

**LINCOLN, NEBRASKA
NORTH 27TH CORRIDOR/
ENTERPRISE COMMUNITY
TARGET NEIGHBORHOOD
STUDY AREA**

**BLIGHT AND SUBSTANDARD
DETERMINATION STUDY
APRIL, 1996**

**PREPARED FOR:
CITY OF LINCOLN**

**PREPARED BY:
HANNA:KEELAN ASSOCIATES,
P.C.**

**in association with
BAHR VERMEER & HAECKER ARCHITECTS/SSD
GEORGE W. HANCOCK, REAL ESTATE CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES**

HANNA:KEELAN ASSOCIATES, P.C.

COMMUNITY PLANNING & RESEARCH

PRINCIPALS

Becky J. Hanna
Timothy M. Keelan

ASSOCIATES

Shannon Davey
Lorrie Dickson

TABLE OF CONTENTS

Table of Contents	i
List of Tables and Illustrations	ii
A. Blight and Substandard Determination Study	1
1. Basis for Redevelopment	12
2. The Study Areas	14
3. The Research Approach	21
4. Eligibility Survey and Analysis Findings	23
Substandard Factors	
(1) Dilapidation/Deterioration of Structures	24
(2) Age or Obsolescence	29
(3) Inadequate Provision for Ventilation, Light, Air Sanitation or Open Space	30
(4) The Existence of Conditions which Endanger Life or Property by Fire and Other Causes	32
Blight Factors	
(1) Deteriorated or Deteriorating Structures	35
(2) Existence of Defective or Inadequate Street Layout	42
(3) Faulty Lot Layout in Relation to Size, Adequacy Accessibility, or Usefulness	50
(4) Insanitary and Unsafe Conditions	52
(5) Deterioration of Site Improvements	53
(6) Diversity of Ownership	55
(7) Tax or Special Assessment Delinquency Exceeding the Fair Value of the Land	59
(8) Defective or Unusual Condition of Title	61
(9) Improper Subdivision or Obsolete Platting	62
(10) The Existence of Conditions which Endanger Life or Property by Fire and Other Causes	64
(11) Other Environmental and Blighting Factors	67
(12) Additional Blighting Conditions	68
5. Determination of Study Areas Eligibility	70

COMPREHENSIVE PLANNING & ZONING • STRATEGIC PLANNING • HOUSING MARKET STUDIES • HOUSING DEVELOPMENT
ECONOMIC DEVELOPMENT RESEARCH & ANALYSIS • PUBLIC FACILITY PLANNING & IMPLEMENTATION
HUMAN RESOURCE PLANNING • STATE & FEDERAL GRANT WRITING & ADMINISTRATION

APPENDIX	72
Appendix I - Structural Survey Form	72
Appendix II - Structural Survey: Methods and Criteria	74
Appendix III - Exterior Environs Conditions Survey Form	86
Appendix IV - Exterior Environs Conditions Survey Results	87
Appendix V - Survey: Methods and Criteria	90

LIST OF TABLES

Tables

1	Substandard Factors	5
2	Blight Factors	8
3	Existing Land Use	18
4	Structural Survey Conclusions	27
5	Structural Survey Findings	28
6	Structural Survey Conclusions	38
7	Structural Survey Findings	41

LIST OF ILLUSTRATIONS

Illustrations

1	Study Areas - Location Map	2
2	Existing Land Use Map	16
3	Existing Zoning Map	19
4	Building Conditions Map	39
5	Deterioration of Site Improvements Map	46
6	Street, Alley and Sidewalk Conditions Map	48
7	Diversity of Ownership Map	57

**A. BLIGHT AND SUBSTANDARD
DETERMINATION STUDY**

A. BLIGHT AND SUBSTANDARD DETERMINATION STUDY

EXECUTIVE SUMMARY

Purpose of Study/Conclusion

The purpose of this Study is to determine whether all or part of two designated Study Areas in Lincoln, Nebraska, as well as these two areas combined, qualify as **blighted and substandard areas** within the definition set forth in the Nebraska Community Development Law, Section 18-2103.

The findings presented in this Blight and Substandard Determination Study are based on surveys and analyses conducted for the "North 27th Street Neighborhood Area", referred to as **Study Area #1**, and the "Enterprise Community Target Neighborhood Area", referred to as **Study Area #2**, as well as these two areas combined, referred to as **Overall Study Area**. **Illustration 1** delineates these areas in relation to the City of Lincoln.

Study Area #1, is described as follows: The southern boundary of the study area begins at 27th & "N" Streets; thence east on "N" Street to 30th Street; west on Potter Street to 23rd Street; south on 23rd Street to "X" Street; east on "X" Street to 27th Street; south on 27th Street to the point of beginning on "N" Street.

Study Area #2, is described as follows: The study area is irregular in boundaries. The western boundary begins at approximately North 14th Street and Salt Creek, continues southwesterly along Salt Creek to West "A" Street; thence east on "A" Street to 9th Street; south on 9th Street to Plum Street; east on Plum Street to 15th Street; north on 15th Street to Roselyn; east on Roselyn to 17th Street; south on 17th Street to South Street; east on South Street to 27th Street; north on 27th Street to "A" Street; east on "A" Street to 33rd Street; north on 33rd Street to "O" Street; east on "O" Street to 35th Street; north on 35th Street to "Q" Street; east on "Q" Street to 36th Street; north on 36th Street to Vine Street; west on Vine Street to 35th Street; north on 35th Street to "X" Street; west on "X" Street to 33rd Street; north on 33rd Street to Fair Street; west on Fair Street to 30th Street; south on 30th Street to Potter Street; east on Potter Street to 31st Street; south on 31st Street to Holdrege Street; west on Holdrege Street to 30th Street; south on 30th Street to "N" Street; west on "N" Street to approximately 23rd Street; south on 23rd Street to Monroe Street; west on Monroe Street to 22nd Street; south on 22nd Street to "M" Street; west on "M" Street to 21st Street; south on 21st Street to "L" Street; west on "L" Street to 17th Street; south on 17th Street to "G" Street; west on "G" Street to 11th Street; north on 11th Street to "H" Street; west on "H" Street to 9th Street; north on 9th Street to "J" Street; west on "J" Street to 8th Street; north on 8th Street to "O" Street; west on "O" Street to 5th Street; north on 5th Street to "F" Street; thence continuing northeasterly on a diagonal with the Burlington Northern Railroad to North 17th Street; north on 17th Street to Court Street; west on Court Street to 14th Street; and north on 14th Street to the point of beginning.

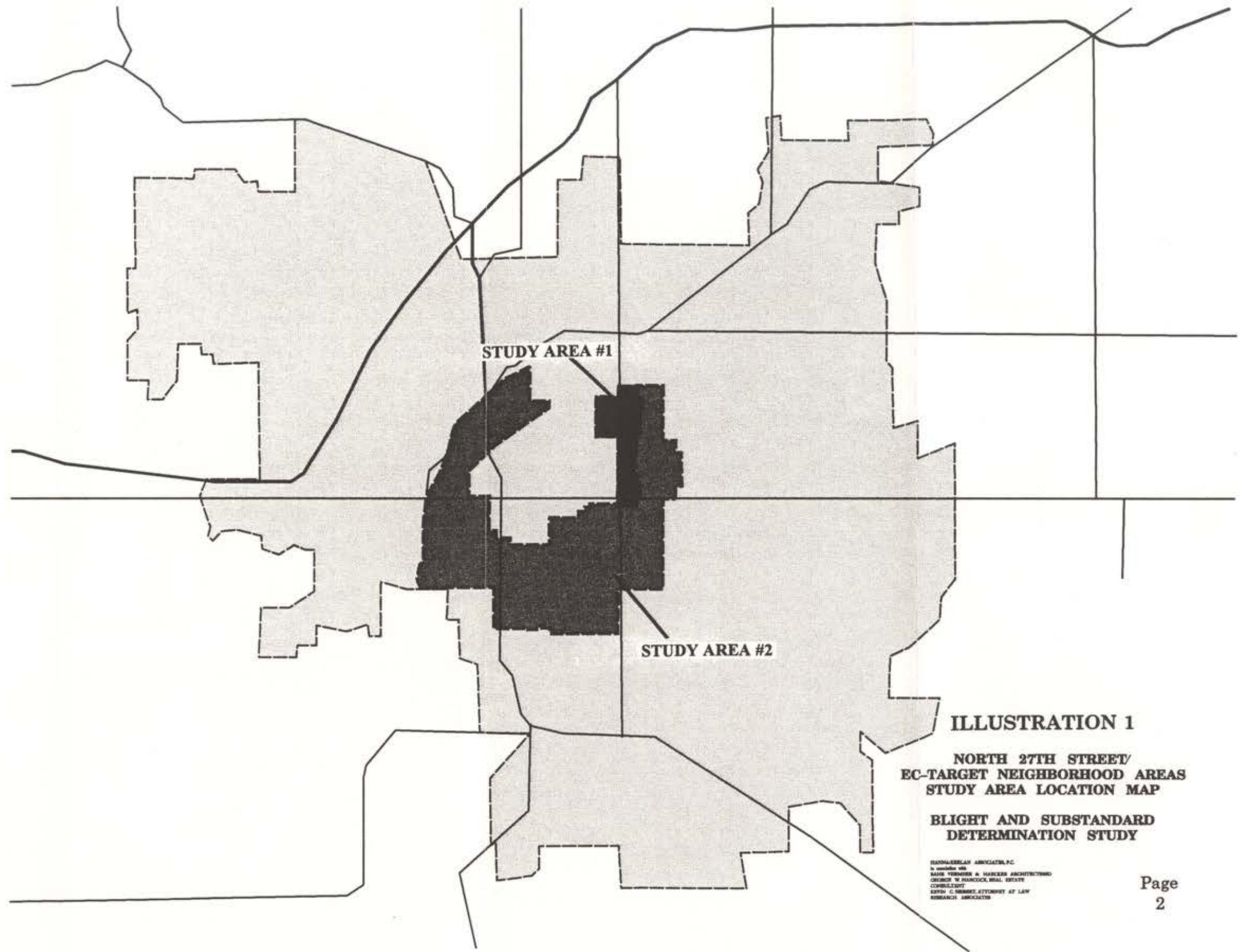


ILLUSTRATION 1

**NORTH 27TH STREET/
EC-TARGET NEIGHBORHOOD AREAS
STUDY AREA LOCATION MAP**

**BLIGHT AND SUBSTANDARD
DETERMINATION STUDY**

BRONKHORST ASSOCIATES, P.C.
in association with
DAVID VERONER & MARKER ARCHITECTURE
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
SEYMOUR C. HENKLEY, ATTORNEY AT LAW
HARRISBURG ASSOCIATES

SUBSTANDARD AREA

As set forth in the Nebraska legislation, a **substandard area** shall mean one which there is a predominance of buildings or improvements, whether nonresidential or residential in character, which by reason of the presence of:

1. Dilapidated/deterioration;
2. Age or obsolescence;
3. Inadequate provision for ventilation, light, air, sanitation, or open spaces;
4.
 - (a) High density of population and overcrowding; or
 - (b) The existence of conditions which endanger life or property by fire and other causes; or
 - (c) Any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime, and is detrimental to the public health, safety, morals or welfare.

This evaluation included a detailed exterior structural survey of 328 total structures (39 in Area #1, 289 in Area #2 and 328 in the Overall Study Area), an interior structural survey of 26 structures in the Overall Study Area, a parcel-by-parcel field inventory, conversations with City of Lincoln department staff members and a review of pertinent reports and documents containing information which could substantiate the existence of substandard conditions.

BLIGHTED AREA

As set forth in the Section 18-2103 (11) Nebraska Revised Statutes (Cumulative Supplement 1994), a **blighted area** shall mean "an area, which by reason of the presence of:

1. A substantial number of deteriorated or deteriorating structures;
2. Existence of defective or inadequate street layout;
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
4. Insanitary or unsafe conditions;
5. Deterioration of site or other improvements;
6. Diversity of ownership;
7. Tax or special assessment delinquency exceeding the fair value of the land;

8. Defective or unusual conditions of title;
9. Improper subdivision or obsolete platting;
10. The existence of conditions which endanger life or property by fire or other causes;
11. Any combination of such factors, substantially impairs or arrests the sound growth of the community, retards the provision of housing accommodations or constitutes an economic or social liability; and
12. Is detrimental to the public health, safety, morals, or welfare in its present condition and use; and in which there is at least one or more of the following conditions exists:
 1. Unemployment in the study or designated blighted area is at least one hundred twenty percent of the state or national average;
 2. The average age of the residential or commercial units in the area is at least 40 years;
 3. More than half of the plotted and subdivided property in an area is unimproved land that has been within the City for 40 years and has remained unimproved during that time;
 4. The per capita income of the study or designated blighted area is lower than the average per capita income of the city or City in which the area is designated; or
 5. The area has had either stable or decreasing population based on the last two decennial censuses."

While it may be concluded the mere presence of a majority of the stated factors may be sufficient to make a finding of blighted and substandard, this evaluation was made on the basis that existing blighted and substandard factors must be present to an extent which would lead reasonable persons to conclude public intervention is appropriate or necessary to assist with any Study activities. Secondly, the distribution of blighted and substandard factors throughout the Study Areas must be reasonably distributed so basically good areas are not arbitrarily found to be blighted simply because of proximity to areas which are blighted.

On the basis of this approach, each Study Area is found to be eligible as "blighted" and "substandard" within the definition set forth in the legislation. Specifically:

SUBSTANDARD FACTORS

Of the four factors set forth in the Nebraska Community Development Law, two are found to be present to a reasonable extent, while two are present to a stronger and more significant extent in the Overall Study Area and both Study Area #1 and #2.

The substandard factors present are reasonably distributed throughout the Redevelopment Area. The significant factors are age and obsolescence of structures and existence of conditions which endanger life or property by fire and other causes. The reasonable factors include dilapidated/deteriorating and inadequate provision for ventilation, light, air, sanitation, or open spaces.

TABLE 1
CITY OF LINCOLN
SUBSTANDARD FACTORS
STUDY AREA #1 and #2 and OVERALL STUDY AREA

<u>Area</u>	<u>Area #1</u>	<u>Area #2</u>	<u>Overall Study</u>
1. Dilapidated/deterioration.	■	■	■
2. Age or obsolescence.	⊗	⊗	⊗
3. Inadequate provision for ventilation, light, air, sanitation, or open spaces.	■	■	■
4. Existence of conditions which endanger life or property by fire and other causes.	⊗	⊗	⊗
Strong Presence of Factor	⊗		
Reasonable Presence of Factor	■		
No Presence of Factor	○		

***STRONG PRESENCE OF FACTOR -
Study Area #1 and #2 and Overall Study Area***

According to the 1990 Census, approximately 70.8 percent of all structures within Study Area #1, 63.3 percent within Study Area #2 and 63.9 percent within the Overall Study Area were built prior to 1959. The factor of age or obsolescence is strongly present in the Overall Study Area and both Study Area #1 and #2. The existence of conditions which endanger life or property by fire and other causes is strongly present throughout Study Area #1 and #2 and the Overall Study Area. The contributing factors are excessive debris, frame buildings and insufficient water supply for fire protection.

***REASONABLE PRESENCE OF FACTOR -
Study Area #1 and #2 and Overall Study Area***

The conditions which provide inadequate provision for: (1) dilapidated/deteriorating buildings and (2) inadequate provision for ventilation, light, air, sanitation or open space are both reasonably present and distributed throughout Study Area #1, Study Area #2 and the Overall Study Area.

The prevailing conditions evident in buildings, as determined in the field survey, include:

1. Dilapidated/deteriorated structures totaling 41 percent in Study Area #1, 40.1 percent in Study Area #2 and 40.2 percent in the Overall Study Area;
2. Excessive debris;
3. Age of structures;
4. Poor site condition;
5. Age of underground utilities;
6. Frame buildings; and
7. Unimproved sidewalks, streets, and alleys.

BLIGHTED FACTORS -

Study Area #1

Of the twelve factors set forth in the Nebraska Community Development Law, in Study Area #1, seven are present to a significant extent and three are present to a reasonable, but more limited extent. The factors of tax or special assessment exceeding the fair value of land and defective or unusual condition of title were of little or no presence. The blighting factors which are present are reasonably distributed throughout Study Area #1.

Study Area #2

Six of the twelve blight factors in Study Area #2 are present to a significant extent and four are present to a reasonable extent. The factors tax or special assessment exceeding the fair value of land and defective or unusual conditions of title were of little or no presence. Blighting factors that were present to at least a reasonable extent were distributed throughout the Study Area.

Overall Study Area

Of the twelve factors set forth in the Nebraska Community Development Law, six are present to a significant extent and four are present to a reasonable, but more limited extent. The factors tax or special assessment exceeding the fair value of land and defective or unusual condition of title were of little or no presence. The blighting factors which are present are reasonably distributed throughout the Overall Study Area.

**TABLE 2
CITY OF LINCOLN
BLIGHT FACTORS
STUDY AREA #1 and #2 and OVERALL STUDY AREA**

	<u>#1</u>	<u>#2</u>	<u>Overall Study Area</u>
1. A substantial number of deteriorated or deteriorating structures.	■	■	■
2. Existence of defective or inadequate street layout.	■	■	■
3. Faulty lot layout in relation to size, adequacy, accessibility or usefulness.	■	■	■
4. Insanitary or unsafe conditions.	■	■	■
5. Deterioration of site or other improvements.	■	■	■
6. Diversity of Ownership.	■	■	■
7. Tax or special assessment exceeding the fair value of land.	○	○	○
8. Defective or unusual condition of title.	○	○	○
9. Improper subdivision or obsolete platting.	■	■	■
10. The existence of conditions which endanger life or property by fire or other causes.	■	■	■
11. Other environmental and blighting factors.	■	■	■
12. One of the other five conditions.	■	■	■
Strong Presence of Factor	■		
Reasonable Presence of Factor	■		
Little or No Presence of Factor	○		

***STRONG PRESENCE OF FACTOR -
Study Area #1***

The existence of defective or inadequate street layout is present to a significant extent throughout Study Area #1. Contributing factors are pedestrian vehicular movement conflict, limited local circulation, unimproved streets, sidewalks, and alleys and lack of adequate parking.

Insanitary or unsafe conditions are strongly present throughout Study Area #1. Contributing factors include excessive debris, age of structures, frame buildings and potential contamination from lead water service lines.

Deterioration of site or other improvements are strongly present throughout Study Area #1. Significant percentages of parcels in the Area have excessive debris, fair to poor overall site conditions and unimproved sidewalks. Deteriorating infrastructure and inadequate improvements also contribute to the strong presence of this factor.

Diversity of ownership is present throughout the Study Area. The average number of owners per block is high. In some cases there is more than one structure on an individual lot and there have been few assemblage activities in recent years.

The existence of conditions which endanger life or property by fire or other causes is strongly present throughout Study Area #1.

The presence of economically and socially undesirable land uses are significantly present throughout Study Area #1.

Two of the required five additional blight factors have a significant presence throughout Study Area #1. According to the 1990 Census, approximately 70.8 percent of all structures within the Study Area were built prior to 1959. The per capita income in Study Area #1 is also lower than the average per capita income of the City of Lincoln.

***REASONABLE PRESENCE OF FACTOR -
Study Area #1***

Deteriorated or dilapidated structures are present to a reasonable extent in Study Area #1. A total of 41 percent of the structures inspected were found to be deteriorated or dilapidated.

Faulty lot layout exists to a reasonable extent throughout Study Area #1. Conditions contributing to the presence of this factor include inadequate lot size, limited pedestrian circulation and lack of planned open space.

Improper subdivision or obsolete platting is present throughout Study Area #1. Generally, lot sizes are too small, based on today's planning standards.

***STRONG PRESENCE OF FACTOR -
Study Area #2***

Insanitary or unsafe conditions are strongly present throughout Study Area #2. Contributing factors include excessive debris, age of structures, frame buildings and out-dated and deteriorating public utilities.

Deterioration of site improvements are strongly present throughout Study Area #2. Significant percentages of parcels in the Area have excessive debris, inadequate overall site maintenance, and unimproved sidewalks and surface parking. Deteriorating infrastructure and inadequate improvements also contribute to the strong presence of this factor.

Diversity of ownership is present throughout the Study Area. The average number of owners per block is high. In some cases there is more than one structure on an individual lot. There have been few land assemblage activities in recent years.

The existence of conditions which endanger life or property by fire or other causes is strongly present throughout Study Area #2. Contributing factors include frame buildings, age of structures, amount of debris and insufficient water supply for fire protection.

The presence of economically and socially undesirable land uses are significantly present throughout Study Area #2.

Two of the required five additional blight factors have a significant presence throughout Study Area #2. According to the 1990 Census, approximately 63.3 percent of all structures within the Study Area were built prior to 1959. The per capita income in Study Area #2 is also lower than the average per capita income of the City of Lincoln as a whole.

