• Urban Development • LTU	• Parks & Recreation
5.3 Increase School Neighborhood Advisory Councils (SNAC) of the community learning centers and other school-based programming to assist students, families and the neighborhood.	• Lincoln Community Learning Centers/Prosper Lincoln Strong Neighborhoods	• School Neighborhood Advisory Councils (SNAC) • School Principals • CLC Coordinators • Neighborhood parent leaders
5.4 Determine if the 2015 International Existing Building Code should be adopted.	• Building & Safety • Mayor's Office	—
5.5 Improve key governmental, health and emergency managements systems working with South of Downtown Community Development Organization, neighborhood businesses, area nonprofits and residents to disseminate and share key information and to prevent, mitigate, protect, respond and provide recovery assistance in the event disaster is eminent or strikes the South of Downtown area or its residents.	• Lincoln-Lancaster County Emergency Management, Department of Health, and Police Department	• SDCDO • Everett and Near South Neighborhoods

Relationship building between police officers and the neighborhood is key to creating a sense of community.



SDCDO's office building at 11th and B is home to two new murals. "Rising Monarchs" (top photo) was completed by artist David Manzanares and "The Wings that Carry Us" (bottom photo) was completed by artists Javier Rivera and Erika Elisa Casarin. Both were done with the help of volunteers, neighbors and elementary school children.

Opportunity/Issue 6 — Enhance the Public Right-of-Way.

Strategies	Potential Champion(s)	Potential Participants
6.1 Increase area lighting - Work with Lincoln Electric System and Lincoln Police Department to map neighborhood dark spots to determine addition of lighting for safety.	• SDCDO	• Lincoln Electric System • Lincoln Police Department
6.2 Improve alley appearance including lighting, trash collection and removal of voluntary trees.	• Urban Development	• SDCDO • Everett and Near South Neighborhoods • LTU
6.3 Increase pedestrian scale lighting.	• Urban Development • SDCDO	• Lincoln Electric System
6.4 Identify closer to home improvements: maintenance and signage, including, but not limited to, sidewalks, pedestrian crossings, road and bike lane surfaces, markings, leaf removal and potholes (e.g., repave 11th Street and other right-of-ways).	• City Livable Neighborhood Committee • SDCDO	• LTU
6.5 Where appropriate in the proposed north PUD area, increase angled and parallel on-street parking on both sides of the street in order to maximize available parking (e.g., 11th Street).	• Urban Development	• LTU Planning
6.6 Reduce digital divide. Utilize ROW to install infrastructure to provide affordable hardware and wireless communication in the neighborhood.	• Lincoln Community Foundation • LTU	—

The alleys in South of Downtown often suffer from issues such as poor drainage, poor lighting, trash, and volunteer trees. Recently, community organizers have undertaken a grassroots effort to improve the aesthetics of alleys on 11th Street.

Though more is needed, the neighborhood has undergone a number of right-of-way improvements in recent years, like the 11th Street streetscape improvements (top right and bottom photos) and the BikeLNK station in front of F Street Community Center (top left photo).

Opportunity/Issue 7 — Improve the Community Development Organization Funding and Outreach.

Strategies	Potential Champion(s)	Potential Participants
7.1 Seek diverse relationships from foundations, corporations and government to increase awareness and secure funding opportunities.	• SDCDO • Pinnacle Bank • Lincoln Community Foundation	—
7.2 Recruit and retain high capacity board members, staff and volunteers to bring in new ideas and energy.	• SDCDO Staff and Board	—
7.3 Implement a never-ending strategic planning process continuing to build on community assets and identifying opportunities.	• SDCDO Staff and Board • City of Lincoln	—
7.4 Work with partners to enhance outreach efforts and problem solving.	• City of Lincoln • SDCDO • Neighborhood Associations	• Everett/Near South Neighborhood Associations
7.5 Sponsor additional community gatherings to help build a sense of community (e.g., community art spaces, meeting spaces, etc.)	• SDCDO	• Everett/Near South Neighborhood Associations
7.6 Establish a work plan to ensure that outcome measurements and results are being achieved.	• SDCDO Staff and Board • City of Lincoln	• Everett/Near South Neighborhood Associations
7.7 Increase SDCDO outreach with governmental, health and emergency management systems, neighborhood businesses, area nonprofits to help prevent, mitigate, protect, respond and provide recovery assistance in the event disaster is eminent or strikes the South of Downtown area or its residents.	• SDCDO Staff and Board	• Lincoln-Lancaster County Emergency Management, Department of Health, and Police Department

SDCDO staff have fully integrated themselves into the neighborhood and become a great resource for local residents looking to learn a new skill or just become more involved in their community.

Opportunity/Issue 8 — Establish and Fund a Community Land Trust.

Strategies	Potential Champion(s)	Potential Participants
8.1 Establish a Community Land Trust to purchase existing property, parking lots, and vacant properties. • Acquire parking lots and other available properties to provide mixed-use redevelopment with affordable and market rate housing and commercial community needs such as groceries, daycare, social services, etc.	• SDCDO	—

Opportunity/Issue 9 — Increase Landlord and Tenant Education Programs.

Strategies	Potential Champion(s)	Potential Participants
9.1 Increase Tenant Education including both literature and trainings available in multiple languages within cultural and community centers.	• Commission on Human Rights	• Building & Safety • Legal Aid of Nebraska
9.2 For landlords with repeated violations, require a "STOP" education class for repeated complaints or to renew City apartment permits.	• Captain Morrow, Lincoln Police Department	• Building & Safety
9.3 Develop a Supplemental Property Management Training program led by Building and Safety Dept., Lincoln Police Dept., and the Commission on Human Rights. • Training should include content on landlord responsibilities including fair housing, information that should be relayed to new tenants, and further explanation of landlord and tenant responsibilities. Coordinate with the Board of Realtors and Real Estate Owners and Manager Association (REOMA).	• Lincoln Police Department • Real Estate Owners and Manager Association	• Building & Safety • Commission on Human Rights • Board of Realtors
9.4 Language interpreters should be provided to Building and Safety when needed.	• Mayor's Office	• Building & Safety
9.5 Establish legal aid services to provide tenant right education.	• Legal Aid of Nebraska	—

The new single family home at 1105 E Street is part of a community land trust — the first of its kind in Nebraska — aimed at preserving affordable housing in the neighborhood.

Opportunity/Issue 10 — Amend the Zoning Ordinance and Zoning.

Strategies	Potential Champion(s)	Potential Participants
10.1 Adopt mixed-use (residential, office, retail, restaurants, technology) Planned Unit Development (PUD) in the north portion of the neighborhood (e.g., technology in the morning, restaurant at night). • Define/allow cooperative housing in the PUD.	• Planning Department	• Urban Development • SDCDO
10.2 Allow flexibility of zoning/setbacks and easements to allow construction of affordable housing on non-conforming lots.	• Planning Department	• Urban Development • SDCDO
10.3 Amend zoning to allow redevelopment and infill for legal nonstandard lots in order to encourage affordable housing.	• Planning Department	• Urban Development • SDCDO
10.4 Expand allowable home occupation square footage; more square footage in the PUD, less in the balance of the area.	• Planning Department	—

Home to Restaurant Conversion

Home to Coffeehouse Conversion

Home Occupation

Small Lot Infill

4.4 CONCLUSION: IMPLEMENTATION AND EVALUATION

As stated in the Introduction, this document represents one vision with two plans. The Redevelopment Plan is a guide for redevelopment and is governed by state statute. Although projects are public/private partnerships, the City's Urban Development Department, as the designated Redevelopment Authority, is responsible for the process. The Redevelopment Plan generally identifies physical redevelopment projects or government regulatory processes that lay the groundwork for private reinvestment.

On the other hand, the Strategic Plan is guided by the Asset-Based Community Development (ABCD) process, building on the area's strengths in a shorter term action plan with a broader scope to also include social and economic issues and strategies. The process and strategy implementation is led by the community, principally through the South of Downtown Community Development Organization, with the City as a partner.

Next Steps

After Plan adoption, an Implementation Committee should be established comprised of South of Downtown Community Development Organization staff and Board members, area residents, stakeholders, and City staff. Its purpose should be to:

1. Establish a timeline for Strategic Plan strategy implementation. Although all strategies are imperative, their implementation cannot occur simultaneously due to staff resource limitations.
2. Meet bi-monthly to review progress and identify steps needed to stay on schedule for implementation.
3. Prepare an annual progress report for the SDCDO Board, City Administration, and area residents that identifies progress by strategy and includes an evaluation of the progress to-date.

Redevelopment Plan evaluation is mandated by state statute in an annual TIF report to the State of Nebraska.

Collectively, the Redevelopment Plan and Strategic Plan will result in achieving the vision of:

> **"Neighborhoods built on existing community assets with equitable opportunities for jobs, housing, health, and services for all residents and businesses.**

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South of Downtown

REDEVELOPMENT & STRATEGIC PLAN

APPENDIX A: ROSTERS AND REPORTS

CITY OF LINCOLN NEBRASKA

APPENDIX A: ROSTERS AND REPORTS

Appendix A provides the rosters of the Coalition Steering Committee and the five subcommittees that guided the development of this plan, as well as the final reports from each of the subcommittees.

