

# UNIVERSITY PLACE SOUTH REDEVELOPMENT PLAN



**Prepared by:**

City of Lincoln, Nebraska  
Chris Beutler, Mayor  
Urban Development Department  
David Landis, Director

**Approved by:**

Planning Commission: May 11, 2016  
City Council: June 13, 2016

# Table of Contents

- Introduction ..... 1
- Plan Requirements..... 2
- Existing Conditions..... 3
  - o Land Use ..... 3
  - o Zoning ..... 4
  - o Parks & Recreational Facilities and Trails ..... 5
  - o Transportation..... 6
  - o Public Utilities ..... 6
  - o Historic Significance ..... 7
  - o Blight & Substandard Determination Study ..... 7
  - o Identified Issues ..... 9
- Redevelopment Plan..... 11
  - o LPlan 2040: Guiding Principles..... 11
  - o University Place South Redevelopment Activities..... 12
  - o Statutory Elements..... 14
  - o Cost Benefit Analysis ..... 14
  - o Future Land Use ..... 16
  - o Redevelopment Process..... 16
  - o Conformance with Comprehensive Plan ..... 17
  - o Financing..... 17
- Appendix A: Property ID's & Legal Descriptions..... 19

## List of Exhibits

- Exhibit 1: University Place South Redevelopment Area..... 1
- Exhibit 2: Current Land Use ..... 3
- Exhibit 3: Current Zoning ..... 4
- Exhibit 4: Parks, Recreation Facilities & Trails ..... 5
- Exhibit 5: 48<sup>th</sup> & Holdrege Project Area & Conceptual Site Plan ..... 13
- Exhibit 6: Proposed Future Land Use ..... 16

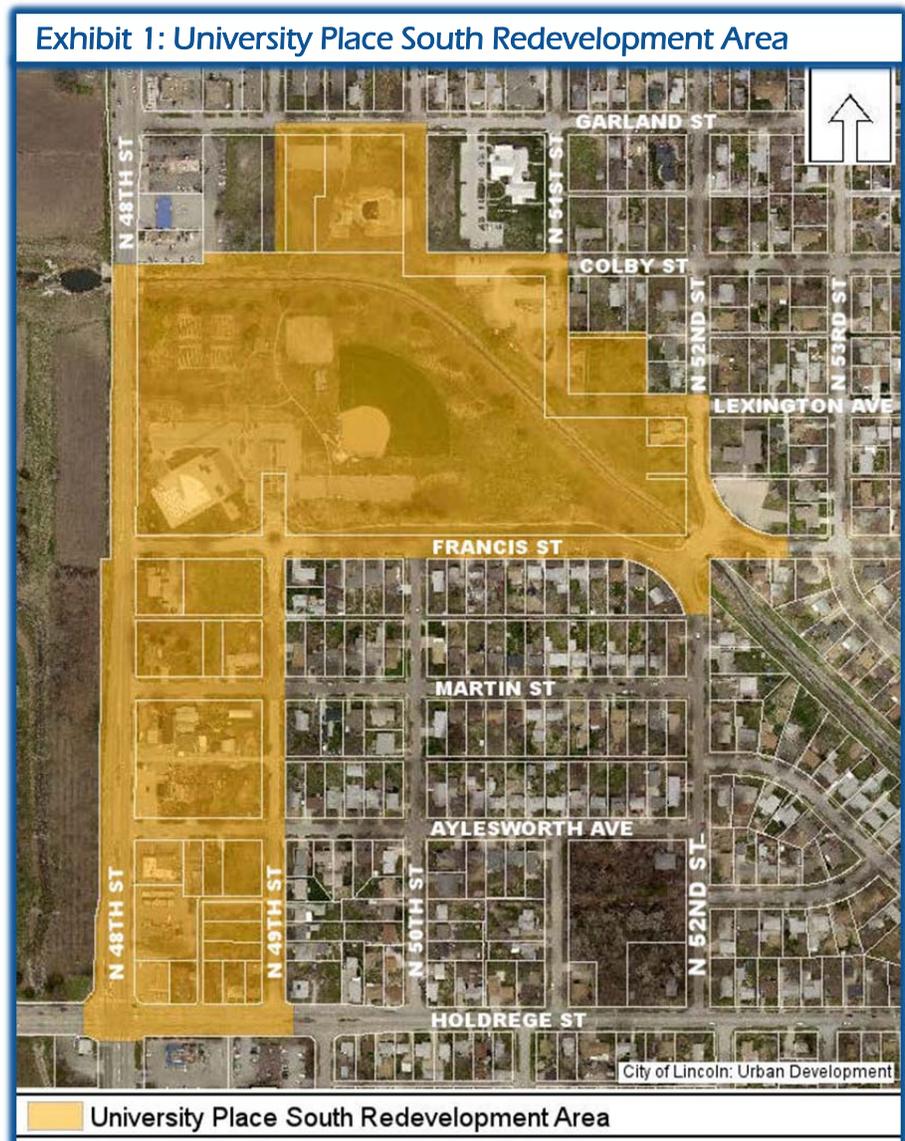
# UNIVERSITY PLACE SOUTH REDEVELOPMENT PLAN

## Introduction

The *University Place South Redevelopment Plan* is a guide for redevelopment activities within the Redevelopment Area. Exhibit 1 shows the location of the area within the context of the city of Lincoln. The southern boundaries are generally Holdrege Street between 48th Street and 49th Street, and Francis Street between 49th Street and North 52nd Street. North of Francis Street, the boundaries are generally the boundaries of the University Place Park. The area is adjacent to and south of an area included in the *University Place Redevelopment Plan* that was adopted by the Lincoln City Council in December 7, 1998, as amended. The area covers approximately 37 acres: the largest percentage is park/open space (57.3%) followed by commercial (10.3%). The area's legal description is found in Appendix A.

