

# UNIVERSITY PLACE NEIGHBORHOOD REDEVELOPMENT PLAN

Prepared By:  
City of Lincoln, Nebraska  
Leirion Gaylor Baird, Mayor

Approved By:  
Planning Commission 3/18/2026  
City Council 4/13/2026

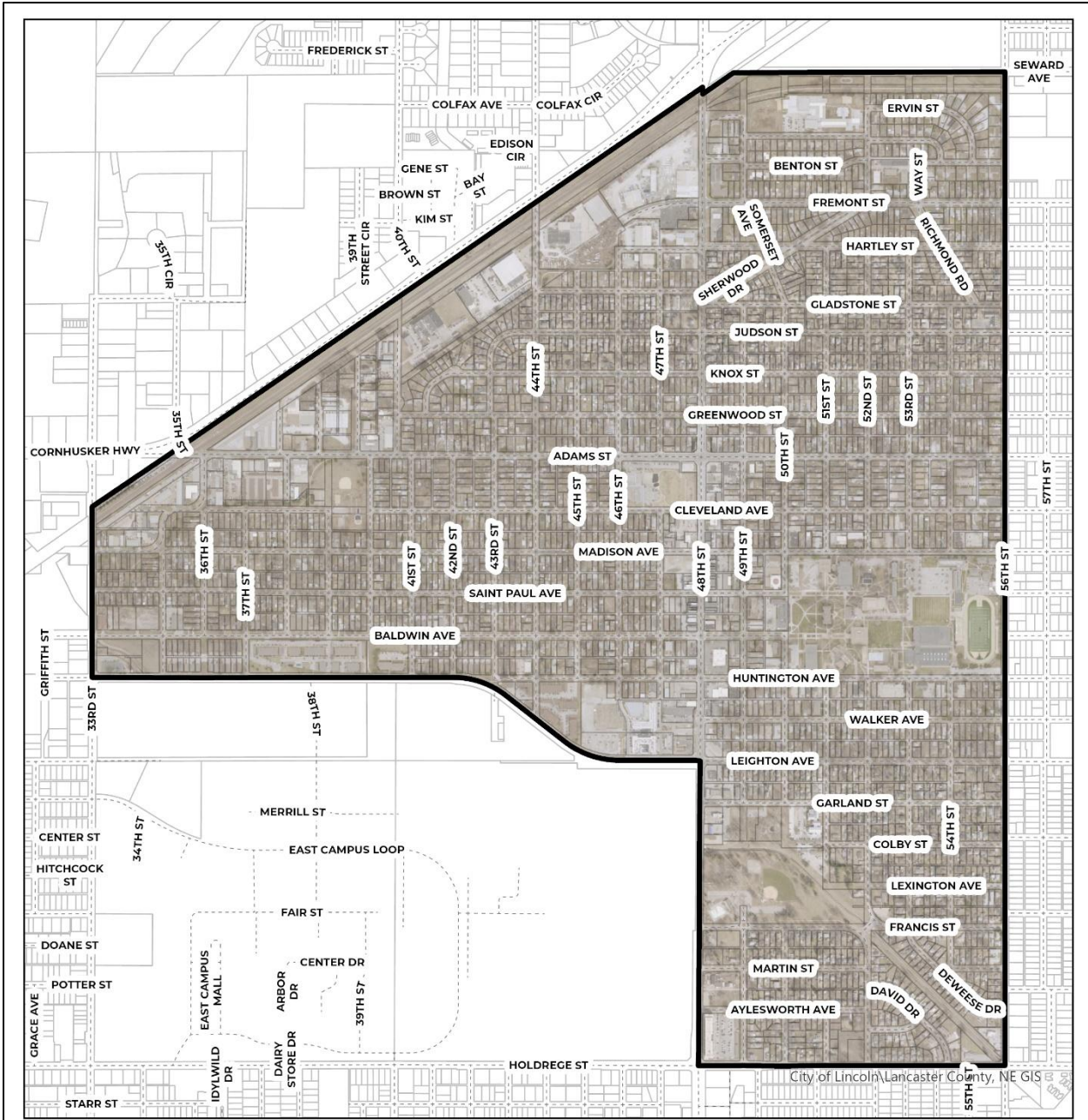
# **University Place Neighborhood Redevelopment Plan**

## INTRODUCTION

The University Place Neighborhood Redevelopment Plan (“Redevelopment Plan”) is a guide for redevelopment activities within the University Place Redevelopment Area (“Redevelopment Area”). The Redevelopment Area is one of the City of Lincoln’s (the “City”) historic neighborhoods and encompasses the entire University Place Subarea Plan (“Subarea Plan”) of *PlanForward, the Lincoln-Lancaster County 2050 Comprehensive Plan* (“Comprehensive Plan”) and is bounded approximately by North 33<sup>rd</sup> Street and Cornhusker Highway on the west, North 56<sup>th</sup> Street on the east, Holdrege Street on the south and the David Murdock Trail on the north. The University Place Redevelopment Area Map, below, illustrates the location of the Redevelopment Area within the broader context of the City. The Redevelopment Area includes 2,584 parcels, which are identified in Appendix A, and contains approximately 950 acres. Parcel Identification Numbers (“PIDs”) are subject to change.

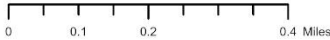
Although there have been successful redevelopment activities in the Redevelopment Area, it has shown signs of decline over the past several years. Some of the existing development, structures, and public utilities are old and in need of updating. As a result of these conditions, Marvin Planning Consultants (the “Consultant”) completed a Blight and Substandard Determination Study in May 2025 (the “Blight Study”). The Blight Study concluded that the number, degree, and distribution of blight and substandard factors warranted designating the Redevelopment Area blighted and substandard. The Lincoln City Council (“City Council”) declared the Redevelopment Area blighted and substandard on November 17, 2025 via Resolution A-95455. Further, the City conducted an extreme blight study (“Extreme Blight Study”) and determined that the Redevelopment Area met the conditions of extreme blight as well via Resolution A-95456.

The City recognizes that continuing blight and deterioration is a threat to the stability and vitality of the Redevelopment Area and that revitalization efforts cannot reasonably occur without public action. This Redevelopment Plan represents the City’s efforts to guide public and private redevelopment of the area.



University Place Redevelopment: Redevelopment Area

 Redevelopment Area



## PLAN REQUIREMENTS

Redevelopment activities are guided by the Nebraska Community Development Law, Nebraska Revised Statutes sections 18-2101 through 18-2158, as amended (the “Act”). The Act indicates the governing body must first declare the project area substandard and blighted to prepare a redevelopment plan for the designated redevelopment area.

The City authorized its Urban Development Department to act as the community redevelopment authority within the meaning of section 18-2101.01 of the Act. The Urban Development Department formulated for the City a workable program utilizing appropriate private and public resources to:

- Eliminate or prevent the development or spread of urban blight;
- Encourage needed urban rehabilitation;
- Provide for the redevelopment of substandard and blighted areas, including provisions 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;
- Rehabilitate or conserve 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 portions thereof.

The Act defines a “redevelopment plan” as “a plan, as it exists from time to time for one or more community redevelopment areas, or for a Project, which (a) conforms to the general plan for the municipality as a whole and (b) is sufficiently complete to indicate such land acquisition, demolition and removal of structures, redevelopment, improvements, and rehabilitation as may be proposed to be carried out in the community redevelopment area, zoning and planning changes, if any, land uses, maximum densities, and building requirements.” Nebraska Revised Statutes section 18-2103(28).

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 Project area.

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

1. The boundaries of the Project area, with a map showing the existing uses and condition of the real property therein;
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. Any redevelopment plan may include a proposal for the designation of an enhanced employment area.

In making its recommendation to approve this plan, the Urban Development Department considered the land uses and building requirements and determined that they are in accordance with the general plan for redevelopment of 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, vehicular parking;
- The promotion of safety from fire, panic, and other dangers;
- Adequate provision for light and air;
- The promotion of the healthful and convenient distribution of population;
- The provision of adequate transportation, water, sewerage, and other public utilities;
- Schools, parks, recreational and community facilities, and other public requirements;
- The promotion of sound design and arrangement;
- The wise and efficient expenditure of public funds; and,
- The prevention of the recurrence of insanitary or unsafe dwelling accommodations or conditions of blight.

## PREVIOUS REDEVELOPMENT EFFORTS

Portions of the Redevelopment Area have seen previous redevelopment efforts. The City's University Place Redevelopment Plan was first prepared at the direction of Mayor Mike Johanns and approved by the City Council on December 7, 1998. Redevelopment projects either completed or underway under this plan include the North 48<sup>th</sup> Street streetscape enhancements, 48<sup>th</sup> and Leighton Mixed Use Redevelopment Project and the 48<sup>th</sup> and Madison Mixed Use Redevelopment Project. Major goals from this plan include:

- Improve the North 48<sup>th</sup> Street commercial corridor
- Utilize historic designation rehabilitation standards when warranted
- Enhance open spaces and pedestrian ways
- Enhance the streetscape and create entryway features

In 2016, under the direction of Mayor Chris Beutler, the City created the University Place South Redevelopment Plan, which was adopted by the City Council on May 11, 2016. This redevelopment plan includes the 48<sup>th</sup> and Holdrege Redevelopment Project and the 48<sup>th</sup> and Aylesworth Redevelopment Project. Major goals from this plan include:

- Replace aging public infrastructure
- Resurfacing and paving substandard public sidewalks
- Complete improvements at University Place Park

The City acknowledges that these redevelopment projects are valuable additions to the Redevelopment Area and are important steps toward the amelioration of blighted and substandard conditions in the Redevelopment Area. These projects were catalysts for considering further public investment in this area. The division of taxes and specific requirements for each of these redevelopment projects shall continue to meet the provisions of their unique redevelopment agreements. Nothing in this Redevelopment Plan shall impact existing projects in the Redevelopment Area.

From the time of the adoption of this University Place Neighborhood Redevelopment Plan forward, it is the City's intent that planning efforts be based on the goals and priorities identified in this Redevelopment Plan. To the extent that the goals and priorities of the University Place Redevelopment Plan and the University Place South Redevelopment Plan are similar to this Redevelopment Plan, they are now incorporated into this Redevelopment Plan. This Redevelopment Plan supersedes any goals or priorities that are different or may contradict this Redevelopment Plan.