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A.1 STEERING COMMITTEE ROSTER

The Steering Committee includes a coalition of neighborhood residents, non-profits, philanthropic organizations, and business and governmental partners who recognize the importance of the South of Downtown Area.

Steering Committee Roster

MEMBER NAME	ORGANIZATION
Robin Ambroz	Nebraska Investment Finance Authority
Barbara Bartle	Lincoln Community Foundation
Amber Brannigan	State Building Division Department of Administrative Services
Jon Carlson	Mayor's Office
Pablo Cervantes	Board Treasurer at SDCDO
Collin Christopher	City of Lincoln, Planning Department
Chelsea Egenberger	Neighborhood Representative
Marilyn Johnson-Farr, Tri-Chair	Doane University
Jared Rector	Hormel Harris Foundation
Jeff Heerspink	F Street Neighborhood Church
Erika Hepburn	Neighborhood Representative
Wynn Hjermstad	City of Lincoln, Urban Development Department
Rich Herink	Lincoln Community Foundation
Kile Johnson, Tri-Chair	Johnson, Flodman, Guenzel & Widger
Tim Kenny	Nebraska Investment Finance Authority
Ben Loos	Grace Chapel
Cassey Lottman	Neighborhood Representative
Dan Marvin	City of Lincoln, Urban Development
Elizabeth Park	Neighborhood Representative
David Reese	Bryan Health
Vish Reddi	Near South Neighborhood Association
Shawn Ryba	South of Downtown Community Development Organization
Isabel Salas	South of Downtown Community Development Organization
Matt Schaefer	Everett Neighborhood Association
Kent Seacrest	Seacrest & Kalkowski, PC, LLO
Michelle Suarez, Tri-Chair	Prosper Lincoln at Nebraska Children and Families Foundation
Tom Smith	D. A. Davidson & Co.
Diane Temme Stinton	TMCO Inc.
John Turner	Nebraska Investment Finance Authority
Terry Uland	NeighborWorks Lincoln
Tammy Ward	City Council Member
Leighton Wheeler	Neighborhood Representative
Kat Wiese	South of Downtown Community Development Organization

A.2 AFFORDABLE HOUSING SUBCOMMITTEE ROSTER AND REPORT

What follows is the roster and report produced by the Affordable Housing Subcommittee. The official report can be found here on Urban Development's website: https://lincoln.ne.gov/city/urban/maps-pubs/pdf/affordablehousing-report-2019.pdf.

Affordable Housing Subcommittee Roster

MEMBER NAME	ORGANIZATION
Dan Marvin, Chair	City of Lincoln, Urban Development Director
Misha Coleman	Neighborhood Representative
Chelsea Egenberger	Neighborhood Representative
Carl Eskridge	City Council Member
Lynn Fisher	Great Place Properties
Josh Hanshaw	Habitat for Humanity of Lincoln
Thomas Judds	Lincoln Housing Authority
Jose Lemus	Civic Nebraska/Collective Impact Lincoln
Cassey Lottman	Neighborhood Representative
Penny McCord	Near South Neighborhood Association
Russ Meyer	Nebraska Home Sales
Michon Morrow	Lincoln Police Department, SW Team Captain
Steve Peregrine	Nebraska Housing Resource
Pat Anderson-Sifuentez	NeighborWorks-Lincoln, Everett Neighborhood Association
Sean Stewart	City of Lincoln, Building & Safety (Chief Housing Inspector)
John Turner	Nebraska Investment Finance Authority (NIFA)
Brent Williams	Excel Development Group

STAFF NAME	
Shawn Ryba	South of Downtown Community Development Organization
Isabel Salas	South of Downtown Community Development Organization
Wynn Hjermstad	City of Lincoln, Urban Development

Introduction

Housing affordability is an issue that is being addressed on many levels, from the National or State level, to the local level. The Lincoln Chamber of Commerce made housing affordability one of their six key issues for 2019. Earlier this year the Omaha World Herald penned an editorial describing affordability and its impact on the state's economy.

Seattle has been at the forefront of addressing what they term a "crisis" of affordable housing. Lincoln is not experiencing a "crisis" to the degree of cities like Denver or San Francisco where neglect of the issue has led to the disappearance of affordable housing. Realizing the urgency to address the housing adequacy and affordability issue can help resolve the problem before it worsens. Lincoln is approximately 5,000 housing units short of available rental housing units accessible to households at 50% or below of the area median income (AMI) (Source: US Department of Housing and Urban Development (HUD) CHAS data).

History of affordable housing initiative in South of Downtown

In 2016, community stakeholders, with the assistance of H-3 Planning Consultants, formulated the South of Downtown Revitalization Plan (the H-3 Plan). The H-3 Plan compiled a wealth of planning data for the area. One of its key recommendations has been implemented - the creation of the South of Downtown Community Development Organization (CDO). Building on the community input and data analysis of the H-3 Plan, and in response to housing and other issues in the area, the CDO and the City of Lincoln are partnering to enhance South of Downtown attributes and qualities, while addressing important neighborhood concerns and issues. To carry out this purpose, the South of Downtown Coordinated Steering Committee was formed to work with the CDO, the City of Lincoln and other key stakeholders and community members in defining and collaborating on action strategies and redevelopment projects for the South of Downtown area: 10th to 17th, and A to L Streets (Census Tracts 20.01 and 20.02). Steering Committee members are included in the Appendix. Several Subcommittees were formed to focus on areas of concern including quality affordable housing; neighborhood blight and deterioration; zoning and land use regulations and incentives; economic opportunity; actual and perceived sense of safety; CDO sustainability; and recreational opportunities.

This report summarizes the work and recommendations of the Affordable Quality Housing Subcommittee. Beginning in November 2018, the Subcommittee met twice a month with City Departments, local stakeholders, attorneys, the University of Nebraska - Lincoln and neighborhood activists to craft "strategies" to get out in front of this issue before it becomes a "crisis". Subcommittee members and meeting minutes are included in the Appendix. An Executive Committee comprised of the Subcommittee Chair and staff also met every two weeks to prepare agenda items and carry out other work and research of the Subcommittee.

Defining affordability

Subcommittee members discussed defining affordability, i.e., affordable to whom? After considerable discussion and review of data (see Appendix, December 18, 2018 Meeting 2 Meeting Notes) there was consensus that defining affordable housing for this group will be focused on households with incomes between 30-80% of Area Median Income (AMI). The Lincoln Homeless Coalition's focus is on households with incomes at 30% or less of AMI and a member of the Subcommittee is involved in the Homeless Coalition and served as a liaison between that group and the Subcommittee. AMI of 60% or less is considered low income. Housing cost burden (over 30% of income paid for housing, including utilities) and severe cost burden (over 50% of income paid for housing) were also discussed by the Committee and data reviewed indicated that households in the 30-80% AMI range are likely to be cost burdened.

Housing quality

Housing affordability cannot be addressed only on the issue of apartment rental rates. Affordable quality housing is a significant issue identified by the Subcommittee and also through public outreach efforts by various groups including the CDO, NeighborWorks Lincoln, and Collective Impact Lincoln. Code enforcement to provide living standards that avoid subjecting residents to living in slum conditions was also a priority of the Subcommittee. This too is not unique to Lincoln. Omaha has experienced multiple cases of egregious code violations in "affordable housing" units.

Code violations have forced some communities to address mandatory inspection of rental properties. The Subcommittee looked at ordinances in South Sioux City and Omaha that are a reaction to difficulty in code enforcement. Omaha's City Council recently passed such legislation.

HOUSING SUBCOMMITTEE RECOMMENDATIONS

Summary report

The Subcommittee looked at a number of housing related issues and soon decided that one size does not fit all in addressing housing affordability. Instead, the Subcommittee looked at "strategies" to address various forms of housing affordability and equally important, its quality.

Small and large group discussions occurred for several meetings to identify strategies. To assist in this effort, case studies were used to examine the four common types of properties that have

potential to best address the issues of adequacy and affordability.

Recommendations are summarized below. The strategies are classified into two categories:

1. Those that increase the supply of affordable housing, and
2. Those that preserve and protect existing affordable housing.

See **Case Studies** for more details about the discussion. After completing the Case Studies exercise, additional strategies were identified and are not included in the discussion in the Case Studies section. Those strategies are indicated below with an asterisk. Finally, the Subcommittee completed a prioritization process through a dot exercise. In the recommended strategies summarized below, numbers in parenthesis indicate the number of dots received. It should be noted that all of the strategies listed are recommended by the Subcommittee but those with numbers were identified as higher priority. It is important to note that Subcommittee members recognized there are divided opinions on certain strategies without full consensus, particularly where more information is needed. Chief among these are inclusionary zoning, land banks, and up-zoning in the rest of the city.