The Redevelopment Area has shown signs of decline over the last several years. Operating businesses have closed. The existing development, structures, and public facilities and utilities are old and in need of updating. Identifying the need to redevelop this area led to a *Blight and Substandard Determination Study*, which confirmed the number and degree of blighting and substandard factors. The Study was completed in March 2016.

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 *University Place South Redevelopment Plan* provides a guide for public and private partners as redevelopment efforts move forward.



## Plan 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;
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 University Place South 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.

## Existing Conditions

### Land Use

The University Place South Redevelopment Area consists of approximately 37 acres of land. The largest amount of land, approximately 21.2 acres, is park/open space, followed by commercial uses, approximately 3.8 acres. The largest tract of park/open space is located east of 48th Street and north of Francis Street, which houses University Place Park. The park includes the University Place Municipal Pool, the Lincoln Horseshoe Club facility, playground and picnic shelter, tennis/basketball courts and open space recreational areas. The majority of commercial uses are located along 48th Street between Francis Street and Holdrege Street. The primary commercial uses include the vacant

Tastee Inn & Out restaurant and the vacant OP Hardware Store. The area also contains single family residential uses, approximately 1.9 acres, including seven single family dwellings that average 91 years of age.



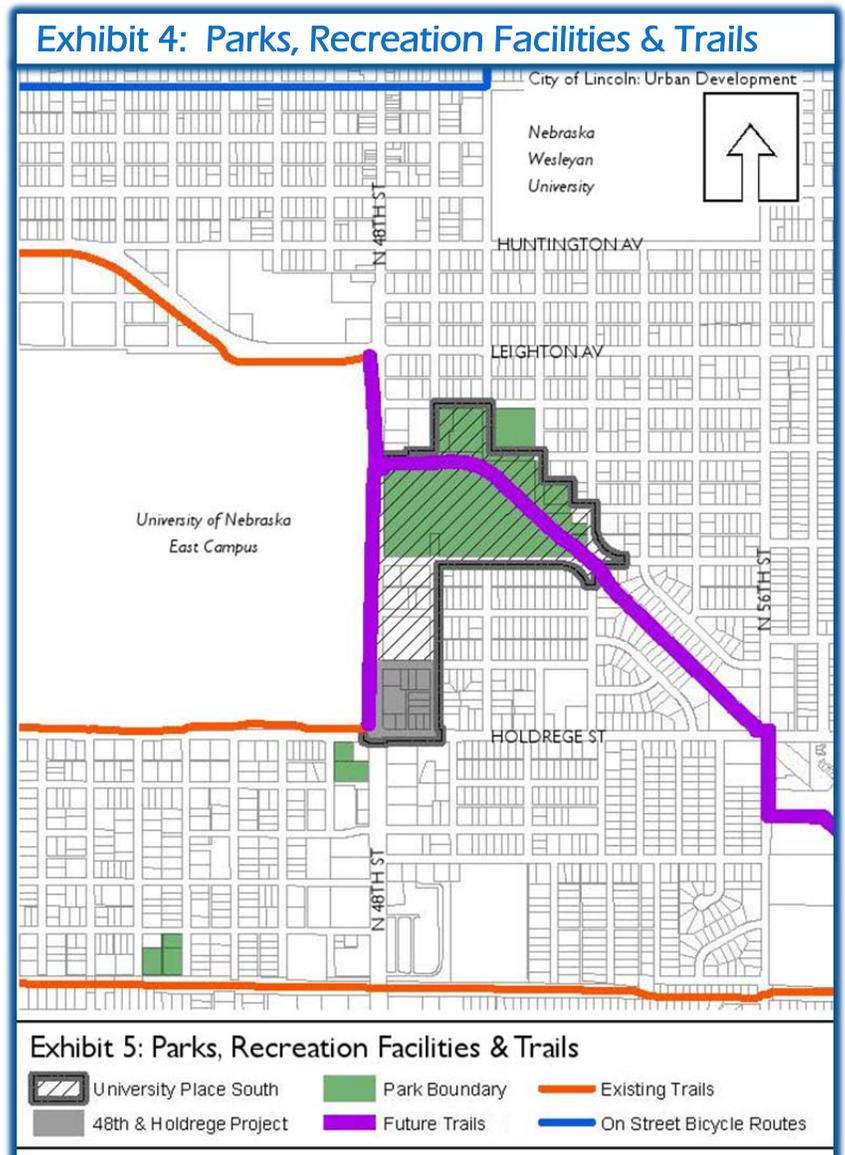


is intended that this district be limited to previously platted portions of the city already undergoing substantial development, thereby preserving existing low-density residential development.