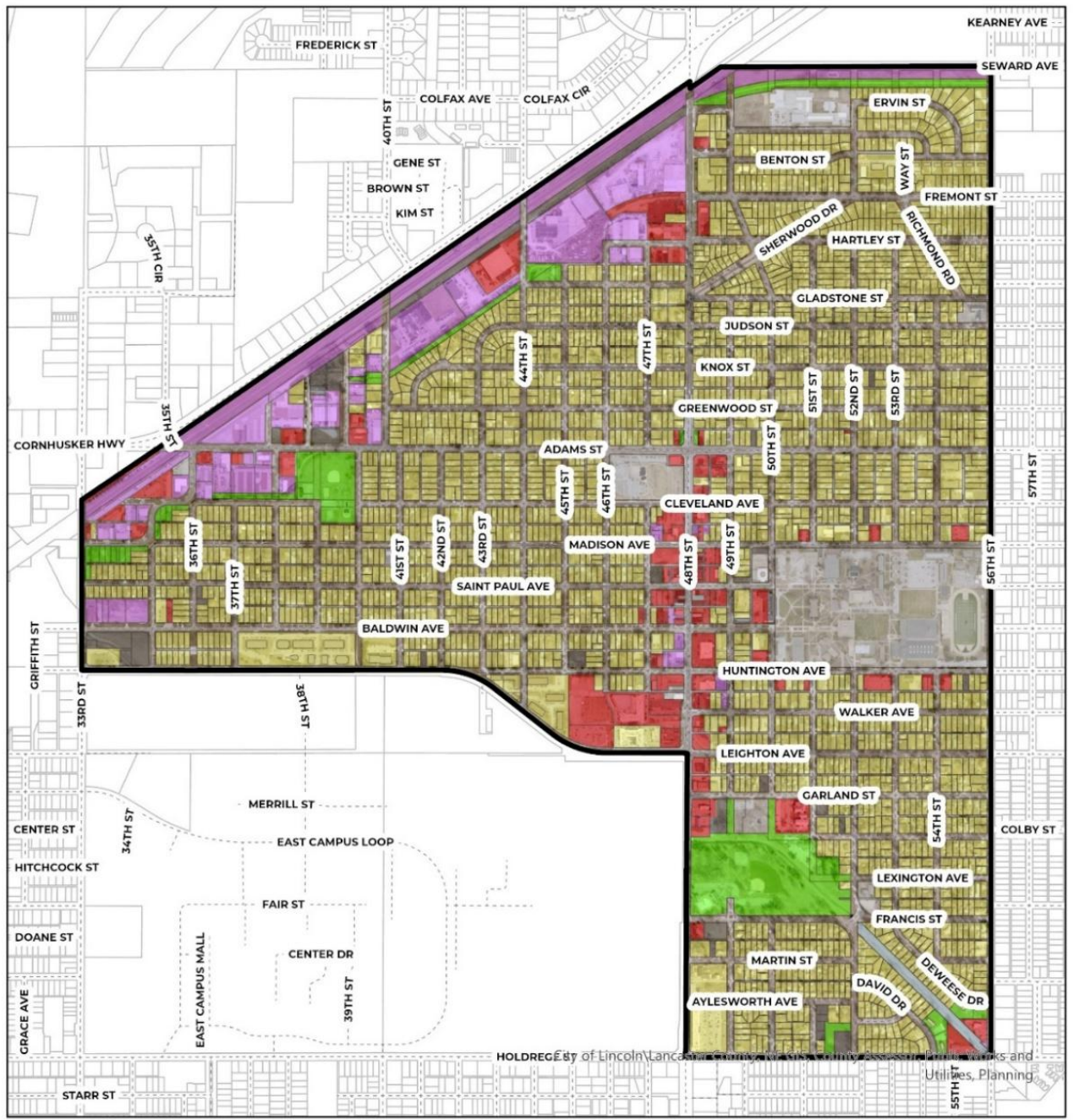
The University Place Redevelopment Plan is incorporated into this Redevelopment Plan as Appendix B. The University Place South Redevelopment Plan is incorporated into this Redevelopment Plan as Appendix C.

## EXISTING CONDITIONS

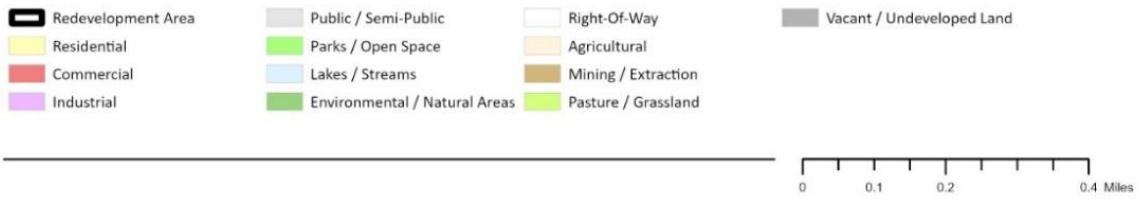
### *Land Use*

The Redevelopment Area consists of approximately 950 acres, a majority of which is developed. The primary existing land uses are commercial and residential (including single-family, duplex, and multi-family) as well as public uses, public streets, and vacant/underdeveloped tracts of land.

The Redevelopment Area is in one of the City's oldest neighborhoods. Approximately 96% of the 2,092 residential structures in the Redevelopment Area are over 40 years old. This includes 585 structures that were identified as being 100+ years of age. The overall median estimated year of construction of the single-family residential structures is 1952. The Current Land Use Map is shown below.



University Place Redevelopment: Current Land Use



## *Zoning*

There are ten zoning districts in the Redevelopment Area. The Zoning Map is shown below.

R-2 Residential: This district is intended to provide a generally stable residential use in areas of the city that are largely developed. With a gross density of generally three to five dwelling units per acre, this district permits single- and two-family dwellings and supportive community services, such as parks, playgrounds, schools, libraries, and places of religious assembly. It is intended that this district be limited to previously platted portions of the city already undergoing substantial development, thereby preserving existing low-density residential development.

R-4 Residential: This district is intended to provide a stable area of residential use at a gross density in the range of three to five dwelling units per acre. It is anticipated that some redevelopment will occur in this district. The use of the district includes single- and two-family dwellings, plus support facilities, such as schools, parks, community buildings, and places of religious assembly.

R-5 Residential: This district is intended to provide a redeveloping area of moderate residential density of between six and ten dwelling units per acre. This district provides for single-family, two-family, and multiple and townhouse residential uses, plus support facilities, such as schools, parks, community buildings, and places of religious assembly.

R-6 Residential: This district is intended to provide a generally redeveloping area of moderately high residential density between eleven and fourteen dwelling units per acre. This district provides for single-family, two-family, multiple and townhouse residential uses, private clubs, fraternities and sororities, and support facilities, such as schools, parks, community buildings, and places of religious assembly.

B-1 Local Business: This district is intended to provide a stable area of local retail relating to existing communities and existing neighborhoods. It provides for functional business uses to serve those communities and neighborhoods. Dwellings are permitted only above the first floor.

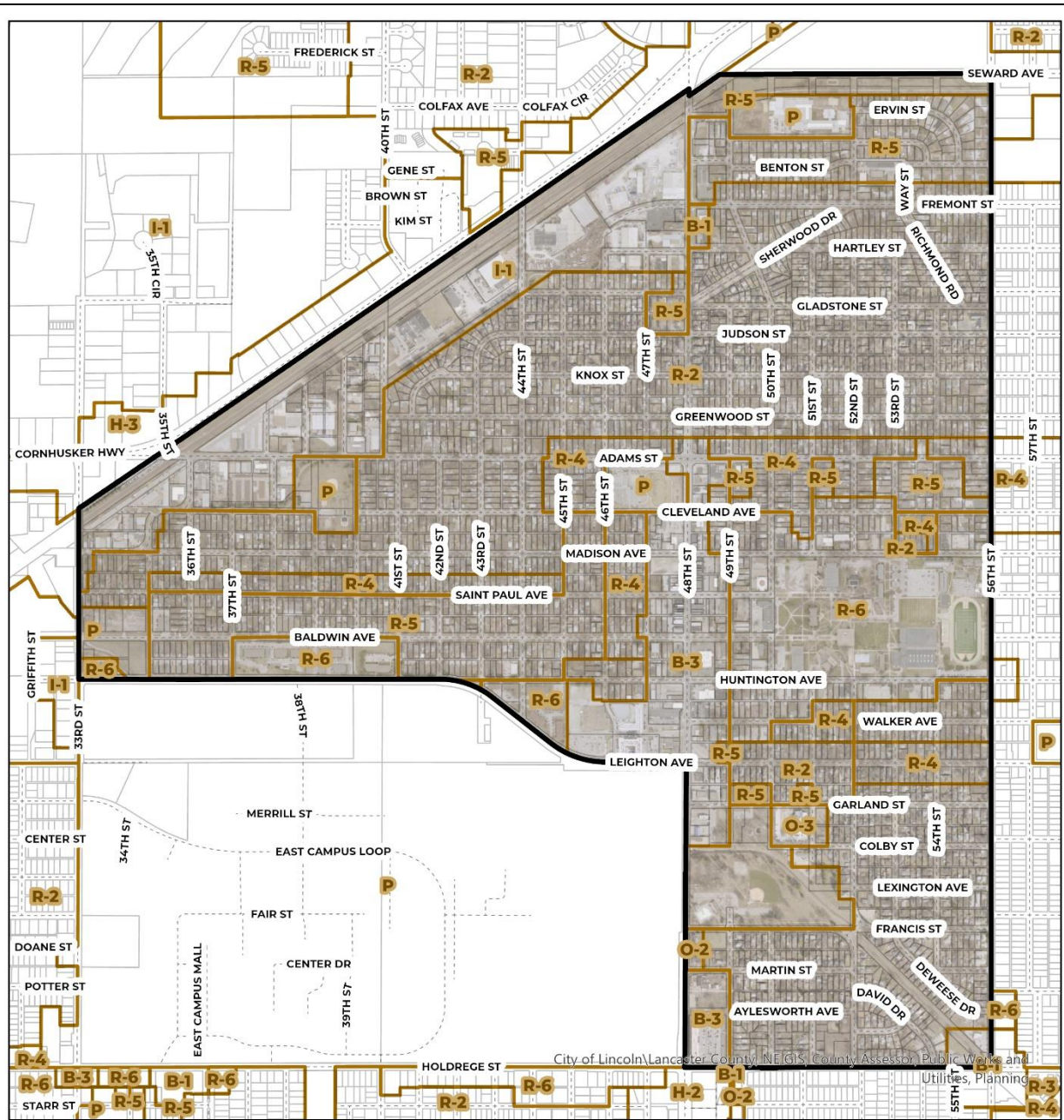
B-3 Commercial: This is a district providing for local commercial uses in a redeveloping neighborhood generally located in established retail centers of those neighborhoods. The uses permitted generally are those for neighborhood uses, plus additional limited manufacturing uses that reflect the character of that commercial area.

O-2 Suburban Office District: This district is intended to provide a redeveloping area, primarily of office uses in those suburban areas previously zoned O-1 Office District and those fronting on the same street, with the same side lot lines and within 150 feet of the following districts: B-1, B-3, B-4, H-2, H-3, and I-1. This district is intended as a transition zone where it abuts the previously mentioned districts.

O-3 Office Park District: This district is intended to provide a developing or redeveloping area primarily consisting of a mixture of office and other types of compatible and complementary commercial uses, and residential uses in suburban areas. This district is intended to be located on arterial streets in close proximity to commercial uses. This district is intended to provide an appealing atmosphere, stressing the quality of the environment.

I-1 Industrial District: This district is for a developing stable or redeveloping area representing light and heavy industrial uses and having a relatively high intensity of use and land coverage.

P Public Use District: This district is intended to provide a district essentially for mapping purposes which will identify real property presently owned and used by any governmental entity, including local, state, or federal governmental units, and put to some form of public use. This district is not intended to be applied to land that is used by governmental entities on an easement or leased basis if title to the land is in private ownership.