<u>Strategies that increase supply</u>

- Increase the city's affordable housing fund, funded by TIF administration fees, Turnback Tax, and other sources. (9)
- Establish a Community Land Trust to purchase parking lots, existing property, and vacant properties. (8)
- Use a layered approach to financing developments including federal HOME funds, Federal Home Loan Bank AHP (Affordable Housing Program) funds, trust funds, CDBG, NIFA (Workforce Housing), Low Income Housing Tax Credits (LIHTC) and charitable sources. (8)
- Identify city sources of funding for acquisition, demolition, and rehabilitation programs. (8)
- Develop a registry of vacant properties: (7)
    - Define criteria for registration
    - Create a system to measure/keep inventory
    - Define timelines/strategies for review of vacant properties
    - Develop a plan of action for addressing vacant properties
- Expand code enforcement services: (7)
    - Strengthen the implementation of the Neglected Building Ordinance
    - Identify funding for additional code inspectors
    - Notify mortgage holder & insurer to resolve or move to foreclosure or purchase and tie foreclosure and purchase to Community Land Trust and/or Land Bank
- Acquire parking lots for PUDs (Planned Unit Developments) that include mixed-use redevelopment with affordable and market rate housing and commercial community needs such as groceries, daycare, social services, etc. (5)
- Allow flexibility of zoning/setbacks and easements to allow construction of affordable housing on non-buildable lots. (5)
- Pursue private investors to use Opportunity Zone tax credits. (2)
- Relax restrictions such as parking requirements that prevent affordable housing. (1)
- Explore Inclusionary Zoning. (1)
- Explore a land bank to better use vacant lots and properties, including acquisition.
- Use TIF for a combination of affordable and market rate housing as well as commercial uses.
- Require development of affordable housing for the use of TIF.
- Remove barriers for co-op housing models.
- Explore assisting elderly homeowners in transitioning to non-single family homes and connecting new homebuyers to available properties.
- Incentivize developers by providing subsidies for new development as well as rehab.

Strategies that preserve and protect existing affordable housing

- More focused code enforcement on unsafe, unhealthy and improperly maintained properties within a specific geographic area. (7)
- Develop a Supplemental Property Management Training program led by Building and Safety, Lincoln Police Department, and the Commission on Human Rights. (6)
- Training should include content on landlord responsibilities including fair housing, information that should be relayed to new tenants, and further explanation of landlord and tenant responsibilities. Increase Tenant Education including both literature and trainings available in multiple languages. (6)
    - Provide interpreters for the Building and safety Department.
- Create/expand rehabilitation programs and incentives tied to other strategies. (5)
- Explore a Proactive Inspection Program. (3)
- Modify the LES sustainable energy fund to benefit more rental properties. (2)
- Add content on adequacy of property management to Landlord Education/Real Estate Licensees and Broker Licensing education requirements. (1)
- Explore increasing fees and penalties for code violations and for properties on the Neglected Building Registry. (1)
- Increase awareness of and encourage more reporting of code violations through code violation notices to tenants in the case of valid complaints. (1)
- Expand the use of co-op housing to preserve existing housing choices. (1)
- Pursue letter-writing campaign partnerships to encourage property owners and managers to better maintain their properties. (1)
- Explore multi-generational housing models that allow aging in place; i.e., caregiver moves in to care for elderly person(s) allowing elder(s) to remain in home while providing housing for care giver. (1)
- Partner with nonprofit legal aid organizations to provide legal representation for tenants in eviction proceedings.
- When 3 valid complaints inside a rental unit trigger inspection of an entire building, require the landlord to attend Supplemental Property Management Training.
- Adopt the International Property Maintenance Code (building codes specific to rehabilitation) to increase investment in older properties.
- Expand use of the "small TIF" program with preferences for affordable housing.

Case studies

Case studies were used to examine the four common types of properties that have potential to best address the issues of adequacy and affordability. As mentioned above, a one-size-fits-all approach will not be effective in addressing the nuances of the housing issue in Lincoln and South of Downtown. Multiple strategies need to be employed and some strategies work better in different instances of preserving affordability and improving adequacy of housing. The case studies encompassed the following topics that were discussed by the Subcommittee: Vacant Properties; Opportunities to Add Density; Code Enforcement; and Preservation of Existing Affordable Housing.

Vacant Properties

Vacant properties: a solution to access and supply of affordable housing

Vacant properties are not new to cities, including Lincoln. Unfortunately, there are not streamlined standards to measure the scope of the issue in Lincoln. According to census figures, which measure "other vacant" units, it is defined as those neither on the market, held for future occupancy, nor used only seasonally. There is a need by the City of Lincoln to define vacant properties and to identify the extent of the problem of vacant properties.

Usually, most redevelopment plans and projects focus on addition—new housing, transportation, and public spaces and do not focus on vacant properties as a solution to addressing decency, access and supply of affordable housing. With vacant properties placing severe fiscal strain on cities, the properties that are in disrepair have

the following effects: reducing property tax revenue while costing thousands of dollars for policing; repeated inspections; continual cleaning and upkeep; and in many cases, demolition. On the other hand, properties that are not in such extreme states of disrepair could provide opportunities for increasing affordable housing if there was a catalog of where these vacant properties were, how to get in contact with property owners, and efforts to explore the possibility of sale to a land bank, a community land trust, or other housing entities.

One challenge for Lincoln is that there is no consistent survey, method, or practice to measure the extent of the vacant property problem and its significance. Creating a way to track or measure vacant properties would be a valuable first step to identifying effective strategies to address the city's affordable housing needs.

Vacant neglected properties

Seen as eyesores, public safety hazards, and crime magnets, abandoned houses represent a real financial drain on both neighbors, sense of community, and Lincoln at large. Neighborhood fragmentation and community isolation— the sense no one cares, and things are not getting better—are powerful side effects. Though harder to quantify, the community is impacted by vacant properties in their neighborhood.

True costs to cities have been examined in various studies, and it can be staggering. As an example, a study of vacant property in Toledo found that they cost the city $3.8 million annually in direct cost, as well as $2.7 million in lost tax revenues. But the impact they have on their surroundings was even more significant: $98.7 million in lost property value, and an estimated $2.68 million in lost property tax value due to the perceived decline in value from being near vacant buildings. This is just one example of costs to cities that, like Lincoln, continue to take on as a result of not addressing the issue.

Currently, the city has a neglected building ordinance which requires property owners to pay a fee to register their property as a neglected building and must submit a two-year improvement plan for the property. Liens can be placed on the property if non-compliant. However, there are not sufficient city resources and processes to ensure property is improved or that property is sold. Property then often gets bogged down in the court system. This current ordinance is limited in scope due to property identification through the complaint-only basis and does not apply to all vacant, dilapidated properties within the city. Furthermore, having a vacant, dilapidated property is not found to be unlawful by current code if it is "properly" secured and exterior code violations are corrected. The committee affirmed that criteria for vacant and nuisance properties must be defined and new thresholds, standards, and processes be established.

The South of Downtown Affordable Housing Subcommittee discussed a diverse set of solutions to addressing vacant properties. Possible solutions include:

- Establish Community Land Trust for vacant lots and properties
- Explore a land bank
- Identify city sources of funding for acquisition, demolition, inspections and rehabilitation programs
- Develop a registry of vacant properties
    - Define criteria for registration
    - Create a system to measure/keep inventory
    - Define timelines/strategies for review of vacant properties
    - Develop a plan of action for addressing vacant properties
- Expand code enforcement services:
    - More focused code enforcement on dilapidated properties within a specific geographic area.
    - Strengthen the Neglected Building Ordinance (liens, fines, additional inspection triggers).
    - Identify funding for additional code inspectors.
    - Notify mortgage holder and insurer to resolve or move to foreclosure or purchase and tie foreclosure and purchase to Community Land Trust and/or Land Bank.
- Allow flexibility of zoning/setbacks/easements for nonconforming property lots.

- Expand rehabilitation programs and tie incentives to other strategies.

Opportunities to Add Density

Another charge of the Subcommittee is to consider policies and actions that encourage a variety of housing choices including affordable and market rate housing for both homeownership and rental opportunities. The Subcommittee members discussed acquiring large vacant parcels – particularly surface parking lots – to grow the supply of affordable housing, market rate housing, and create mixed use development. While parking lots serve a purpose in the South of Downtown neighborhoods, they are also an opportunity for higher density use considering the lack of buildable lots and property. Recognizing that neighborhoods need a range of housing options, the acquisition and redevelopment of parking lots provides that opportunity. Many of these surface lots run along 11th and 12th Streets. The Downtown Master Plan envisions 11th Street as a "Greenway" corridor that connects to the Everett Neighborhood.

Subcommittee members recognized that cost of acquisition presents a barrier to redeveloping surface parking lots. High land costs create a barrier to building affordable housing units. As a result, many strategies and actions focus on funding in addition to other aspects of the issue:

- Establish a Community Land Trust to purchase surface parking lots.
- Use Low Income Housing Tax Credits (LIHTC) for development of affordable housing
- Use TIF for a combination of affordable and market rate housing as well as commercial uses.
- Require the development of affordable housing for the use of TIF.
- Explore establishing a Land Bank for property acquisition.
- Use a layered approach to financing developments including federal HOME funds, Federal Home Loan Bank AHP (Affordable Housing Program) funds, trust funds, CDBG, NIFA (Workforce Housing), and charitable sources.
- Pursue private investors to use Opportunity Zone tax credits.
- Use parking funds for a parking garage.
- Acquire parking lots for PUDs (Planned Unit Developments) that include mixed-use redevelopment with affordable and market rate housing and commercial community needs such as groceries, daycare, social services, etc.
- Recruit necessary community needs like a grocery store and health clinic.