***REASONABLE PRESENCE OF FACTOR -
Study Area #2***

Deteriorated or dilapidated structures are present to a reasonable extent in Study Area #2. A total of 40.1 percent of the structures inspected were found to be deteriorated or dilapidated.

The existence of defective or inadequate street layout is present to a reasonable extent. Contributing factors include unimproved streets, sidewalks, and alleys.

Faulty lot layout exists to a reasonable extent throughout Study Area #2. Conditions contributing to the presence of this factor include inadequate lot size and original lots being subdivided to build two houses.

Improper subdivision or obsolete platting is present throughout Study Area #2. Non-conforming lot sizes exist throughout the Area.

***STRONG PRESENCE OF FACTOR -
Overall Study Area***

Factors of insanitary or unsafe conditions, deterioration of site improvements, diversity of ownership, the existence of conditions which endanger life or property by fire or other causes and the presence of economically and socially undesirable land uses are significantly present throughout the Overall Study Area.

Two of the required five additional blight factors have a significant presence throughout the Overall Study Area. According to the 1990 Census, approximately 63.9 percent of all structures within the Overall Study Area were built prior to 1959. The per capita income in the Overall Study Area is also lower than the average per capita income of the City.

***REASONABLE PRESENCE OF FACTOR -
Overall Study Area***

Deteriorated or dilapidated structures are present to a reasonable extent in the Overall Study Area. A total of 40.2 percent of the structures inspected were found to be deteriorated or dilapidated.

The existence of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility or usefulness and improper subdivision or obsolete platting are reasonably present throughout the Overall Study Area.

Conclusion

It is the conclusion of the Consultant retained by the City of Lincoln that the number, degree and distribution of blighting factors as documented in this 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 aids provided in the Nebraska Community Development Law. It is also the opinion of the Consultant, the findings of this Blight and Substandard Determination Study warrant designating both Study Area #1 and #2 and the Overall Study Area as "substandard" and "blighted".

The conclusions presented in this Study are those of the Consultant engaged by the City of Lincoln to examine whether conditions of blight/substandard exist. The local governing body should review this report and, if satisfied with the summary of findings contained herein, may adopt a resolution making a finding of blight/substandard and this study a part of the public record.

1. BASIS FOR REDEVELOPMENT

For a project in Lincoln to be eligible for redevelopment under the Nebraska Community Development Law, the subject area or areas must first qualify as a "substandard area" or as a "blighted area" within the definition set forth in the Nebraska Community Development Law. This Study has been undertaken to determine whether conditions exist which would warrant designation of the Study Areas, as well as both Areas together, as a "blighted and substandard area" in accordance with provisions of the law.

As set forth in Section 18-2103 (10) Neb. Rev. Stat. (Cumulative Supplement 1994), **substandard area** shall mean an area in which there is a predominance of buildings or improvements, whether nonresidential or residential in character, which by reason of the following:

1. Dilapidation/deterioration;
2. Age or obsolescence;
3. Inadequate provision for ventilation, light, air, sanitation, or open spaces;
4.
 - (a) High density of population and overcrowding; or
 - (b) The existence of conditions which endanger life or property by fire and other causes; or
 - (c) Any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency and crime, and is detrimental to the public health, safety, morales or welfare.

As set forth in the Nebraska legislation, a **blighted area** shall mean an area, which by reason of the presence of:

1. A substantial number of deteriorated or deteriorating structures;
2. Existence of defective or inadequate street layout;
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
4. Insanitary or unsafe conditions;
5. Deterioration of site or other improvements;
6. Diversity of ownership;
7. Tax or special assessment delinquency exceeding the fair value of the land;
8. Defective or unusual conditions of title;

9. **Improper subdivision or obsolete platting;**
10. **The existence of conditions which endanger life or property by fire or other causes;**
11. **Any combination of such factors, substantially impairs or arrests the sound growth of the community, retards the provision of housing accommodations or constitutes an economic or social liability;**
12. **Is detrimental to the public health, safety, morals, or welfare in its present condition and use; and in which there is at least one of the following conditions:**
 1. **Unemployment in the designated blighted area is at least one hundred twenty percent of the state or national average;**
 2. **The average age of the residential or commercial units in the area is at least 40 years;**
 3. **More than half of the plotted and subdivided property in the area is unimproved land that has been within the City for 40 years and has remained unimproved during that time;**
 4. **The per capita income of the designated blighted area is lower than the average per capita income of the city or City in which the area is designated; or**
 5. **The area has had either stable or decreasing population based on the last two decennial censuses."**

The Consultant for the Lincoln Blight and Substandard Determination Study was guided by the premise that the finding of blight and substandard must be defensible and sufficient evidence of the presence of factors should exist so members of the Lincoln City Council (local governing body), acting as reasonable and prudent persons, could conclude public intervention is necessary or appropriate. Therefore, each factor was evaluated in the context of the extent of its presence and the collective impact of all factors found to be present.

Also, these deficiencies should be reasonably distributed throughout the Study Areas. Such a "reasonable distribution of deficiencies test" would preclude localities from taking concentrated areas of blight and expanding them arbitrarily into non-blighted areas for planning or other reasons. The only exception which should be made to this rule is where projects must be brought to a logical boundary to accommodate new development and ensure accessibility, but even in this instance, the conclusion of such areas should be minimal and related to an area otherwise meeting the reasonable distribution of deficiencies test.

2. THE STUDY AREAS

The purpose of this Study is to determine whether all or part of two designated Study Areas, and these two areas combined in Lincoln, Nebraska, qualify as **blighted and substandard areas** within the definition set forth in the Nebraska Community Development Law, Section 18-2103.

The findings presented in this Study are based on surveys and analyses conducted for the "North 27th Street Neighborhood Area", referred to as Study Area #1, and "EC-Target Neighborhood Area", referred to as Study Area #2, as well as these two areas combined, referred to as Overall Study Area. Illustration 1 delineates these areas in relation to the City of Lincoln.

Study Area #1 is described as follows: The southern boundary of the study area begins at 27th & "N" Streets; thence east on "N" Street to 30th Street; west on Potter Street to 23rd Street; south on 23rd Street to "X" Street; east on "X" Street to 27th Street; south on 27th Street to the point of beginning on "N" Street.

Study Area #2, is described as follows: The study area is irregular in boundaries. The western boundary begins at approximately North 14th Street and Salt Creek, continues southwesterly along Salt Creek to West "A" Street; thence east on "A" Street to 9th Street; south on 9th Street to Plum Street; east on Plum Street to 15th Street; north on 15th Street to Roselyn; east on Roselyn to 17th Street; south on 17th Street to South Street; east on South Street to 27th Street; north on 27th Street to "A" Street; east on "A" Street to 33rd Street; north on 33rd Street to "O" Street; east on "O" Street to 35th Street; north on 35th Street to "Q" Street; east on "Q" Street to 36th Street; north on 36th Street to Vine Street; west on Vine Street to 35th Street; north on 35th Street to "X" Street; west on "X" Street to 33rd Street; north on 33rd Street to Fair Street; west on Fair Street to 30th Street; south on 30th Street to Potter Street; east on Potter Street to 31st Street; south on 31st Street to Holdrege Street; west on Holdrege Street to 30th Street; south on 30th Street to "N" Street; west on "N" Street to approximately 23rd Street; south on 23rd Street to Monroe Street; west on Monroe Street to 22nd Street; south on 22nd Street to "M" Street; west on "M" Street to 21st Street; south on 21st Street to "L" Street; west on "L" Street to 17th Street; south on 17th Street to "G" Street; west on "G" Street to 11th Street; north on 11th Street to "H" Street; west on "H" Street to 9th Street; north on 9th Street to "J" Street; west on "J" Street to 8th Street; north on 8th Street to "O" Street; west on "O" Street to 5th Street; north on 5th Street to "F" Street; thence continuing northeasterly on a diagonal with the Burlington Northern Railroad to North 17th Street; north on 17th Street to Court Street; west on Court Street to 14th Street; and north on 14th Street to the point of beginning.

Existing land uses within each of the Study Areas are identified in **Illustrations 2**.

Major land uses in Study Area #1, besides transportation corridors, include residential and commercial and public/semi-public. Study Area #1 contains an estimated 276 acres, of which approximately 272 acres have been developed. Residential uses are comprised of single family, two-family and multi-family units. High concentrations of commercial use are located on both sides of 27th Street, which includes retail, restaurants, fast food outlets, service businesses and auto sales. These commercial uses are neighborhood or locally oriented. Principle arterials within Study Area #1 are North 27th and "O" Streets. Minor arterials are Vine and Holdrege Streets. The MoPac Railroad runs east-west between Apple Street and "W" Street and bisects the Area.

Study Area #2 comprises an area of approximately 2,640 acres, of which an estimated 2,561 acres have been developed. The North Bottoms neighborhood, located in the northwest corner of the Study Area, contains park/recreation, public, residential and commercial land uses. Industrial use is primarily located along the Burlington Northern Railroad right-of-way. The area southwest of Highway I-180 and west of 8th Street, including the South Salt Creek Neighborhood, contains a high concentration of primary and secondary railroad corridors. Industrial use is predominant in this part of the Study Area, mainly along the railroad areas. Residential land use in this part of Study Area #2 consists of older houses, both owner and renter occupied. Auto sales and services are concentrated on both sides of west "O" Street.

The remainder of Area #2 south of "O" Street, is comprised of older residential neighborhoods, including Everett, Near South, and Woods Park. Mixed density residential uses are prominent in these areas, along with several public uses. Local commercial uses are located along the major streets of "O", 17th, 27th and 33rd Streets. There are several parks in these neighborhood areas. An off-street bicycle and pedestrian trails system (Billy Wolfe) is situated parallel to Capitol Parkway. Numerous historic sites and three historic districts exist within these neighborhoods. These historic districts are South Bottoms, Mt. Emerald, Capitol Additions Historic Residential District and the Woods Park Bungalow Landmark District. The area north of "O" Street in the eastern portion of Study Area #1 contains sections of Hartley, Clinton and East Campus Neighborhoods. Industrial uses are located on both sides of the abandoned MoPac Railroad, which has been developed into an off-street bicycle and pedestrian trails system. This part of the Study Area is predominantly residential use, with commercial uses on "O" Street and some scattered commercial sites along 33rd Street.

The Overall Study Area can be generally described as an older part of the City, containing eight primary land uses: residential, transportation corridors, public/semi-public, railroad corridors, parks/recreation, industrial, commercial and vacant. There are approximately 2,916 total acres in the Overall Study Area, of which an estimated 2,833 acres (97.15%) have been developed. The most prominent land use is residential, followed by transportation corridors.

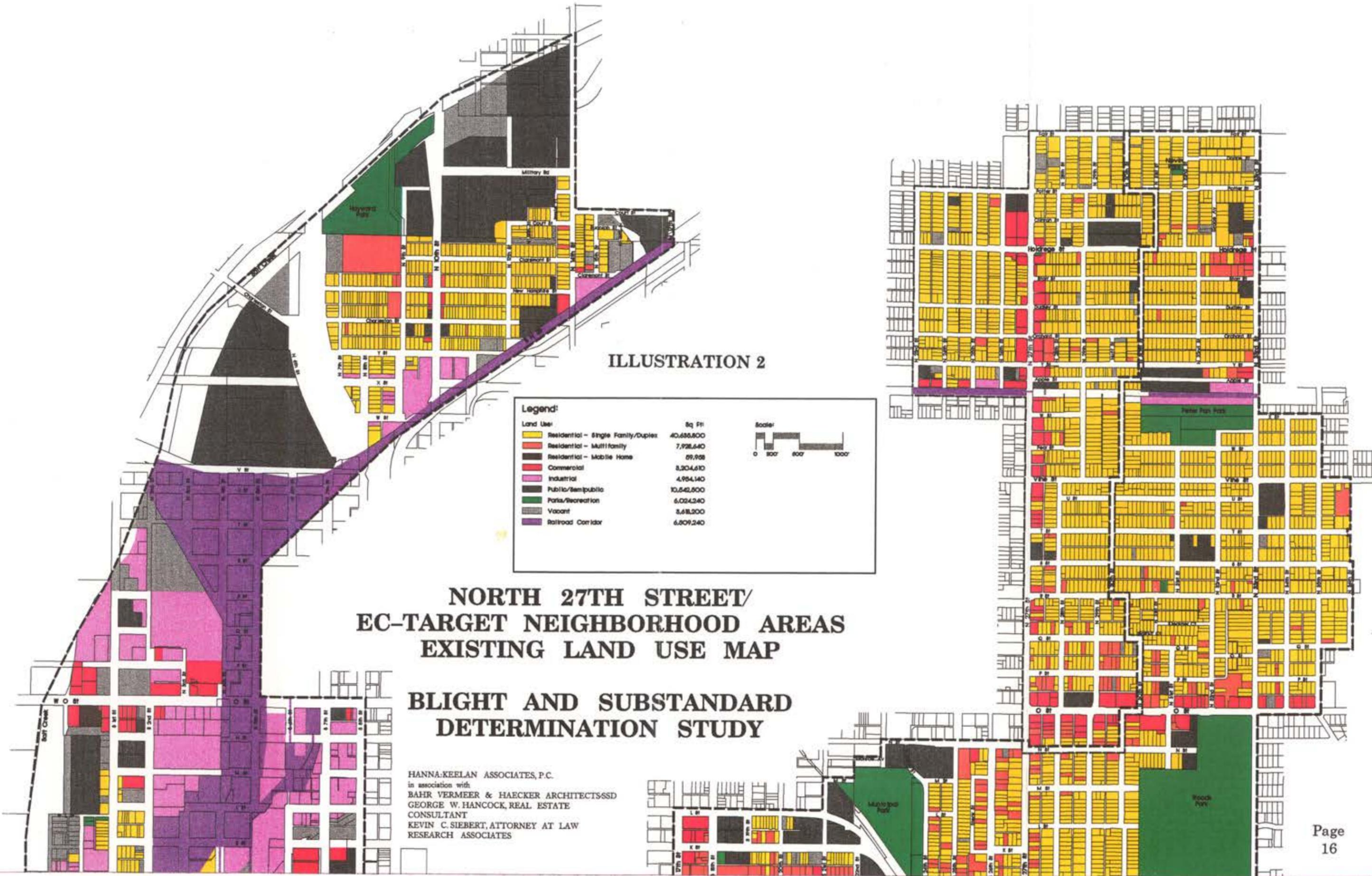


ILLUSTRATION 2

Legend:

Land Use	Sq Ft
Residential - Single Family/Duplex	40,685,800
Residential - Multifamily	7,926,640
Residential - Mobile Home	89,958
Commercial	3,304,610
Industrial	4,954,140
Public/Semipublic	10,542,500
Parks/Recreation	6,024,240
Vacant	3,618,500
Railroad Corridor	6,809,240

Scale: 0 300' 600' 1000'

**NORTH 27TH STREET/
EC-TARGET NEIGHBORHOOD AREAS
EXISTING LAND USE MAP**

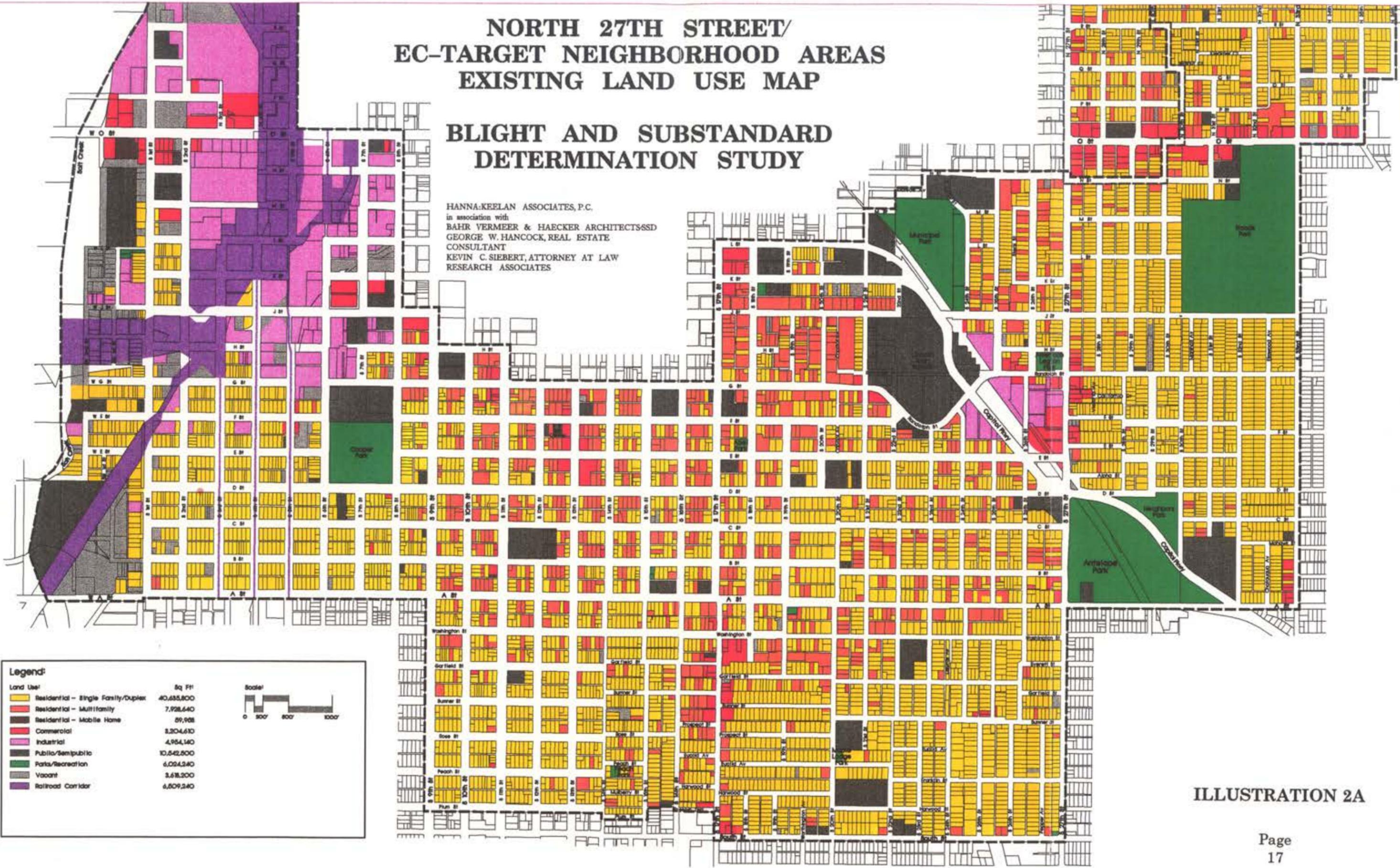
**BLIGHT AND SUBSTANDARD
DETERMINATION STUDY**

HANNA-KEELAN ASSOCIATES, P.C.
in association with
BAHR VERMEER & HAECKER ARCHITECTS-SSD
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES

NORTH 27TH STREET/ EC-TARGET NEIGHBORHOOD AREAS EXISTING LAND USE MAP

BLIGHT AND SUBSTANDARD DETERMINATION STUDY

HANNA-KEELAN ASSOCIATES, P.C.
in association with
BAHR VERMEER & HAECKER ARCHITECTS-SSD
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES



Legend:

Land Use	Sq Ft
Residential - Single Family/Duplex	40,635,800
Residential - Multi-family	7,928,640
Residential - Mobile Home	89,908
Commercial	3,204,630
Industrial	4,954,140
Public/Semipublic	10,542,500
Parks/Recreation	6,024,340
Vacant	3,618,200
Railroad Corridor	6,609,240

Scale:
0 300' 600' 900' 1200'

ILLUSTRATION 2A

Tables 3a and 3b identify the existing land uses within each Study Area, in terms of number of acres and percentage of total for all existing land uses.