- **O-2 Suburban Office:** This district is intended to provide a redeveloping area, primarily of office uses in those suburban areas previously zoned O-1 Office District and those fronting the same street, with the same side lot lines and within 150 feet of the following districts: B-1, B-3, B-4, H-2, H-3, and I-1. This district is intended as a transition zone where it abuts the previously mentioned districts.
- **B-1 Local Business:** This district is intended to provide a stable area of local retail relating to existing communities and existing neighborhoods. It provides for functional business uses to serve those communities and neighborhoods. Dwellings are permitted only above the first floor.
- **H-2 Highway Business:** This is a district for a redeveloping area intended to provide business and services oriented to major arterial streets. It provides for those uses usually found in neighborhood business areas, plus a limited number of additional uses, such as auto repair garages, mini-warehouses, and auto sales.

### *Parks and Recreational Facilities and Trails*

- **Trails:** There are various all-weather, multi-use trails located in the area, including trails around and through UNL’s East Campus located to the west of the Redevelopment Area. Additionally, the MoPac Trail West is located approximately one-third of a mile south of the area, which has a paved surface and extends from 84 Street to UNL City Campus.
- **Parks:** The University Place Park is located on the north portion of the Redevelopment Area, which is approximately 21.2 acres in size. The Park has had much of the facilities upgraded, including the pool, baseball bleachers, lighting and backstop, and walking/hiking bridge across the creek to the playground. However, the tennis and basketball courts and the horseshoe areas are in need of upgrade and replacement of equipment.



## *Transportation*

- **Traffic** There are two major roadways bordering the Redevelopment Area: 48th Street to the west and Holdrege Street to the south. The City's Capital Improvement Program envisions a potential future resurfacing project.
- **Access and Parking Issues:** Access to the area from 48th Street on the west is available at the following three locations: (1) Francis Street, (2) Martin Street, and (3) Aylesworth Avenue. However, a raised concrete median located on 48th Street prevents southbound traffic from accessing the area at Aylesworth Avenue. Access to the area from the east is available along 49th Street at (1) Francis Street, (2) Martin Street, and (3) Aylesworth Avenue, and along North 51st Street and North 52nd Street.

Several privately owned concrete, asphalt or gravel surfaced parking areas and driveways are in fair to poor condition. Approximately 45 percent of the existing sidewalks, driveways and off-street parking areas are deteriorating or dilapidated. One of the four parks and recreation parking lots and all six of the commercial parking lots are substandard and dilapidated, with surfaces in need of paving.

- **Public Transportation:** Star Tran, Lincoln's bus system has a route that runs along Holdrege Street from 33<sup>rd</sup> to 70th. However, Star Tran serves the surrounding area, including various bus stops on or near UNL's East Campus which is located directly west of the Redevelopment Area.
- **Street Conditions:** Street conditions within the area are in good to excellent condition. Only one parcel fronts on a street that is in substandard conditions.
- **Sidewalk and Pedestrian Activity:** Approximately 45 percent, or 17 of the 32 parcels were identified as having sidewalks in fair or poor condition. Except for the 48th Street and Holdrege Street intersection, there are no other effective pedestrian/vehicular safety control devices within the Redevelopment Area.
- **Street Layout:** The street pattern within the Redevelopment Area generally consists of a standard grid-iron plan. The large parcel of land on which the University Place Park is located lacks an interior street system. Deadman's run located near the north/northeast of the Redevelopment Area may limit land accessibility and future development.

## *Public Utilities*

- **Water and Sanitary Sewer Systems:** The majority of the water and sewer mains within the redevelopment area are appropriately sized. The issue is that the water, sanitary sewer and storm water mains are all at least 45 years of age, with the oldest segments constructed over 70 years ago. As underground mains and privately owned and maintained service lines age, more frequent maintenance and repair will be needed.
- **Watershed Management:** Deadman's Run is a major tributary to Salt Creek and runs west through University Place Park. Local drainage in the redevelopment area is toward Deadman's Run through urban underground drainage systems from the south and through a combination of overland flow, a ditch and an urban underground drainage system from the north. Deadman's Run has a floodplain and floodway. The floodway covers most of the park area and the floodplain covers the remainder of the park area as well as a portion of the redevelopment area south of Francis Street. Future redevelopment will need to take into account the floodplain and any improvement within the floodway is unlikely. Stormwater quality standards are in effect and any redevelopment that disturbs an acre or more of ground must include facilities for stormwater quality standards.

There are no current plans to update, rehabilitate or enhance any of the existing urban drainage systems in this area. The Corp of Engineers in partnership with the Lower Platte South Natural Resources District (LPSNRD) and the City of Lincoln has an on-going study to improve Deadman's Run for the purposes of reducing the floodplain and floodway. The current concept for reducing the floodplain and floodway indicate that they will be reduced, but not to the extent that eliminates the 100 year flood.

- **Electrical/Street Lighting:** The street lights along 48<sup>th</sup> Street are all fed underground, while most of the collector streets are fed with overhead wiring. Construction in the area is currently underway on an overhead rebuild. Many of the poles in this area will be or have already been replaced due to age; the location of the facilities is adequate at this time. Four street lights were converted to LED's within the redevelopment area.

### *Historical Significance*

There are no historic properties or areas of historic significance in the Redevelopment Area.