The Subcommittee also discussed increasing density in the existing neighborhood and put forth the following recommendations:

- Use PUDs to adjust setbacks to allow construction of affordable housing on non-buildable lots, allow mixed uses, and relax parking requirements.
- Remove barriers for co-op housing models.
- Establish a Community Land Trust to purchase vacant properties and lots.

Code Enforcement

The topic of enforcement is of special concern to the South of Downtown focus area, as the area contains the highest percentage of rental units in the city and is the oldest, most historic housing stock in Lincoln. Substandard conditions are exacerbated by the area's concentration of slip-in apartment buildings, constructed in the 1960s and 1970s. Many of these apartment buildings contribute to the high density of rental units in the area, which are affordable but are substandard to dangerously unhealthy in health and safety qualities. The committee looked to expanding Lincoln's code enforcement through a variety of options and strategies that addressed both tenant and landlord responsibilities, as well as the city's obligation to enforce current codes for healthy living.

Current codes

The City of Lincoln has an inspection program in the Building and Safety department. Currently, all rental buildings containing three or more units are required to be registered with the City of Lincoln and are subject to annual inspection of the exterior and common areas inside the building (hallways, etc.). Furthermore, rental

properties are subject to both exterior and interior inspections when the property is sold or changes hands. Tenants have the ability to report a code violation in their building through the Building and Safety department. Tenants can report violations by calling (402) 441-7521 or through the City's UPLNK mobile phone application. The City of Lincoln currently has a complaint-based system in which the interior of units are not proactively inspected, but instead relies on complaints to be made for code enforcement. While tenants do not necessarily have to make complaints themselves, the city requires a specific home/apartment address to be supplied in order to know which unit has to be inspected.

The committee discussed at length adding more capacity and triggers for inspection to the City's current processes. Adding more reasons for inspections of individual units and entire buildings would be done with the intention of targeting landlords and property owners who are not fulfilling their responsibilities. This would need to be done in conjunction with more capacity for Building and Safety to carry out inspections and enforce standards of housing.

Barriers to reporting code violations

The current complaint-driven system is a barrier for tenants in many different aspects. One such aspect is the lack of tenant knowledge on what is acceptable and what is a code violation. While currently landlords are obligated to give their tenants a copy of "A Guide to Landlord & Tenant Responsibilities", prepared by the City's Building & Safety Department, Housing Code Office, some tenants and landlords are unaware of this obligation. Furthermore, the Guide is only available in English, making it inaccessible to non-English speakers. Likewise, the City's staff who take complaints via phone do not have language resources to interpret the tenant's complaint if they choose to call in, leaving the tenant to be responsible for an interpreter if they wish to file a complaint.

Making sure that tenants know their rights as well as their responsibilities was a popular topic of discussion. Many property owners and managers on the committee expressed a desire to be made aware of issues within units, but acknowledged that tenants do not always know how to approach them with problems. Reaching into diverse populations was also a component of increasing tenant education, as the committee acknowledged that reaching out to trusted spaces for different communities would be key to spreading tenants' rights knowledge to all residents of South of Downtown and the City of Lincoln. Such places include cultural centers, Community Learning Centers, and other community hubs and service providers.

Another barrier to code enforcement is the identification of the tenant in making a complaint. Because the City does not allow for a complaint to be filed for an entire building but instead asks that specific units be identified, this identifies the individuals living in the unit making the complaint. The landlord can then identify who made the complaint. Many tenants also do not know their rights in terms of anti-discrimination and anti-retaliation protections that the city and state already have in place. While such protections do exist for tenants, many are not aware or are not sure of the extent of those protections.

Making other tenants aware of code violations in their building was explored as a way to create a safer and more comfortable environment for tenants to report code violations. In community conversations, tenants had expressed not wanting to be singled out by their landlord, so the committee discussed making all other tenants aware and encouraged to report violations in their own unit, possibly prompting an entire building inspection if the complaints are deemed valid. Upon receiving a valid complaint, Building and Safety should leave a card at the door of other residents within the building to alert them that there was an issue in one of the apartments and that here is how to go on line or phone if there are issues within another apartment.

While not all property owners or landlords are actively neglecting their properties, many properties in the South of Downtown area do not receive proper attention and maintenance. Some property owners are not responsive or attentive to the condition of their properties because they do not live in the area or may not even live in the city or state. This contributes to the lack of attention or concern for the property or tenants' living conditions. Property managers are required to have such a license to manage properties they do not own. Continuing education is required of broker managers including passing an ethics course, with renewal of fair housing and ethics every two years. The committee discussed

incorporating some landlord education on anti-discrimination and anti-retaliation emphases in these continuing education requirements. Landlord education was acknowledged as important for the committee because it would also benefit the property owner to maintain their investment.

Also discussed was a proactive inspection program to be adopted within Building and Safety's current inspection process. A proactive inspection model exists in South Sioux City, Nebraska, where properties are inspected on both interior and exterior on a regular basis. Currently, two valid complaints of the interior of two separate units are required to trigger a full building inspection. The proactive inspection model would take the onus off the tenant to report, and remove the need to put themselves in a vulnerable position with their landlord, and would instead be an expectation of all rental properties. However, implementing this strategy would require more capacity for Building and Safety for administration, inspectors, and enforcement of building codes.

Lastly, the South of Downtown area boasts a largely diverse population, with high concentrations of New Americans and refugees due to the affordability of the units in the area. Given that the City's processes and materials for code enforcement are not translated into different languages, large demographics are not even able to access the information necessary to maintain a safe, healthy place to live. However, the City is limited in funding for services such as interpretation, translation, and even building inspectors to enforce codes in a timely and appropriate manner. Funding for additional support to address these barriers should be explored in future budget conversations. Recommendations from the Subcommittee include:

- Add content on adequacy of property management to Landlord Education/Real Estate Licensees and Broker Licensing education requirements.
- Expand code enforcement services.
- Create a Proactive Inspection Program.
- Increase Tenant Education.
- Code Violation Notices to Tenants.

Preservation of existing affordable housing

The committee looked at the wealth of existing affordable housing units already in the neighborhood. Many of these apartments were built 50 to 90 years ago. Many of the rents in these buildings are affordable for households in the 30 - 80% of Area Median Income range the Subcommittee identified to address.

With the properties that were older and affordable but did not pose chronic code violations, the committee looked at strategies that would help preserve these housing units for the next 50 years.

One presentation to the committee suggested a PUD overlay would allow a more flexible zoning standard. The committee was shown pictures of Austin, Texas (Rainey Street) where older residential buildings on the edge of downtown had been converted into commercial spaces. This conversion allowed the properties to afford renovations to the remaining residential spaces. In some cases, kitchens and outdoor dining were used and the neighborhood's density and walkability made these very successful operations.

In a series of charrettes starting on March 12th, the large Subcommittee broke into three subgroups. The small groups were tasked with addressing a number of issues, including the issue of zoning changes that would change residential spaces into commercial uses. Two of the three subgroups rejected this plan principally because it ran counter to the committees charge of preserving or adding affordable housing.

Members of the executive committee attended a meeting with City Law and Building and Safety Departments to review the possible adoption of what was said to be a more flexible building code. Building and Safety is reviewing an adoption of a remodeling building code. The discussion in the larger Subcommittee about changes to the building codes allowing renovation of older buildings that did not directly impact health and safety issues generally were accepted as a positive step towards encouraging investment that would preserve older apartments.

In February, both the large group and the executive committee discussed the LES sustainable energy program that was designed to bend demand, which causes LES to add additional generating capacity. LES, in their budget, had not found applicants for a million

dollars of sustainable energy funds. The group and LES discussed possible modifications of this program to make better use of these funds for their intended purpose and at the same time allow the funds to help preserve this large stock of affordable housing within the City. LES agreed to do an energy audit of several of the buildings within the Everett Neighborhood and report back their findings. The Subcommittee felt that alterations of some of the criteria that would allow expanded funding in a targeted manner would allow LES a means to determine if they could get a greater bang for their buck. The mission of preserving existing affordable housing would also be more successful. Recommendations from the Subcommittee include:

- Adopt the International Property Maintenance Code (building codes specific to rehabilitation) to increase investment in older properties.
- Create incentive programs for rehabilitation tied to preservation of affordable housing.
- Modify the LES sustainable energy fund.
- Expand the use of co-op housing to preserve existing buildings.
- Expanded use of the "small TIF" program with preferences for affordable housing.
- Restrict on street parking during certain hours to residents of the neighborhood.
- Address parking regulations and requirements that prevent affordable housing.

Prioritization

At the May 21st meeting, the Subcommittee approved all the strategies listed in this report. Subcommittee members had the opportunity (at the May 21st meeting) to nominate and approve additional strategies. Also at the May 21st meeting, a dot exercise was completed to help prioritize those previously approved strategies. Each member was given six dots and was instructed to place three dots on strategies that increase the supply of affordable housing and three on those that help preserve and protect existing affordable housing. An on-line follow up for those strategies added on May 21st was done and has been included in the Summary Report.