University Place Redevelopment: Current Zoning

 Redevelopment Area  Zoning

0 0.1 0.2 0.4 Miles

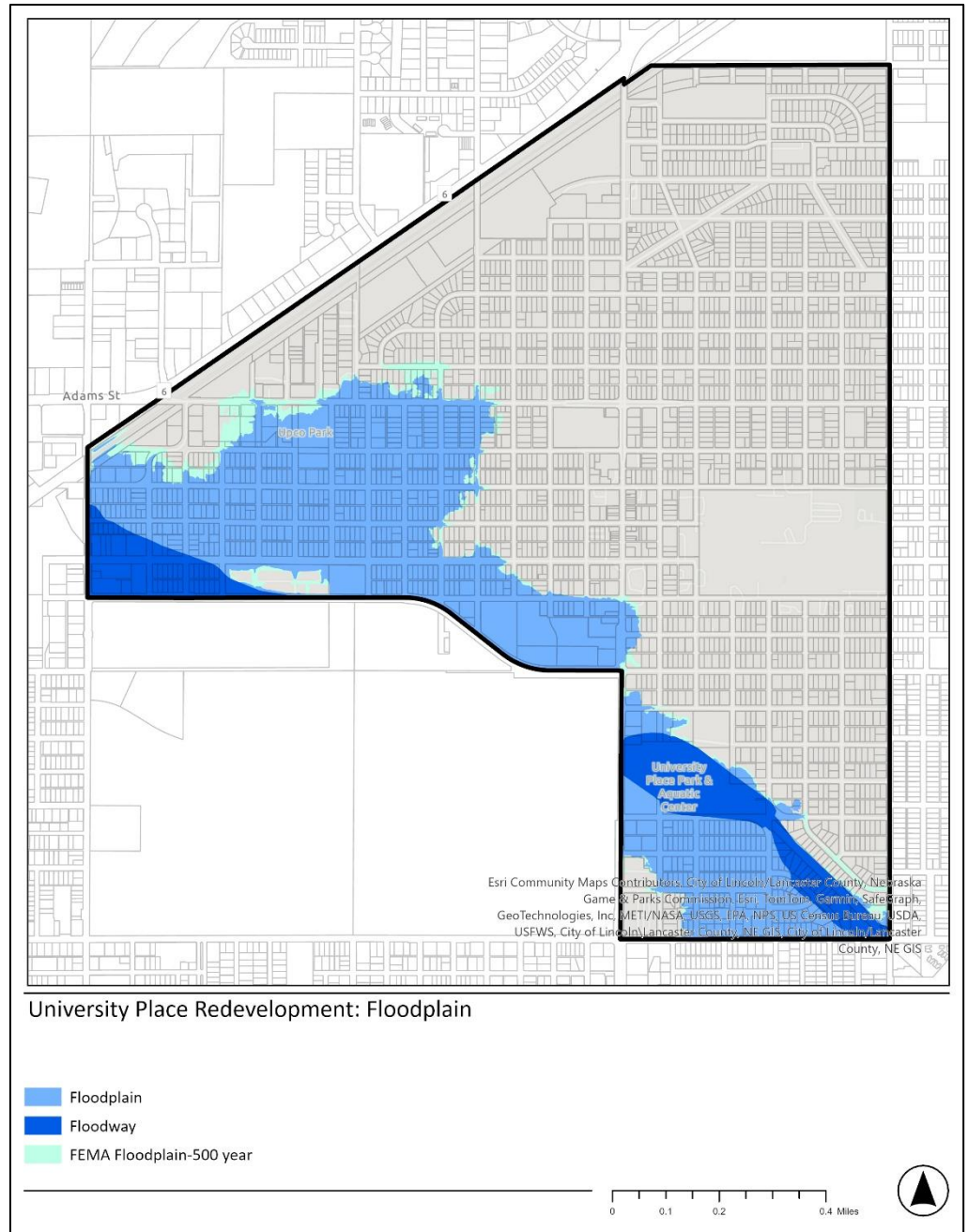


## Floodplain

A portion of the Redevelopment Area is in the Deadmans Run Creek's 100-year and 500-year floodplain. The current Floodplain Map is shown to the right.

The City has taken action to begin mitigating the flooding hazards in this area. The Deadmans Run Flood Reduction Project is expected to provide flood protection for residences and commercial areas near North 33<sup>rd</sup> Street, North 48<sup>th</sup> Street, Leighton Avenue, and Huntington Avenue, and Adams Street. This project will assist in maintaining a safe environment by

removing an estimated 480 homes, businesses, and other structures out of the floodplain by reducing the floodplain impacted area. Floodplain mitigation measures should be taken whenever possible to alleviate this burden on the area.



## *Parks and Recreation Facilities and Trails*

### Parks

There are five parks located within the Redevelopment Area. Parks provide a sense of place and community for the Redevelopment Area. The City should continuously consider what park improvements could enhance resident experience.

Seng Park at University Place: Located off North 49<sup>th</sup> and Francis Streets, this park is a popular spot for activities including horseshoes, volleyball, picnics, and swimming at the nearby pool. Parking lot access is available on north and south points of the park. Deadmans Run creek flows through the middle of the park. In 2018, University Place Park was renamed to Seng Park at University Place to honor the decades of civic and public service of the Seng family including the former Mayor Collen Seng. Former Mayor Seng represented northeast Lincoln on the City Council from 1987 through 2003. She was elected Lincoln's 50<sup>th</sup> mayor in 2003 and served one four-year term. She was very active in the University Place Community Organization ("UPCO") and worked for the Girl Scouts and First United Methodist Church. The Seng family was a developer in the University Place area.

UPCO Park: Located at North 40<sup>th</sup> and Adams Streets, UPCO is a neighborhood park. This park includes rentable ballfields and shelters. Originally a half-acre park with a swing and a slide, UPCO Park was transformed into a six-acre green space to help meet recreation needs of the developing community. The City's Parks and Recreation Department worked closely with the University Place Community Organization to design the park plan. The original plan was complimented by a tree planting effort led by the University Place Community Organization. In 2024, with Partnership for a Healthy Lincoln (PHL), a brand-new fitness station was added to UPCO Park. The project was sponsored by Nebraska Presbyterian Foundation, Ameritas, Bison Incorporated, and Black Hills Energy.

34<sup>th</sup> and Baldwin Avenue: Located in Northeast Lincoln off 33<sup>rd</sup> Street and Madison Avenue, just south of Cornhusker Highway. The John Dietrich Trail passes through the park.

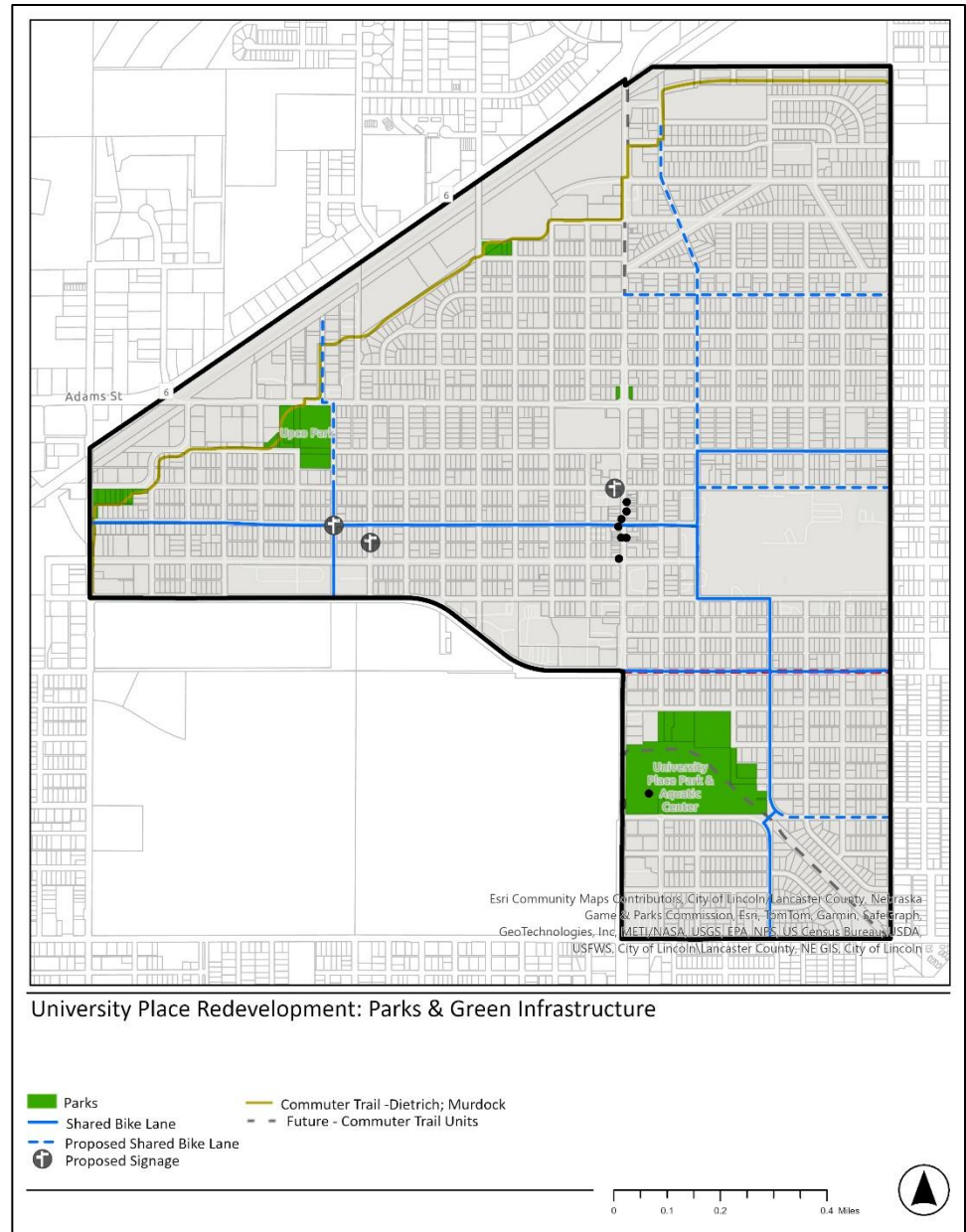
45<sup>th</sup> and Gladstone Playground: Located off North 45<sup>th</sup> and Gladstone Street intersection, a few blocks south of Cornhusker Highway. The John Dietrich Trail passes through the park.

48<sup>th</sup> and Adams Park: This set of pocket parks are on the northeast and northwest corners of North 48<sup>th</sup> Street and Adams Street intersection.

## Trails

There is only one major trail that runs through the Redevelopment Area. However, there are shared bike lanes routes along St. Paul Street, Leighton Street, Cleveland Street, North 40<sup>th</sup> Street, North 50<sup>th</sup> Street, and North 52<sup>nd</sup> Street. Trail connection is an important part of a multi-modal transportation network. All due consideration should be given to how trails can connect the Redevelopment Area to other major hubs within the City and beyond.