### *Blight & 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. The *University Place South Redevelopment Area Blighted and Substandard Study* was undertaken to determine whether existing conditions warrant designation of the Area as blighted and substandard. The Study includes formal investigation of the existence and extent of blighting and substandard factors as outlined in the Nebraska Community Development Law. The Study was completed in March 2016 by Hanna:Keelan Associates, P.C.

- **Process:** The consultant's evaluation included a detailed exterior structural survey of 31 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:** All 4 of the substandard factors identified in the Nebraska Community Development Law represent a "strong presence" within the Redevelopment Area. These four factors are generally distributed throughout the Area.
  - Dilapidated/deterioration. The field survey resulted in 23 structures, or 74 percent of the 31 total structures, as being identified as in a deteriorating or dilapidated condition.
  - Age or obsolescence. Approximately 25, or 81 percent of the 31 total buildings are at least 40 years old (built prior to 1976).
  - 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.

- 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.



Seven of the 12 blight factors identified in the Nebraska Community Development law are present with a “strong presence” and reasonably distributed throughout the Area:

- A substantial number of deteriorated or dilapidated structures. A total of 23 structures, or 74 percent of the 31 total structures, were documented as deteriorating or dilapidated.
- Faulty lot layout in relation to size, adequacy, accessibility or usefulness. The development of the commercial uses located along the City Blocks south of Francis Street generally ignored the original platted lots.
- Deterioration of site or other improvements. An estimated 29 parcels, or 76 percent of the total 38 parcels, were observed to have “fair” or “poor” overall site conditions. Sixteen parcels had sidewalks in “fair” condition and an additional parcel’s sidewalk was in “poor” condition. Accordingly, a total of 44.7 percent of the parcels have substandard sidewalks.

- Improper subdivision or obsolete platting. City Blocks on the southern portion of the Redevelopment Area contain commercial buildings that were constructed with no regard for the platted lots that originally existed.

- The existence of conditions which endanger life or property by fire or other causes. The Redevelopment Area contains the existence of wood buildings and masonry buildings containing



combustible elements and fixtures. Additionally, portions of the Area have water mains that were constructed of obsolete materials, are over 45 years old, with some over 70 years old, and that are undersized by current engineering standards.



- Other environmental and blighting factors. Other environmental and blighting factors in the Area include economically and socially undesirable land uses with functional and economic obsolescence. The Area contains buildings that are deteriorating with outmoded infrastructure and buildings that are dilapidated and too small to support modern uses or needs.
- One of the required five additional blighting conditions. The estimated average age of the residential properties is 91 years and the average age of the commercial buildings is 65 years.

The blight factors determined to have a “reasonable presence” are:

- Existence of defective or inadequate street layout. The Area contains a lack of existing sidewalks, with 44.7 percent of those existing sidewalks being in “fair” or “poor” condition. Additionally, the Area lacks effective pedestrian/vehicular safety devices.
- Insanitary or unsafe conditions. The Area contains deteriorating and dilapidated buildings that are over 40 years old and segments of water and sewer mains and privately owned service lines that were constructed with outmoded materials and that are in need of replacement.

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 in the exercise of police power and cannot be dealt with effectively by the ordinary operations of private enterprise without the aids provided in the Nebraska Community 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 and declared the area Blighted and Substandard on May 9, 2016.

### ***Identified Issues***

Based on the review of existing conditions, the following issues and concerns were identified and should be considered in conjunction with the Guiding Principles of this document (in the next section) to provide a framework for determining projects in the Redevelopment Area:

- Approximately 74 percent of structures surveyed are dilapidated or deteriorating with major defects.
- Approximately 45 percent of the existing sidewalks, driveways and off-street parking areas are deteriorating or dilapidated. One of the four parks and recreation parking lots and all six

of the commercial parking lots are substandard and dilapidated, with surfaces in need of paving.

- Approximately 45 percent, or 17 of the 32 parcels were identified as having sidewalks in fair or poor condition.
- Except for the 48th Street and Holdrege Street intersection, there are no other effective pedestrian/vehicular safety control devices within the Redevelopment Area.
- The development of the commercial uses located along the City Blocks south of Francis Street generally ignored the original platted lots.
- The tennis and basketball courts and the horseshoe areas at University Place Park are in need of upgrade and replacement of equipment.
- Star Tran, Lincoln's bus system has a route that runs along Holdrege Street from 33<sup>rd</sup> to 70th, but does not have a bus stop located within the Redevelopment Area.
- Segments of water and sewer mains and service lines that serve the Redevelopment Area are over 45 years old, with some segments being over 70 years old. Public Works Staff 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.
- A portion of the Redevelopment Area is in the floodplain.
- A Blight and Substandard Determination Study determined that factors are present to warrant the blight and substandard designation. Issues include aging and deteriorated structures and infrastructure, inadequate lot layouts, and fair to poor overall site conditions.

# Redevelopment Plan

## *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.

The relevant principles listed below are taken directly from **LPlan 2040** and will be used as a guide for redevelopment activities in combination with the concerns identified in previous sections of the *University Place South Redevelopment Plan*.