Conclusions

The Subcommittee discussed the next steps to implement the strategies identified in this report. It was recommended that "Champions" be identified to implement each of the strategies. "Champions" are individuals, groups or government departments that will spearhead each or several of the strategies. The Subcommittee identified this as a task for the South of Downtown Coalition Steering Committee and would also fall under the purview of the consultant chosen to implement the Lincoln Affordable Housing Coordinated Action Plan.

All the Subcommittee members felt that the success of the South of Downtown Affordable Housing Subcommittee recommendations require a rapid implementation of multiple strategies.

A.3 ECONOMIC ENGAGEMENT SUBCOMMITTEE ROSTER AND REPORT

Economic Engagement Subcommittee Roster

MEMBER NAME	ORGANIZATION
Jasmine Kingsley	Hudl
Cliff Carlson	Hudl
Ryan Theil	Blueprint/Kidwell
Rick Blessen	SCC Entrepreneurship Center
Clay Smith	Speedway Motors
Don Macke	Center for Rural Entrepreneurship
Michelle Olson	ResCare
Jan Norlander-Jensen	City of Lincoln
Bryan Seck	Chamber of Commerce
Umeda Islamova	NE Business Development Center
Gary Targoff	Consultant
Mark Koller	Community Hope Federal Credit Union
Sheila Dorsey Vinton	Asian Community & Cultural Center
Rich Claussen	Prosper Lincoln
Sourabh Chakraborty	Resident/Entrepreneur
Steve Sheridan	Center for People in Need
Marcos Hernandez	US Bank
Todd Long	Kidwell

STAFF NAME	ORGANIZATION
Shawn Ryba	South of Downtown Community Development Organization
Isabel Salas	South of Downtown Community Development Organization

Introduction

The South of Downtown Economic Engagement Subcommittee is generally compromised of business leaders, Chamber of Commerce, employers, educational institutions, residents, non-profits, entrepreneurs and business owners. Members were chosen because they had a significant experience in small business, entrepreneurship and workforce development. The primary themes that the subcommittee addressed included (i) identifying resource partners and potential partnerships (educational institutions, employers, property owners, city, etc.) to provide and increase education, training, employment opportunities, (ii) How to create clear pathways for employment and job skill opportunities and (iii) learning more about existing worker skills of residents, employer needs and barriers to employment for families and individuals in the South of Downtown. The subcommittee met four times over the course of a 12-month period. There was an average of 10 participants at each meeting.

Recent trends and conditions affecting workforce development in South of Downtown

In 2016, community stakeholders, with assistance of the H-3 Planning consultants, formulated the South of Downtown Revitalization study (the H-3 Plan). The H-3 plan compiled a wealth of planning data for the area. The subcommittee reviewed

some of the key information generated from the H-3 Study and subcommittee members offered additional data, evidence and concerns:

- Immigrants, refugees and New Americans make up 20 percent of the South of Downtown area population, compared to 7.6 percent of Lincoln's population. According to the U.S. Census, around 64 percent of immigrants in the South of Downtown area do not speak English "very well," and this language barrier can often serve as an impediment to employment opportunities and economic mobility.
- A survey found that 60 percent of American adults prefer a neighborhood where they can walk to nearby shopping and businesses, and 52 percent would be willing to live in a house with a smaller lot if the neighborhood was walkable. Despite this preference, 42 percent feel there are "too few" shops or restaurants within an easy walk of their house, suggesting that demand for these types of places exceed supply.
- The median household income in the project area ($20,826) is less than half of the median household income for the City of Lincoln ($49,159). Also, over 30 percent of households in the project area earn less than $15,000 per year (double the percent of households in all of Lincoln and state as a whole).
- According to ESRI, there were 7,303 households in Downtown and the South of Downtown project area in 2014, which represents just under eight percent of the total households in the City of Lincoln. Of these households, over 55 percent earn less than $25,000 per year and, on average, these households pay 35% or less of their salary towards housing. Therefore, a household that earns $20,000 per year should be expected to pay around $580 per month on rent.
- The South of Downtown area is currently under-served by public transportation. The area has two (2) transfer stations and ten (10) StarTran Bus Lines but all lines do not run past 7:00 p.m. on weekdays (with four (4) routes that have 9:00 p.m. extension when UNL is in session), 6:55 p.m. on Saturdays, and no service on Sunday.
- Please see Population Indicators Attachment.

Economic Engagement Subcommittee Key Issues

The subcommittee was asked to study and discuss the following key issue that was identified by the South of Downtown Coalition Steering Committee:

- Economic Opportunity

Economic Engagement Subcommittee Recommendations

As part of the issue discussions, the subcommittee was asked to review the following key issues that were identified by the H-3 plan, door-to-door interviews, neighborhood meetings and celebration gatherings. In addition, the subcommittee was given the opportunity to add and/or refine the strategies.

Next the subcommittee completed a prioritization process by each attending member selecting and prioritizing their top five listed imperative strategies under one issue area. The subcommittee members' individual prioritizations were then tabulated, presented and discussed by the subcommittee to determine whether the results were a fair general consensus of the subcommittee. The following is the subcommittee's overall prioritization of the most imperative strategies (the higher the number in parentheses, the higher the priority).

Potential Imperative Strategies:

- (2) Create a neighborhood education, child care and employment training center and more "hands on skill training".
- (8) Repurpose portions of the F Street Community Center (ResCare, computer labs, job fairs, educational kitchen, etc.).
- (3) Expand microlending that provides smaller loans (generally less than $50,000) for small businesses to support operations and capital costs.
- (0) Create health worker training center with Lincoln's health care funders and providers (e.g., Tabitha, Bryan Health, Community Health Endowment).
- (2) Expand the effort to work with existing businesses to recruit neighborhood residents.

- (3) Develop expanded child care and public transportation hours and routes.
- (2) Develop neighborhood social, heath and economic metrics.
- (5) Foster the role of anchor institutions in community and economic development (e.g., Churches, Community Learning Centers, School Neighborhood Advisory Council (SNAC).
- (0) Develop more Bridges Out of Poverty programs in the neighborhood.
- (0) Establish pop-up learning labs (e.g., coding, welding, etc.).
- (0) Increase locally sourced food such as community gardens.
- (4) Develop business incubator spaces.
- (0) Identify and eliminate barriers to employment (e.g., language, child care literacy, health).
- (0) Develop a local delivery service for neighbors (e.g., restaurant, grocery stores, etc.).
- (1) Increase multi-cultural school and church outreach for individual and family support (e.g., McPhee Elementary School, Everett Elementary School, Park Middle School).
- (0) Improve public transportation to get to jobs outside of the adjacent neighborhoods.

Additional Recommended Strategies:

- (4) Reduce digital divide through education, access, and affordable hardware and wireless communication in the neighborhood.
- (1) Work with community partners to create or increase neighborhood-based classrooms for language learners and other potential career development.
- (4) Create survey and public engagement process to learn more about existing worker skills of residents, employer needs, and barriers to employment.
- (0) Grants for residents to build skills for startups and other business opportunities.
- (3) Collaboratively promote menu of pathways for economic opportunities (i.e. Learn to Dream Scholarship, TMCO Tech Certification Program, Nebraska Dev Lab Pipeline Program) to residents.

A.4 FINANCE INVESTMENT SUBCOMMITTEE ROSTER AND REPORT

Finance Investment Subcommittee Roster

MEMBER NAME	ORGANIZATION
Lincoln Zehr	Hampton Enterprises
Bob Caldwell	NEBCO, Inc.
Barbara Bartle	Lincoln Community Foundation
John Arrigo	West Gate Bank
Roger Ludemann	Mutual of Omaha Bank
Dan Muhleisen	SCC Educational Foundation Board
Mark Hesser	Pinnacle Bank
Ben Harris	Hormel Harris Foundation
Craig Gies	BIC Construction
Scott Lawson	Lincoln Community Foundation
Christie Weston	Nebraska Investment Finance Authority
Jared Rector	Hormel Harris Foundation
Dan Vokoun	Sampson Construction Company

STAFF NAME	ORGANIZATION
Shawn Ryba	South of Downtown Community Development Organization
Kent Seacrest	Seacrest & Kalkowski, PC, LLO

Introduction

The South of Downtown Finance Investment Committee is generally comprised of Lincoln entrepreneurs, developers, business leaders and lenders. Members were chosen because they had a significant history of investing and developing in Lincoln, but had no or little track record of investing and developing in the South of Downtown neighborhood. The primary themes the Subcommittee addressed included—(i) what is occurring (or not occurring) in South of Downtown area that is preventing their participation in the area and (ii) what changes or strategies could be made or implemented to encourage their investment and participation? The Subcommittee met five times over the course of a sixth month period. Subcommittee participation was generally good.

Recent trends and conditions affecting investment in South of Downtown

In 2016, community stakeholders, with the assistance of H-3 Planning Consultants, formulated the South of Downtown Revitalization Plan (the H-3 Plan). The H-3 Plan compiled a wealth of planning data for the area. The Subcommittee reviewed some of the key information generated from the H-3 Plan and Subcommittee members presented additional data, evidence and concerns:

- According to the 2014 U.S. Census, the South of Downtown area is home to 5,534 residents. Roughly 93 percent of occupied housing in the South of Downtown area is renter occupied compared to 48 percent in the city as a whole.
- The median household income in the project area ($20,826) is less than half of the median household income for the city of Lincoln ($49,159). Also, over 30 percent of households in the project area earn less than $15,000 per

year (double the percent of households in all of Lincoln and state as a whole).