John Dietrich Trail: This trail is the result of the NE Radial Reuse Project. It was named after a long-time trails advocate and bicycle shop owner in NE Lincoln. This trail connects with the Billy Wolff Trail near 17<sup>th</sup> Street and Holdrege Street as well as the Murdock Trail near 48<sup>th</sup> Street and Freemont Street.



## *Transportation*

### Traffic Circulation

The Redevelopment Area includes four minor arterials – North 48th Street, Holdrege Street, and North 56<sup>th</sup> Street, and Adams Street. The Redevelopment Area is bounded on the West by Cornhusker Highway, which is a principal arterial per the City of Lincoln Access Management Policy.

North 48<sup>th</sup> Street is the primary thoroughfare through the Redevelopment Area. The Average Daily Traffic Volume (“ADT”) count on North 48<sup>th</sup> Street from Holdrege Street to Leighton Avenue is 19,660 and from Leighton Avenue to Adams Street is 14,870 according to the Lincoln Transportation and Utilities Department (“LTU”). You can find all ADT counts on [LTU’s website](#).

This is a high volume of traffic traveling through the heart of the Redevelopment Area every day. Throughout the subarea planning process, this was mentioned multiple times as a burden on the neighborhood, especially the commercial district. The City’s 33rd and Cornhusker Intersection Improvement Project is anticipated to help alleviate this traffic burden.

### Street Layout

The street layout in the Redevelopment Area is adequate and effective. Streets and roads within the Redevelopment Area are primarily situated in north/south and east/west grid pattern alignments and consist of a mix of commercial and residential roads and alleys.

### Street Conditions

Overall, street conditions in the Redevelopment Area are in fair condition. LTU recently completed improvements to North 48<sup>th</sup> Street, Huntington Avenue, and Leighton Avenue. The Lincoln Metropolitan Planning Organization's Transportation Improvement Program ("TIP") identifies a pavement repair project generally located on Adams Street from North 39<sup>th</sup> Street to North 49<sup>th</sup> Street.

### Access and Parking

The grid pattern alignment provides adequate access within the Redevelopment Area. There is also adequate on-street parking within some areas of the Redevelopment Area. Currently, there is no parking on the arterials throughout the Redevelopment Area. There are two City-owned and managed parking lots – the 48<sup>th</sup> and Madison lot and the 47<sup>th</sup> and St. Paul lot. Enhancements to these publicly owned parking lots as well as better signage indicating to the public where these lots are would enhance the area and potentially increase both the utilization of the lots as well as the benefits they provide to the Redevelopment Area.

The Subarea Plan proposes a lane reconfiguration of North 48<sup>th</sup> Street that would provide on-street parking along the commercial corridor. Some of the commercial properties within the Redevelopment Area also have private parking lots to help alleviate demand for on-street parking.

### Sidewalk and Pedestrian Activity

There are approximately 68 miles of existing sidewalks within the Redevelopment Area. However, there are also approximately 10 miles of missing sidewalk segments, typically located along local streets. Approximately 2 miles of streets in the Redevelopment Area lack a sidewalk on both sides. A lack of high-quality sidewalks creates a threat to pedestrian safety and can make it almost impossible for persons with mobility challenges to move throughout the Redevelopment Area. Any redevelopment that occurs in the Redevelopment Area will comply with all federal regulations to ensure connectivity throughout the Redevelopment Area. Further, priority consideration should be given to sidewalk infill in the areas that are lacking sidewalks.

### Public Transportation

StarTran provides public transportation services in the Redevelopment Area via the #41-Havelock and #42-Bethany routes for east/west service and #48-Veteran's Hospital and #49-University Place routes for north/south service.

StarTran's VANLNK provides on-demand door-to-door transportation services anywhere within City limits, including the Redevelopment Area. VANLNK is a shared ride service that uses software to optimize the route for all users who schedule a ride using a smartphone app. All VANLNK vehicles are lift or ramp accessible.

Being able to utilize public transportation with dignity is a vital component for ridership. The bus stops in the Redevelopment Area lack the infrastructure needed to create enhanced mobility nodes allowing individuals to wait for the bus with dignity. As redevelopment occurs in the Redevelopment Area, complete bus stop buildouts, including benches and shelters, should be constructed to provide a pleasant and safe waiting area for riders.

### Streetscape

Streetscapes will include amenities for visual interest and safety, including seating, green buffers, and other design elements as identified during the development process for any potential streetscape project. One of the major concerns raised in the Subarea Plan planning process is the pedestrian experience on the commercial corridor of North 48<sup>th</sup> Street and the lack of a sense of safety for both businesses and pedestrians as they traverse this area. Actions should be taken to reduce the actual and perceived safety issues along this streetscape corridor.

### *Public Utilities*

#### Water Systems

The water distribution mains in the Redevelopment Area are in mixed condition according to the City's Water Division staff. The water mains range in age from 5 to 120 years. The mains are constructed from a variety of materials, including Cast Iron Pipe ("CIP"), Ductile Iron Pipe ("DIP"), and PVC. Some sections of newer mains are in excellent condition, but the Water Division staff identified most of the mains in the Redevelopment Area being in "replace" to "good" condition. The installation of new water mains may be required in connection with some redevelopment activities in the Redevelopment Area.

#### Sanitary Sewer Systems

The sewer mains in the Redevelopment Area are also aging, with an estimated age range of 50 to 80 years. The sewer mains are constructed of Vitrified Clay Pipe ("VCP"), which is an outmoded material. Wastewater Division staff describes the mains as being in "poor" to "good" condition. As the sanitary sewer mains in the Redevelopment Area continue to age, breakage and repeated maintenance become more likely. To support future development in the Redevelopment Area, rehabilitation of the existing sanitary sewer mains or installation of new sanitary sewer mains may be required.

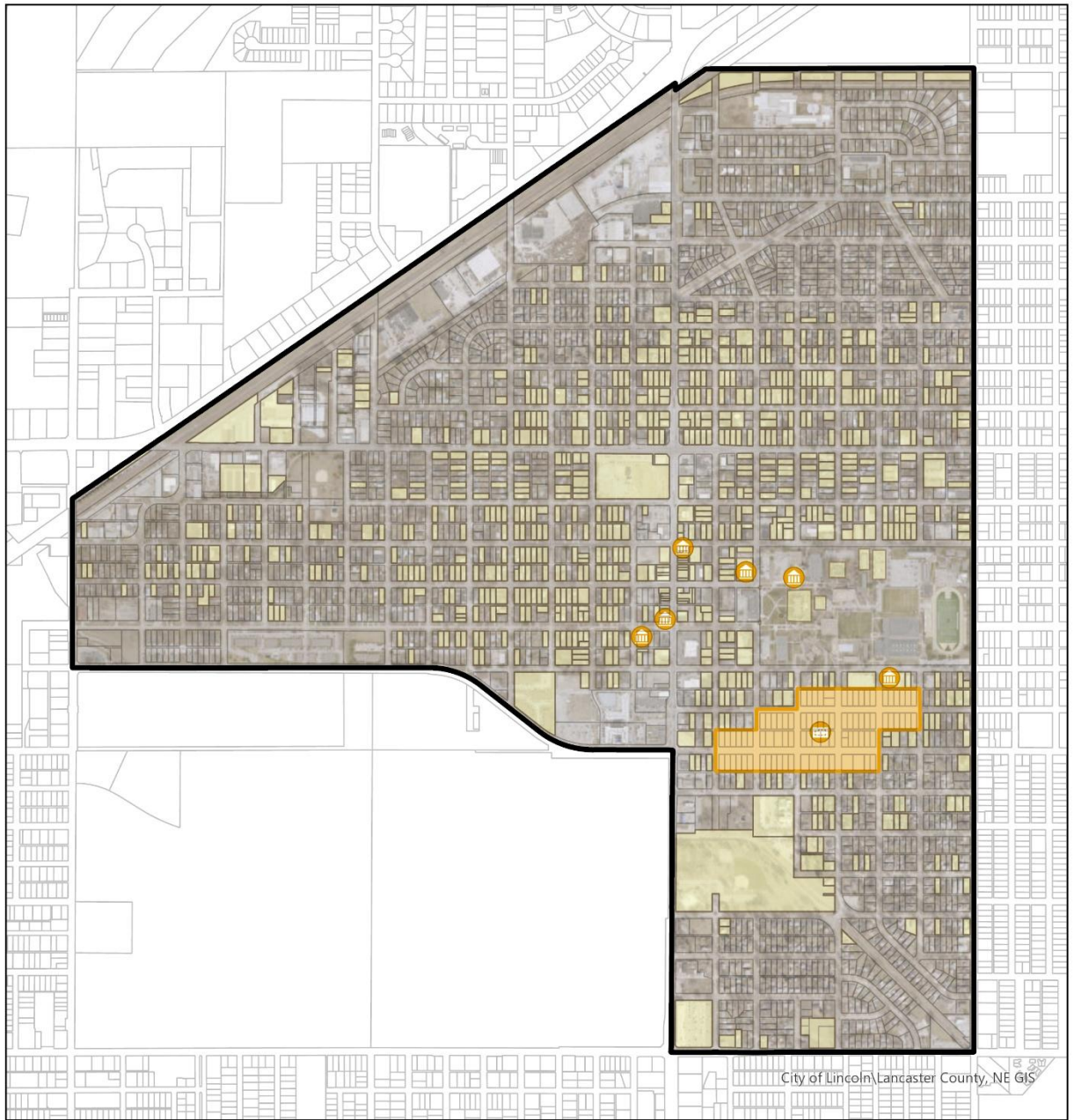
#### Street Lighting

Decorative street lighting exists along the North 48<sup>th</sup> Street commercial district and the commercial areas are generally well lit. New or additional lighting would be beneficial in the residential areas of the Redevelopment Area to improve visibility and safety for pedestrians and cyclists and should also be utilized to create a sense of

place whenever feasible and may be useful for placemaking activities within the Redevelopment Area.

#### HISTORICAL SIGNIFICANCE

University Place was established as a “College Town” in 1887 and supported the newly established Nebraska Wesleyan University. It was an independent community until Lincoln annexed it in 1926. According to the Comprehensive Plan, there is one locally landmarked and National register listed residential district and five properties that are either locally landmarked or listed in the National Register of Historic Places.



## University Place Redevelopment: Historic Facets

-  Historic Site Surveys
-  Historic Districts
-  Historic Surveys

0 0.1 0.2 0.4 Miles



University Place Residential Historic District: Local Landmark/National Register. In the late 1880s and early 1890s, six institutions of higher learning were established on the outskirts of Lincoln, with residential land platted around the campuses in hopes of establishing independent “college towns.” Nebraska Wesleyan University and its surrounding University Place along with Union College and College View are Lincoln’s most successful examples of this form of development. The University Place District demonstrates the residential component of this phenomenon and displays a range of homes including Prairie Boxes, bungalows, and a few modest Period Revival houses.