### **Business & Economy**

- Focus primarily on retention and expansion of existing businesses; attracting new business should also be encouraged.
- Seek to efficiently utilize investments in existing and future public infrastructure to advance economy.
- Strive for predictability for neighborhoods and developers.
- Encourage commercial areas and limited industrial areas to make available opportunities for individuals and/or organizations to raise and market local food.
- Encourage preservation or restoration of natural resources within or adjacent to commercial or industrial development.
- Encourage commercial centers to encompass a broad range of land uses with the integration of compatible land use types.

### **Mixed-Use Redevelopment**

- Target existing underdeveloped or redeveloping commercial and industrial areas in order to remove blighted conditions and more efficiently utilize existing infrastructure.
- Be located and designed in a manner compatible with existing or planned land uses.
- Encourage substantial connectivity and convenient access to neighborhood service (schools, parks, stores) from nearby residential areas.
- Help to create neighborhoods that include homes, stores, workplaces, schools and places to recreate.
- Encourage residential mixed-use for identified corridors and redeveloping Regional, Community, Neighborhood, and Mixed-Use Office Centers identified as nodes.
- Mixed-use redevelopment nodes and corridors should strive to locate:
  - Where there is existing potential for good access to transit, to enhance the public transit system by making it accessible to residents and to facilitate development of neighborhood multimodal hubs where residents can drive, bike, or walk to a transit stop, go to work, and then shop for their daily needs before they return home.
  - On at least one arterial street to help provide for traffic and utility capacity and access to transit.
  - Encourage alley access and shared driveways to parking areas in order to reduce interruptions to pedestrian traffic, to preserve on-street parking capacity, and to reduce automobile conflict points.
  - Support the preservation and restoration of natural resources.

### **Parks, Recreation and Open Space**

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.

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.

University Place Park is considered a Community Park. As stated in the Comprehensive Plan, Community Parks are typically 30 to 50 acre sites that are readily accessible from arterial streets and the commuter/recreational trail system. Community Parks may include play fields and play courts for organized sports, a playground with an accessible fall surface, facilities for day use activities including a picnic shelter and restroom, seating, walking paths, and off-street parking. Community Parks often include a swimming pool and/or recreation center. Community Parks often include activity areas consistent with those located in neighborhood parks and as a result, Community Parks may serve as the neighborhood Park for surrounding residential areas. Most of the strategies in the Comprehensive Plan pertain to new Community Parks, but the following strategies also apply to existing parks:

- Locate Community Parks on a collector or arterial street to accommodate automobile access and parking; park sites should also be readily accessible by pedestrians and bicyclists from a commuter/recreation trail.
- Community Parks should be adjacent to greenway linkages.
- Provide buffering between Community Park activities and adjacent residential areas to minimize traffic and noise impacts.
- Focus on the development and maintenance of sports fields and associated day use facilities.
- Create pedestrian connections between surrounding residential development and neighborhood-related park features such as playgrounds and park shelters.

### **Floodplain Management**

The overriding policy for the floodplain is a “No Adverse Impact” policy for the City and County, which means that the community has a goal of insuring that the action of one property owner does not adversely impact the flooding risk for other properties.

- Seek opportunities for “Best Management Practices” (e.g., Rain to Recreation, Rain Gardens, etc.) that reduce flood damages, protect water quality and natural areas, while providing for recreational and educational opportunities so as to realize multiple benefits.
- Develop project approaches which view storm water as an asset, by working with the natural topography and using wetlands, floodplains, and natural drainage corridors as natural ways to manage flood flows and storm water runoff.

### ***University Place South Redevelopment Activities***

- **Public Improvements**
  1. **Future public improvements** may include replacing aging public utilities and resurfacing and paving of substandard public streets.
  2. **Public sidewalk improvements** may include resurfacing and paving the substandard public sidewalks.
  3. **Park improvements:** Improve or replace the basketball and tennis courts and horseshoe areas at University Place Park. Resurface or pave the substandard and dilapidated parking lot in University Place Park.