- The historic residential core of the area is built to an approximate density of 8.3 units per acre.
- 1/4 of the buildings in the survey area are in poor or deteriorated conditions.
- Research shows that immigrants are twice as likely to start businesses, which suggests there is a tremendous potential by focusing such programs in the neighborhood.
- According to the Lincoln Vital Signs 2015 report, the community has challenges with a very high proportion of renter-occupied households, low-median household income, deteriorating building conditions, an abundance of "slip-in" multi-family properties with little aesthetic value, many of which are negatively impacting the community's sense of place, and higher levels of crime compared to other parts of the city.
- The Residential Market Analysis conducted for the South of Downtown Revitalization Plan demonstrates that the housing market in the project area is relatively weak with housing values well-below the city average; the relative affordability of the housing stock and availability of rental units also provides much needed housing for students, immigrants, and lower-income households.
- The South of Downtown project area is home to a larger proportion of young adults and college students compared to the city as a whole.
- 15 percent of the housing units in the South of Downtown project area are vacant.
- Population density is significantly higher in the South of Downtown project area compared to the city as a whole.
- Respondents preferred neighborhoods with a greater range of transportation options, especially those where they can reach key destinations, such as schools, parks, and on foot.
- A retail survey found that sixty percent of American adults prefer a neighborhood where they can walk to nearby shopping and businesses, and 52 percent would be willing to live in a house with a smaller lot if the neighborhood was walkable. Despite this preference, 42 percent feel there are "too few" shops, services or restaurants within an easy walk of their house, suggesting that demand for these types of places exceeds supply.
- The Residential Market Analysis conducted for the South of Downtown Revitalization Plan demonstrates that the housing market in the Plan area is relatively weak with housing values well-below the city average; on the other hand, the relative affordability of the Plan area housing stock and availability of rental units also provides much needed housing for students, foreign immigrants, and lower-income households.
- Though rents in the project area are considered affordable on a price per square foot basis, the quality and condition of the units vary greatly.
- In 2016, there were approximately 575 vacant units in the project area in various conditions, which could accommodate a portion of the future demand for housing through move ins, renovation, or redevelopment.
- According to Environmental Systems Research Institute (ESRI), there were 7,303 households in Downtown and the South of Downtown project area in 2014, which represents just under 8 percent of the total households in the city of Lincoln. Of these households, over 55 percent earn less than $25,000 per year and, on average, these households pay 35% or less of their salary towards housing. Therefore, a household that earns $20,000 per year should be expected to pay around $580 per month on rent.
- Whether perceived or actual, crime can be very detrimental to the overall marketability of a neighborhood. The police department has been proactive in reducing crime, but the project area still has more incidents of crime compared to other parts of the City. Nearly 10 percent of the total personal crime in Lincoln occurred in the South of Downtown project area, while the project area only represents 2.1 percent of the city's population.
- The Retail Market Gap Analysis for the South of Downtown area indicates preferences

for grocery stores, general merchandise, hardware, and other retail need based stores.

- Households are getting smaller, thus requiring less living space. This trend has occurred nationwide and in Lincoln. There is a growing preference for housing in centrally-located areas and many households have expressed a willingness to trade living space for more convenient access to employment, recreational amenities, and retail.
- Recent high apartment acquisitions in the South of Downtown neighborhood over the last several years --higher than what is normally suggested by the current rents and the available cash flow to properly maintain the properties.
- The traditional southern portion of Downtown area between is active between 8 AM to 5 PM, but lacks activities and eyes on the street after 6 PM at night. This lack of South Downtown activities then makes it more difficult for the residents of South of Downtown to access and feel safe traveling back and forth.
- There are too many properties that are either vacant, in major disrepair or have problem tenants engaged in illegal or improper activities that discourage new investment and redevelopment.
- The new Americans and immigrants are living in substandard and crowded conditions which impact surrounding properties.
- Lincoln banks and lending institutions could be doing more to help the South of Downtown neighborhood through the Community Resources Act (CRA). It was noted that only one Lincoln lending institution had an "Outstanding" rating; all others had a "Satisfactory" CRA rating.
- Due to past platting practices and ownership patterns, there are very few sizeable lots that can be assemble parcels for redevelopment purposes.
- Approximately 18% of the existing platted residential lots in the neighborhood are "postage stamp" size—too small-- and 3% of the platted lots are "toothpick"—excessively narrow in width. These very small and/or narrow width lots are extremely difficult to redevelop under the City zoning and subdivision ordinances.
- There are not enough local neighborhood retail and services available to the South of Downtown residents. The area needs mixed-use zoning.

Finance Investment Subcommittee Key Issues

The Subcommittee was asked to study the following five key issues that were identified by the South of Downtown Coalition Steering Committee:

1. Maintenance and upkeep of residential housing stock and the need for more affordable housing
2. Zoning and Land Use Regulations and Incentives
3. Economic opportunity
4. Actual and perceived sense of safety
5. South of Downtown Community Development Organization (CDO)

Finance Investment Subcommittee Recommendations

As part of the issue discussions, the Subcommittee was asked to review the following key issues that were identified by the H-3 Plan, door to door interviews and neighborhood meeting and celebration gatherings. In addition, the Subcommittees were given the opportunity to add and/or refine the strategies.

Next, the Subcommittee completed a prioritization process by each attending member selecting and prioritizing his or her top six listed imperative strategies under each of the key five issue areas. The Subcommittee members' individual prioritizations were then tabulated, presented and discussed by the Subcommittee to determine whether the results were a fair general consensus of the Subcommittee. The following is the Subcommittee's overall prioritization of the most imperative strategies (the higher the number in parentheses, the higher the priority):

Maintenance and upkeep of residential housing stock and the need for more affordable housing:

Potential Imperative Strategies:

- (9) Leverage existing affordable housing development programs, renters and homeownership (LIHTC, HOME, NAHTF, and CDBG) to develop and/or rehabilitate quality affordable housing in the neighborhood
- (9) Properties vacant for over a year with no ongoing work should be placed on the problem properties list
- (8) Create a small TIF program for affordable housing
- (6) Implement a Community Land Trust, including potential fund to allow renters to have earned an amount of equity after 5 to 10 years
- (6) Improve alley appearance including lighting and trash collection
- (5) Focus on specific problem properties
- (3) Expanded rental registration/inspection programs
- (3) Create residential façade and ADA enhancement program (Safety)
- (2) Seek LES funds for landlords to improve energy efficiencies for rental units
- (2) Seek PACE assessment funds for landlords to improve energy efficiencies for rental units
- (1) Amend building code to require that mold be abated
- (1) More City inspectors

Zoning and Land Uses Regulations and Incentives:

Potential Imperative Strategies:

- (8) Adopt mixed-use PUD in the north portion of the neighborhood, including specific spaces having mix-uses (e.g., technology in the morning, restaurant at night)
- (8) Allow work/live as an allowable zoning land use
- (7) Increase angled and parallel on-street parking on both sides of the street in order to maximize available parking
- (6) Down zone the high residential zones (R-8, R-7 and R-6) to R-4 to help preserve existing buildings
- (5) Loosen up the grandfather provisions for zoning and building codes
- (3) Expand Cooperative Housing through zoning regulations, including allowing more than 3 or more unrelated persons living in a cooperative housing dwelling unit
- (3) Increase parking enforcement and explore a parking and permit program or parking management districts
- (2) Expand allowable home occupation square footage
- (0) Determine if the 2015 International Existing Building Code should be adopted

Economic opportunity:

Potential Imperative Strategies:

- (6) Create a neighborhood education, child care and employment training center and more "hands on skill training"
- (6) Develop business incubator spaces
- (5) Foster the role of anchor institutions in community and economic development (e.g., Churches, Community Learning Centers, School Neighborhood Advisory Council (SNAC), PTO)
- (4) Develop affordable wireless communication in the neighborhood
- (3) Repurpose portions of the F Street Community Center (ResCare, computer labs, job fairs, educational kitchen, etc.)
- (3) Expand microlending that provides smaller loans (generally less than $50,000) for small businesses to support operations and capital costs
- (3) Develop expanded child care and public transportation hours and routes

- (3) Identify and eliminate barriers to employment (e.g., language, child care literacy, health)
- (2) Create health worker training center with Lincoln's health care funders and providers (e.g., Tabitha, Bryan Health, Community Health Endowment)
- (2) Expand the effort to work with existing businesses to recruit neighborhood residents
- (2) Develop neighborhood social, heath and economic metrics
- (2) Establish pop-up learning labs (e.g., coding, welding, etc.)
- (2) Increase locally sourced food such as community gardens
- (1) Develop more Bridges Out of Poverty programs in the neighborhood
- (0) Develop a local delivery service for neighbors (e.g., restaurant, grocery stores, etc.)