Phi Kappa Tau Fraternity (NWU): National Register. The Phi Kappa Tau fraternity house of Nebraska Wesleyan University is a two-and-one-half story, red brick Period Revival structure designed by architects Meginnis & Schaumberg, with Frank Robey serving as contractor. The “Greek system” was formally recognized at Wesleyan in 1920, and the Phi Kappa Tau house was constructed in 1928. While several of Wesleyan’s fraternities and sororities were short-lived or experienced difficulty acquiring a permanent residence, Phi Kappa Tau persevered and managed to remain in their original chapter house. The Phi Kappa Tau house is the only original Greek chapter house at Nebraska Wesleyan University that retains historic integrity.

Old Main at Nebraska Wesleyan University: National Register. Nebraska Wesleyan University was founded in the town of University Place in 1887. To house the new university this three-story Richardsonian Romanesque structure was constructed in 1887-88, designed by architects Gibbs & Parker of Kansas City. Wesleyan’s “Old Main” is more than a campus landmark, because Wesleyan was one of half a dozen colleges established on the outskirts of Lincoln in the 1880s and 1890s. Only Nebraska Wesleyan and Union College remain of those institutions and only Old Main recalls the grand structures that housed each of them.

First United Methodist Church: National Register. The First United Methodist Church, located to the northwest of the Nebraska Wesleyan University campus, is a 1909 Neo-Classical Revival building formed by a dome on top of a two-story-tall cubes. On the interior, the dome over the sanctuary contains over 1,000 pieces of stained and painted glass and features a portrait of President Abraham Lincoln. The building is locally significant under Criterion C for its Neo-Classical Revival style of architecture and Byzantine-inspired auditorium-style sanctuary on the interior. The building was largely completed by Alfred W. Woods, but was completed during the Woods-Cordner partnership that lasted from 1906 to 1912.

Wesleyan Hospital: Local Landmark/National Register. When built in 1906 the east portion of this building was a small hotel, Hotel Cecil, and the west front was Dr. Coffin’s private hospital called Wesleyan Hospital and Nurses Training School. The hospital and school quickly expanded into the hotel, but the school only operated until 1912. Its uses alternated in the 1910s between a boarding house and hospital, then was converted into apartments in the 1920s. In 2016-17 it was rehabbed for a dozen apartments.

University Place City Hall: Local Landmark. University Place City Hall is the premier architectural representation of the City of University Place during its autonomous period from incorporation in 1889 to annexation by Lincoln in 1926. Built in 1914 in the Neo-Classical Revival style, it embodies the growth of University Place to a community of approximately 5,000 by the time of annexation. Designed to house the fire station, police station, water & light departments, city council, and mayor, it embodies the full range of civic services offered by the community during that period. It is also a major work in the career of John R. Smith, University Place's leading architect of the independent period.

Saint Charles Apartments: National Register. When Saint Charles Apartments were built in 1923-24, University Place was an incorporated town with a population of about 5,000. University Place was annexed by Lincoln in 1926. Saint Charles was designed to provide sixteen apartments and was the only brick apartment house built in University Place before annexation. The building, which incorporates Neo-Classical Revival motifs, was constructed by William Henry Seng, a major contractor in the University Place area during the 1920s and 1930s.

Whenever possible, action should be taken to preserve the historic character of the Redevelopment Area via preserving the downtown feel of the commercial corridor, historic residential restoration, and maintaining the significant connection to Nebraska Wesleyan University.

## CREATIVE DISTRICT DESIGNATION

In 2023, the Nebraska Arts Council designated the University Place neighborhood as a Creative District. The Creative District is located in the heart of historic University Place along North 48<sup>th</sup> Street between North 46<sup>th</sup> Street and North 56<sup>th</sup> Street. It is the first, and to date only, Creative District designation in the City. The Creative District designation is the culmination of many great arts initiatives happening in the neighborhood, and it creates the opportunity to build on that success in the future. Because of this unique designation, the opportunity to create and provide public art in the Redevelopment Area should be given consideration throughout all development and redevelopment efforts in the Redevelopment Area.

## BLIGHT AND SUBSTANDARD DETERMINATION

### *Finding of Blight and Substandard Conditions*

For a redevelopment project in the City to be eligible for tax increment financing ("TIF") resources under the Act, the project must be in an area that has been designated as "blighted" and "substandard," as those terms are defined in the Act.

The City, through its Urban Development Department, contracted with the Consultant to conduct the Blight Study. The Blight Study was completed in

May 2025. This section of the Redevelopment Plan is taken directly from the Blight Study.

“The Cornhusker Highway area has several items contributing to the Blight and Substandard conditions. These conditions include:

#### Blighted Conditions

- Substantial number of deteriorated or deteriorating structures
- Deterioration of site or other improvements
- Insanitary and unsafe conditions
- Diversity of Ownership
- Dangerous conditions to life or property due to fire or other causes
- Combination of factors which are impairing and/or arresting sound growth
- Average age of structures is over 40 years of age

#### Substandard Conditions

- Predominance of structures meeting the dilapidation or deteriorating criteria
- Average age of the structures in the area is at least 40 years”

The Consultants concluded that the number, degree, and distribution of blight and substandard factors in the Redevelopment Area, as documented in the Blight Study, are beyond remedy and control solely by regulatory processes in the exercise of the police power and cannot be dealt with effectively by the ordinary operations of private enterprise without the aid provided in the Act. Further, the Consultant opined that the findings in the Blight Study warrant designating the Redevelopment Area as blighted and Substandard. The City Council concurred and adopted Resolution A-95455 declaring the Redevelopment Area blighted and substandard on November 17, 2025.

#### *Finding of Extreme Blight Conditions*

The City, through its Urban Development Department, completed the Extremely Blighted Determination Study for the Lincoln Cornhusker Area Blight Area study (“Extreme Blight Study”) in March 2025 to determine if the Redevelopment Area met the legislative requirements to be declared extremely blighted for the purposes of receiving an additional five years of TIF as well as other tax benefits. The Extreme Blight Study determined that the Redevelopment Area did meet the requirements for an extremely blighted designation. The City Council adopted the Extreme Blight Study on November 17, 2025 via Resolution A-95456.

## REDEVELOPMENT PLAN GUIDING PRINCIPLES

The Comprehensive Plan identifies several policies for mixed use areas. The following guiding principles are taken directly from the Comprehensive Plan and should be used as a guide for redevelopment activities.

### *E1: Complete Neighborhoods and Housing*

#### Existing Neighborhoods

For existing neighborhoods, housing diversity is often already in place, and efforts must focus on maintaining this balance and variety. The diversity of architecture, housing types, and sizes are central to what make existing neighborhoods great places to live. New construction should continue the architectural variety, but in a manner that is sensitive to the existing neighborhoods. Preservation, maintenance, and rehabilitation of existing housing should continue to be the focus. Preserving existing housing for owners and renters and a mix of supporting uses should remain the focus in established neighborhoods, with modest opportunities for infill and redevelopment.

Infill and redevelopment are supported and must 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. Neighborhood Design Standards apply within Lincoln's 1950 corporate limits and will continue to be a useful tool to ensure compatibility of new construction.

Existing neighborhoods often contain a mix of uses including neighborhood commercial uses, parks, and schools. The patterns of land use in existing neighborhoods support walkability and already achieve many of the Complete Neighborhoods recommendations. Neighborhood commercial centers provide goods and services closer to where people live and can increase desirability to live in the surrounding neighborhoods. Examples in Lincoln include Havelock, University Place, College View, and others. Efforts should be taken to preserve existing neighborhood commercial centers as a vital component in existing neighborhoods. Integration of the neighborhood commercial areas within existing neighborhoods is supported and can be viewed as a model for developing neighborhoods.

#### Affordable Housing

The Plan recognizes that preserving our existing housing stock is one of the best ways to provide for affordable housing in our community. The Lincoln City Council adopted the Lincoln Affordable Housing Coordinated Action Plan in December 2020. The Affordable Housing Coordinated Action Plan recognizes that the City alone cannot address the affordable housing needs. Many community partners are identified to help implement the plan recommendations. The Affordable Housing Coordinated Action Plan also acknowledges the gap in "missing middle" housing unit types. Whereas single-family detached and multi-family units are the predominant housing type developed in Lincoln, missing middle includes the units between such as duplex, triplex, quadplex, cottage clusters, and townhouses. Missing

middle housing was more prominent in the 20th century. An important element to affordable housing and complete neighborhoods overall includes development of missing middle housing.

## *E2: Infill and Redevelopment*

### Infill and Redevelopment Approach

The Infill and Redevelopment Approach seeks to fulfill the following objectives:

- To provide flexibility to the marketplace in siting future redevelopment locations;
- To offer existing neighborhoods, present and future residents, developers, other businesses, and infrastructure providers a level of predictability as to where such redevelopment concentrations might be located;
- To promote high-quality, durable design for Projects, including TIF projects, that enhance the surrounding neighborhood; and,
- To encourage and provide incentives for residential mixed use in redeveloping commercial and industrial areas.

### Infill Districts: Mixed Use Redevelopment Nodes

The City's primary strategy for residential infill and redevelopment outside of the Greater Downtown is to encourage the redevelopment and reuse of sites and buildings in underutilized commercial and industrial areas. Redevelopment nodes should have access to arterial streets, public transportation, and proximity to community facilities such as parks and schools. Nodes should provide services and retail goods oriented to the residents in and adjacent to the development, with significant pedestrian orientation and access. The adaptive reuse of historic or other existing structures into mixed uses is encouraged.

Nodes should provide adequate facilities for multi-modal transportation including a complete sidewalk network, transit stops, automobile parking and circulation, and storage of bicycles. This concept is designed and intended to be mutually beneficial for existing adjacent neighborhoods and the new mixed-use neighborhood created by the redeveloped center. Newer commercial centers that are not yet fully developed are encouraged to utilize this concept as a guide for amending their approved plans to develop as mixed-use centers.

### Infill Districts: Neighborhood Edges

Neighborhood edges present an opportunity for missing middle housing, which can help expand affordable housing options and overall housing choice in the community. Missing middle housing includes “house-scale” buildings that provide typically 3 to 12 units and fit in with the character of single-family neighborhoods. Neighborhood edges exist across the community, both in older and newer neighborhoods. They typically are found adjacent to lower density residential areas and are near or have access to an arterial street. Edges may filter or buffer the neighborhoods from commercial or industrial uses or they may act as a seam to adjoining neighborhoods.

### PLAN CONFORMANCE

PlanForward, the City’s 2050 Comprehensive Plan, adopted November 22, 2021, as amended, represents the local goals, objectives, and policies of the City. The Redevelopment Plan was developed in accordance with, and is consistent with, the Comprehensive Plan. All opportunities for redevelopment of the Redevelopment Area shall be considered and implemented in conformity with the Comprehensive Plan. This Redevelopment Plan contemplates the ability to include residential, commercial, industrial, and greens space redevelopment activities within the Redevelopment Area as the opportunity arises and follows the guiding principles laid out in the Comprehensive Plan.

The University Place Subarea Plan, adopted as part of the Comprehensive Plan on May 5, 2025, identifies the community’s goals and priorities for the University Place neighborhood. This Redevelopment Plan strives to implement many of the public infrastructure goals identified in the University Place Subarea Plan. Any projects identified in this Redevelopment Plan will be considered and implemented in conformity with the University Place Subarea Plan.