**TABLE 3a
CITY OF LINCOLN
EXISTING LAND USE
STUDY AREA #1 AND STUDY AREA #2**

<u>LAND USE</u>	<u>STUDY AREA #1</u>		<u>STUDY AREA #2</u>	
	<u>ACRES</u>	<u>PERCENT</u>	<u>ACRES</u>	<u>PERCENT</u>
Residential	138.96	50.32%	977.30	37.02%
Single Family/Duplex	129.25	46.81%	803.62	30.44%
Multifamily	9.70	3.51%	172.32	6.53%
Mobile Home	0.00	0.00%	1.38	0.05%
Commercial	21.46	7.77%	52.11	1.97%
Industrial	0.64	0.23%	113.09	4.28%
Public/Semi-Public	10.11	3.66%	231.91	8.78%
Park/Recreation	0.06	0.02%	138.24	5.24%
Railroad Corridor	10.33	3.74%	139.10	5.27%
Street/Alley	90.89	32.91%	908.90	34.43%
Total Developed	272.45	98.66%	2,560.65	96.99%
Vacant	3.69	1.34%	79.37	3.01%
TOTAL ACREAGE	276.14	100.00%	2,640.02	100.00%

Source: Hanna:Keelan Associates, P.C., 1996

**TABLE 3b
CITY OF LINCOLN
EXISTING LAND USE
OVERALL STUDY AREA**

<u>LAND USE</u>	<u>ACRES</u>	<u>PERCENT</u>
Residential	1,116.26	38.28%
Single Family/Duplex	932.87	31.99%
Multifamily	182.02	6.24%
Mobile Home	1.38	0.05%
Commercial	73.57	2.52%
Industrial	113.73	3.90%
Public/Semi-Public	242.02	8.30%
Park/Recreation	138.30	4.74%
Railroad Corridor	149.43	5.12%
Street/Alley	999.79	34.28%
Total Developed	2,833.10	97.15%
Vacant	83.06	2.85%
TOTAL ACREAGE	2,916.16	100.00%

Source: Hanna:Keelan Associates, P.C., 1996

Illustrations 3 identifies the existing zoning districts within Study Area #1 and #2 and the Overall Study Area. Existing mixed zoning districts and land uses can be detrimental to the public's health, safety and welfare.

ILLUSTRATION 3

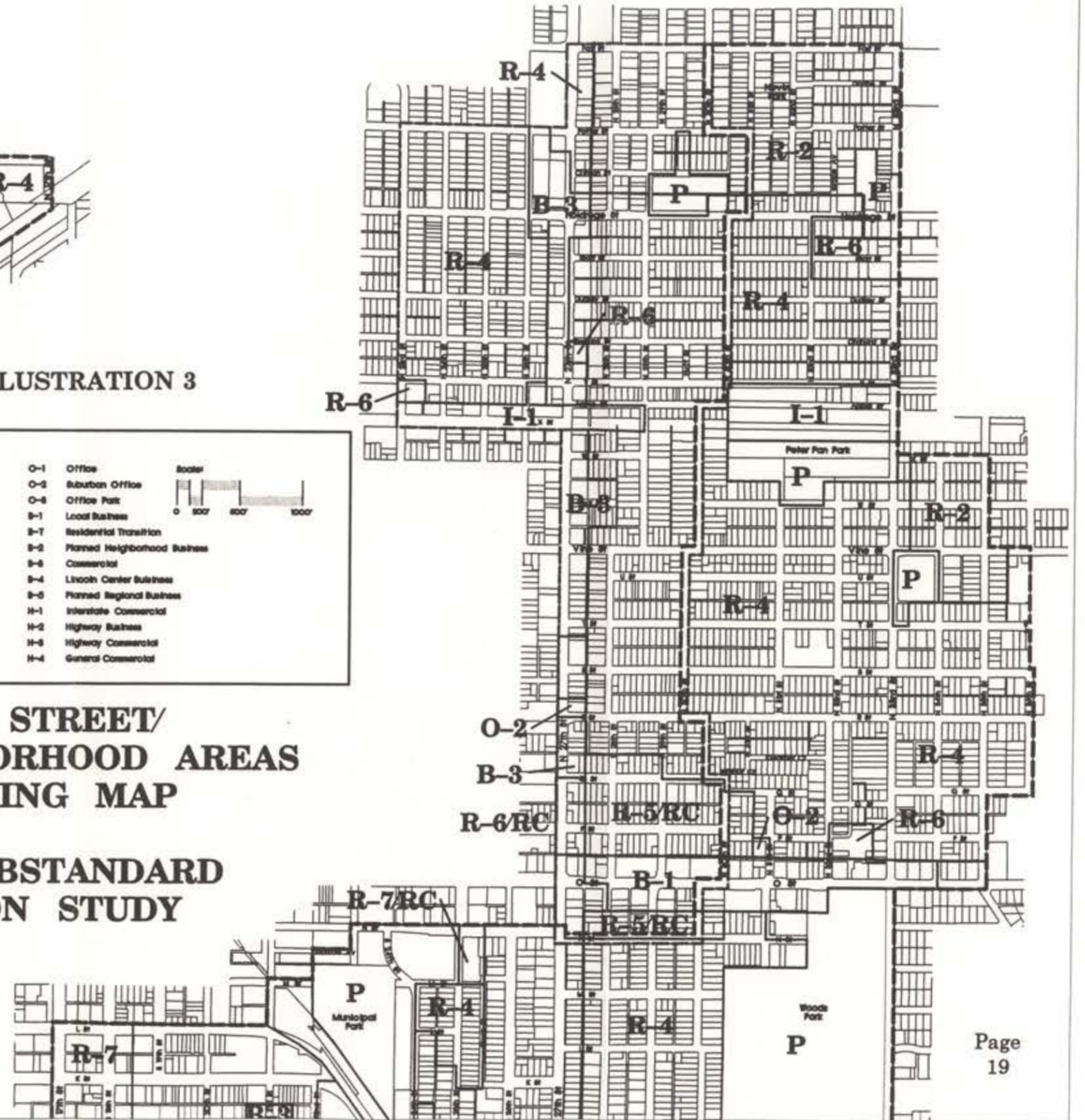
Legend:

Zoning District Boundary	O-1 Office	
AG Agricultural	O-2 Suburban Office	
AGR Agricultural Residential	O-3 Office Park	
R-1 Residential	B-1 Local Business	
R-2 Residential	B-2 Residential Transition	
R-3 Residential	B-3 Planned Neighborhood Business	
R-4 Residential	B-4 Commercial	
R-5 Residential	B-5 Lincoln Center Business	
R-6 Residential	B-6 Planned Regional Business	
R-7 Residential	H-1 Interstate Commercial	
R-8 Residential	H-2 Highway Business	
R-C Residential Conservation	H-3 Highway Commercial	
	H-4 General Commercial	

**NORTH 27TH STREET/
EC-TARGET NEIGHBORHOOD AREAS
EXISTING ZONING MAP**

**BLIGHT AND SUBSTANDARD
DETERMINATION STUDY**

HANNA-KEELAN ASSOCIATES, P.C.
in association with
BAHR VERMEER & HAECKER ARCHITECTS&SD
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES



NORTH 27TH STREET/ EC-TARGET NEIGHBORHOOD AREAS EXISTING ZONING MAP

BLIGHT AND SUBSTANDARD DETERMINATION STUDY

HANNA-KEELAN ASSOCIATES, P.C.
in association with
BAHR VERMEER & HAECKER ARCHITECTS/SSD
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES

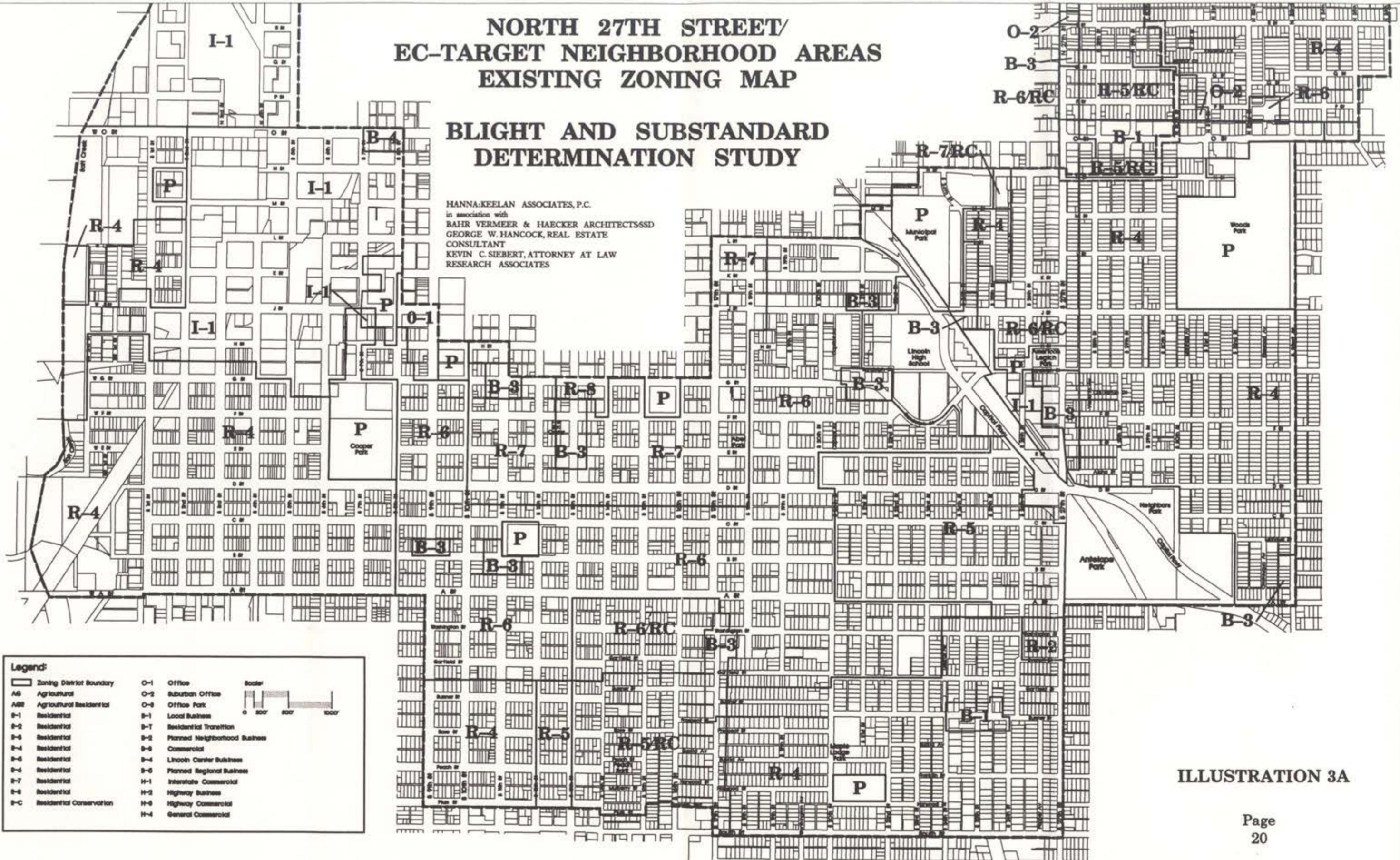


ILLUSTRATION 3A

3. THE RESEARCH APPROACH

The blight and substandard determination research approach implemented for each Study Area included both a random and an area-wide assessment of the factors identified in the Nebraska Community Development Law. Factors which were investigated on an area-wide basis included streets, alleys, sidewalks, driveways and other transportation systems, traffic control devices, public utilities, property conditions, open spaces, parking areas and property ownership. Factors investigated utilizing a random sampling process included exterior/interior condition of structures, individual building economies, insanitary and unsafe conditions of individual structures and properties and the financial assessment of selected properties. A random selection process was required due to both the large geographic dimension and number of buildings/properties in the Study Area and excessive time and resources required for area-wide investigation/assessment of all buildings/properties.

(1) Random Sampling Process

Properties randomly selected for research in this study were those containing primary structure(s) or building(s). A true random sample was drawn according to the following procedures. A random sample selected in the manner described below has an accuracy within +/-5% at a 95% confidence level.

1. Maps were obtained from the City of Lincoln for all blocks included in the Study Areas. Some were drawn maps, and some were aeriels.
2. Each structure on the maps was numbered consecutively.
3. Using a table of random numbers, 328 numbers were selected.
4. Duplicates were replaced with new numbers.
5. Numbers higher than the highest number on the maps were replaced with new numbers.
6. Each of the 328 locations was visited to obtain street addresses.
7. New numbers were selected to replace unusable ones, such as empty lots, etc.
8. Fifty of the selected structures were randomly picked to receive interior as well as exterior inspections, using the same procedure.

9. A listing of the 328 numbered locations and their corresponding street addresses was documented. The 50 structures to receive interior inspections were indicated on the same list.

By following the described procedure, the inspection results of a sample of properties/buildings could be generalized to all buildings/properties in the Study Areas. In addition, results from any designated sub-area could be systematically compared to results from other sub-areas. When generalizing the sample results or comparing the sub-areas, the statistical assumption of random selection was met. By meeting the assumption of randomness, statistical error probabilities could be derived providing for directly interpretable results.

In any study that requires results of a sample to be generalized to a population, some form of random selection of a sample is absolutely critical. Of all possible methods of sample selection, a random-based system is the only one that permits a statistical estimate of the likelihood the sample was representative of the population.

The following identifies the research activities of this blight and substandard determination study which were conducted on either a random or area-wide basis.

1. A substantial number of deteriorated or deteriorating structures - random.
2. Existence of defective or inadequate street layout - area-wide.
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness, - area-wide.
4. Insanitary or unsafe conditions - area-wide.
5. Deterioration of site or other improvements - area-wide.
6. Diversity of ownership - area-wide.
7. Tax or special assessment delinquency exceeding the fair value of the land - random.
8. Defective or unusual conditions of title - random.
9. Improper subdivision or obsolete platting - area-wide.
10. The existence of conditions which endanger life or property by fire or other causes - random, and
11. Other environmental and blighting factors - area-wide.

(2) Structural Survey Process

The rating of building conditions is a critical step in determining the eligibility of an area for redevelopment. It is important that the system for classifying buildings be based on established evaluation standards and criteria, and that it result in an accurate and consistent description of existing conditions.

A structural condition survey was conducted in the months of November and December, 1995. A total of 328 structures selected by the random sampling process were inspected. With the permission of property owners, 26 structures of the 50 selected samples were investigated for interior conditions. These structures were examined to note structural deficiencies in individual buildings and to identify related environmental deficiencies in the Study Areas. The structural Condition Survey Form is illustrated in **Appendix I**. A complete description of the survey methods and criteria is contained in **Appendix II**.

(3) Parcel-by-parcel Field Survey

A parcel-by-parcel field survey was conducted in the months of November and December, 1995. A total of 8,035 parcels were inspected for existing and adjacent land uses, overall site conditions, existence of debris, parking conditions and street, sidewalk and alley surface conditions. The Site Condition Survey Form is contained in **Appendix III** and the results are presented in **Appendix IV**.

(4) Research on Property Ownership and Financial Assessment of Properties.

Public records and Cadastral maps or aerial photographs of all parcels in the Study Area were analyzed to determine the number of property owners in each block. A map of Diversity of Ownership (Illustration 7) was therefore produced to graphically depict this information.

A thorough examination of public records has been undertaken to determine if delinquent amounts are owed by owners of the randomly selected sample properties in the Study Areas. The valuation, tax amount and any delinquent amount was examined on each of the randomly selected property.

4. *ELIGIBILITY SURVEY AND ANALYSIS FINDINGS*

An analysis was made of each of the blighted and substandard factors listed in the legislation to determine whether each or any were present in the Study Area and, if so, to what extent and in what locations.

The following represents a summary evaluation of each blight and substandard factor presented in the order of their listing in the law.

SUBSTANDARD FACTORS

(1) Dilapidation/Deterioration of Structures

The rating of building conditions is a critical step in determining the eligibility of a substandard area for redevelopment. The system for classifying buildings must be based on established evaluation standards and criteria and result in an accurate and consistent description of existing conditions.

This section summarizes the process used for assessing building conditions in Study Area #1 and #2 and the Overall Study Area, the standards and criteria used for evaluation and the findings as to the existence of dilapidation/deterioration of structures.

The building condition analysis was based on exterior inspections of 39 existing structures within Study Area #1, 289 existing structures within Study Area #2, and 328 existing structures within the Overall Study Area, to note structural deficiencies in individual buildings and to identify related environmental deficiencies for individual sites or parcels within the Study Areas.

1. Building Systems Evaluated

During the field survey, each component of a subject building was examined to determine whether it was in sound condition or had minor, major, or critical defects. Building systems examined were of three types.

Structural Systems. These include the basic elements of any building: column and beam structure, foundation, floor structure, roof structure and load bearing wall structure.

Architectural Systems. These are components generally added to the structural systems and are necessary parts of the building, including exterior non-bearing walls, stairs, porches and steps, fire escapes, windows and doors, chimneys, building drainage systems, and column and beam structure.

Mechanical Systems. These include plumbing, electrical, heating, ventilation, air conditioning and elevators.

2. Criteria for Classifying Defects for Building Systems

Structural, architectural and mechanical systems were evaluated separately as a basis for determining the overall condition of individual structures. This evaluation considered the relative importance of specific systems of the building and the effect that deficiencies in systems will have on the remainder of the structure.

3. Building Systems Classifications

The four categories used in classifying building systems and the criteria used in evaluating structural deficiencies are described below.

Sound. Building systems which contain no defects, are adequately maintained, and require no treatment outside of normal ongoing maintenance.

Minor - Requiring Minor Repair. Building systems which contain defects (loose or missing material or holes and cracks over a limited area) which often can be corrected through the course of normal maintenance. Minor defects have no real effects on either structural or architectural systems and the correction of such defects may be accomplished by the owner or occupants, such as pointing masonry joints over a limited area or replacement of less complicated systems. Minor defects are not considered in rating a building as structurally substandard.

Major - Requiring Major Repair (Deteriorating). Building systems which contain major defects over a widespread area and would be difficult to correct through normal maintenance. Buildings in the major deficient category would require replacement or rebuilding of systems by people skilled in the building trades.

Substandard (Dilapidated/Deteriorated). Building systems which contain major defects (bowing, sagging, or settling to any or all exterior systems causing the structure to be out-of-plumb, or broken, loose or missing material and deterioration over a widespread area) so extensive the cost of repairs would be excessive in relation to the value returned on the investment.

4. Final Building Rating

After completion of the building condition surveys, each individual building was placed in one of four categories based on the combination of defects found in various structural, architectural and mechanical systems; each final rating is described below.

Sound. Sound buildings can be kept in a standard condition with normal maintenance. Buildings so classified have less than four minor defects.

Deficient-Minor. Buildings classified as deficient--requiring minor repairs--have more than three minor defects, but less than one critical defect.

Deficient-Major (Deteriorating). Buildings classified as deficient--requiring major repairs-- have at least one critical defect, but less than two critical defects.

Substandard (Dilapidated/Deteriorated). Structurally substandard buildings contain defects which are so serious and so extensive that it may be most economical to remove the building. Buildings classified as structurally substandard have two or more critical defects. Critical defects are as follows:

Structural. Each of five structural systems can receive a rating of one critical defect. Two structural systems, each receiving a rating of major defects, equals one critical defect.

Mechanical. Four mechanical systems, each receiving a rating of a major defect, equals one critical defect.

Architectural. Four architectural systems each receiving a rating of a major defect, equals one critical defect.

The following combination of major defects is equivalent to one critical defect.

One major defect in the structural systems, plus two major defects in the mechanical systems or two major defects in the architectural systems, equals one critical defect.

Two major defects in the architectural systems, plus two major defects in the mechanical systems, equals one critical defect.

Minor deficient and major deficient buildings are considered to be the same as deteriorating buildings as referenced in the Nebraska legislation; substandard buildings are the same as dilapidated buildings. The word "building" and "structure" are presumed to be interchangeable.

5. Structural Survey Conclusions

The condition of a total of 328 primary buildings (39 buildings in Study Area #1, 289 in Study Area #2, and 328 in the Overall Study Area) selected by the random sampling process was determined based on the findings of detailed surveys. These surveys indicated the following:

**TABLE 4
CITY OF LINCOLN
STRUCTURAL SURVEY CONCLUSIONS
STUDY AREA #1 and #2 and OVERALL STUDY AREA**

	<u>Area #1</u>	<u>Area #2</u>	<u>Overall Study Area</u>
Structurally Sound	9	109	118
Minor Defects	14	64	78
Major Defects	15	87	102
Structurally Substandard	<u>1</u>	<u>29</u>	<u>30</u>
TOTAL	39	289	328

Hanna-Keelan Associates P.C., 1996

The structural survey results identify the conditions of the randomly sampled structures, which is a statistically representative sample of all structures in each Study Area. As previously discussed, by following the random sampling procedure, the structural survey results of a sample of buildings could be generalized to all buildings/structures in the Study Areas. It is therefore generalized that approximately 41 percent of the structures within Study Area #1, 40.1 percent within Study Area #2, and 40.2 percent within the Overall Study Area are either deteriorating or dilapidated to a substandard condition.

Conclusion

The results of the structural condition survey indicates deteriorating structures are present to a reasonable extent throughout Areas #1, #2, and the Overall Study Area. Tables 5a, 5b and 5c identify the results of the structural rating process per building type.