South of Downtown Community Development Organization (CDO):

Potential Imperative Strategies:

- (6) Seek diverse relationships from foundations, corporations and government to increase awareness of funding opportunities
- (6) Work with compatible partners to enhance outreach efforts and problem solving
- (5) Recruit high capacity board members and volunteers to bring in new ideas, more energy and cut staffing costs
- (4) Implement a never-ending strategic planning process of what the neighborhood needs
- (4) F Street Community Center should be a one-stop shop for information and services and a gateway for the immigrant community
- (3) Compose and deliver an effective vision and solution message to your constituents and prospective donors
- (3) Establish outcome measurements to be sure results are being achieved
- (2) Build relevant programs that are needed and service your constituents
- (2) Diversify funding sources
- (2) Create special district to levee increased revenues from property owners to fund neighborhood management and promotion activities
- (1) Marketing the CDO's passion, vision and mission and how well the CDO does it
- (0) Evaluate fundraising cost vs fundraising income
- (0) Figure out when it makes sense to outsource

Actual and perceived sense of safety:

Potential Imperative Strategies:

- (9) Policing for crime prevention and building relationship with police officers
- (9) Increase street, alley and pedestrian lighting and unwanted vegetation
- (8) Increase School Neighborhood Advisory Council (SNAC), community learning center and other school-based programming
- (6) Reduce crime through urban design and improvements
- (4) Determine if the 2015 International Existing Building Code should be adopted
- (3) Improve regular alley maintenance
- (3) Improve alley appearance including lighting and trash collection
- (2) Develop a Silent Complaint System and Hot Line
- (2) Increase safety classes and the number of "safe houses"

A.5 HUMAN AND CULTURAL RESOURCES SUBCOMMITTEE ROSTER AND REPORT

Human and Cultural Services Subcommittee Roster

MEMBER NAME	ORGANIZATION
Michelle Suarez	Prosper Lincoln
Doug Kasparek	F Street Community Center
Jeff Heerspink	F Street Community Church
Lisa Janssen	Gathering Place
Grant Daily	NeighborWorks Lincoln
Sam Hasan	CenterPointe
Jacob Grell	CenterPointe
Captain Michon Morrow	Lincoln Police Department
Carl Eskridge	City Council Member
Nola Derby-Bennett	CLC Director
Sheila Dorsey Vinton	Asian Community & Cultural
Lourdes Almazan	Everett Elementary Family Literacy
Sara Rips	Nebraska Legal Aid
April Kirkendall	Nebraska Legal Aid
Teresa Harms	Clinic with a Heart
Pastor Dan Wing	Trinity Lutheran

STAFF NAME	ORGANIZATION
Shawn Ryba	South of Downtown Community Development Organization
Isabel Salas	South of Downtown Community Development Organization

Introduction

The South of Downtown Human and Cultural Services Subcommittee is generally compromised of schools, churches, cultural centers, CLCs, Police, Parks & Recreation, non-profits and service providers. Members were chosen because their office headquarters were geographically located in the focus area and/or had a significant history of offering support services to families residing in the South of Downtown. The primary themes that the subcommittee addressed included (i) what are the major challenges and future opportunities for effectively and efficiently coordinating services in the South of Downtown, (ii) what are effective strategies for communication between the numerous service providers and (iii) how to build strong resident relationships and engagement.

The subcommittee met four times over the course of a 12-month period. There was an average of 12 participants at each meeting.

Recent trends and conditions

In 2016, community stakeholders, with assistance of the H-3 Planning consultants, formulated the South of Downtown Revitalization study (the H-3 Plan). The H-3 plan compiled a wealth of planning data for the area. The subcommittee reviewed some of the key information generated from the H-3 Study and subcommittee members offered additional data, evidence and concerns:

- Despite its central location and close proximity to Downtown, 9th and 10th Streets create

significant east-west accessibility issues, especially during rush hour since these streets carry very large volumes of traffic providing direct vehicular access to I-180 at the north and Nebraska Highway to the south. This limits pedestrian access to one of the project area's primary assets, Cooper Park.

- Safety is comprised of both actual and perceived safety of an individual in the environment. Crime data from the City of Lincoln Police Department from 2013 and 2014 shows that crime, though decreasing in the South of Downtown project area, is still a concern. Maintaining a safe neighborhood has a positive effect on several aspects of the area such as property values, job development, and utilization of the neighborhood.
- The South of Downtown project area is headed in the right direction as crime has decreased in the last two years.
- Whether perceived or actual, crime can be very detrimental to the overall marketability of a neighborhood. The police department has been proactive in reducing crime, but the project area still has more incidents of crime compared to other parts of the city. Nearly 10 percent of the total personal crime in Lincoln occurred in the South of Downtown project area, while the project area only represents 2.1 percent of the city's population.
- Respondents preferred neighborhoods with a greater range of transportation options, especially those where they can reach key destinations, such as schools, parks, and retail, on foot.
- The National Recreation and Park Association (NRPA) recommends an average of 10 acres of park space per 1,000 population. The Lincoln-Lancaster 2040 Comprehensive Plan targets set to maintain ratios of 1.3 acres of Neighborhood Parks (4-6 acre parks) per 1,000 residents.
- Current use of existing parks is extremely low due to residents' perception of safety in traveling to the parks along with perceived personal safety while using the parks.

Human and Cultural Subcommittee Key Issues

The subcommittee was asked to study and discuss the following two key issues that were identified by the South of Downtown Coalition Steering Committee:

1. Actual and perceived sense of safety
2. Recreational opportunities

Human and Cultural Services Subcommittee Recommendations

As part of the issue discussions, the subcommittee was asked to review the following key issues that were identified by the H-3 Plan, door-to-door interviews, neighborhood meetings and celebration gatherings. In addition, the subcommittee was given the opportunity to add and/or refine the strategies.

Next the subcommittee completed a prioritization process by each attending member selecting and prioritizing their top five listed imperative strategies under each of the two issue areas. The subcommittee members' individual prioritizations were then tabulated, presented and discussed by the subcommittee to determine whether the results were a fair general consensus of the subcommittee. The subcommittee also identified potential champions for the top five imperative strategies. The following is the subcommittee's overall prioritization of the most imperative strategies (the higher the number in parentheses, the higher the priority):

Actual and perceived sense of safety

Safety comes in many forms, ranging from safe housing to personal safety. Whether perceived or actual, building code violations and crime can be detrimental to the overall marketability of the neighborhood. Many dwellings are constructed and maintained in a safe manner, while others have serious building code violations that risk personal safety. Due to petty crime and present illegal activity, the area is perceived by some as unsafe. Based on crime incident data from the Lincoln Police Department, there is a far greater concentration of some crimes in the area compared to other parts of the city. Part of what is contributing to this actual and perceived crime is problem properties, deteriorating conditions, unemployment/under employment, a large

transient population, and a lack of street and building maintenance.

Potential Imperative Strategies:

- (2) Determine if the 2015 International Existing Building Code should be adopted
- (6) Increase School Neighborhood Advisory Council (SNAC), community learning centers and other school-based programming
- (10) Policing for crime prevention and building relationship with police officers
- (3) Develop a Silent Complaint System and Hot Line
- (9) Improve regular street, alley, and pedestrian maintenance and appearance, unwanted vegetation, and trash collection
- (3) Reduce crime through urban design and improvements
- (3) Increase safety classes and the number of "safe houses"

Recreational Opportunities

Cooper Park is an asset to the community and there are plans to upgrade it in the near future. But as the only park nearby, it is not capable of fully serving the needs of the surrounding population. In general, the neighborhood suffers from a shortage of accessible and usable greenspace, community gardens, and recreational facilities that allow for the kind of multipurpose, multigenerational and active community spaces that urban neighborhoods demand.

Potential Imperative Strategies:

- (10) Increase community gathering areas and green spaces to enhance neighborhood rehabilitation
- (4) Develop a plan to preserve as many of the current healthy older trees and a detailed plan for replacing them
- (8) Maximize community learning center, playground and open space opportunities at McPhee and Everett Schools and F Street Community Center
- (1) Add benches in right of way spaces, bus stops, and other publicly accessible spaces

A.6 PROPERTY OWNER SUBCOMMITTEE ROSTER AND REPORT

Property Owner Subcommittee Roster

MEMBER NAME	ORGANIZATION
David Schmidt	
William Wood	
Clay Smith	Speedway Motors
Loy Todd	Nebraska New Car and Truck Dealers Association
Chip Romjue	
Ben Harris	Hormel Harris Foundation
Cole Maranville	Maranville Properties, LLC
Case Maranville	Maranville Properties, LLC
Grant Daily	NeighborWorks Lincoln, South Salt Creek Resident
Jeff Keidel	Senika Properties

STAFF NAME	ORGANIZATION
Shawn Ryba	South of Downtown Community Development Organization
Kent Seacrest	Seacrest & Kalkowski, PC, LLO

Introduction

The South of Downtown Property Owner Subcommittee is generally comprised of larger property owners and business leaders in the South of Downtown neighborhood. Members were chosen because they had a significant history of investing and redeveloping in the South of Downtown neighborhood. The primary themes that the Subcommittee addressed included—(i) what are the major challenges and future opportunities for property investors in the South of Downtown area and (ii) what changes or strategies could be implemented to encourage more investment and rehabilitation of their current properties. The Subcommittee met four times over the course of a six month period. Subcommittee attendances was sporadic.

