South of Downtown
REDEVELOPMENT & STRATEGIC PLAN
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
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.
Figure 1.1 - Plan Area Map
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.
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.
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.

<table>
<thead>
<tr>
<th>Concern</th>
<th>Number of Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Infrastructure</td>
<td>45</td>
</tr>
<tr>
<td>Public Services</td>
<td>40</td>
</tr>
<tr>
<td>Safety</td>
<td>40</td>
</tr>
<tr>
<td>Engagement</td>
<td>25</td>
</tr>
<tr>
<td>Housing</td>
<td>35</td>
</tr>
</tbody>
</table>
WHAT COULD BE DONE ON YOUR BLOCK TO IMPROVE QUALITY OF LIFE?
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?

- Location / proximity to stores, work, downtown
- Friends / neighbors
- Bikeable / walkable / transit
- Character of neighborhood
- Green space / parks / trees
- Diverse culture / income
- Good house unit / landlord
- Affordability
- Schools
- Safety
- Food banks / soup kitchens

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?

- Landlord or housing unit quality
- Lack of connection of neighbors / public events
- Lighting
- Road maintenance
- Safety from other residents
- Harassment or fighting
- Homelessness
- Litter
- Drugs
- Lack of services
- Green space / parks needed
- Parking
- Theft
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

<table>
<thead>
<tr>
<th>Very good</th>
<th>41%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>27</td>
</tr>
<tr>
<td></td>
<td>15</td>
</tr>
<tr>
<td></td>
<td>6</td>
</tr>
</tbody>
</table>

“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.?

<table>
<thead>
<tr>
<th>Yes</th>
<th>39%</th>
</tr>
</thead>
<tbody>
<tr>
<td>No</td>
<td>28</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>Yes, and I know how</th>
<th>21%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes, tell me how</td>
<td>12</td>
</tr>
<tr>
<td>No</td>
<td>48</td>
</tr>
</tbody>
</table>

“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 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 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 296 acres of land. Public right-of-way (ROW) consumes the largest amount of land, approximately 45%. This is not unusual given the traditional street grid pattern and wide street ROW in some of the original town center. Following public ROW, the largest land use, approximately 61 acres, is multi-family apartments followed distantly by commercial uses at 23 acres and single family detached at 20 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.

<table>
<thead>
<tr>
<th>LAND USE CHARACTERISTICS</th>
<th>ACRES</th>
<th>PERCENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Right-of-Way</td>
<td>134.7</td>
<td>45.4%</td>
</tr>
<tr>
<td>Apartments</td>
<td>61.1</td>
<td>20.6%</td>
</tr>
<tr>
<td>Commercial</td>
<td>23.0</td>
<td>7.8%</td>
</tr>
<tr>
<td>Single Family Detached</td>
<td>20.4</td>
<td>6.9%</td>
</tr>
<tr>
<td>Public &amp; Semi-Public</td>
<td>19.1</td>
<td>6.4%</td>
</tr>
<tr>
<td>Parking Lot</td>
<td>15.4</td>
<td>5.2%</td>
</tr>
<tr>
<td>Duplex</td>
<td>9.4</td>
<td>3.2%</td>
</tr>
<tr>
<td>Education</td>
<td>6.4</td>
<td>2.2%</td>
</tr>
<tr>
<td>Religious</td>
<td>5.7</td>
<td>1.9%</td>
</tr>
<tr>
<td>Vacant</td>
<td>1.3</td>
<td>0.4%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>296.5</td>
<td>100%</td>
</tr>
</tbody>
</table>
Figure 2.1 - Existing Land Use


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
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
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.
Figure 2.4 - Existing Parks and Recreation Facilities

- **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
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
Figure 2.5 - Existing Street Network

Plan Area
- Residential Street
- Collector Street
- Arterial Street
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.
Figure 2.6 - Existing Bike and Public Transit Routes

Plan Area
StarTran Routes
StarTran Bus Stops
On Street Bicycle Routes
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.
Figure 2.7 - Existing Historic Sites and Districts
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.
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 June 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

Plan Area
- S 19th St, Washington Square
- Antelope Valley
- South Capitol
- Downtown

City of Lincoln, Lancaster County, NE
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.