**CITY OF LINCOLN
STRUCTURAL SURVEY FINDINGS
TABLE 5a STUDY AREA #1**

		<u>Structural Rating</u>				
<u>Activity</u>	<u>Sound</u>	<u>Deficient Deteriorating (Minor)</u>	<u>Deficient Deteriorating (Major)</u>	<u>Sub- standard Dilapidated</u>	<u>Number of Structure</u>	<u>Sub-standard and Major Deficiency</u>
Residential	7	14	15	1	37	16
Commercial	0	0	0	0	0	0
Industrial	0	0	0	0	0	0
<u>Other</u>	<u>2</u>	<u>14</u>	<u>0</u>	<u>0</u>	<u>2</u>	<u>0</u>
Total	9	14	15	1	39	16
Percent	23.08%	35.90%	38.46%	2.56%	100%	41.03%

Source: Hanna:Keelan Associates, P.C., 1996

TABLE 5b STUDY AREA #2

		<u>Structural Rating</u>				
<u>Activity</u>	<u>Sound</u>	<u>Deficient Deteriorating (Minor)</u>	<u>Deficient Deteriorating (Major)</u>	<u>Sub- standard Dilapidated</u>	<u>Number of Structure</u>	<u>Sub-standard and Major Deficiency</u>
Residential	100	63	86	28	277	114
Commercial	6	0	1	1	8	2
Industrial	1	0	0	0	1	0
<u>Other</u>	<u>2</u>	<u>1</u>	<u>0</u>	<u>0</u>	<u>3</u>	<u>0</u>
Total	109	63	87	29	289	116
Percent	37.72%	22.15%	30.10%	10.03%	100%	40.14%

Source: Hanna:Keelan Associates, P.C., 1996

TABLE 5c OVERALL STUDY AREA

		<u>Structural Rating</u>				
<u>Activity</u>	<u>Sound</u>	<u>Deficient Deteriorating (Minor)</u>	<u>Deficient Deteriorating (Major)</u>	<u>Sub- standard Dilapidated</u>	<u>Number of Structure</u>	<u>Substandard and Major Deficiency</u>
Residential	107	77	101	29	314	130
Commercial	6	0	1	1	8	2
Industrial	1	0	0	0	1	0
<u>Other</u>	<u>4</u>	<u>1</u>	<u>0</u>	<u>0</u>	<u>5</u>	<u>0</u>
Total	118	78	102	30	328	132
Percent	35.98%	23.78%	31.10%	9.15%	100%	40.24%

Source: Hanna:Keelan Associates, P.C., 1996

(2) Age of Obsolescence

According to the 1990 Census, approximately 70.8 percent of the structures in Area #1, 63.3 percent in Area #2 and 63.9 percent in the Overall Study Area were built prior to 1959.

Conclusion

The age and obsolescence of the structures is strongly present throughout Study Area #1 and #2 and the Overall Study Area.

(3) Inadequate Provision for Ventilation, Light, Air, Sanitation or Open Spaces

The results from the exterior structural survey, along with other field data, provided the basis for the identification of insanitary and unsafe conditions. Factors contributing to insanitary and unsafe conditions are discussed below.

Study Area #1

It is generalized from the structural survey of the 39 structures selected by the random sampling process that approximately 41 percent of the structures in the Study Area were identified as deteriorating or dilapidated. When not adequately maintained or upgraded to present-day occupancy standards, buildings which are deteriorating or dilapidated pose special safety and sanitary problems. There is a significant number of masonry and wood-framed, two-story commercial or residential buildings which are in need of structural repair or fire protection.

A total of 402 parcels were identified as possessing excessive debris. This equals 39.2 percent of the total number of parcels in Area #1. Coupled with deteriorating and dilapidated structures, the debris may create an environment inviting pests and vermin to harbor in close proximity to human habitation. These unwanted nuisances can create unsafe and insanitary conditions, as well as being carriers of communicable diseases. Illustration 5 depicts the density of deterioration per block area. The parcel-by-parcel field survey identified a total of 401, or 39.1 percent of the total parcels as possessing poor or fair overall site conditions.

Illustration 6 identifies street, alley and sidewalk conditions. Approximately 42.5 percent of the sidewalks need improvement. Virtually all alleys, except for those in commercial areas, have unimproved surfaces. The majority of the alleys are in poor or fair condition*. The Study Area is served by City's water, storm sewer, and sanitary sewer systems, however according to City Officials (Public Works Department), the age and condition of these underground utilities are causing maintenance and replacement problems.

Conclusion

The inadequate provision for ventilation, light, air, sanitation or open spaces in Study Area #1 is reasonably sufficient to constitute a substandard factor.

** Criteria considered included surface covering, condition of surface, alignment and visibility barriers, as all relates to estimated traffic use.*

Study Area #2

The exterior and interior structural survey revealed an estimated 40.1 percent of the structures in Study Area #2 as being deteriorated or dilapidated.

A total of 2,290 parcels (32.7 percent) were identified as having an overall site condition rating of fair or poor, as determined by the field survey. Approximately 22.9 percent of the structures possess debris. The majority of the alleys are not hard surfaced and in poor or fair condition. An estimated one-third of the streets need improvement for security of a better living environment and to encourage rehabilitation and attract new development to the Area. Illustration 5 and 6 graphically depict the overall condition of site improvements, per block, streets, sidewalks and alleys.

As in Study Area #1, age and the resulting condition of the infrastructure in Study Area #2 is also causing maintenance and replacement problems.

Conclusion

The inadequate provision for ventilation, light, air, sanitation or open spaces in Study Area #2 is reasonably present to constitute a substandard factor.

Overall Study Area

Approximately 40.2 percent of the structures in the Overall Study Area are deteriorating or dilapidated. Approximately 29.9 percent of the streets and 30.3 percent of the sidewalks are in poor or fair condition and in need of repair or improvement. A total of 2,691, or 33.5 percent of the total parcels were identified as having a poor or fair overall condition.

Underground utilities in the area are experiencing deterioration. Replacement and improvement have not kept pace with the process of aging.

Conclusion

The inadequate provision for ventilation, light, air, sanitation or open spaces in the Overall Study Area is reasonably sufficient to constitute a substandard factor.

4) The Existence of Conditions Which Endanger Life or Property by Fire and Other Causes

The results of the parcel-by-parcel field survey, along with information obtained from pertinent City departments, assisted in determining the existence of conditions which endangered life or property by fire and other causes. The age of infrastructure is the primary problem throughout the entire Overall Study Area. Information described below is the cumulation of support data and interviews with Lincoln's Department of Public Works personnel and additional utility department staff. For more detailed information and specific maps and illustrations, please refer to the appropriate utility departments.

A majority of the City's oldest neighborhoods are located within the Overall Study Area. Underground utilities are typically 60 to 70 years old, however some areas are serviced by utility mains that are over 100 years old. Materials used to construct some of these original mains such as clay tile are prone to breakage and maintenance problems. Neighborhoods in close proximity to the central business district have increased in density (due to the construction of apartments and the conversion of homes to apartments). Utility mains that were originally designed to meet the needs of single family neighborhoods are unable to adequately service higher numbers of people.

Water mains generally range in age from 60 to 100 years of age. Within a mile radius of Salt Creek, corrosion is a significant problem. Several corroded segments have been replaced, however more improvement projects are needed. According to the City of Lincoln's Water Department, approximately 50 percent of the City's scheduled water main repair projects are located within the Overall Study Area.

According to today's standards, a minimum 6" diameter water main is required to ensure adequate water pressure for fire protection purposes. However, there are approximately 84 miles of 4" water mains located within the Study Areas, which comprise about 20 percent of all water mains in these areas. A water main less than 6" in diameter does not provide adequate water pressure for fire protection. This problem has become more serious as large numbers of single family houses have been converted into duplexes or apartments. The high cost of replacing inadequate water mains has forced the City to maintain a program that concentrates on repair and/or replacement as breaks occur. Annual budgeting only allows for a small amount of scheduled replacement of the oldest portions of the water main system.

Problems occur not only in the water mains, but also in service lines, which are owned and maintained by individual property owners. There are numerous lead service lines in the Study Area that were installed before the 1940's. Soil contamination is caused by lead leaching from these secondary lines. Usually, no attention is given to problems in the service lines until a break occurs.

Age of storm sewers in the Study Areas is also an issue. Some sewers were installed in the 1900s or 1920s with materials, such as clay tile, that do not meet today's standards (concrete piping). In some areas, new parallel sewer systems are used to lessen the pressure on the old system. Bigger or new pipes are needed in several systems.

An additional issue is the age of sidewalks and a high concentration of sidewalks in need of repair. According to City officials, on average, sidewalks in the Overall Study Area are older in comparison to the rest of the City.

Specific data relating to Study Area # 1 and #2 and the Overall Study Area is discussed in the following paragraphs.

Study Area #1

Debris located on 402 parcels pose a fire hazard, as well as an area to harbor pests which are detrimental to the public's safety.

Approximately 70.8 percent of the structures were built prior to 1959. There are wood-framed and masonry buildings with wooden structural elements located throughout Study Area #1, which are in need of structural repair or fire protection. Several of these buildings have been determined to be deteriorating or dilapidated.

Conclusion

The conditions which endanger life or property by fire and other causes are dominant factors and are strongly present throughout Study Area #1.

Study Area #2

Excessive debris was identified on 22.9 percent of the 7,010 total parcels. Excessive debris can harbor pests and create fires, both which are detrimental to the public's health and safety. Approximately 63.3 percent of the structures were built prior to 1959. There are wood-framed and masonry buildings with wooden structural elements throughout Study Area #2, which are in need of structural repair or fire protection. Several of these buildings have also been determined to be deteriorating or dilapidated.

Conclusion

The conditions which endanger life or property by fire and other causes are dominant factors and are strongly present throughout Study Area #2.

Overall Study Area

According to the 1990 Census, approximately 63.9 percent of the structures in the Overall Study Area were built before 1959. There are wood-framed and masonry buildings with wooden structural elements throughout the Study Area, which are in need of structural repair or fire protection. These buildings have been determined to be deteriorating or dilapidated.

The existence of excessive debris exist throughout the Overall Study Area.

Conclusion

Information on age of infrastructures, building conditions, age of buildings, and existence of debris, as discussed above, leads to the conclusion that the conditions which endanger life or property by fire and other causes are dominant factors and are significant throughout the Overall Study Area.

BLIGHT FACTORS

(1) Deteriorated or Deteriorating Structures

The rating of building conditions is a critical step in determining the eligibility of an area for study. It is important that the system for classifying buildings be based on established evaluation standards and criteria, and result in an accurate and consistent description of existing conditions.

This section summarizes the process used for assessing building conditions in the Study Areas, the standards and criteria used for evaluation and the findings as to the existence of deteriorating or deteriorated structures.

The building condition analysis was based on the exterior inspections of 39 randomly selected structures within Study Area #1, 289 structures in Study Area #2 and 328 structures within the Overall Study Area, to note structural deficiencies in individual buildings and to identify related environmental deficiencies for individual sites or parcels within the respective Study Areas. Building conditions are identified in **Illustration 4**.

1. Building Systems Evaluated

During the field survey, each component of a subject building was examined to determine whether it was in sound condition or had minor, major, or critical defects. Building systems examined were of two types.

Structural Systems. These include the basic elements of any building: column and beam structure, foundation, floor structure, roof structure and load bearing wall structure.

Architectural Systems. These are systems generally added to the structural systems and are necessary parts of the building, including exterior non-bearing walls, stairs, porches and steps, fire escapes, windows and doors, chimneys, building drainage systems, and column and beam structure.

Mechanical Systems. These include plumbing, electrical, heating, ventilation, air conditioning and elevators.

2. Criteria for Classifying Defects for Building Systems

Structural, architectural and mechanical systems were evaluated separately as a basis for determining the overall condition of individual structures. This evaluation considered the relative importance of specific systems of the building and the effect that deficiencies in systems will have on the remainder of the structure.

3. Building Systems Classifications

The four categories used in classifying building systems and the criteria used in evaluating structural deficiencies are described below.

Sound. Building systems which contain no defects, are adequately maintained, and require no treatment outside of normal ongoing maintenance.

Minor - Requiring Minor Repair. Building systems which contain defects (loose or missing material or holes and cracks over a limited area) which often can be corrected through the course of normal maintenance. Minor defects have no real effects on either structural or architectural systems and the correction of such defects may be accomplished by the owner or occupants, such as pointing masonry joints over a limited area or replacement of less complicated systems. Minor defects are not considered in rating a building as structurally substandard.

Major - Requiring Major Repair (Deteriorating). Building systems which contain major defects over a widespread area and would be difficult to correct through normal maintenance. Buildings in the major deficient category would require replacement or rebuilding of systems by people skilled in the building trades.

Substandard (Dilapidated/Deteriorated). Building systems which contain major defects (bowing, sagging, or settling to any or all exterior systems causing the structure to be out-of-plumb, or broken, loose or missing material and deterioration over a widespread area) so extensive the cost of repairs would be excessive in relation to the value returned on the investment.

4. Final Building Rating

After completion of the building condition surveys, each individual building was placed in one of four categories based on the combination of defects found in various structural, architectural and mechanical systems; each final rating is described below.

Sound. Sound buildings can be kept in a standard condition with normal maintenance. Buildings so classified have less than four minor defects.

Deficient-Minor. Buildings classified as deficient--requiring minor repairs--have more than three minor defects, but less than one critical defect.

Deficient-Major (Deteriorating). Buildings classified as deficient--requiring major repairs-- have at least one critical defect, but less than two critical defects.

Substandard (Dilapidated/Deteriorated). Structurally substandard buildings contain defects which are so serious and so extensive that it may be most economical to remove the building. Buildings classified as structurally substandard have two or more critical defects. Critical defects are as follows:

Structural. Each of five structural systems can receive a rating of one critical defect. Two structural systems, each receiving a rating of major defects, equals one critical defect.

Mechanical. Four mechanical systems, each receiving a rating of a major defect, equals one critical defect.

Architectural. Four architectural systems each receiving a rating of a major defect, equals one critical defect.

The following combination of major defects is equivalent to one critical defect.

One major defect in the structural systems, plus two major defects in the mechanical systems, or two major defects in the architectural systems, equals one critical defect.

Two major defects in the architectural systems, plus two major defects in the mechanical systems, equals one critical defect.

Minor deficient and major deficient buildings are considered to be the same as deteriorating buildings as referenced in the Nebraska legislation; substandard buildings are the same as dilapidated buildings. The word "building" and "structure" are presumed to be interchangeable.

5. Structural Survey Conclusions

The condition of a total of 328 primary buildings (39 buildings in Study Area #1, 289 in Study Area #2 and 328 in the Overall Study Area) selected by the random sampling process was determined based on the findings of detailed surveys. These surveys indicated the following:

TABLE 6
CITY OF LINCOLN
STRUCTURAL SURVEY CONCLUSIONS
STUDY AREA #1 and #2 and OVERALL STUDY AREA

	<u>Area #1</u>	<u>Area #2</u>	<u>Overall Study Area</u>
Structurally Sound	9	109	118
Minor Defects	14	64	78
Major Defects	15	87	102
Structurally Substandard	<u>1</u>	<u>29</u>	<u>30</u>
TOTAL	39	289	328

Hanna-Keelan Associates P.C., 1996

The structural survey results identify the conditions of the randomly sampled structures, which is a statistically representative sample of all structures in each Study Area. As previously discussed, by following the random sampling procedure, the structural survey results of a sample of buildings could be generalized to all buildings/structures in the Study Areas. It is therefore generalized that approximately 41 percent of the structures within Study Area #1, 40.1 percent within Study Area #2 and 40.2 percent within the Overall Study Area are either deteriorating or dilapidated to a substandard condition.

Conclusion

The results of the structural condition survey indicates deteriorating structures are present to a reasonable extent throughout Area #1 and #2 and the Overall Study Area. Tables 7a, 7b and 7c identify the results of the structural rating process per building type.

ILLUSTRATION 4

Legend:

Rating

- Sound
- Deficient - Minor
- Deficient - Major
- Structural Substandard

Primary Study Boundary

Secondary Study Boundary

Scale
0 300 600 900 1200

Area	Sound	Def.-Minor	Def.-Major	Struct. Sub.	N/A	Total	Int. Ins.	Ext. Ins.
Prim. Study	222	67	98	30	1	318	24	312
Sec. Study	10	15	14	1	0	40	2	40
Total Study	232	82	112	31	1	358	26	352

**NORTH 27TH STREET/
EC-TARGET NEIGHBORHOOD AREAS
BUILDING CONDITIONS MAP**

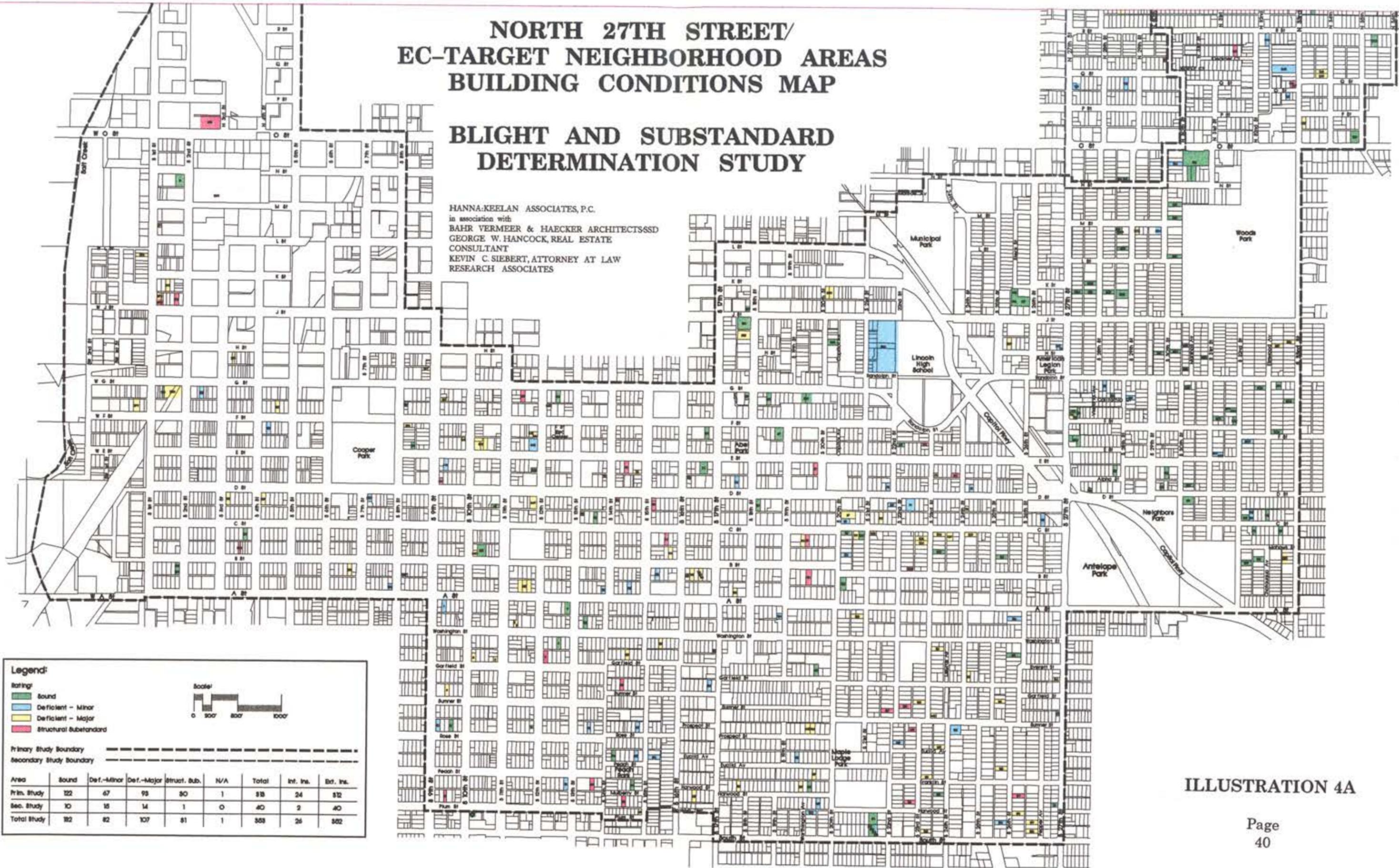
**BLIGHT AND SUBSTANDARD
DETERMINATION STUDY**

HANNA-KEELAN ASSOCIATES, P.C.
in association with
BAHR VERMEER & HAECKER ARCHITECTS/SSD
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES

NORTH 27TH STREET/ EC-TARGET NEIGHBORHOOD AREAS BUILDING CONDITIONS MAP

BLIGHT AND SUBSTANDARD DETERMINATION STUDY

HANNA-KEELAN ASSOCIATES, P.C.
in association with
BAHR VERMEER & HAECKER ARCHITECTS/SSD
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES



Legend:

- Rating:
 - Sound
 - Deficient - Minor
 - Deficient - Major
 - Structural Substandard
- Primary Study Boundary
- Secondary Study Boundary

Scale:
0 300' 600' 900' 1000'

Area	Sound	Def.-Minor	Def.-Major	Struct. Sub.	N/A	Total	Inf. Ins.	Ext. Ins.
Prim. Study	322	67	98	50	1	538	24	112
Sec. Study	10	15	14	1	0	40	2	40
Total Study	332	82	112	51	1	578	26	152

ILLUSTRATION 4A

**CITY OF LINCOLN
STRUCTURAL SURVEY FINDINGS
TABLE 7a STUDY AREA #1**

<u>Activity</u>	<u>Structural Rating</u>					
	<u>Sound</u>	<u>Deficient Deteriorating (Minor)</u>	<u>Deficient Deteriorating (Major)</u>	<u>Sub-standard Dilapidated</u>	<u>Number of Structure</u>	<u>Sub-standard and Major Deficiency</u>
Residential	7	14	15	1	37	16
Commercial	0	0	0	0	0	0
Industrial	0	0	0	0	0	0
Other	2	14	0	0	2	0
Total	9	14	15	1	39	16
Percent	23.08%	35.90%	38.46%	2.56%	100%	41.03%

Source: Hanna:Keelan Associates, P.C., 1996

TABLE 7b STUDY AREA #2

<u>Activity</u>	<u>Structural Rating</u>					
	<u>Sound</u>	<u>Deficient Deteriorating (Minor)</u>	<u>Deficient Deteriorating (Major)</u>	<u>Sub-standard Dilapidated</u>	<u>Number of Structure</u>	<u>Sub-standard and Major Deficiency</u>
Residential	100	63	86	28	277	114
Commercial	6	0	1	1	8	2
Industrial	1	0	0	0	1	0
Other	2	1	0	0	3	0
Total	109	63	87	29	289	116
Percent	37.72%	22.15%	30.10%	10.03%	100%	40.14%

Source: Hanna:Keelan Associates, P.C., 1996

TABLE 7c OVERALL STUDY AREA

<u>Activity</u>	<u>Structural Rating</u>					
	<u>Sound</u>	<u>Deficient Deteriorating (Minor)</u>	<u>Deficient Deteriorating (Major)</u>	<u>Sub-standard Dilapidated</u>	<u>Number of Structure</u>	<u>Substandard and Major Deficiency</u>
Residential	107	77	101	29	314	130
Commercial	6	0	1	1	8	2
Industrial	1	0	0	0	1	0
Other	4	1	0	0	5	0
Total	118	78	102	30	328	132
Percent	35.98%	23.78%	31.10%	9.15%	100%	40.24%

Source: Hanna:Keelan Associates, P.C., 1996

(2) Existence of Defective or Inadequate Street Layout

Study Area #1

The street pattern within Study Area #1 consists of a standard rectilinear grid system. The principle arterials within Study Area #1 are North 27th and "O" Streets. Minor arterials include Holdrege and Vine Streets. These streets, along with local streets, provide access to and through the Study Area. The area is bisected by the MoPac Railroad, which is located between Apple and "W" Streets. Major problem conditions that contribute to the factor of existence of defective or inadequate street layout are discussed below.