The City’s Climate Action Plan prioritizes the continuation of mixed-use development, the adoption of pedestrian-oriented development, and the adoption of transit-oriented development (“TOD”) policies regarding the City’s growth and redevelopment. The Climate Action Plan also emphasizes the alignment of economic development goals with climate realities, through the growth of climate smart businesses and the development of a climate-ready workforce. Thus, ideal projects will provide for walkable, mixed-use housing options and/or will incorporate businesses, institutions, or public services which further the goals of climate-smart innovation and economic development.

The City’s Affordable Housing Coordinated Action Plan identifies strategies which could influence the future land use and zoning within redevelopment areas, such as increasing the percentage of land zoned for multi-family and missing middle housing, expanding the number for affordable units through the Low-Income

Housing Tax Credits (“LIHTC”) funding product, and encouraging infill redevelopment in existing neighborhoods. Projects formed by these strategies are more likely to increase the density of housing units and population within redevelopment areas. Effective redevelopment proposals will also aim to minimize any adverse effects on existing residents.

All development or projects in the Redevelopment Area should be consistent with the goals set forth in the Comprehensive Plan, Climate Action Plan, and Affordable Housing Coordinated Action Plan, and all other plans adopted by the City.

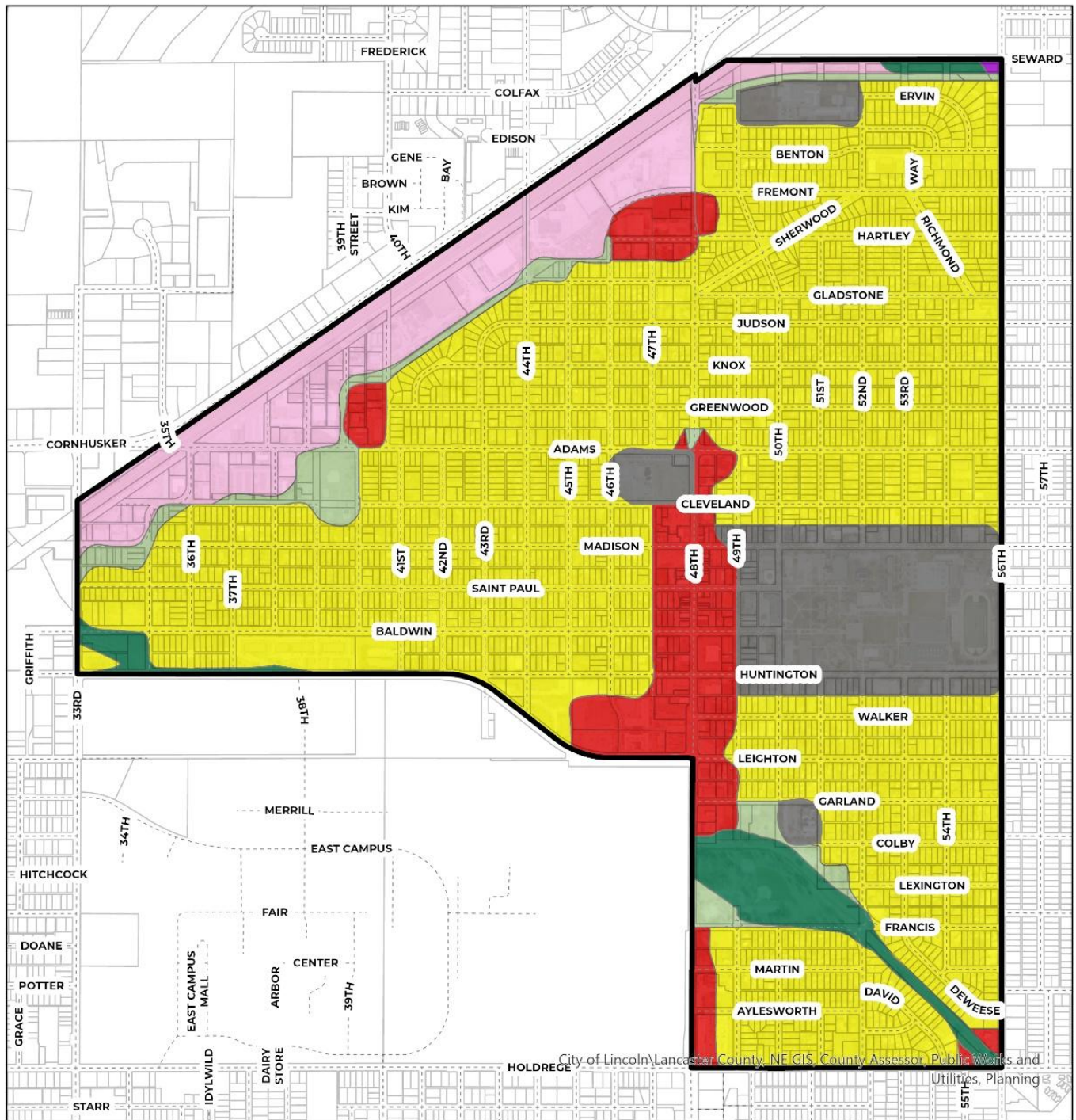
## REDEVELOPMENT ACTIVITIES

The private redevelopment activities to be undertaken in the Redevelopment Area will be identified as redevelopment projects occur. Public investment in this area should include:

- Restoring and enhancing the commercial facades along the North 48<sup>th</sup> Street commercial corridor, utilizing historic preservation standards whenever possible;
- Streetscape enhancement activities along North 48<sup>th</sup> Street, St. Paul Avenue, and Baldwin Avenue;
- Creation of a public festival and activities space, including safety features such as street bollards and placemaking enhancements such as street art and signage;
- Improvements to public parking lots;
- Increased public lighting;
- Placemaking activities including entryway features, public art and supporting structures, and signage;
- Park enhancements;
- Sidewalk repair; and
- Existing residential support.

## FUTURE LAND USE

The Future Land Use Map lays out the intended future land uses within the Redevelopment Area. The future land uses of the Redevelopment Area, as set forth in the Comprehensive Plan, is primarily residential with a small portion of the Redevelopment Area identified for commercial uses and is adjacent to public uses.



## University Place Redevelopment: Future Land Use

- |                             |                         |
|-----------------------------|-------------------------|
| Redevelopment Area          | Environmental Resources |
| Public & Semi-Public        | Green Space             |
| Residential - Urban Density | Industrial              |
| Commercial                  | Light Industrial        |

0 0.1 0.2 0.4 Miles



## REDEVELOPMENT PROCESS

The City anticipates construction of public improvements and other redevelopment activities in the Redevelopment Area could require construction easements and site preparation (including rerouting/upgrading of underground utilities, as needed). If any acquisition, relocation, demolition, or disposal of property is needed, the process for these redevelopment activities are as follows:

- **Property Acquisition.** The City may acquire the necessary fees, easements, property, and covenants through voluntary negotiations. The City of Lincoln Land Acquisition Policy Statement is on file at the Urban Development Department, 555 S. 10th Street, Suite 205, Lincoln, NE 68508. However, if voluntary agreement is not possible, the City must follow procedures to institute eminent domain proceedings.
- **Relocation –** Relocation may involve the temporary or permanent relocation of families, individuals, or businesses to complete redevelopment activities. Relocation will be completed according to local, state, and federal relocation regulations (see Relocation Assistance on file at the Urban Development Department, 555 south 10th Street, Suite 205, Lincoln, NE 68508).
- **Demolition –** Demolition will include clearing sites on property proposed for public improvements; necessary capping, removal or replacing utilities; site preparation; securing insurance and bonds; and taking other necessary measures to protect citizens and surrounding properties. Measures to mitigate environmental findings may also be necessary, if determined by site testing.
- **Disposal/Disposition –** Redevelopment 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 the Land Disposition Procedures on file at the Urban Development Department, 555 south 10th Street, Suite 205, Lincoln, NE 68058). All public property to be sold must follow surplus procedures.
- **Requests for Proposals.** The City will follow the standard selection process to hire architects and engineers to design the public facilities and improvements. Primary contractors will also be competitively selected.

## ESTIMATED EXPENDITURES

Estimates of the costs associated with each Project will be determined as projects occur, and a cost-benefit analysis for each Project will be conducted to determine the costs and the benefits of the proposed project prior to implementation. Necessary public improvements will be prioritized and constructed as TIF dollars are generated.

## FINANCING

The private sector will provide primary financing for revitalization of the Redevelopment Area. The City shall participate where necessary in the redevelopment process, including providing public services and public improvements. However, the scope of the work necessary to eliminate blight and substandard conditions in the Redevelopment Area is beyond the City's capacity to accomplish alone. Financing of proposed improvements will require participation by both the private and the public sectors.

Projects undertaken in the Redevelopment Area will be subject to the limits and sources of funding authorized and approved by the Mayor and the City Council. Where appropriate, the City may participate by providing financial assistance for the rehabilitation of structures.

Sources of funding may include:

1. Special Assessments – Business Improvement Districts.
2. Private Contributions.
3. Municipal Infrastructure Redevelopment Fund (MIRF).
4. Community Development Block Grant (CDBG) Funds.
5. Home Investment Partnership Act (HOME).
6. HUD Section 108 Loan Program.
7. Community Improvement (Tax Increment) Financing (Ad Valorem Tax).
8. Capital Improvements Program Budget.
9. Federal and State Grants.
10. Interest Income.
11. Advance Land Acquisition Fund – property rights/easements, public facility site acquisition.
12. Other tax credit programs as available.

According to the Act, any ad valorem tax levied upon real property, or any portion thereof, in a Project shall be divided for a period not to exceed the statutorily permitted period after the effective date as identified in the project redevelopment contract or in the resolution of the authority authorizing the issuance of bonds pursuant to the Act, 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 public body upon the 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 ("Base Tax Amount"); and
- That portion of the ad valorem tax on real property, as provided in the redevelopment contract or bond resolution, in the Project in excess of the Base Tax 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, loans, notes, or advances of money to, or indebtedness incurred by, whether funded, refunded, assumed, or otherwise, such authority for financing or refinancing, in whole or in part, the 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 Project shall be paid into the funds of the respective public bodies.

The effective date for the Community Improvement Financing provisions of the Redevelopment Plan for each sub-project shall be identified in the project redevelopment contract. Bond repayments periods are subject to the City's TIF Policy but are generally 15 or 20 year terms.