Recent trends and conditions affecting ownership in South of Downtown

In 2016, community stakeholders, with the assistance of H-3 Planning Consultants, formulated the South of Downtown Revitalization Plan (the H-3 Plan). The H-3 Plan compiled a wealth of planning data for the area. The Subcommittee reviewed some of the key information generated from the H-3 Plan and Subcommittee members offered additional data, evidence and concerns:

- Roughly 93 percent of occupied housing in the South of Downtown area is renter occupied compared to 48 percent in the city as a whole.
- The median household income in the project area ($20,826) is less than half of the median household income for the city of Lincoln ($49,159). Also, over 30 percent of households in the project area earn less than $15,000 per year (double the percent of households in all of Lincoln and state as a whole).
- Foreign immigrants make up 20 percent of the South of Downtown area population, compared to 7.6 percent of Lincoln's population. According to the U.S. Census, around 64 percent of foreign immigrants in the South of Downtown area do not speak English "very well", and this language barrier can often serve as an impediment to employment opportunities and economic mobility.

- 1/4 of the buildings in the survey area are in poor or deteriorated conditions.
- The South of Downtown project area is home to a larger proportion of young adults and college students compared to the City as a whole.
- 44 percent of the South of Downtown project area housing stock was built before 1940.
- Population density is significantly higher in the South of Downtown project area compared to the city as a whole.
- In the case of the project area, given high tenant turnover and low achievable rents, many owners/landlords do not have the incentive or financial means to adequately maintain or invest in their properties. This may be one of the reasons why the vacancy rate is so high (15 percent).
- The presence of the University of Nebraska, like many universities nationwide, has led to the development of student-friendly neighborhoods where a number of destinations can be accessed without a car.
- High rates of turnover rate puts added wear and tear on rental properties and hinders long-term community planning efforts since residents are not vested in the neighborhood.
- The Residential Market Analysis conducted for the South of Downtown Revitalization Plan demonstrates that the housing market in the Plan area is relatively weak with housing values well-below the city average; on the other hand, the relative affordability of the Plan area housing stock and availability of rental units also provides much needed housing for students, foreign immigrants, and lower-income households.
- The challenge for affordable housing in the South of Downtown area is that the existing average rents do not generate sufficient income to property owners for capital and major maintenance investments in properties. As a result, properties are typically outdated or in need of deferred maintenance. This inability to be able to make upgrades properly or in a timely manner necessarily has a negative impact on property value growth, rents, and prohibits long-term economic sustainability.
- Though rents in the project area are considered affordable on a price per square foot basis, the quality and condition of the units vary greatly.
- Safety is comprised of both actual and perceived safety of an individual in the environment. The South of Downtown project area is headed in the right direction as crime has decreased in the last two years.
- Households are getting smaller, thus requiring less living space. This trend has occurred nationwide and in Lincoln. There are large numbers of millennials who tend to prioritize lifestyle, experience, and flexibility and often gravitate towards mixed-use, walkable/bike-able urban environments as opposed to single-family suburban areas.
- There are too many properties that are either vacant, in major disrepair or have problem tenants engaged in illegal or improper activities that discourage rehabilitation and reinvestment.
- If there was more senior housing throughout Lincoln, it would provide more housing choices for younger generation homeowners and renters.
- Alleys are generally unsightly, in disrepair and unsafe for abutting residents.
- City lacks housing enforcement and infrastructure monies.
- Too many people need motor vehicles to get to their jobs. The neighborhood should have more job training and employment opportunities.
- There needs to be more economic development incentives provided for rehabilitation and redevelopment of property north of “E” Street. This would generate additional property taxes and sales taxes.
- Gentrification is not the real potential problem, it is displacement of residents.

Property Owner Subcommittee Key Issues

The Subcommittee was asked to study and discuss the following five key issues that were identified by the South of Downtown Coalition Steering Committee:

1. Maintenance and upkeep of residential housing stock and the need for more affordable housing
2. Neighborhood blight and deterioration
3. Zoning and Land Use Regulations and Incentives
4. Actual and perceived sense of safety
5. South of Downtown Community Development Organization (CDO)

Property Owner Subcommittee Strategy Recommendations

As part of the issue discussions, the Subcommittee was asked to review the following key issues that were identified by the H-3 Plan, door to door interviews and neighborhood meeting and celebration gatherings. In addition, the Subcommittees were given the opportunity to add and/or refine the strategies.

Originally the Subcommittee was supposed to complete a prioritization process by each member selecting and prioritizing his or her top five listed imperative strategies under each of the key five issue areas. However, at the applicable Subcommittee meeting, there were only three members in attendance. Instead, the Subcommittee members elected to have a general discussion on the potential strategies and note certain additions or comments in red to the strategies with the most merit:

Maintenance and upkeep of residential housing stock and the need for more affordable housing:

Potential Imperative Strategies:

- Implement a Community Land Trust, including potential fund to allow renters to have earned an amount of equity after 5 to 10 years; should be done; would be helpful to improve affordable housing; enable mixed income neighborhoods if the neighborhood would ever attract more higher income residents.
- Create a small TIF program for affordable housing; good idea.
- Focus on specific problem properties. Highest priority; speed up the process; seek legislation; limit time period for action to a year; if property is beyond repair, then remove and create parking opportunities and revenues; some properties have been vacant for over 5 years.
- Improve alley appearance including lighting and trash collection; this is a big problem and hurts rental opportunities.
- Properties vacant for over a year with no ongoing work should be placed on the problem properties list; very important.
- Expanding new senior housing would free up dwelling units for the rest of the citizens.

Neighborhood blight and deterioration:

Potential Imperative Strategies:

- Increase code enforcement resources; City needs to improve in this area.
- Create a tax increment district to "remove blight and stimulate investment in deteriorating areas"; a positive idea.
- Increase pedestrian scale lighting and start with 11th Street as a pilot project; lighting, or lack of safe lighting, is a real detriment to actual and perceived safety.
- Seek nonprofit organizations and philanthropic funds for project, program and technical assistances; government needs to do more, but so do the nonprofit and for profit organizations.
- Identify closer to home infrastructure improvements, maintenance and signage, including but not limited to sidewalks, pedestrian crosswalks and stop-walks, road and bike lane surfaces, markings, leaf removal and potholes (e.g., repave 11th Street and other right of ways); this should be one of the City's and utility companies highest priorities; this would increase people's confidence to invest in the neighborhood.

Zoning and Land Uses Regulations and Incentives:

Potential Imperative Strategies:

- Adopt mixed-use PUD in the north portion of the neighborhood, including specific spaces having mix-uses (e.g., technology in the morning, restaurant at night); high priority; would increase job opportunities; encourage technology development; would attract millennials; mixed use zoning would encourage rehabilitation; focus on the north half of the neighborhood nearest downtown.
- Expand allowable home occupation square footage; good idea.
- Increase angled and parallel on-street parking on both sides of the street in order to maximize available parking; the neighborhood, especially the north portion, has a parking problem; the State of Nebraska needs to address its parking shortages; in select streets without many driveway approaches, there would be adequate room to provide angle parking and still have adequate green spaces.
- Allow work/live as an allowable zoning land use; this is a winner to increase job opportunities and expand resident's income.
- Loosen up the grandfather provisions for zoning and building codes; good idea.
- Increase parking enforcement and explore a parking and permit program or parking management districts; lack of parking in the neighborhood is harmful to future rehabilitation and investments.
- Incentivizing properties north of "E" Street as an economic development concept will bring in new businesses and sales taxes.

Actual and perceived sense of safety:

Potential Imperative Strategies:

- Determine if the 2015 International Existing Building Code should be adopted; good idea.
- Increase School Neighborhood Advisory Council (SNAC), community learning center and other school-based programming; this would help families and the neighborhood.
- Develop a Silent Complaint System and Hot Line; provide a rewards program.
- Increase street, alley and pedestrian lighting and unwanted vegetation; very important.
- Reduce crime through urban design and improvements; this is a key factor.

South of Downtown Community Development Organization (CDO):

Potential Imperative Strategies:

- Seek diverse relationships from foundations, corporations and government to increase awareness of funding opportunities; this is a key to find more resources and neighborhood successes.
- Work with compatible partners to enhance outreach efforts and problem solving; the CDO needs to expand its base and partners.
- F Street Center should be a one-stop shop for information and services and a gateway for the immigrant community; a good idea that should be implemented.
- Diversify funding sources; this must be a key objective.
- Create special district to levee increased revenues from property owners to fund neighborhood management and promotion activities; should be implemented with proper property owner outreach efforts.

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South of Downtown

REDEVELOPMENT & STRATEGIC PLAN

APPENDIX B: PROPERTIES TO BE ACQUIRED

CITY OF LINCOLN NEBRASKA

WAKE UP!
TIMBUK2

APPENDIX B: PROPERTIES TO BE ACQUIRED

Appendix B documents all Executive Orders and Director's Orders carried out as part of property acquisitions and the associated plan amendments.

CONTENTS

B.1 Plan Amendments B-4

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