1. **Pedestrian vehicular movement conflicts**

Pedestrian flow is interrupted by the high traffic volume on North 27th Street. With numerous neighborhood local commercial shops on both sides of North 27th Street, there are only five signalized intersections between "O" Street and Holdrege Street, which are on "O" Street, "P" Street, Vine Street, "Y" Street and Holdrege Street. On Holdrege Street, between 23rd and 30th Streets, there is only one other pedestrian controlled signal besides the one on 27th Street. This creates a hazard for pedestrian traffic, especially for neighborhood shopping activities and children.

2. **Limited local circulation**

Street layout in this Area does not provide adequate north-south streets for local circulation, especially in the residential area east of 27th Street. Local vehicular traffic in an east-west direction is also interrupted by 27th Street. With just five signalized intersections along north 27th Street, crossing this street for both pedestrians and motor vehicles can be very difficult.

3. **Poor conditions of streets, sidewalks and alleys**

Sidewalks are adequately provided in Study Area #1. However, approximately 42.5 percent of the sidewalks are identified as being in either poor or fair condition as determined by the parcel-to-parcel field survey. The field survey also rated an estimated 28.7 percent of the streets as fair or poor.

Illustration 6 identifies street, alley and sidewalk conditions in Study Area #1. The majority of the alleys are not hard surfaced and in fair or poor condition, thus in addition to the ambient dust and wind erosion, the gravel or dust surfaces pose difficult travel during time of adverse climate conditions.

4. **Lack of adequate parking**

With the increased use of the automobile as a mode of transportation, a strain has been placed on the urban infrastructure to accommodate not only car movement, but car parking as well. The survey revealed that 267, or 29.2 percent of the total 915 residential parcels had no parking. Approximately 48.7 percent of parcels with parking spaces had unimproved surfaces. An adequate provision for parking and circulation are a major concern for the future and sound growth of the Area as it becomes redeveloped.

Conclusion

The existence of defective or inadequate street layout in Study Area #1 is present to a strong degree and constitutes a blighting factor.

Study Area #2

Study Area #2 consists of a standard rectilinear grid street system, with the exception of the North Bottoms Neighborhood, which is comprised of large industrial parcels and Highway I-180. The principle arterials within Study Area #2 are 27th Street, "O" Street and Capitol Parkway. Minor arterials include Holdrege, Vine, Randolph, "A", South and 33rd Streets. These streets, along with local streets, provide access to and through the Study Area. Major problem conditions that contribute to the factor of existence of defective or inadequate street layout are discussed in the following.

1. **Limited circulation in some areas**

There is a high concentration of railroad tracks located in the area west of 9th Street, which limits both vehicular and pedestrian traffic. The problem is more serious in the area of 1st and "J" Streets, where there is one railroad track by each street on many of the blocks. The railroads have caused inaccessibility within this part of the Study Area. This inadequate accessibility, along with air and noise pollution associated with railroad traffic, has become a disadvantage to both residents and businesses.

There are several parcels that do not have access to a public street in the area east of Highway I-180 in the North Bottoms Neighborhood. The only access to these parcels are through the alleys at the rear of the parcels. This area is surrounded by Salt Creek, Highway I-180, the State Fairgrounds and Burlington Northern Railroad and has limited access to other areas of the City.

2. Poor conditions of streets, sidewalks and alleys

Sidewalks are provided on all sides of most of the blocks in the Study Area. However, approximately 28.4 percent of the sidewalks are identified as in poor or fair condition as determined via the field survey. The field survey also rated an estimated 30 percent of the streets as fair or poor. Illustration 6 indicates the conditions of streets, sidewalks and alleys in Study Area #2. The majority of the alleys are not hard surfaced and in fair or poor condition, thus in addition to the ambient dust and wind erosion, the gravel or dust alleys pose difficult travel during time of adverse climate conditions.

3. Lack of adequate parking

The field survey revealed that 1,473 parcels, or 21 percent of the total 7,010 parcels had no parking and approximately 28.7 percent of the parcels with parking spaces had unimproved surfaces. Numerous single family homes constructed between the late nineteenth and twentieth centuries have been converted for use as apartments throughout Study Area #2. This gradual increase in density and the resulting demand for parking spaces, both off- and on-street parking, is greatly impacting these neighborhoods. Parcels with no parking or unimproved surfaces in these congested areas are much more problematic than in other areas of the community.

4. Pedestrian vehicular movement conflict

Numerous examples of pedestrian vehicular movement conflict exist throughout Study Area #2. The majority of these exist at the intersections of major and minor arterials. An example is at the intersection of 33rd and Holdrege Streets, where, despite signalization, conflicts exist at this intersection due to an undersized road

network coupled with excessive local traffic. Much of this traffic can be attributed to the University of Nebraska, east campus business and student population.

Several schools are located at or near conflict intersections. Existing, special school signalization contributes to a safer pedestrian environment.

Conclusion

The existence of defective or inadequate street layout in Study Area #2 is reasonably sufficient to constitute a blighting factor.

Overall Study Area

The field survey revealed that in the Overall Study Area approximately 29.9 percent of the streets and 30.3 percent of the sidewalks are in fair or poor condition. Other contributing factors are the poor condition of alleys, lack of adequate parking, unimproved parking surface, pedestrian and vehicular traffic conflicts and limited circulation.

Conclusion

The existence of defective or inadequate street layout throughout the Overall Study Area was determined to be present to a reasonable extent, to warrant a blighted condition.

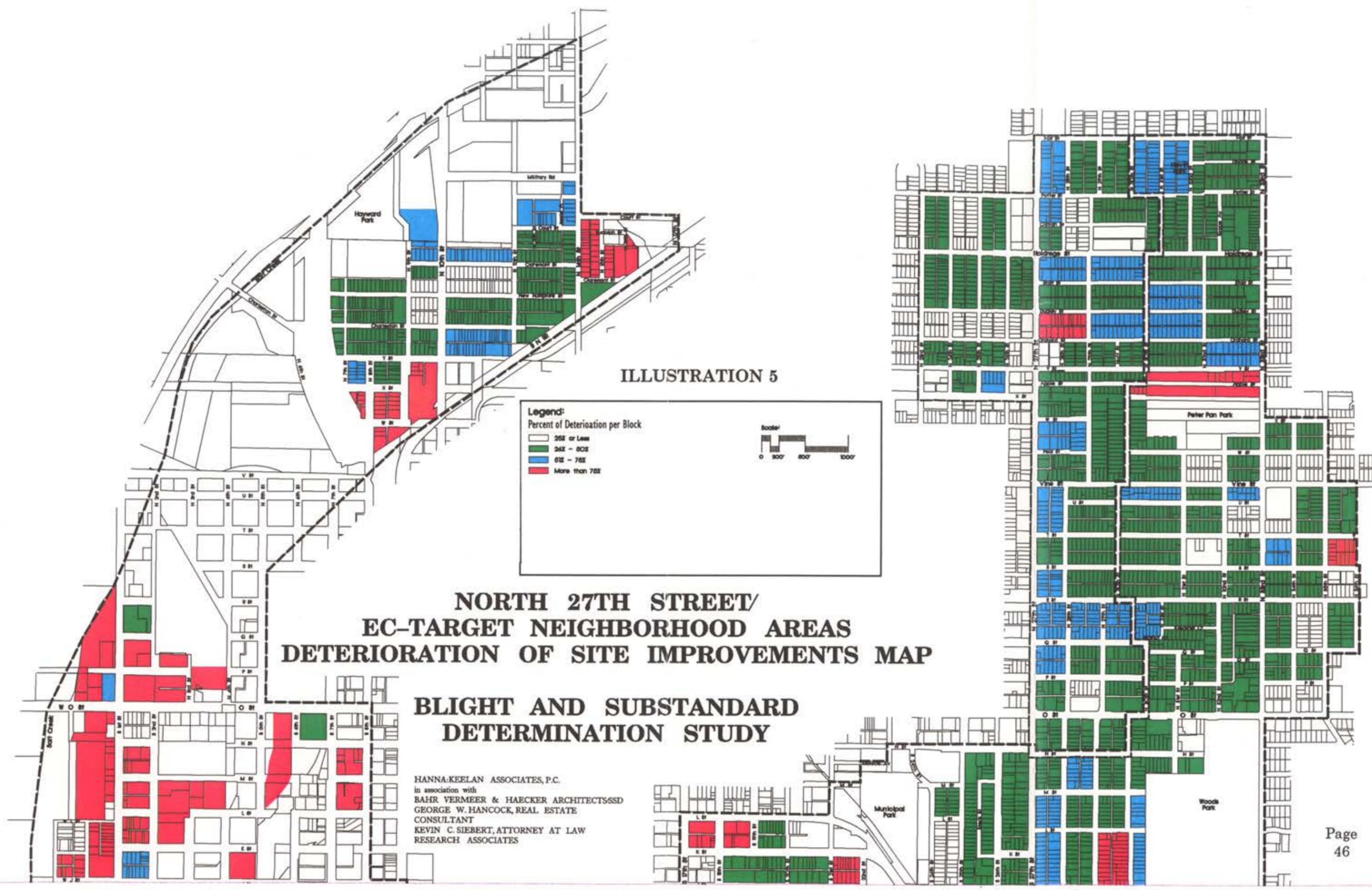


ILLUSTRATION 5

Legend:
 Percent of Deterioration per Block

- 25% or Less
- 26% - 50%
- 51% - 75%
- More than 75%

Scale:
 0 300' 600' 1000'

**NORTH 27TH STREET/
 EC-TARGET NEIGHBORHOOD AREAS
 DETERIORATION OF SITE IMPROVEMENTS MAP**

**BLIGHT AND SUBSTANDARD
 DETERMINATION STUDY**

HANNA-KEELAN ASSOCIATES, P.C.
 in association with
 BAHR VERMEER & HAECKER ARCHITECTS/SSD
 GEORGE W. HANCOCK, REAL ESTATE
 CONSULTANT
 KEVIN C. SIEBERT, ATTORNEY AT LAW
 RESEARCH ASSOCIATES

NORTH 27TH STREET/ EC-TARGET NEIGHBORHOOD AREAS DETERIORATION OF SITE IMPROVEMENTS MAP

BLIGHT AND SUBSTANDARD DETERMINATION STUDY

HANNA-KEELAN ASSOCIATES, P.C.
in association with
BAHR VERMEER & HAECKER ARCHITECTS-SSD
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES

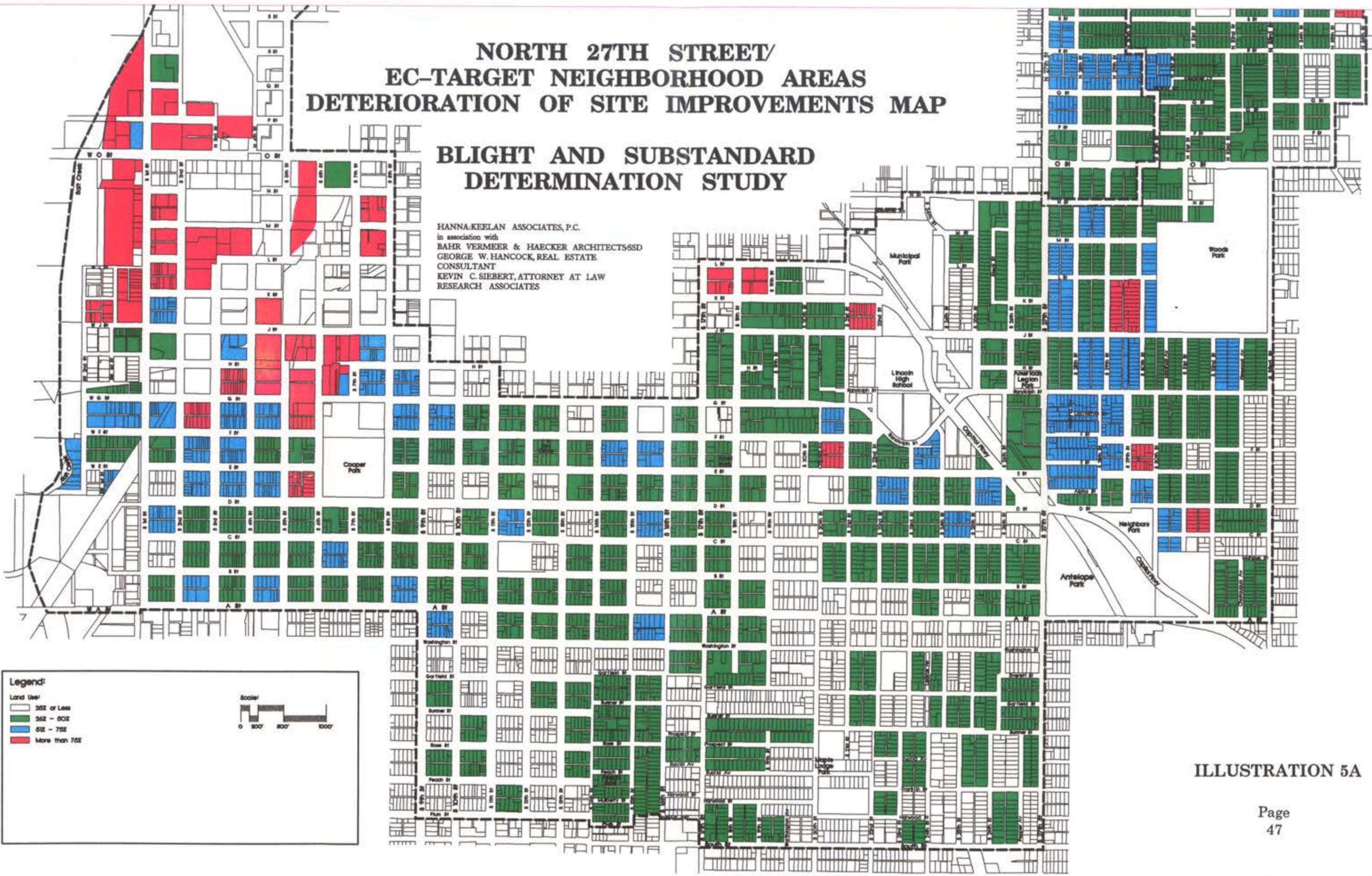


ILLUSTRATION 5A

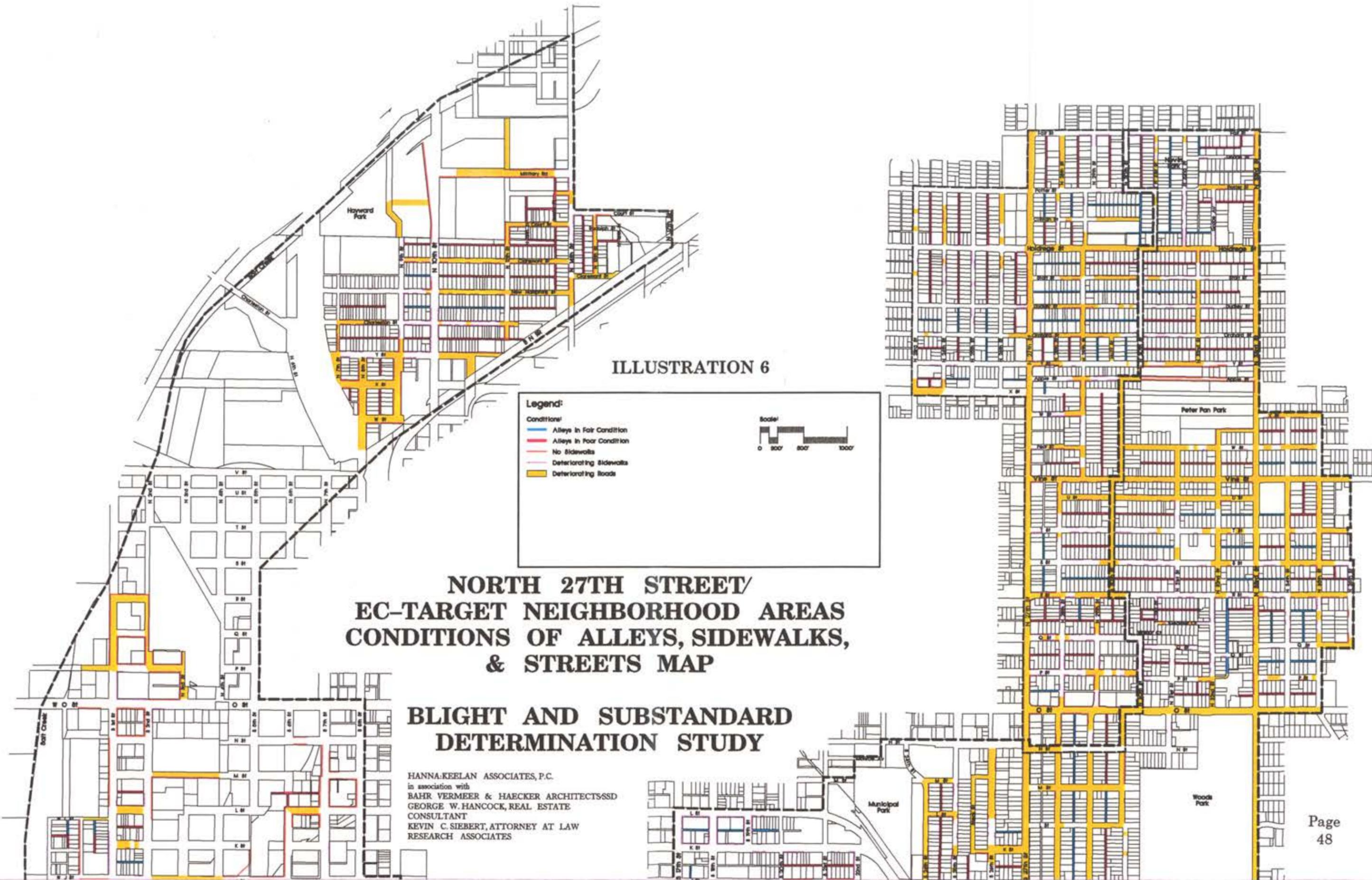


ILLUSTRATION 6

Legend:

Conditions:

- Alleys in Fair Condition
- Alleys in Poor Condition
- No Sidewalks
- Deteriorating Sidewalks
- Deteriorating Roads

Scale:
0 500 1000

**NORTH 27TH STREET/
EC-TARGET NEIGHBORHOOD AREAS
CONDITIONS OF ALLEYS, SIDEWALKS,
& STREETS MAP**

**BLIGHT AND SUBSTANDARD
DETERMINATION STUDY**

HANNA-KEELAN ASSOCIATES, P.C.
in association with
BAHR VERMEER & HAECKER ARCHITECTS/SSD
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES

NORTH 27TH STREET/ EC-TARGET NEIGHBORHOOD AREAS CONDITIONS OF ALLEYS, SIDEWALKS, & STREETS MAP

BLIGHT AND SUBSTANDARD DETERMINATION STUDY

HANNA-KEELAN ASSOCIATES, P.C.
in association with
BAHR VERMEER & HAECKER ARCHITECTS/SSD
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES

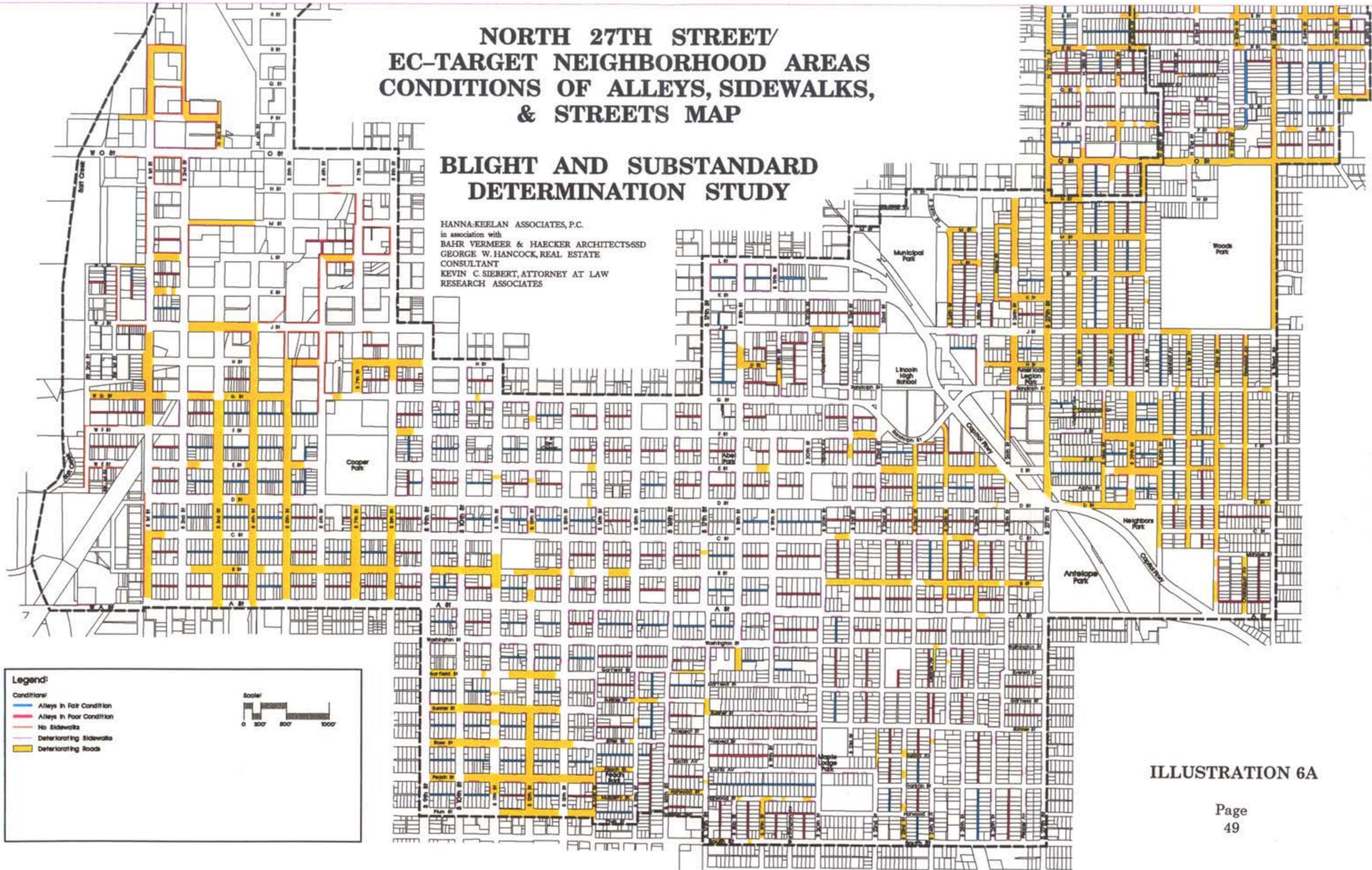


ILLUSTRATION 6A

(3) Faulty Lot Layout in Relation to Size, Adequacy, Accessibility, or Usefulness

The review of building uses and condition surveys, property ownership and subdivision records and field surveys have resulted in the identification of conditions associated with faulty lot layout in relation to size, adequacy and accessibility, or usefulness of land within each of the Study Areas. A common problem in both Study Area #1 and #2 is inadequate lot size. Nearly all of the lots in each Study Area are platted into rectangular, numbered blocks. The lots created by subdivisions in the past are generally too small, according to today's planning standards. A typical residential lot in the Study Areas is approximately 140 feet by 50 feet. However, numerous lots are only half or smaller than this size, thus many lots are difficult for modern development which meets current codes and building standards. Other blighting factors are:

Study Area #1

1. Inadequate local street layout.

The current lot layout and, to a lesser degree, the overall street plan in Area #2 is not fully adequate. There is a lack of north-south streets east of North 27th Street. Local circulation is limited and thus access to individual parcels and neighborhood areas is difficult.

2. Lack of planned open space

Clinton Crossroads at 27th and Holdrege Streets is the only park in Study Area #1. Open spaces are important in providing amenity and clean air and are generally a welcome attraction in the urban environment.

Conclusion

Problems relating to faulty lot layout are present to a reasonable extent in Study Area #1.

Study Area #2

1. **Original lots being subdivided to build two or more houses**

The field survey and research of ownership records revealed that numerous residential lots have more than one house on each lot. Present municipal codes will not permit building more than one house on these lots. The situation of inadequate lot size is worsened by multiple structures on a single lot.

2. **Lack of accessibility in some areas**

The area west of 9th Street has a high concentration of railroad tracks, which makes many of the residential and industrial parcels less accessible.

Congested parking situations along residential streets is a problem within the older neighborhood areas. Much of this congestion has been caused by the conversion of single family houses to apartments and the construction of multi-family dwellings in previously single family areas, while not providing adequate off-street parking. Congested residential streets are detrimental to the safety of local residents, while hindering emergency vehicle service.

Conclusion

Problems relating to faulty lot layout are present to a reasonable extent in Study Area #2.

Overall Study Area

The common problems in the Overall Study Area are inadequate lot size, inadequate local street layout, two or more houses on one lot and lack of accessibility. These problems occur throughout the Overall Study Area.

Conclusion

Problem relating to faulty lot and street layout are present to a reasonable extent in the Overall Study Area.

(4) Insanitary and Unsafe Conditions

The results of the area-wide field survey, along with information from several City departments provided the basis for the identification of insanitary and unsafe conditions in the Study Areas. Since the Study Areas have similar problems in terms of insanitary and unsafe conditions, the contributing factors are discussed together below.

1. Age of structure

The 1990 Census identified approximately 70.8 percent of the structures in Study Area #1, 63.3 percent in Study Area #2 and 63.9 percent in the Overall Study Area were built prior to 1959. This results in the potential for substandard business and living units in need of rehabilitation.

2. Inadequate and out-dated public utilities

Public utilities in the Study Areas are becoming out-dated and in need of repair. In some areas, water supply is not sufficient for fire protection. The age and condition of the City water, sanitary and storm sewer services puts much of these systems at risk. Improvements have not kept up with deterioration.

There are also numerous lead water service lines within the Study Areas that were installed prior to 1940s. Soil contamination is caused by lead leaching. In addition, the galvanized pipes and joints are subject to corrosion.

The conditions of the public utilities are detrimental to the public's health and safety.

3. Poor condition of sidewalks and alleys

As graphically displayed in **Illustration 6**, about one-third of the sidewalks and a large portion of the alleys are in poor or fair condition.

4. Excessive Debris

Debris is present in the form of discarded materials and industrial supplies within the residential district. This debris is not only unsightly, but also impacts health, safety and welfare issues.

Conclusion

Insanitary and unsafe conditions are present to a strong extent throughout Study Area #1 and #2 and the Overall Study Area.

(5) Deterioration of Site or Other Improvements

Field observations were conducted to determine the condition of site improvements within the Study Areas, including streets, alleys, sidewalks, curbs and gutters, traffic control devices and off-street parking. Appendix IV documents the present condition of these improvements. The common problems in Study Area #1 and #2 and the Overall Study Area are age and condition of public utilities, excessive debris and inadequate public improvements.

Study Area #1

Within Study Area #1, a total of 436 parcels, or 42.5 percent of the total number of parcels, received a fair or poor rating in sidewalk condition from the field survey.

The total percentage of parcels containing major debris within the Study Area #1 is 7.6 percent, while 39.2 percent of the properties possess some debris. These parcels are located throughout the Study Area.

A total of 401, or 39.1 percent of the total 1,025 parcels within the Study Area received an overall site condition rating of fair or poor, as per the results of the field survey.

The field survey identified inadequate parking conditions throughout Study Area #1. A total of 27.6 percent of the parcels contained no provisions for off-street parking and 48.7 percent of the existing parking areas possessed unimproved surfaces. A majority of the alleys possessed unimproved surfaces and were in poor or fair condition.

Conclusion

Deterioration of site improvements is present to a strong extent in Study Area #1.

Study Area #2

The total percentage of parcels containing debris within Study Area #2 is 22.9 percent. These parcels are located throughout Study Area #2.

A total of 2,290 parcels, or 32.7 percent of the total number of parcels within Study Area #2 received an overall site condition rating of fair or poor, as per the results of the field survey.

The field survey identified an estimated 28.7 percent of the existing parking areas as having unimproved surfaces.

Conclusion

Deterioration of site improvements is present to a strong extent in Study Area #2.

Overall Study Area

Approximately 25 percent of the parcels within the Overall Study Area possessed debris. About one-third of the sidewalks are in poor or fair condition. The majority of the alleys are in an unimproved condition. An estimated 33.5 percent of the parcels received an overall site condition rating of fair or poor, as per the results of the field survey. The field survey also identified inadequate parking conditions throughout the Study Areas. Refer to Illustrations 5 and 6 for detailed depictions of the conditions mentioned above.

A total of 1,949 parcels have parking areas with unimproved surfaces.

Conclusion

Deterioration of site improvements is present to a strong extent in the Overall Study Area.

(6) Diversity of Ownership

The issue of diversity of ownership in Study Area #1 and #2 and the Overall Study Area is characterized by a high average number of owners per block, more than one owner on a lot, with few assemblage activities in recent years. Since the Study Areas have similar problems, these problems will be discussed as the common issues in Study Areas #1 and #2 and the Overall Study Area in the following paragraphs.

Illustration 7 identifies the number of owners in each block. It is estimated that 70 percent of all the blocks have six or more owners. These blocks are scattered throughout the Study Areas.

Many blocks have more houses and owners than lots. While current municipal codes will not permit building more than one home on these lots, it once was a fairly common practice. The majority of the residential blocks were originally platted into 12 lots. Even 12 owners per block creates a problem for redevelopment and, the more owners the larger the problem.

There are also cases where individuals have accumulated several properties in a block thereby reducing the number of owners to less than the number of lots. However, throughout the Study Areas such assemblage has not been sufficient to offset earlier excessive ownerships. It is further noted, what assemblage has taken place was mostly accomplished some time ago. Little assemblage has taken place recently, which might suggest a need for some incentives.

The situation is worsened by the fact that many of those blocks with only one or two owners are owned by public, religious or institutional users. The remaining properties, which are privately held and would be the most likely targets for redevelopment, rarely have fewer than six to ten owners per block.

Nearly all properties in the Study Areas are platted into rectangular, numbered blocks, but there are fairly sizeable areas, mostly in the western portion, which are irregular tracts and outlets. Much of this land serves as right-of-way for creeks and railroads, but there are also buildings. Many of these properties don't have regular legal descriptions and ownerships can be conclusively determined only by individual professional title searches. Accuracy, even here, is very close. While these buildings may be among the most deteriorated, there are fewer owners.

Herein is reported the number of owners per block, but it is also noted that there are many investor owned properties in many different blocks.

This multiplicity of ownership makes redevelopment difficult. The assembling of larger sites is, of course, more difficult to accomplish if the number of properties to be assembled is large. Land assembly is an absolute necessity for major redevelopment. Without it only small individual renovation and replacement is likely. In order for the kinds of redevelopment to occur which is currently desirable, economically feasible, and which attracts financial support and the public patronage required to repay such financial support, it is necessary to put much larger parcels of land in substantially fewer hands. Such assembly is most difficult without public intervention and constitutes one of the greatest deterrents to significant redevelopment within the Study Areas.

Conclusion

Diversity of Ownership is a strongly present Blight Factor in each Study Area.

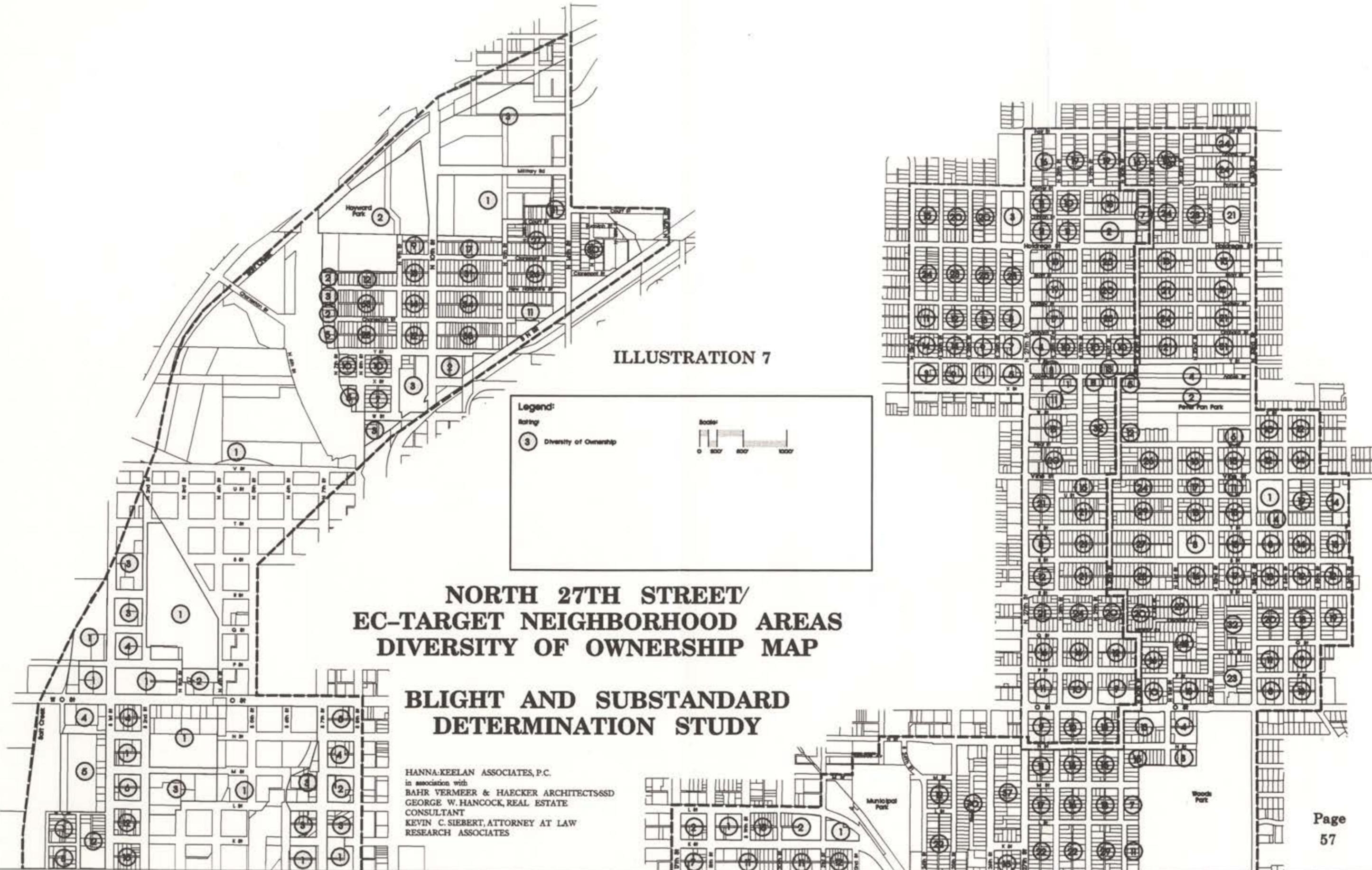


ILLUSTRATION 7

**NORTH 27TH STREET/
EC-TARGET NEIGHBORHOOD AREAS
DIVERSITY OF OWNERSHIP MAP**

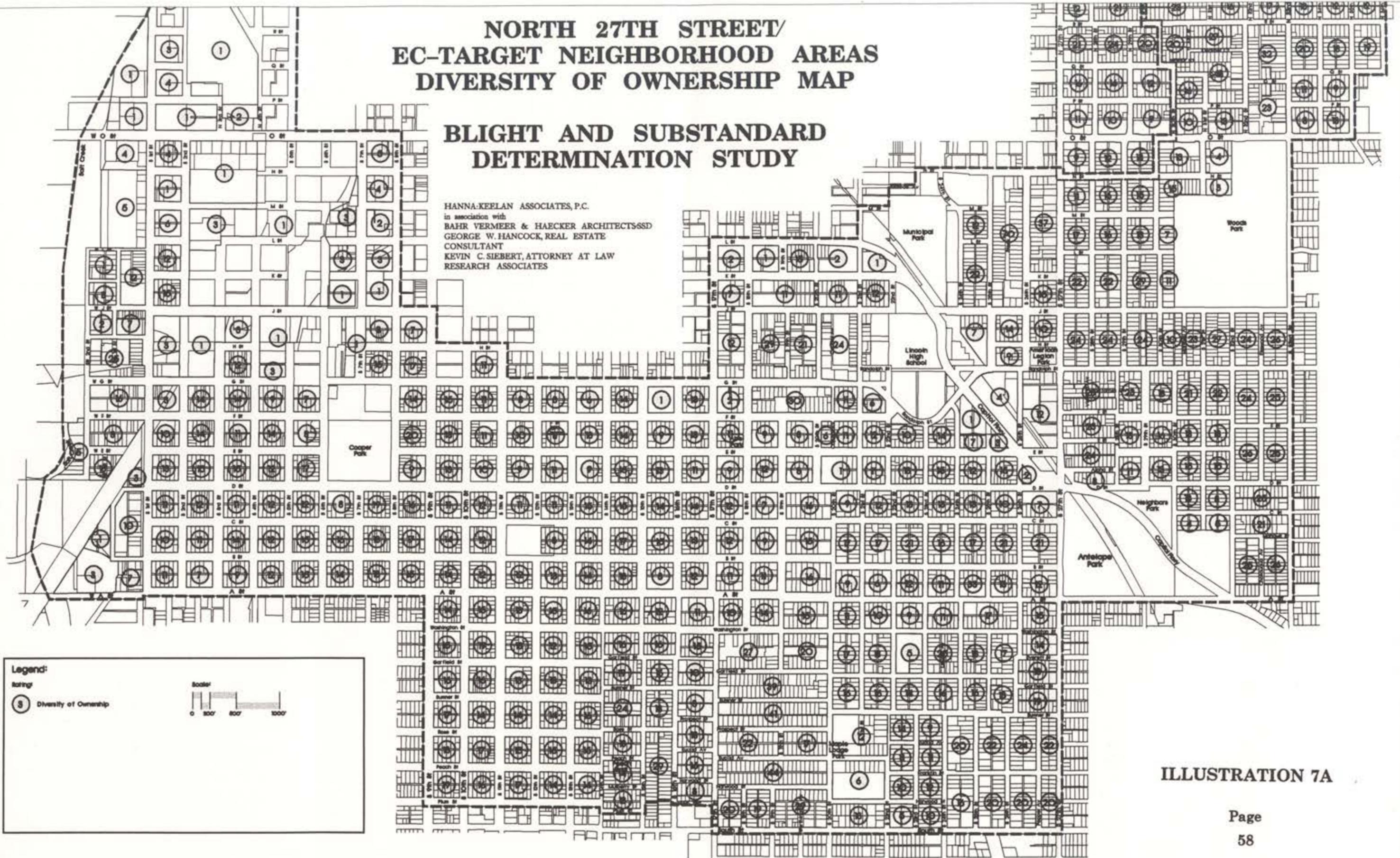
**BLIGHT AND SUBSTANDARD
DETERMINATION STUDY**

HANNA-KEELAN ASSOCIATES, P.C.
in association with
BAHR VERMEER & HAECKER ARCHITECTS/SSD
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES

NORTH 27TH STREET/ EC-TARGET NEIGHBORHOOD AREAS DIVERSITY OF OWNERSHIP MAP

BLIGHT AND SUBSTANDARD DETERMINATION STUDY

HANNA-KEELAN ASSOCIATES, P.C.
in association with
BAHR VERMEER & HAECKER ARCHITECTS/SSD
GEORGE W. HANCOCK, REAL ESTATE
CONSULTANT
KEVIN C. SIEBERT, ATTORNEY AT LAW
RESEARCH ASSOCIATES



Legend:

Rating

③ Diversity of Ownership

Scale

0 500 1000

(7) Tax or Special Assessment Delinquency Exceeding the Fair Value of the Land

A thorough examination of public records has been undertaken to determine if delinquent amounts are owed by owners of the randomly selected sample properties in the Study Areas. It should be noted real estate is taxed at 2.468268% of fair value rendering it almost impossible for a tax to exceed value in a steady market. No assessment is as high as the property tax. If a badly dilapidated property happened to get valued too high, the public protest system would give the owner appropriate relief.