# **University Place Commercial Corridor Façade Restoration and Streetscape Enhancement Project**

## **Amendment to the University Place Neighborhood Redevelopment Plan**

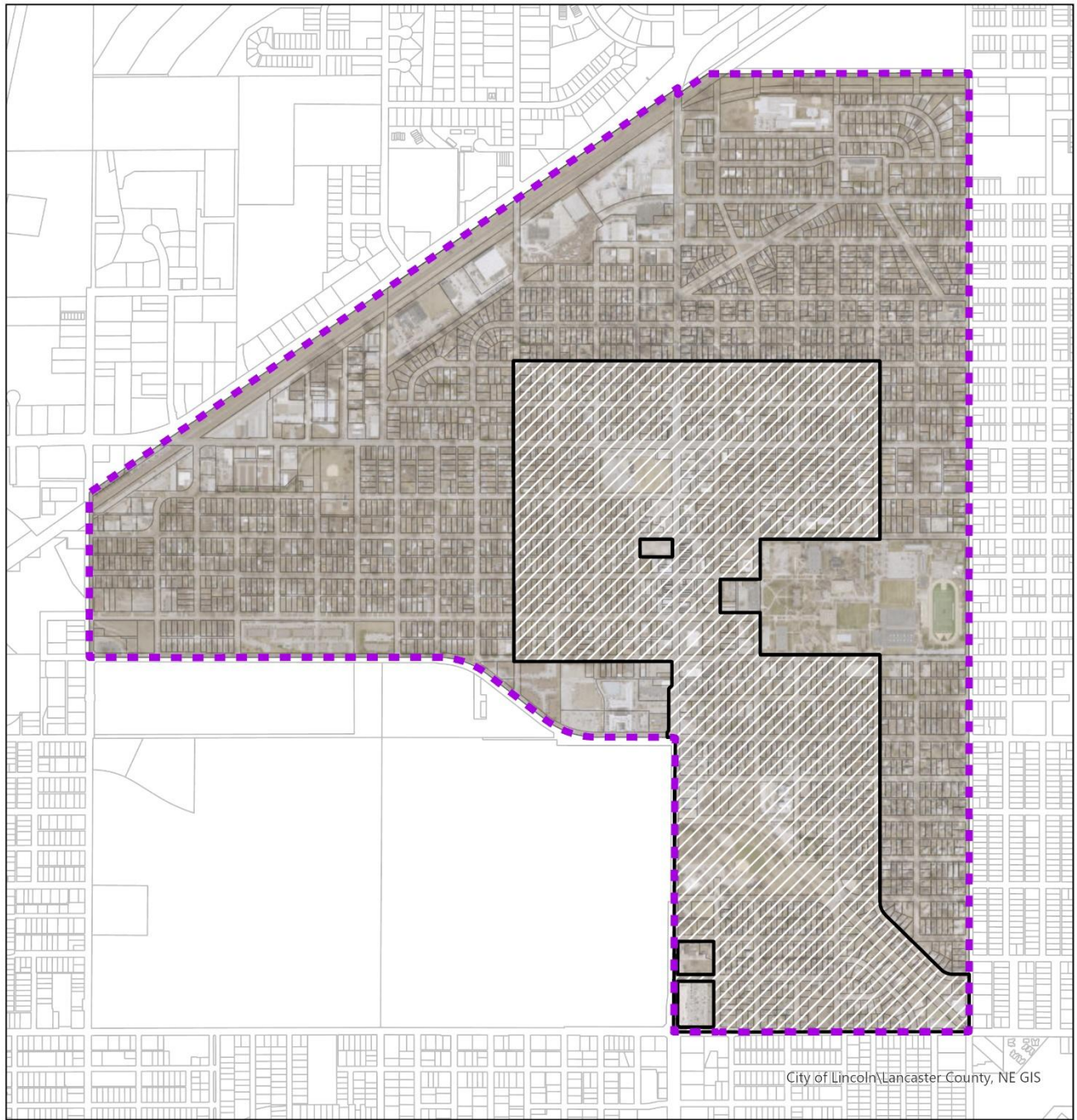
**February 2026**

### PROJECT DESCRIPTION

The University Place Commercial Corridor Façade Restoration and Streetscape Enhancement Project ("Project") Amendment to the University Place Neighborhood Redevelopment Plan, as amended ("Plan Amendment") is dedicated to restoring and enhancing the commercial facades of the University Place commercial corridor and enhancing the streetscape. The Project's boundaries are approximately Knox Street to the north, 44<sup>th</sup> Street to the west, 53<sup>rd</sup> Street to the east and Leighton Avenue to the south ("Project Area"). The Project Area Map shows the location of the Project within the context of the City of Lincoln ("City"). There are three active tax increment financing ("TIF") projects in the Project Area. If new TIF projects are activated in the Redevelopment Area in the future, this map will be updated, and valuations will be recalculated.

The *University Place Subarea Plan* ("Subarea Plan") calls for the "creation of a vibrant, walkable, mixed-use commercial district that encourages residents, students, and visitors to spend time in the heart of the University Place neighborhood." The Project aims to meet those goals by restoring the commercial facades along the North 48<sup>th</sup> Street Commercial Corridor, enhancing the streetscape design along the commercial corridor as well as on Madison Street and Saint Paul Street, redesigning lane configurations along North 48<sup>th</sup> Street, improving the public parking lots, engaging in placemaking activities that highlight both the historic significance of the neighborhood and its status as a Creative District, and other public infrastructure improvements needed to meet this goal.

The Project will be completed in phases. The phasing plan of action must take place because of the unpredictable availability of funding/financing. Implementation of activities in all phases will be to the limit of available resources. These phase numbers do not necessarily reflect priority and phases may overlap as funding allows. The Project may leverage financing from multiple programs within the City as well as private funds if they are available. The Project may also include sidewalk and other public infrastructure improvements within the entirety of the Redevelopment Area.



University Place Redevelopment: Project Area

-  Redevelopment Area
-  University Place Commercial Corridor Façade Restoration and Streetscape Enhancement Project

0 0.1 0.2 0.4 Miles



Publicly funded redevelopment activities for the Project may include the following: historic preservation, façade enhancements, energy enhancements, utility, sidewalk, and street rehabilitation, streetscape enhancements, revitalization of public parking areas, placemaking activities, and other expenses as permitted under the Community Development Law (the “Act”) (Nebraska Revised Statutes section 18-2101 to 18-2158, as amended) and in the Redevelopment Plan.

#### Phase I: Commercial Corridor Façade Restoration

The first phase will assist in the restoration and enhancement of the commercial facades along the North 48<sup>th</sup> Street commercial corridor (the “Restoration Program”), which is from approximately Leighton Avenue on the south, Adams Street on the north, 46<sup>th</sup> Street to the west and 50<sup>th</sup> Street to the east.

Preservation and restoration of existing commercial structures is vital to the University Place neighborhood maintaining its unique historic characteristics. The Subarea Plan states that historic preservation activities should “celebrate the historic character of University Place while integrating new and exciting improvements that reflect the neighborhood’s role as an arts hub and Creative District.”

Although there is currently no historic district designation for North 48<sup>th</sup> Street, the City is considering such a designation and historic preservation standards should be met whenever possible. Historic preservation is vital to understanding and respecting the City and neighborhood’s past, especially when decisions are being made about its future. However, historically accurate repairs add additional costs to a project. A portion of the TIF generated from the Project would be reinvested in the historic structures to maintain them for many years to come.

Participation in the program will be voluntary, but these activities are critical to the success of the Project. There are approximately 51 commercial buildings in the Restoration Program area. Likely not every property will be eligible for the Restoration Program. City staff will work with an architect and community stakeholders to create a cohesive commercial façade design for the Project. City staff will also create policies



*Proposed Design for North 48<sup>th</sup> Street from Adams Street to Leighton Avenue*



and procedures for the implementation of the Restoration Program. Budgeting for this phase will be created in response to this process.



## Phase II: Streetscape and Festival Space on Saint Paul and Madison Avenues

The second phase involves enhancing the streetscape along Saint Paul and Madison Avenues. Successful event and creative programming already exist in the Redevelopment Area. Every year, the Lux Center for the Arts hosts SummerFest, a free community arts festival that features art activities, food trucks, and live music. The UNI Place Creative District also hosts regular Makers Market events along Saint Paul and Madison Avenues. The Subarea Plan identified the neighborhood's

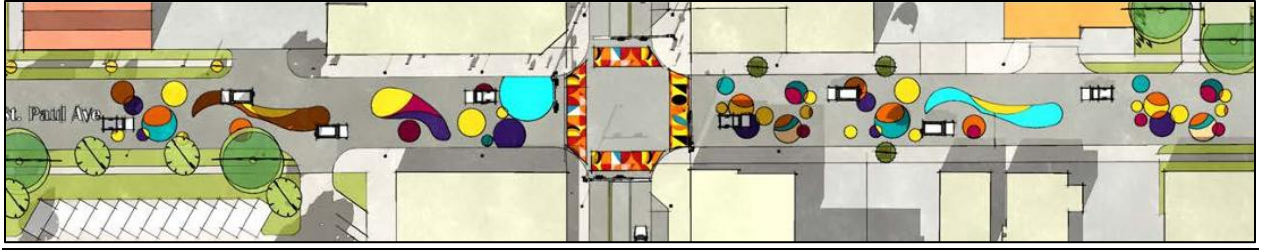
desire for these community events to continue and be improved upon in University Place. The Subarea Plan envisioned creating improved facilities for outdoor events, particularly along Saint Paul Avenue and utilizing the public parking lots at North 47<sup>th</sup> Street and North 49<sup>th</sup> Street and Saint Paul Avenue. Specific enhancements identified in the Subarea Plan include:

- Covered parking spaces in the public parking lots that can double as a shelter for booths during festival events;
- Enhanced landscaping along the public parking lots to provide more shade and create a more pleasant pedestrian experience;
- Incorporating street art along Saint Paul and other areas where it makes sense to give the street the feel of a public plaza during neighborhood events; and
- Placemaking activities such as enhanced overhead and pole lighting, additional electrical outlets for vendors, and bollards or other traffic protection for the festival spaces.



*Proposed Street Art Design for Saint Paul*

City staff will work with design teams to engage the public and create a community informed design for this project. Budgeting for this phase will be created in response to this process.



*Proposed Street Art Design for Saint Paul*

### Phase III: Streetscape and Lane Realignment for North 48<sup>th</sup> Street

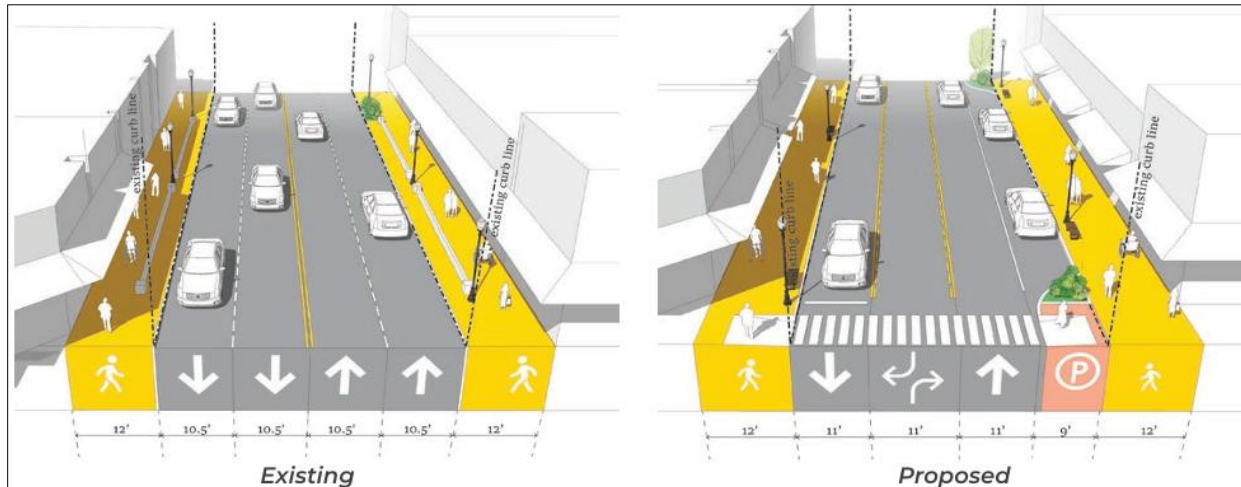
The third phase focuses on the realignment of North 48<sup>th</sup> Street and the revitalization of the streetscape along the commercial corridor. As stated in the Subarea Plan, “concern about traffic on North 48<sup>th</sup> Street was the most common feedback heard during the public engagement process. The speed and volume of traffic creates an environment that is unfriendly to pedestrians and detrimental to cultivating a healthy business district along North 48<sup>th</sup> Street. A re-imagined North 48<sup>th</sup> Street is key to further revitalization of the commercial district.”