<table>
<thead>
<tr>
<th>AVERAGE RENTS - SOUTH OF DOWNTOWN VS. CITY OF LINCOLN</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bedrooms</td>
</tr>
<tr>
<td>--------------</td>
</tr>
<tr>
<td>1 Bedroom</td>
</tr>
<tr>
<td>2 Bedroom</td>
</tr>
<tr>
<td>3 Bedroom</td>
</tr>
</tbody>
</table>
Figure 2.9 - Census Tracts
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.

### RACE CHARACTERISTICS

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

### POPULATION CHARACTERISTICS

<table>
<thead>
<tr>
<th></th>
<th>Tract 20.01</th>
<th>Tract 20.02</th>
<th>Citywide</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>2,412</td>
<td>3,100</td>
<td>280,849</td>
</tr>
<tr>
<td>Median Age</td>
<td>29.8</td>
<td>31.7</td>
<td>32.6</td>
</tr>
<tr>
<td>65 and Older</td>
<td>7.1%</td>
<td>9.1%</td>
<td>18.1%</td>
</tr>
<tr>
<td>Median Household Income</td>
<td>$18,153</td>
<td>$24,047</td>
<td>$77,964</td>
</tr>
</tbody>
</table>
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.

### Education Characteristics

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

### OWNER AND RENTER CHARACTERISTICS

<table>
<thead>
<tr>
<th></th>
<th>Tract 20.01</th>
<th>Tract 20.02</th>
<th>Citywide</th>
</tr>
</thead>
<tbody>
<tr>
<td>Owner Occupied</td>
<td>6.5%</td>
<td>6.9%</td>
<td>57.3%</td>
</tr>
<tr>
<td>Renter Occupied</td>
<td>93.5%</td>
<td>93.1%</td>
<td>42.7%</td>
</tr>
<tr>
<td>Rent 30% of Household Income</td>
<td>57%</td>
<td>38%</td>
<td>44%</td>
</tr>
<tr>
<td>Rent 50% of Household Income</td>
<td>32%</td>
<td>14%</td>
<td>22%</td>
</tr>
</tbody>
</table>

### Density Characteristics: Units per Structure

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

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.

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.

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.

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.

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.
Figure 2.10 - Life Expectancy

Life Expectancy in Lancaster County = 80.4 Years

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-Merill and Greville methods.

Data Source: Lancaster County Vital Records
Maps: LLCD

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

South of Downtown REDEVELOPMENT & STRATEGIC PLAN 51
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.
- 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.
### 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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<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
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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 include:

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 building 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](http://www.lincoln.ne.gov), key word Urban, Real Estate and ROW. Demolition, 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
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 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.
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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4.4 Conclusion: Implementation and Evaluation 89
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.

Engagement

Engage the neighborhood and key stakeholder groups. Begin developing a list of assets, issues and opportunities for the project area.

Imperative Opportunities/Issues

Through a series of conversations and exercises, narrow the list of issues and opportunities to the most imperative.

Strategies

Develop and prioritize a list of strategies to accomplish each imperative issue/opportunity.

Champions & Participants

Identify champions and participants to tackle each of the prioritized strategies.

Implementation

Work with champions and participants to facilitate the implementation of each strategy.

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

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

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

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

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<br>• Lincoln Community Learning Centers/Prosper Lincoln Strong Neighborhoods<br>• Parks & Recreation                                                                                                                                                                                                                                    | • Parks Foundation<br>• Lincoln Community Foundation<br>• Rotary 14<br>• United Way |
| 2.2 Increase community gathering areas and green spaces to enhance neighborhood rehabilitation. | • SDCDO<br>• Parks & Recreation                                                                                                                                                                                                                                                                                                                      | • LPS                                                                 |
| 2.3 Organize more frequent block parties, picnics, parades, cultural festivals, and events with community partners and residents. | • Neighborhood Associations<br>• SDCDO<br>• CLCs                                                                                                                                                                                                                                                                                                     | • Everett & Near South Neighborhood Associations<br>• Human & Cultural Committee |
| 2.4 Intentional collaboration and networking between service providers and neighborhood entities. | • SDCDO<br>• 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<br>• 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.
South of Downtown REDEVELOPMENT & STRATEGIC PLAN

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.