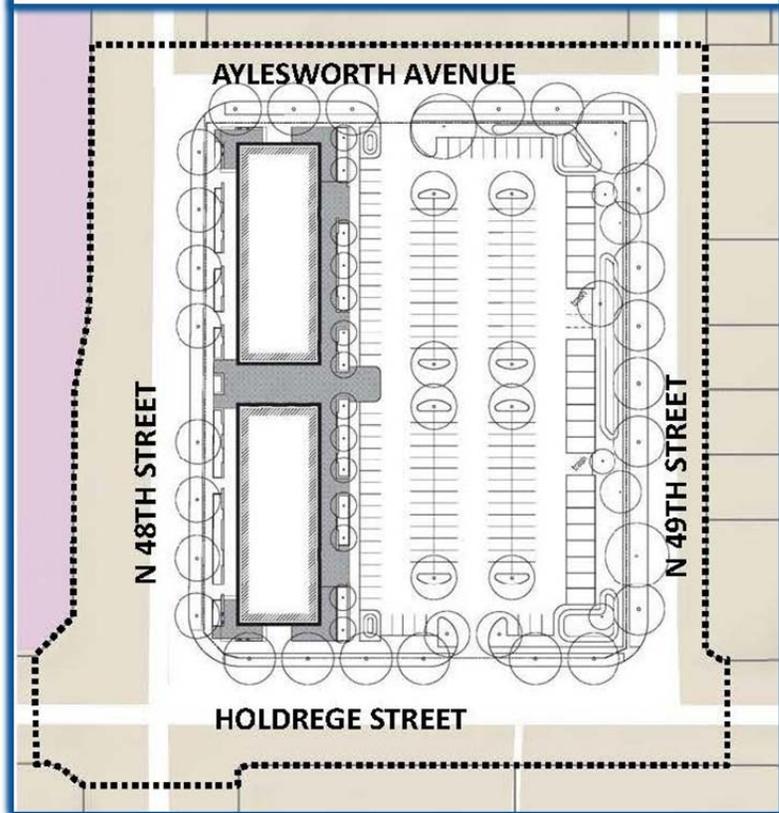
- **Private Improvements**

1. **48th & Holdrege Redevelopment Project**

The 48th & Holdrege Redevelopment Project (the “Project”) is located on the city block south of Aylesworth Avenue, north of Holdrege Street, east of 48th Street and west of 49th Street, including approximately three acres. The Project envisions a mixed-use development with approximately 98 market-rate residential units and approximately 19,000 square feet of first floor retail and/or restaurant uses.

The goal of the Project is to strengthen the Lincoln community by providing in-fill residential dwelling units and commercial uses through the redevelopment of existing underutilized and deteriorating real property. The Project will remove blighted and substandard conditions and will make positive contributions to the Area. The Project will increase the security and safety in the Redevelopment Area through the removal and redevelopment of certain blighted and substandard conditions.

**Exhibit 5: 48th & Holdrege Project Area & Conceptual Site Plan**



The existing land uses are residential and vacant commercial. Surrounding land uses include residential, commercial, and park/open space.

The Project is consistent with the goals of this *University Place South Redevelopment Plan* and is intended to support private sector residential and commercial development in the Redevelopment Area. Publicly funded redevelopment activities may include site acquisition, streetscape/landscape, and other public area enhancements, energy efficiency improvements, façade enhancements, and other public improvements in the project area. The Project is also consistent with the LP2040’s Lincoln Area Future Land Use Plan Map, which identifies the project area as commercial and high density residential. The project area currently includes the following zones: B-1 (Local Business District), O-2 (Suburban Office District), and H-2 (Highway Business District). The project will require a rezone to an anticipated B-3 Commercial District with a Planned Unit Development overlay.

The proposed redeveloper currently controls the project area. Demolition will include clearing structures on the property, including any required environmental remediation and any necessary capping, removal or replacement of utilities, and site preparation.

## Statutory Elements

- **Property Acquisition, Demolition, and Disposal:** The proposed redeveloper currently controls the majority of the project area. Demolition will include clearing structures on the property including any required environmental remediation and any necessary capping, removal or replacement of utilities, and site preparation. There is no public land to be publicly disposed.
- **Population Density:** The Project will have an impact on and will increase the project area's population density, as four commercial structures and five residential structures will be replaced with one structure housing approximately 98 residential units and approximately 19,000 square feet of commercial uses.
- **Land Coverage:** Land coverage and building density will be altered with construction of the Project, which will construct one building housing 98 residential units and approximately 19,000 square feet of commercial uses.
- **Traffic Flow, Street Layouts & Street Grades:** The Project is not likely to result in a significant increase in traffic. The existing public right-of-way running north and south from Holdrege Street will be vacated as a part of the Project.
- **Parking:** The Project will include off-street parking and some available single-car parking garages. The Project will meet the requirements for parking.
- **Zoning, Building Codes & Ordinances:** As a part of the Project, the project area will be rezoned to a B-3 Commercial District with a Planned Unit Development overlay, which will allow for the proposed residential and first-floor commercial uses. The Project will require that the project area be replatted. All applicable buildings codes will be met.

## Cost Benefit Analysis

As required by the Nebraska Community Development Law ([Neb. Rev. Stat. § 18-2113](#)), the City has analyzed the costs and benefits of the proposed Project, including:

- **Public Tax Revenues:** The total demolition and construction costs for the proposed 48<sup>th</sup> & Holdrege Project are estimated at approximately \$16,400,000, including the cost of acquisition and assembly of the multiple parcels. The project cost will be finalized as construction costs are firmed up. The City has analyzed the costs and benefits of the proposed Project including:

Tax Increment Financing Analysis		
48th & Holdrege Redevelopment Project		Amount
Base Value		\$1,195,200
Estimated New Assessed Value		\$9,484,000
Increment Value	= <i>New Assessed Value - Base Assessed Value</i>	\$8,289,000
Annual TIF Generated (Estimated)	= <i>Increment x 0.02027922 (2015 Tax Rate)</i>	\$168,000
<b>Funds Available</b>	= <i>Annual TIF Generated x 14 years @ 5%</i>	<b>\$1,680,000</b>

Upon completion of the Project, the assessed value of the property within the Project Area will increase by an estimated \$8,290,000 as a result of the private investment. This will result in an estimated annual property tax collections increase during the fourteen (14) year

TIF period of approximately \$ 168,000 that will be available for the construction of public improvements related to the project. The public investment of a currently projected \$1,680,000 in TIF funds, which is less than the projected total available TIF Funds, will leverage approximately \$16,400,000 in private sector financing, resulting in a private investment of approximately \$9.80 for every TIF dollar spent.