The valuation, tax amount and any delinquent amount was examined on each of the randomly selected property. Less than 10 percent had any delinquency at all and not a single one was more than one year in arrears.

1. Real estate taxes

Delinquent taxes can exceed land value as a result of a severely declining market, inefficient tax appraising or lax tax collection policies. Unlike the older sections of many cities, market value of these properties has rarely declined in Lincoln. While heavier appreciation is often seen in newer suburban areas and in prime commercial properties, the older properties in each Study Area will have maintained value, or increased at approximately the rate of general inflation. Properties that have declined in value will have done so as a result of physical deterioration rather than from economic factors.

The Lancaster County Assessor has instituted an advanced system and has recently completed a reappraisal of the entire county which, along with a sophisticated system of refereed protests. This process has reduced the level of excessive valuations to one of the lowest anywhere. In recent years the tax collection procedures have also been updated and are quite effective.

A combination of a decent market and local economy, fair and thorough ad valorem valuation and vigorous collections has rendered the instance of significant delinquency to be virtually non-existent.

2. Special assessments

Generally, there have been few improvement districts in recent years in the Study Area. Normal maintenance is not usually charged to property owners. There have been only a few new paving and lighting projects, none of which have been very costly. To be statutorily chargeable to an owner, it has to be shown that the property is monetarily benefitted. No project built in the Study Areas has benefitted any property in an amount remotely close to its market value.

Conclusion

Examination and analysis of public records, along with extensive field inspection, as previously described, leads to the conclusion that delinquent taxes and special assessments exceeding the fair value of the land is not a blighting factor in the Study Areas.

(8) Defective or Unusual Condition of Title

The vast majority of properties in the Study Areas have been sold, mortgaged, or both, in recent years. In order to do either, a title insurance policy must be issued and any title defects corrected. Once title insurance has been written, all other titles in the same subdivision or addition will only have to be checked for the period of time subsequent to the creation of the addition or subdivision as everything previous is the same and any defects will already have been corrected, thus the only possibility for title problems are from improper filings, since platting on properties that have not been mortgaged or sold, which is very small. Lincoln title companies, realtors and lawyers have typically been very diligent in this regard.

Conclusion

Examination of public records does not provide any basis for identifying any defective or unusual conditions of title. Such few conditions as may exist would contribute to neither any existing problems nor to difficulty in acquisition or redevelopment and are therefore not found to exist at a level nearly large enough to constitute a blighting factor in the Study Areas.

(9) Improper Subdivision or Obsolete Platting

An in-depth analysis of the subdivision conditions indicates that improper subdivision and obsolete platting is prevalent throughout the Study Areas.

Study Area #1

A typical residential lot in Study Area #1 is approximately 140 feet by 50 feet. These lots, created by subdivisions in the past, are smaller than today's planning standard. Numerous blocks in Study Area #1 have experienced some degree of subdividing, since original platting. The re-subdivisions make the lots even less adequate for modern development.

The majority of blocks are bisected by narrow alleys. Efforts to overcome problems of inadequate subdivision and obsolete platting and to secure sites of reasonably adequate size and shape for modern development purposes requires the assemblage of adjacent parcels. This assemblage of parcels is complicated due to the irregular shapes and inconsistent size of adjacent parcels and the existing road network.

Conclusion

A reasonable presence of improper subdivision or obsolete platting exists throughout Study Area #1.

Study Area #2

Nearly every region of this Area has experienced subdivision since the original platting. Besides the problem of inadequate lot size in Study Area #2, there are also irregular tracts and outlots located west of 8th Street. Much of this land is right-of-way for creeks and railroads. Replatting has allowed other portions of the Area to increase lot sizes, however few assemblage activities have taken place in recent years.

Conclusion

A reasonable presence of improper subdivision or obsolete platting exists throughout Study Area #2.

Overall Study Area

The common problem in the Overall Study Area is inadequate lot size. The size and layout of the parcels, coupled with public alleys, inhibits sound growth and development throughout the Overall Study Area.

Conclusion

A reasonable presence of improper subdivision or obsolete platting exists throughout the Overall Study Area.

(10) The Existence of Conditions Which Endanger Life or Property by Fire and Other Causes

The results of the parcel-by-parcel field survey, along with information obtained from pertinent City departments, assisted in determining the existence of conditions which endangered life or property by fire and other causes. The age of infrastructure is the primary problem throughout the Overall Study Area. Information described below is the cumulation of interviews with Lincoln's Department of Public Works personnel and additional utility department staff. For more detailed information and specific maps and illustrations, please refer to the appropriate utility department.

A majority of the City's oldest neighborhoods are located within the Overall Study Area. Underground utilities are typically 60 to 70 years old, however some areas are serviced by utility mains that are over 100 years old. Materials used to construct some of these original mains, such as clay tile, are prone to breakage and maintenance problems. Neighborhoods in close proximity to the central business district have increased in density, primarily due to the construction of apartments and the conversion of homes to apartments. Utility mains that were originally designed to meet the needs of single family neighborhoods are unable to adequately service higher numbers of people.

Water mains generally range in age from 60 to 100 years of age. Within a mile radius of Salt Creek, corrosion is a significant problem. Several corroded segments have been replaced, however more improvement projects are needed. According to the City of Lincoln's Water Department, approximately 50 percent of the City's scheduled water main repair projects are located within the Overall Study Area.

According to today's standards, a minimum 6" diameter water main is required to ensure adequate water pressure for fire protection purposes, however there are approximately 84 miles of 4" water mains located within the Study Areas, which comprise about 20 percent of all water mains in these Areas. A water main less than 6" in diameter does not provide adequate water pressure for fire protection. This problem has become more serious as large numbers of single family houses were converted into duplexes or apartments. The high cost of replacing inadequate water mains has forced the City to maintain a program that concentrates on repair and/or replacement as breaks occur. Annual budgeting only allows for a small amount of scheduled replacement of the oldest portions of the water main system.

Problems occur not only in the water mains, but also in service lines, which are owned and maintained by individual property owners. There are numerous lead service lines in the Study Area that were installed before the 1940's. Soil contamination is caused by lead leaching from these secondary lines. Usually, no attention is given to problems in the service lines until an break occurs.

Age of storm sewers in the Study Areas is also an issue. Some sewers were installed in the 1900s or 1920s with materials, such as clay tile, that do not meet today's standards (concrete piping). In some areas, new parallel sewer systems are used to lessen the pressure on the old system. Bigger or new pipes are needed in several systems.

An additional issue is the age of sidewalks and a high concentration of sidewalks in need of repair. According to City officials, on average, the age of sidewalks in the Overall Study Area is older in comparison to the rest of the City.

Specific data relating to Study Area # 1 and #2 and the Overall Study Area is discussed in the following paragraphs.

Study Area #1

Debris located on 402 (39.2%) sites pose a fire hazard, as well as an area to harbor pests which are detrimental to the public's safety.

Approximately 70.8 percent of the structures were built prior to 1959. There are wood-framed and masonry buildings with wooden structural elements throughout Study Area #1 which are in need of structural repair or fire protection. These buildings have been determined to be deteriorating or dilapidated.

Conclusion

The conditions which endanger life or property by fire and other causes are dominant factors and are strongly present throughout Study Area #1.

Study Area #2

Debris located on 22.9 percent of all sites pose a fire hazard, as well as an area to harbor pests which are detrimental to the public's safety.

Approximately 63.3 percent of the structures in Area #2 were built prior to 1959. There are wood-framed and masonry buildings with wooden structural elements located throughout Study Area #2, which are in need of structural repair or fire protection. These buildings have been determined to be deteriorating or dilapidated.

Conclusion

The conditions which endanger life or property by fire and other causes are dominant factors and are strongly present throughout Study Area #2.

Overall Study Area

Debris located on many sites throughout the Overall Study Area pose a fire hazard, as well as an area to harbor pests.

According to the 1990 Census, approximately 63.9 percent of the structures in the area were built before 1959. There are wood-framed and masonry buildings with wooden structural elements throughout the Study Area, in need of structural repair or fire protection. These buildings have been determined to be deteriorated or dilapidated.

Conclusion

The conditions which endanger life or property by fire and other causes are dominant factors and are significant throughout the Overall Study Area.

(11) Other Environmental and Blighting Factors

Study Area #1 and #2 and Overall Study Area

The Nebraska Community Development Law includes in its statement of purpose an additional criterion for identifying blight, *viz.*, "economically or socially undesirable land uses." Conditions which are considered to be economically and/or socially undesirable include: (a) incompatible uses or mixed-use relationships, (b) economic obsolescence, and (c) functional obsolescence. For purpose of this analysis, functional obsolescence relates to the physical utility of a structure and economic obsolescence relates to a property's ability to compete in the market place. These two definitions are interrelated and complement each other.

Public utilities have been outdated and become inadequate in some parts of the Overall Study Area. Public improvements have not occurred to the necessary extent through the Study Areas during the past years. Without some type of public assistance and coordination of effort, a difficult challenge will be rendered for future private projects to be successful ventures. Numerous problems or obstacles exist for comprehensive redevelopment efforts by the private sector in the Areas; problems that only public assistance programs can help remedy. These include removal of dilapidated structures, socially undesirable land uses and upgrading or development of streets, sidewalks and utilities. These types of programs are proven stimulants to the creation of successful private developments. If the above mentioned programs are not implemented, the Areas may become functionally and economically obsolete.

Conclusion

Other Environmental, Blighted Factors are present to a strong extent throughout the Study Areas to warrant a blighted condition. Each of the Study Areas contain a fair amount of functionally obsolete structures.

(12) Additional Blighting Conditions

Study Area #1 and #2 and Overall Study Area

According to the definition set forth in the Nebraska Community Development Law, Section 18-2102, in order for an area to be determined "blighted" it must (1) meet the eleven criteria by reason of presence and (2) contain at least one of the five conditions identified below:

1. Unemployment in the designated blighted and substandard area is at least one hundred twenty percent of the state or national average;
2. The average age of the residential or commercial units in the area is at least forty years;
3. More than half of the platted and subdivided property in the area is unimproved land that has been within the City for forty years and has remained unimproved during that time;
4. The per capita income of the designated blighted and substandard area is lower than the average per capita income of the city or City in which the area is designated;
or
5. The area has had either stable or decreasing population based on the last two decennial censuses.

One of the aforementioned criteria is prevalent throughout the designated blighted areas.

- A. The average age of the residential or commercial units in the area is at least forty (40) years.

According to the 1990 Census, 70.8 percent of the structures within Study Area #1, 63.2 within Study Area #2 and 63.9 percent within the Overall Study Area were identified as being built prior to 1959.

- B. The per capita income of the designated blighted and substandard area is lower than the average per capita income of the city or City in which the area is designated.

According to the 1990 Census, per capita income in 1989 in the ten census tracts comprising the Study Areas ranged from \$8,050 to \$13,248. Per capita income in the City of Lincoln in 1989 was \$13,720. Every census tract in the Study Areas had a per capita income less than that of the City, therefore, per capita income of the designated blighted and substandard area is lower than the average per capita income of the City.

Conclusion

Two of the five blight determination criteria are strongly present throughout Study Area #1 and #2 and the Overall Study Area.

5. DETERMINATION OF REDEVELOPMENT AREA ELIGIBILITY

Both Study Areas (#1 and #2) and the Overall Study Area meet the requirements of the Nebraska Community Development Law for designation as both a "blighted and substandard area." There is a reasonable distribution of all four factors that constitute an area as substandard in Study Area #1 and #2 and the Overall Study Area. Of the twelve possible factors that can constitute an area blighted, ten are at least reasonably present in Area #1 and #2 and in the Overall Study Area. Factors present in each Area are identified below.

Substandard Factors

Study Area #1 and #2 and Overall Study Area

1. Dilapidated/deterioration.
2. Age or obsolescence.
3. Inadequate provision for ventilation, light, air, sanitation, or open spaces.
4. Existence of conditions which endanger life or property by fire and other causes.

Blighted Factors

Study Area #1 and #2 and Overall Study Area

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

Although all of the previously listed factors are reasonably present throughout each Study Area, the conclusion is that the average age of the structures, insanitary and unsafe conditions, deterioration of site or other improvements, the existence of conditions which endanger life or property by fire or other causes and the (low) per capita income are a sufficient basis for designation of both Study Areas (#1 and #2) and the Overall Study Area as blighted and substandard.

The extent of blight and substandard factors for each of the Study Areas addressed in this Study are presented in Tables 1 and 2. The eligibility findings indicate the Study Areas are in need of revitalization and strengthening to ensure each will contribute to the physical, economic and social well-being of the City of Lincoln. Indications are, the Areas, on the whole, have not been subject to comprehensive, sufficient growth and development through investment by the private sector nor would the areas be reasonably anticipated to be developed without public action or public intervention.

APPENDIX I, II, III, IV and V

PROJECT NAME	BLOCK	PARCEL	BLDG.	STORIES	CONST.	AGE	DATE

OWNER INFO.	PHONE:
ADDRESS:	

OCCUPANTS/ BUSINESS	FLOOR	NO. of UNITS	NO. of OCCUP.	ACTIVITY	COMMENTS/ OBSERVATIONS

STRUCTURAL SYSTEMS					ARCHITECTURAL SYSTEMS								
	COLUMN AND BEAM STRUCTURE	FOUNDATION	FLOOR STRUCTURE	ROOF STRUCTURE	LOAD BEARING WALL STRUCTURE	CHIMNEY	EXTERIOR NON-BEARING WALLS	FINISH SYSTEMS	CEILING SYSTEMS	WINDOWS & UNIT	DOOR & UNIT	BUILDING DRAINAGE SYSTEMS	COLUMN AND BEAM STRUCTURE
TYPE OF MATERIAL													
PROBLEM AREAS													
AREA of DETERIORATION													
DETERIORATING W/LOCATION													
SPALLING/EFFL. W/LOCATION													
INFESTATION W/LOCATION													
FIRE DAMAGE W/LOCATION													
WEAK W/LOCATION													
SETTLING W/LOCATION													
SAGGING W/LOCATION													
CRACKS W/LOCATION													
DESIGN DEFICIENCIES W/LOCATION													
OTHER W/LOCATION													

MECHANICAL / ELECTRICAL SYSTEMS ANALYSIS													
	ADDITIONAL	IMPR. CONC. W/LOCATION	POWER DIST. W/LOCATION	EXPOSED W/LOCATION	LEAKING W/LOCATION	MISPARTS W/LOCATION	OBSOLETE W/LOCATION	LACKING W/LOCATION	NAD SERV. W/LOCATION	IMPR. CONC. W/LOCATION	DETECTOR W/LOCATION	RATING	COMMENTS/ OBSERVATIONS
HVAC													
PLUMBING													
ELECTRICAL													
TRANSPORT													

CONDITIONS RELATING TO CODES		
PLUMBING		TRAVEL DIST. ENTRANCE & EXITS
ELECTRICAL		PLAN CEIL & DOOR HTS.
HEATING		SPRINKLER SYSTEM
LIGHT & VENT		

RATING	TABULATION of RESULTS
SOUND	STRUCTURAL SYSTEMS
DEFICIENT - MINOR	ARCH SYSTEMS
DEFICIENT - MAJOR	MECH. SYSTEMS
STRUCT. SUBSTANDARD	TOTAL

ANALYST		SITE INSPECTION	
EXTERIOR CHECK	<input type="checkbox"/> EXPLAIN		
INCOMPLETE CHECK	<input type="checkbox"/> EXPLAIN		

BLIGHTING CRITERIA	EXPLAIN
MATURITY/AGE	
INAPPROPRIATE LAYOUT of STREET	
LAND UNDERDEVELOPED	
DWELLING UNIT/DENSITY EXCESSIVE	
OUTDATED BUILDING TYPE THRU DESIGN OR CONVERSION	
INCONSISTENT/MIXED USE	
PROPERTY POORLY MAINTAINED	
NOISE & FUMES EXCESSIVE	
VACANCIES EXCESSIVE	
FIRE HAZARDS	
CONDITIONS UNACCEPTABLE	
NON-CONFORMING TO ZONING	
LACK OF UTILITIES	
EXCESSIVE COVERAGE of LOT/OVERCROWDING	
OTHER	

ADD ENVIRONMENT FACTORS	EXPLAIN
ABSENTEE OWNERSHIP	
TAX OR ASSESSMENT DELINQUENT	
FUNCTIONAL and / or ECONOMIC OBSOLESCE	
POOR PLATTING / OBSOLETE PARCEL PLACEMENT	
INADEQUATE OFF-STREET PARKING LOADING	
OTHER	

REHAB FEASIBILITY	COMMENTS
POOR	
MODERATE	
GOOD	

HISTORICAL / ARCH MERIT	COMMENTS
LANDMARK	
NOT SIGNIFICANT	
QUESTIONABLE MERIT	
POSSIBLE	

ENERGY AUDIT							
WINDOWS		ROOF		ATTIC		FURNACE	
PLUMBING		DOORS		WALLS		INSULATION	

COMMENTS / OBSERVATIONS	
REHAB WORK AT TIME OF STUDY	COMMENTS DESCRIPTION

PHOTO and / or SKETCHES
LABEL

APPENDIX II

BUILDING CONDITION SURVEY

METHODS & CRITERIA

FOR EVALUATING STRUCTURES

TABLE OF CONTENTS

1. Introduction and Background	77
2. Building Conditions	78
A. Survey and Analysis Process	78
Building Components Evaluated	78
- Structural Systems	78
- Architectural Systems	78
- Mechanical Systems	78
Criteria for Classifying Defects for Building Components	78
- Minor Defects	79
- Major Defects	79
- Critical Defects	79
B. Purpose and Defects of Components	80
Structural System	80
- Foundation	80
- Load-bearing Wall and Column/Beam Structure	80
- Roof Structure	81
- Floor Structure	82
Architectural Systems	82
- Exterior Curtain Walls	82
- Non-bearing Walls and Ceilings	82
- Interior Stairs	82
- Porches, Steps and Fire Escapes	82
- Windows and Window Units	82
- Door and Door Units	82
- Chimneys	83
- Gutters and Downspouts	83
Mechanical System	83
- Plumbing	84
- Electrical	84
- Heating	84
- Elevators	84

3. Building Condition Evaluation Form	84
A. Form Content	84
B. Field Entries	85
Appendix III	86
Appendix IVa	87
Appendix IVb	88
Appendix IVc	89
Appendix V	90

1. INTRODUCTION

The purpose of this report is to describe methods and criteria used in the evaluation of building conditions in the North 27 Corridor/Enterprise Community Target Neighborhood Study Area in the City of Lincoln, Nebraska. The survey and analysis of building conditions is a vital first step in providing representatives and officials of the city with a reasonable and documented basis for determining the specific type and extent of redevelopment actions that will be required to return a declining area to a long-term sound condition. The prime objectives of the building condition survey process are accuracy and thorough reporting. This implies that, within the process, procedures and judgements are consistent and uniform.

The methods and criteria used for evaluating buildings in the Study Area have been used in over 100 communities throughout the midwest and eastern United States. The system of evaluation is based on standards which are a direct outgrowth of and response to requirements and guidelines established as part of similar redevelopment and revitalization projects and programs over the past twenty years. The system of evaluation originated during the early 1960's and included the expertise and input from both technical and professional building experts including architects, engineers, and urban planners.