<table>
<thead>
<tr>
<th>Strategies</th>
<th>Potential Champion(s)</th>
<th>Potential Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>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.</td>
<td>• SDCDO</td>
<td>• Churches • CLCs • SNAC • PTO • F Street Church</td>
</tr>
<tr>
<td>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.</td>
<td>• LPED/Prosper Lincoln Innovative Workforce</td>
<td>• SDCDO • Greater Lincoln Workforce Investment Board</td>
</tr>
<tr>
<td>3.3 Identify and eliminate barriers to employment (e.g., language, childcare literacy, health).</td>
<td>• LPED/Prosper Lincoln Innovative Workforce</td>
<td>• Greater Lincoln Workforce Investment Board</td>
</tr>
<tr>
<td>3.4 Expanded childcare. Research solutions to make childcare businesses available to those living in apartment units.</td>
<td>• Prosper Lincoln/ Early Childhood</td>
<td>—</td>
</tr>
<tr>
<td>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.</td>
<td>• SDCDO • Urban Development</td>
<td>• Parks &amp; Recreation &amp; F St. Staff • Firespring • Job Center • Cause Collective</td>
</tr>
<tr>
<td>3.6 Expand and promote existing programming in the neighborhood and at F Street Community Center.</td>
<td>• SDCDO • Urban Development</td>
<td>• Firespring</td>
</tr>
<tr>
<td>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.</td>
<td>• LPED/Prosper Lincoln Innovative Workforce • Greater Lincoln Workforce Investment Board</td>
<td>• TMCO; Lincoln Industries</td>
</tr>
<tr>
<td>3.8 Expand the effort to work with existing businesses to recruit neighborhood residents as employees. Promote outreach specific to South of Downtown residents.</td>
<td>• LPED/Prosper Lincoln Innovative Workforce</td>
<td>—</td>
</tr>
<tr>
<td>3.9 Expanded public transportation hours and routes.</td>
<td>• Citizens for Improved Transit</td>
<td>• StarTran • Large employers to advocate for employee transit access</td>
</tr>
</tbody>
</table>
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.
<table>
<thead>
<tr>
<th>Strategies</th>
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</thead>
</table>
| 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.

<table>
<thead>
<tr>
<th>Strategies</th>
<th>Potential Champion(s)</th>
<th>Potential Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1 Identify city sources of funding for acquisition, demolition, and rehabilitation programs for rentals and homeownership.</td>
<td>• Urban Development</td>
<td>—</td>
</tr>
<tr>
<td>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).</td>
<td>• Urban Development</td>
<td>—</td>
</tr>
<tr>
<td>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.</td>
<td>• Urban Development</td>
<td>—</td>
</tr>
<tr>
<td>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.</td>
<td>• Urban Development</td>
<td>• LHA</td>
</tr>
<tr>
<td>4.5 Modify the Lincoln Electric System sustainable energy fund to benefit more rental properties.</td>
<td>• Urban Development</td>
<td>• Lincoln Electric System</td>
</tr>
<tr>
<td>4.6 Seek nonprofit organizations and philanthropic funds for project, program, gap funding and technical assistances (e.g., grants and mission investment loans).</td>
<td>• Lincoln Community Foundation</td>
<td>• NeighborWorks Lincoln</td>
</tr>
<tr>
<td>4.7 Leverage Opportunity Zone tax incentive investments.</td>
<td>• Private Sector</td>
<td>—</td>
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</tbody>
</table>
## Opportunity/Issue 5 — Increase Safety, Crime Prevention and Sense of Community.