The Urban Development Department believes that the public improvements and enhancements proposed in the Plan would not occur “but for” the Tax Increment Financing generated by private redevelopment within the project area. Project improvements would not be achievable to the extent shown without TIF.

- ***Public Infrastructure and Community Public Service Needs Impacts:*** It is not anticipated that the Project will have an adverse impact on existing public infrastructure. The Project entails the capture of the incremental tax revenues for eligible public purposes including, but not limited to, site acquisition, façade enhancements, streetscape and public area enhancements, and other eligible improvements. The Project will also encourage private investment in the South University Place Redevelopment Area and will increase security and safety in the area by the removal of certain blighted and substandard areas that are conducive to such problems.

It is not anticipated that the Project will have any adverse impact on City services, but the project will generate additional revenue providing support for those services.

- ***Employment within the Project Area:*** It is not anticipated that the Project will have an adverse impact on employers and employees of firms locating or expanding within the boundaries of the area of the redevelopment project. The Project will add mixed uses to a site that previously held vacated commercial uses and five residential single-family structures. Additionally, commercial spaces are a positive benefit for firms locating or expanding in the area. Additional housing opportunities should positively affect employers and employees in the area.
- ***Employment in the City outside the Project Area:*** Approximately 142,161 persons living in the City of Lincoln were employed, according to the 2010-2014 American Community Survey. The median household income for the City between 2010 and 2014 was \$49,794. While the impact of this project on city-wide employment would be minimal, a strong residential presence and available commercial spaces are essential to the attraction, retainage, and expansion of retail and commercial services and employment. The Project should increase the need for services and products from existing businesses in in and around the Redevelopment Area.
- ***Other Impacts:*** The Project will improve the Redevelopment Area through the development of blighted and substandard areas. The Project will increase available commercial spaces and housing opportunities within the Redevelopment Area and is consistent with the Comprehensive Plan’s call for mix-use developments. The Project will also increase the safety and security of the Redevelopment Area, which will be a substantial benefit to the area.

The Project should have a positive impact on private sector businesses in the Redevelopment Area and the City, and should encourage additional private development in and around the Redevelopment Area. The Project is not anticipated to impose a burden or have a negative impact on other local area employers, but should increase the need for services and products from existing businesses. The additional housing opportunities will provide a substantial benefit to the City.

While the use of tax increment financing will defer receipt of a majority of the incremental ad valorem real property taxes generated by the Project for up to 15 years, there will be

additional revenue generated, including sales tax paid by the businesses and residents of the Project. Upon completion of the 15-year collection, the project will benefit the community through higher property tax payments.

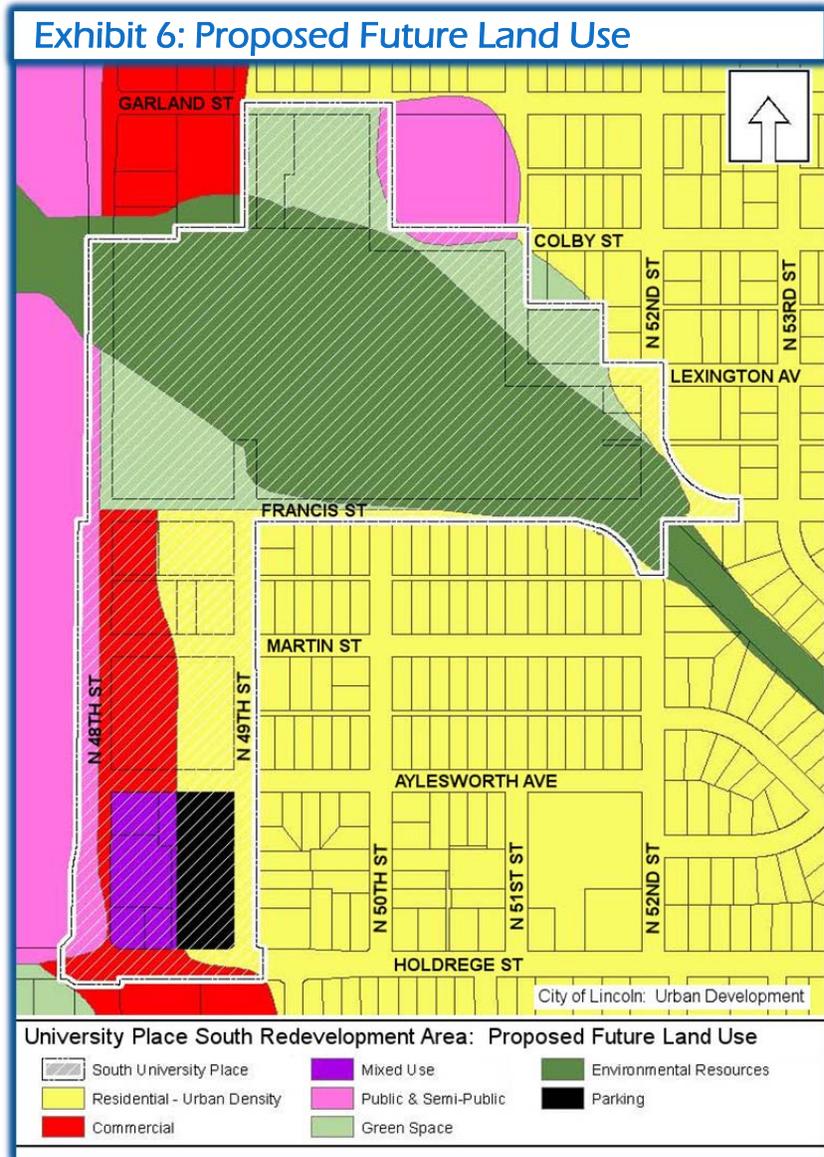
### ***Future Land Use***

Exhibit 6 is a Proposed Future Land Use map. The overall density of the Redevelopment Area will increase with this mixed-use redevelopment.