Building condition surveys cover all deterioration and inadequacies as they may be influenced by age, quality of maintenance, adequacy of original construction, and obsolescence. This practice is within the context of regulations of the Department of Housing and Urban Development which recognize a need for each community to establish its own reasonable criteria for rating building deficiencies. The guides and standards given in this report are tailored to fit conditions prevailing in the midwest and northern United States.

2. BUILDING CONDITIONS

This chapter discusses the process used for assessing building conditions in the study area, the standards and criteria used for evaluation, and the findings as to the existence of dilapidation, deterioration, and depreciation of physical maintenance.

A. SURVEY AND ANALYSIS PROCESS

The building condition analysis is based on a 100 percent exterior inspection of all randomly selected buildings, conducted during November and December 1995, and a randomly selected sample of interior surveys of the same buildings during the same period, to note structural deficiencies in individual buildings.

1. Building Components Evaluated

During the field survey, each component of a subject building was examined to determine whether it was in sound condition or had minor, major or critical defects. Building components examined were of three types:

- a. Structural Systems. These include the basic elements of any building: foundations, including foundation walls and piers; load-bearing walls and columns; roof structures, including rafters, joist and trusses; and load-bearing floors, including floor joists.
- b. Architectural Systems. These are components generally added to the primary structural components and are necessary parts of the building, including exterior curtain walls, non-bearing walls and ceilings, interior stairs and railings, porches and steps, fire escapes, windows and window units, doors and door units, chimneys, gutters and downspouts.
- c. Mechanical Systems. The mechanical systems found in a building include plumbing, electrical, heating and elevator systems. Although less frequently encountered in buildings in residential areas, air conditioning and ventilation systems are also building systems.

2. Criteria for Classifying Defects for Building Components

Each structural, architectural and mechanical building component was evaluated separately as a basis for determining the overall condition of individual buildings. This evaluation considered the relative importance of specific components within a building, and the effect that deficiencies in components will have on the remainder of a building.

The three categories of deficiencies, and the criteria used in evaluating building components are described as follows:

Minor Defects. These include defective characteristics which are relatively easy to correct and have little or no effect on the remainder of the building. The correction of such defects may be accomplished by the owner or occupants in the course of normal maintenance, such as pointing masonry joints or limited replacement of less complicated components. Minor defects were not considered in rating a building as structurally substandard.

Major Defects. These include defects which are beyond normal maintenance, are difficult to correct, and have significant effects on the building, although by themselves are not seriously impairing the usefulness of the basic structure. The correction of such defects may require complete replacement of any building system and partial replacement of any of the structural components. The correction of these defects would require assistance from the building trades. Major defects would include:

1. Cracks, holes or loose or missing material over a limited or concentrated area.
2. Inadequate size and spacing of support members over a limited or concentrated area.
3. Bowing or out-of-plumb walls or foundations over a limited or concentrated area.

Critical Defects. A critical defect involves failure, extreme deterioration, or inadequacy of the component to such a degree that it adversely affects all or a large part of the building. A critical defect is considered non-correctable and requires complete replacement or rebuilding of the component. Critical defects would include:

1. Large cracks, holes, or loose or missing material over a substantial area.
2. Sagging, settling, or rotting over a substantial area.
3. Inadequate size and spacing of support members throughout the component.
4. Bowing or out-of-plumb walls or foundation over a substantial area.

In general, to be classified as either major or critical, defects must represent conditions which are generally distributed throughout a building, or be so advanced or serious as to affect the entire component. Minor defects reflect conditions which are more limited

in extent and severity, and are generally confined to small parts of a building. While minor defects were noted for all structural components, they were not considered in the determination of structural substandardness.

B. PURPOSE AND DEFECTS OF COMPONENTS

1. Structural System

Foundation. The foundation is that portion of the building -- generally below ground -- which supports the upper portions of the building. It consists of footings and foundation walls or individual footings. The foundation walls should:

1. Support the loads placed on them without indications of settlements, bulge or buckle; and
2. Prevent the entrance of water or excess moisture into the basement or crawl spaces.

Cracks or holes in the wall or rotting of the wall which prevent the proper functioning of this component are faults. Individual footings under exterior or interior columns should support the loads placed on them without indications of differential settlement.

Load-bearing Wall and Column/Beam Structure. The load-bearing walls and columns which support the structural loads between the floor and roof systems should:

1. Provide such support without indications of settlement, bulge, or buckle; and
2. Be maintained in a manner which will protect the surface from deterioration caused by the elements and should prevent the entrance of moisture and cold air into the building.

NOTE: All critical joints should be protected by flashing material to prevent the entrance of water.

As in the foundation, cracks or holes in the wall, rotting of wall members, or leaks which prevent the proper functioning of this component are faults. There are two types of load-bearing walls, exterior masonry and exterior frame, each of which has several defects peculiar to it.

Exterior Masonry Wall:

The same general types of failure and deteriorations as are observed in foundations. In many instances the exterior wall exhibits diagonal cracking in

addition to vertical and horizontal cracking. Such cracks generally are not confined to mortar joints themselves but tend to pass through the primary wall material as well as through the lintels over openings in the wall. Lack of water tightness or inadequate ventilation can cause rotting of sills, toeplates, etc.

An additional item of deterioration in masonry materials and concrete is the extensive spalling, chipping, flaking, crumbling, and erosion of primary exterior wall material. Such deterioration in the exterior wall will lead to deterioration of the core of the wall which may result in failure of the wall if not corrected.

Exterior Frame Wall:

In wood walls, lack of corner bracing, diagonal or rigid sheathing, or fire-stops, as well as the separation of joints, crushing of the ends of framing members can cause failure of the wall.

The entrance of moisture can cause rot which in turn can lead to failure of the wall (i.e., rotting of toeplates, sills, studs, bracing, etc.).

NOTE: In any rating of or survey of the structural condition of any building, special care must be taken not to rate a building on the basis of one wall alone; one must be constantly aware that rating of defects as critical or major must be based on the percentage of the total component requiring replacement.

Also, a wall and any other primary structural component should never be divided into several parts with each being rated separately -- i.e., the separation of a wall by floors into two or more structural components with critical defects.

NOTE: Siding and stucco, when considered separately, would be minor structural components.

Roof Structure. The roof structure is that system which supports the roof loads (e.g., snow loads) of the building. Also included in the system are the structural members represented by roof truss, rafters, and ceiling joists where rafter and joist become part of the roof truss. Architectural components of the roof system including roofing material and drainage systems (e.g., gutters, flashing, etc.). The roof structure also supports and acts as a tie to keep the walls in their vertical plane.

The roof structure as a system should be capable of supporting the required roof loads without indication of sag or deflection. Snow loads constitute a special problem.

A crack, warp, or buckle in any member of the structural system are faults or defects. Also holes, leaks, corrosion, or rotting of structural members of the system are faults. Critical joints between the exterior wall and the roof system should be protected by flashing material to prevent the entrance of water.

Floor Structure. The floor structure is composed of a system of braces and bearing surfaces (flooring) required to support the floor loads of a building and to provide a surface for circulation within the individual rooms. Floor systems should be capable of supporting floor loads without indications of sag or deflection. As a secondary function, the floor system provides bracing and acts as a structural tie which keeps the walls in their vertical plane. In addition, the joists of the floor system provides the support for the finished surface of the ceilings in the room below. Any system is a fault. Also, holes in and rotting or corrosion of any member of the floor system would be considered a fault.

2. **Architectural Systems**

Exterior Curtain Walls. Exterior curtain walls are those which are not part of the structural supporting system. They do not support the floors or the roof, but rather, their primary function is to enclose the building and protect the structure from deterioration due to the elements and prevent the entrance of moisture, cold air, and in the summer, hot air. Often these walls are the sections between columns or piers separated by floors on multi-story buildings.

Non-bearing Walls and Ceilings. Interior walls and partitions are generally provided to separate space within a building into separate functional areas. Major components should be free of dry rot, cracks, bulges, buckles, and holes. They should also provide a suitable base surface for decorative finish.

Interior Stairs. Stair systems must provide safe access between different floor levels. They should be capable of supporting loads without indications of sage or deflection. Excessive sloping; broken treads or risers; and cracks, warping, or buckling of the supporting structure would be faults.

Porches, Steps and Fire Escapes. The porches, steps and fire escapes should provide a safe and convenient means of ingress and egress between a building and its exterior and should therefore be properly constructed, and in the case of enclosed porches, be sufficiently weathertight.

Window and Window Units. The windows are to provide required natural light and ventilation in the room or space in which they are located. These units, including sashes, frames, sills, jambs, weights or springs, glazing and hardware must be intact and operate properly and must be sufficiently tight to keep out drafts and weather elements.

Door and Door Units. Doors should provide openings adequate in size to admit persons and property to the building and to all rooms and spaces within the building.

Chimneys. Chimneys should provide for uninterrupted passage for smoke or combustible gases to the outside. This component should be free of defects and in a plumb condition on the interior as well as above the roof line.

Gutters and Downspouts. While gutters and downspouts are not integral components of a building and carry little weight in establishing the structural condition of a building, they still perform an important function, particularly on older buildings in high density areas. Deteriorated gutters and down spouts, or the lack of gutters and downspouts, have a negative impact on other building components by allowing water run-off to penetrate or cause damage to building surfaces.

3. Mechanical Systems

The functions of the mechanics in any building are unlike the functions of structural or architectural systems. Therefore, defects are dissimilar and each defect requires an appropriate description. The following deficiencies are most often found in evaluating the mechanical systems.

Examples of Defects:

1. Lacking an Entire Mechanical System.
2. Incomplete Mechanical System.
3. Obsolete System.
4. Missing System Components.
5. Leaking System Components.
6. Unprotected Utility Conduits.
7. Poor Distribution.
8. Improper Location.
9. Improper Connections.
10. Deteriorating Condition.

The importance of all of these deficiencies in building systems can be evaluated in view of two general conditions; (1) they act as a functional restraint causing the building system to operate at less than optimum, and (2) they act as a fire or safety hazard. Mechanical systems include plumbing, electrical, heating, and elevator systems.

Plumbing. The plumbing system includes piping, fixtures and drainlines. While the water supply should have copper tubing or galvanized steel piping, properly installed plastic pipe would be acceptable in new construction or remodeling. There should be no leaks or stoppages, and piping should have proper pitch, adequate support, shut-off cock at meter, and proper connections to fixtures. Good flow should be maintained at the top floor with all fixtures in the system. All fixtures attached to the system should be in good operating condition.

Electrical. All wiring is to be of proper size, installed to meet code requirements, with insulating materials in good condition. All connections should be properly secured to the structural system. There should be a proper disconnect switch for total cut-off of the system, with proper lead-in connection to meter and disconnect.

Heating. Heating systems are generally of the following types: a) special units or b) central systems (including gravity hot air, forced hot air, hot water, and steam).

Elevators. Elevators are intended to provide safe vertical ascent and descent for building occupants and goods. In most structures where problems related to elevators exist, the defects are not within the elevator and related mechanical system. Often, the defects relate to the lack of elevators, an insufficient number of elevators, or obsolescence due to size or type of elevator.

3. BUILDING CONDITION EVALUATION FORM

A. FORM CONTENT

The survey form is designed to provide a detailed description of defects by degree and location. The form is divided into the following sections:

1. Address, and date of survey.
2. Building type, and age.
3. Structural, architectural and mechanical system defects by type and location.
4. Building occupancy.
5. Code related conditions.
6. Type of survey, if not a complete interior/exterior analysis.
7. Tabulation of defects and final building rating for all components and systems.

B. FIELD ENTRIES

Entries on the form are by specific code. The horizontal columns indicate the type of defects found on three building systems and most meaningful location of defects. Entries will be either 1) minor defect, 2) major defect, or 3) critical defect.

Often, when major defects are widespread, such as cracks on three sides of a foundation or exterior wall, the entry "MaT", major deficient throughout, will appear in the appropriate column. In addition to entering defects by degree and location for systems, each individual mechanical system may receive an overall rating on the far right column under Rating.

The final rating for each component is based on the aggregate impact and number and degree of minor, major, or critical defects. Final ratings of components is an important judgment because it impacts the overall condition rating of a building. Careful consideration should be given to the amount of defects, the seriousness of each, and the combination of deficiencies.

Subdivision _____
 Parcel # Lot - _____ Blk- _____
 Address _____

1. Residential: _____ SF _____ MF _____ Mixed Use
 Non-Residential: _____ Commercial _____ Industrial _____ Public
 Vacant Building: _____ Inhabitable _____ Uninhabitable
 2. Vacant Parcel:
 _____ Parking Lot _____ Vacant Land
 _____ Developable _____ Undevelopable
 3. Site Evaluation:
 Streets: Surface Type: _____
 Condition: E G F P
 Sidewalks: Surface Type: _____
 Condition: E G F P None
- Adjacent Land Use: _____
 Parking (Off-Street): None _____ # Spaces _____ Surface _____
- Existence of Debris: MA MI None
 Overall Site Condition: E G F P

Subdivision _____
 Parcel # Lot - _____ Blk- _____
 Address _____

1. Residential: _____ SF _____ MF _____ Mixed Use
 Non-Residential: _____ Commercial _____ Industrial _____ Public
 Vacant Building: _____ Inhabitable _____ Uninhabitable
 2. Vacant Parcel:
 _____ Parking Lot _____ Vacant Land
 _____ Developable _____ Undevelopable
 3. Site Evaluation:
 Streets: Surface Type: _____
 Condition: E G F P
 Sidewalks: Surface Type: _____
 Condition: E G F P None
- Adjacent Land Use: _____
 Parking (Off-Street): None _____ # Spaces _____ Surface _____
- Existence of Debris: MA MI None
 Overall Site Condition: E G F P

**CITY OF LINCOLN
EXTERIOR ENVIRONS CONDITION SURVEY RESULTS
Study Area #1 North 27th Corridor**

	TOTAL	RESIDENTIAL	INDUSTRIAL	COMMERCIAL	VACANT	OTHER
STREET SURFACE						
hard surface	1016	906	2	64	23	21
unimproved	9	9	0	0	0	0
none	0	0	0	0	0	0
TOTAL	1025	915	2	64	23	21

	TOTAL	RESIDENTIAL	INDUSTRIAL	COMMERCIAL	VACANT	OTHER
STREET CONDITION						
none	0	0	0	0	0	0
excellent	6	6	0	0	0	0
good	725	646	2	48	14	15
fair	239	212	0	15	7	6
poor	55	51	0	1	2	1
TOTAL	1025	915	2	64	23	21

	TOTAL	RESIDENTIAL	INDUSTRIAL	COMMERCIAL	VACANT	OTHER
SIDEWALK SURFACE						
none	3	2	0	1	0	0
hard surface	1022	913	2	63	23	21
TOTAL	1025	915	2	64	23	21

	TOTAL	RESIDENTIAL	INDUSTRIAL	COMMERCIAL	VACANT	OTHER
SIDEWALK CONDITION						
none	3	2	0	1	0	0
excellent	7	6	0	1	0	0
good	579	524	2	28	13	12
fair	367	318	0	31	9	9
poor	69	65	0	3	1	0
TOTAL	1025	915	2	64	23	21

	0-150	0-30	0-15	0-80	0-3	0-150
PARKING SPACES						
ranges	0-150	0-30	0-15	0-80	0-3	0-150
none	283	267	0	14	0	2
hard surface	381	329	1	40	0	11
unimproved	361	319	1	10	23	8
TOTAL	1025	915	2	64	23	21

	TOTAL	RESIDENTIAL	INDUSTRIAL	COMMERCIAL	VACANT	OTHER
DEBRIS						
major	78	69	0	5	3	1
minor	324	302	0	11	8	3
none	623	544	2	48	12	17
TOTAL	1025	915	2	64	23	21

	TOTAL	RESIDENTIAL	INDUSTRIAL	COMMERCIAL	VACANT	OTHER
OVERALL SITE CONDITION						
excellent	2	1	0	1	0	0
good	622	548	0	45	12	17
fair	323	300	2	12	6	3
poor	78	66	0	6	5	1
TOTAL	1025	915	2	64	23	21

**CITY OF LINCOLN
EXTERIOR ENVIRONS CONDITIONS SURVEY RESULTS
Study Area #2 EC-Target Area**

**TOTAL RESIDENTIAL INDUSTRIAL COMMERCIAL VACANT OTHER
STREET SURFACE**

hard surface	6820	6401	88	163	80	108
unimproved	179	126	20	2	25	6
none	11	1	0	0	4	6
TOTAL	7010	6528	88	165	109	120

STREET CONDITION

none	11	1	0	0	4	6
excellent	151	138	1	5	1	6
good	4744	4410	49	134	62	89
fair	1766	1692	18	24	18	14
poor	338	287	20	2	24	5
TOTAL	7010	6528	88	165	109	120

SIDEWALK SURFACE

none	257	126	60	11	41	19
hard surface	6744	6393	28	154	68	101
unimproved	9	9	0	0	0	0
TOTAL	7010	6528	88	165	109	120

SIDEWALK CONDITION

none	259	128	60	11	41	19
excellent	41	31	1	3	1	5
good	4714	4452	14	120	49	79
fair	1635	1568	10	27	15	15
poor	361	348	3	4	3	2
TOTAL	7010	6528	88	165	109	120

PARKING SURFACE

ranges	0-460	0-225	0-460	0-175	0-6	0-300
none	1473	1273	21	34	102	43
hard surface	3949	3758	32	100	4	55
unimproved	1588	1497	35	31	3	22
TOTAL	7010	6528	88	165	109	120

DEBRIS

major	330	290	25	6	7	2
minor	1276	1222	18	20	11	5
none	5404	5016	45	139	91	113
TOTAL	7010	6528	88	165	109	120

OVERALL SITE CONDITION

excellent	86	67	1	4	2	12
good	4834	4307	34	120	77	96
fair	1879	1792	25	31	21	10
poor	411	362	28	10	9	2
TOTAL	7010	6528	88	165	109	120

CITY OF LINCOLN
EXTERIOR ENVIRONS CONDITION SURVEY RESULTS
Overall Study Area

TOTAL RESIDENTIAL INDUSTRIAL COMMERCIAL VACANT OTHER
STREET SURFACE

hard surface	7836	7307	70	227	103	129
unimproved	188	135	20	2	25	6
none	11	1	0	0	4	6
TOTAL	8035	7443	90	229	132	141

STREET CONDITION

none	11	1	0	0	4	6
excellent	157	144	1	5	1	6
good	5489	5056	51	182	76	104
fair	2005	1904	18	39	25	19
poor	393	338	20	3	26	6
TOTAL	8035	7443	90	229	132	141

SIDEWALK SURFACE

none	260	128	60	12	41	19
hard surface	7768	7308	30	217	91	122
unimproved	9	9	0	0	0	0
TOTAL	8035	7443	90	229	132	141

SIDEWALK CONDITION

none	282	130	60	12	41	19
excellent	48	37	1	4	1	5
good	5293	4976	16	148	62	91
fair	2002	1886	10	58	24	24
poor	430	414	3	7	4	2
TOTAL	8035	7443	90	229	132	141

PARKING SPACES

ranges	0-460	0-225	0-460	0-175	0-6	0-300
none	1756	1540	21	48	102	45
hard surface	4330	4087	33	140	4	66
unimproved	1949	1816	36	41	26	30
TOTAL	8035	7443	90	229	132	141

DEBRIS

major	408	359	25	11	10	3
minor	1600	1524	18	31	19	8
none	6027	5560	47	187	103	130
TOTAL	8035	7443	90	229	132	141

OVERALL SITE CONDITION

excellent	85	68	1	5	2	12
good	5256	4855	34	165	89	113
fair	2202	2092	27	43	27	13
poor	489	428	28	16	14	3
TOTAL	8035	7443	90	229	132	141

APPENDIX V
EXTERIOR ENVIRONS CONDITIONS SURVEY:
METHODS AND CRITERIA

A site environs condition analysis of each parcel within the Overall Study Area was implemented to determine existing conditions. The components of the form are divided into three categories.

1. Each parcel is identified by a number (1 through 8,035) and a street address or general location (ie., north side Peach between 10th and 11th Streets). Field maps also are numbered to correspond with the individual survey forms.
2. Each property's primary land use is identified; ie. single family, multifamily, commercial, industrial, public/quasi-public or vacant. If the parcel is identified as vacant, it was then determined if the parcel could , or could not be developed. Limitations such as the topography, size and overall condition of the site area potential factors in an undevelopable parcel.
3. An overall site evaluation is conducted by first evaluating street and sidewalks in terms of surface type and condition on a scale of excellent, good, fair and poor. Secondly, the identification of adjacent land use types, as well as the amount of parking spaces and surface type. Lastly, the site evaluation is determined by the amount of debris, (major, minor and none) and the overall site condition on a scale of excellent, good, fair, and poor.