<table>
<thead>
<tr>
<th>Strategies</th>
<th>Potential Champion(s)</th>
<th>Potential Participants</th>
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</thead>
<tbody>
<tr>
<td>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.</td>
<td>• Capt. Michon Morrow, Lincoln Police Department</td>
<td>• Everett and Near South Neighborhoods</td>
</tr>
<tr>
<td>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.</td>
<td>• Urban Development • LTU</td>
<td>• Parks &amp; Recreation</td>
</tr>
<tr>
<td>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.</td>
<td>• Lincoln Community Learning Centers/Prosper Lincoln Strong Neighborhoods</td>
<td>• School Neighborhood Advisory Councils (SNAC) • School Principals • CLC Coordinators • Neighborhood parent leaders</td>
</tr>
<tr>
<td>5.4 Determine if the 2015 International Existing Building Code should be adopted.</td>
<td>• Building &amp; Safety • Mayor’s Office</td>
<td>—</td>
</tr>
<tr>
<td>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.</td>
<td>• Lincoln-Lancaster County Emergency Management, Department of Health, and Police Department</td>
<td>• SDCDO • Everett and Near South Neighborhoods</td>
</tr>
</tbody>
</table>

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.

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<th>Strategies</th>
<th>Potential Champion(s)</th>
<th>Potential Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>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.</td>
<td>• SDCDO</td>
<td>• Lincoln Electric System</td>
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<tr>
<td></td>
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<td>• Lincoln Police Department</td>
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<tr>
<td>6.2 Improve alley appearance including lighting, trash collection and removal of voluntary trees.</td>
<td>• Urban Development</td>
<td>• SDCDO</td>
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<tr>
<td></td>
<td></td>
<td>• Everett and Near South Neighborhoods</td>
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<tr>
<td></td>
<td></td>
<td>• LTU</td>
</tr>
<tr>
<td>6.3 Increase pedestrian scale lighting.</td>
<td>• Urban Development</td>
<td>• Lincoln Electric System</td>
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<td>• SDCDO</td>
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<tr>
<td>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).</td>
<td>• City Livable Neighborhood Committee</td>
<td>• LTU</td>
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<td>• SDCDO</td>
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<tr>
<td>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).</td>
<td>• Urban Development</td>
<td>• LTU Planning</td>
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<tr>
<td>6.6 Reduce digital divide. Utilize ROW to install infrastructure to provide affordable hardware and wireless communication in the neighborhood.</td>
<td>• Lincoln Community Foundation</td>
<td>—</td>
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<tr>
<td></td>
<td>• LTU</td>
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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).
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<tr>
<th>Strategies</th>
<th>Potential Champion(s)</th>
<th>Potential Participants</th>
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</table>
| 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  
  • City of Lincoln | —                                                                                       |
| 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.

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<th>Strategies</th>
<th>Potential Champion(s)</th>
<th>Potential Participants</th>
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</table>
| 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.

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<tr>
<th>Strategies</th>
<th>Potential Champion(s)</th>
<th>Potential Participants</th>
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</table>
| 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.

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<tr>
<th>Strategies</th>
<th>Potential Champion(s)</th>
<th>Potential Participants</th>
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<tbody>
<tr>
<td>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.</td>
<td>• Planning Department</td>
<td>• Urban Development • SDCDO</td>
</tr>
<tr>
<td>10.2 Allow flexibility of zoning/setbacks and easements to allow construction of affordable housing on non-conforming lots.</td>
<td>• Planning Department</td>
<td>• Urban Development • SDCDO</td>
</tr>
<tr>
<td>10.3 Amend zoning to allow redevelopment and infill for legal nonstandard lots in order to encourage affordable housing.</td>
<td>• Planning Department</td>
<td>• Urban Development • SDCDO</td>
</tr>
<tr>
<td>10.4 Expand allowable home occupation square footage; more square footage in the PUD, less in the balance of the area.</td>
<td>• Planning Department</td>
<td>—</td>
</tr>
</tbody>
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**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.”