### ***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 *Land Acquisition Policy Statement*, on file at the Urban Development Department 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 file at the Urban Development Department 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 citizens and surrounding properties. Measures to mitigate environmental findings may also be necessary if determined by site testing.



- Disposal/Disposition. Future sub-area 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.

### ***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 *University Place South Redevelopment Plan* was developed to be consistent with the **LPlan 2040**.

### ***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 (MURF)
- 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

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 county 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.

## Appendix A: Property ID's & Legal Descriptions

1. **17-17-408-002-000.** Lots 5-7 and the West Part of Lot 8, Block 129, University Place, Lincoln, Lancaster County, Nebraska.
2. **17-17-408-001-000.** Lots 1-4, the East Part of Lot 8, and Lots 9-12, Block 129, University Place, Lincoln, Lancaster County, Nebraska.
3. **17-17-416-005-000.** Lots 7-10, Block 4, Lots 1-3, part of Lots 4-5 lying south of the creek, Lots 6-10 and part of Lot 12 lying north of the creek, Block 5, all of Blocks 6 and 7, Mills Subdivision; Blocks 8-10 and Block 11, except for the North 71.5 feet of Lots 1 and 2 and the adjacent streets and alleys, Mills Addition to University Place, Lincoln, Lancaster County, Nebraska.
4. **17-17-428-002-000.** Lots 5-6, Block 21, Mills Addition to University Place, Lincoln, Lancaster County, Nebraska.
5. **17-17-428-007-000.** Lots 1-4, Block 21, Mills Addition to University Place, Lincoln, Lancaster County, Nebraska.
6. **17-17-428-003-000.** Lots 7-9, Block 21, Mills Addition to University Place, Lincoln, Lancaster County, Nebraska.
7. **17-17-428-004-000.** Lots 10, Block 21, Mills Addition to University Place, Lincoln, Lancaster County, Nebraska.
8. **17-17-428-005-000.** Lots 11-12, Block 21, Mills Addition to University Place, Lincoln, Lancaster County, Nebraska.
9. **17-17-435-008-000.** Lots 1-12, and the adjacent vacated alley, Block 22, Mills Addition to University Place, Lincoln, Lancaster County, Nebraska.
10. **17-17-441-004-000.** North 112 feet of Lots 5 and 6, Block 35, Mills' Subdivision of Mills Addition to University Place, Blocks 34-35, Lincoln, Lancaster County, Nebraska.
11. **17-17-441-003-000.** Lot 4, Block 35, Mills' Subdivision of Mills Addition to University Place, Blocks 34-35, Lincoln, Lancaster County, Nebraska.
12. **17-17-441-002-000.** Lot 3, Block 35, Mills' Subdivision of Mills Addition to University Place, Blocks 34-35, Lincoln, Lancaster County, Nebraska.
13. **17-17-441-001-000.** Lots 1-2, Block 35, Mills' Subdivision of Mills Addition to University Place, Blocks 34-35, Lincoln, Lancaster County, Nebraska.
14. **17-17-441-015-000.** South 31 feet of Lots 5 and 6, all of Lots 7-9, and all of the vacated alley adjacent, Block 35, Mills' Subdivision of Mills Addition to University Place, Blocks 34-35, Lincoln, Lancaster County, Nebraska.
15. **17-17-441-014-000.** Lot A, Speechley Place, Lincoln, Lancaster County, Nebraska.
16. **17-17-441-013-000.** Lot B, Speechley Place, Lincoln, Lancaster County, Nebraska.
17. **17-17-441-012-000.** Lot C, Speechley Place, Lincoln, Lancaster County, Nebraska.
18. **17-17-441-011-000.** Lot D except for portion of street, Speechley Place, Lincoln, Lancaster County, Nebraska (street further described in Inst. No. 2005054469).
19. **17-17-441-010-000.** Lot E, except the South 7.5 feet deed to the City of Lincoln, Speechly Place, Lincoln, Lancaster County, Nebraska.

20. **17-17-441-009-000.** Lot F, except street right of way, Speechley Place, Lincoln, Lancaster County, Nebraska.
21. **17-17-441-008-000.** East 73.3 feet of Lots 10-11, except for a portion of Lot 11, Block 35, Mills' Subdivision of Mills Addition to University Place, Blocks 34-35, Lincoln, Lancaster County, Nebraska (excluded portion of Lot 11 further described in Inst. No. 2006061649).
22. **17-17-441-007-000.** West 90 feet of Lots 10-11, except for portion of street, Block 35, Mills' Subdivision of Mills Addition to University Place, Blocks 34-35, Lincoln, Lancaster County, Nebraska.