The required timing on this project is the driving force behind it. Currently, North 48<sup>th</sup> Street is the only arterial grade-separated railroad track crossing between North 27<sup>th</sup> and North 70<sup>th</sup> Streets, which contributes to the high average daily traffic volume on North 48<sup>th</sup> Street. However, Lincoln Transportation and Utilities Department (“LTU”) is leading the upcoming North 33<sup>rd</sup> and Cornhusker overpass project, which will provide a new grade-separated crossing of the railroad tracks at North 33<sup>rd</sup> Street. This will help alleviate some of the traffic burden on North 48<sup>th</sup> Street. The North 33<sup>rd</sup> Street Project is anticipated for completion around 2031. Work on North 48<sup>th</sup> Street will be coordinated with LTU in connection with other transportation improvements.

Per the Subarea Plan, improvements to North 48<sup>th</sup> Street and streetscape include:

- Lane reconfigurations to better meet the needs of the neighborhood;
- A new Pedestrian Hybrid Beacons (“PHB”) at Cleveland Avenue to facilitate improved pedestrian safety;
- Provision of on-street parking that could also include space for bus stop turnouts as needed;
- Roundabouts at Leighton Avenue and Adams Street;
- Traffic control devices;
- Gateway features;
- Public art; and
- Streetscape enhancements.

City staff will work with design teams to engage the public and create a community informed design for this project. Budgeting for this phase will be created in response to this process.



*North 48th Street Alignment Existing and Proposed Design*



*Proposed N. 48th Street and Leighton Avenue Round About*

## PLAN CONFORMANCE

The Project is consistent with the *University Place Neighborhood Plan Redevelopment Plan*, which calls for the preservation and enhancement of the commercial corridor, streetscape enhancements, and placemaking activities to maintain its distinct downtown characteristics.

The Project is consistent with *PlanForward, Lincoln-Lancaster County 2050 Comprehensive Plan* (the "Comprehensive Plan"). One of the policies of the Comprehensive Plan is to preserve the community's distinctive character and desirable quality of life through exercising stewardship of historic resources. The City should continue to inventory, research, evaluate, and celebrate the full range of historic resources including standing structures and distinctive neighborhoods as well as seek incentives and regulatory support to maintain, rehabilitate, and minimize energy utilization of existing structures to make it more feasible to rehabilitate and continue to use older buildings. Further, the City should maintain and encourage businesses that conveniently serve nearby residents, while ensuring compatibility with adjacent neighborhoods. Further, it meets the goals of the *University Place Subarea Plan* as adopted into the Comprehensive Plan by creating a plan to finance some of the major projects identified in the University Place Subarea Plan.

The Project is consistent with the City's *Climate Action Plan* as well. The Climate Action Plan encourages the reduction of waste as part of reducing its climate risks. Encouraging the preservation and rehabilitation of existing commercial structures reduces the amount of construction waste in furtherance of these goals. In addition, reinvesting in this neighborhood supports transit ridership as the Project Area is served by multiple StarTran routes.

## STATUTORY ELEMENTS

*Property Acquisition, Demolition, and Disposal:* The City does not intend to acquire property, nor would the City use eminent domain if the City did acquire property for the Project. The City of Lincoln Land Acquisition Policy Statement is on file at the Urban Development Department, 555 S. 10th Street, Suite 205, Lincoln, NE 68508.

*Population Density:* The Project includes rehabilitation of currently existing commercial buildings, some of which may have residential in their second stories. The Project should not have a substantial effect on the population. However, any population increase that may occur is consistent with the Comprehensive Plan.

*Land Coverage:* The Project should not increase the land coverage in the Redevelopment Area.

*Traffic Flow, Street Layouts, and Street Grades:* The Redevelopment Area is laid out on a grid street pattern with very wide rights-of-way. Even with the proposed reduction in lanes, the Project should not impact traffic flow therefore this layout is sufficient for the Redevelopment Area.

*Parking:* The project proposes enhancements to the public parking and supports the potential street realignment recommended in the University Place Redevelopment Plan. This would positively impact parking in the area by creating greener public parking areas and potentially adding on-street parking.

*Zoning:* The Project does not propose changes in land use and does not seek zoning changes to complete the Project.

*Public Facilities and Utilities:* Public infrastructure improvements may be required to implement the Project including improvements to Lincoln Electric System transformers or other equipment. Additional improvements may be required to implement this Project, including but not limited to improvements to the water, sanitary sewer, storm sewer, and rights-of-way including alleys and streets and public driveway access easements. As the Project is further developed, the Lincoln Transportation and Utilities Department will work with the Redeveloper to ensure that the systems can support the additional capacity requirements of the Project.

*Land Use:* The primary existing land use in the Redevelopment Area is commercial with pockets of residential. The Future Land Use Map in the Comprehensive Plan shows these same uses.

## PROPOSED COSTS AND FINANCING

The source of funds for the public improvements within the Project Area will be TIF generated from growth in valuations, private development within the Project Area, and other public and/or private sources as appropriate. Publicly funded redevelopment activities are expected to occur in phases as the result of increases in property values and private investment within the Project Area over time.

Existing redevelopment projects within the Redevelopment Area will not be included in TIF calculations, nor be required to contribute to the new district. The calculation and distribution of funds for any existing redevelopment projects within the Redevelopment Area will be governed by their unique redevelopment agreements. Future redevelopment projects may be removed from the Project Area as necessary to establish a new project.

TIF is expected to be used to assist in the restoration of the commercial facades, public infrastructure enhancements, and placemaking activities within the Project Area. These items include but are not limited to window repair and replacement, roofing, siding repair and/or painting, façade enhancements, awnings and placemaking elements, weatherization and energy efficiency, foundation work, and

code related upgrades, as well as rehabilitation of utility, sidewalk, parking and street infrastructure as needed to support the neighborhood.

#### COST BENEFIT ANALYSIS

As required by the Act, the Redeveloper has analyzed the costs and benefits of the proposed Project including:

*Tax Revenues:* The 2025 estimated valuation of the Project Area is \$198,585,500. The base value was calculated from data provided by the Lancaster County Assessor, and includes valuations for private property, public buildings, and other public property that will remain in the Project Area unless removed for purposes of redevelopment.

The total assessed value of the Project Area would increase to \$358,667,503 on regular valuation increases alone over the 20-year period and yield over \$26,921,588 in TIF collections for the district. The Project is expected to generate up to \$1,346,080 in annual TIF revenue to assist with the construction of the public improvements and enhancements related to the Project.

The budget for all three mentioned phases and any potential future phases will be created within this allocation. The actual increase in property tax collection during the 20-year TIF period will be available to finance the costs of construction of the public improvements related to the Project. The public investment in TIF funds may leverage private investment within the Project Area.

The tax increment gained from the Project Site would not be available for use as City general tax revenues over that time but will be used to preserve and enhance the University Place neighborhood's distinct characteristics. After the 20-year period or when the remaining debt is retired, the increase in annual taxes paid will be split among the taxing jurisdictions according to the tax levy.

The investment is intended to catalyze redevelopment within the Redevelopment Area and its surrounding areas, which then would generate additional property tax revenue that, if in the Redevelopment Area, would go back to the taxing jurisdictions at the end of the repayment of the bond proceeds or, if outside the Redevelopment Area, would be immediately available as general fund revenue. This redevelopment will also likely support public services through the generation of other taxes, such as employment or sales tax revenue over time.

*Public Infrastructure and Community Public Service Needs Impacts:* It is anticipated that the Project will have a positive impact on City infrastructure and services and will generate additional revenue providing support for those services in the future.

*Employment Within the Project Area:* The Project is not expected to directly increase employment within the Project Area but is expected to have a positive impact on employers and employees of firms located or locating in or expanding within the boundaries of the Project Area by preserving and enhancing commercial structures in the City.

*Employment In the City Outside the Project Area:* There are approximately 157,274 persons employed in 8,999 total establishments in Lancaster County according to the United States Census Bureau's County Business Patterns 2023 data. The median household income for the City was \$69,991 according to the 2019-2023 American Community Survey 5-Year estimates. While the impact of the Project on city-wide employment would be minimal, the Project would support construction and potential permanent commercial employment.

*Impact on Student Populations of School Districts:* The Project contemplates the rehabilitation and revitalization of an already existing commercial corridor of the City. Therefore, there should be no noticeable increase in the student population. Additionally, Lincoln Public Schools will have the benefit of increased property taxes paid after the TIF period.

*Other Impacts:* Though utilizing TIF will defer the majority of the incremental ad valorem real property taxes generated by the Project for up to 20 years, there will be potential additional revenue generated by the Project from sales taxes generated by the construction of the Project and from sales taxes and occupation taxes paid by the residents of the Project, as well as income taxes paid by those that might work in the City. Upon completion of the 20-year TIF period, the Project will benefit the community through higher property tax revenue.

#### FINDING OF NEED FOR TIF

Section 18-2116 of the Act requires the City Council to make the following findings before authorizing the use of TIF:

- the Project and plan as proposed would not be economically feasible without the use of TIF; and
- the Project as proposed would not occur in the Redevelopment Area without the use of TIF.

The City's Urban Development Department believes that the private and public improvements proposed in this Plan Amendment would not occur "but for" the utilization of TIF in the Redevelopment Area. Because of the oversized cost burden of rehabilitation, these repairs have not occurred without public intervention and most likely would not happen without the assistance of TIF.

## PROJECT SCHEDULE AND IMPLEMENTATION

Following the approval of the Plan Amendment, the following steps will occur in the implementation of 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.
- The City will develop a project scope and create or hire an implementation team to monitor the rehabilitation of the historic buildings.
- The City may issue Community Improvement Financing (TIF) bonds or notes to fund the public improvements related to the Project.
- TIF-funded public improvements will be competitively bid, as needed and required by the Purchasing Department.
- The public improvements and enhancements will be completed.

Private redevelopment will be reviewed on an individual basis, as developers request assistance.

## Appendix A: Redevelopment Area PIDS

## Appendix B: 1998 University Place Redevelopment Plan

## Appendix C: 2016 University Place South Redevelopment Plan