

## II. EXISTING SITUATION

This section of the Lincoln Center Redevelopment Plan (LCRP) examines existing conditions within the designated Lincoln Center Community Redevelopment Area. The section has been divided into the following six subsections:

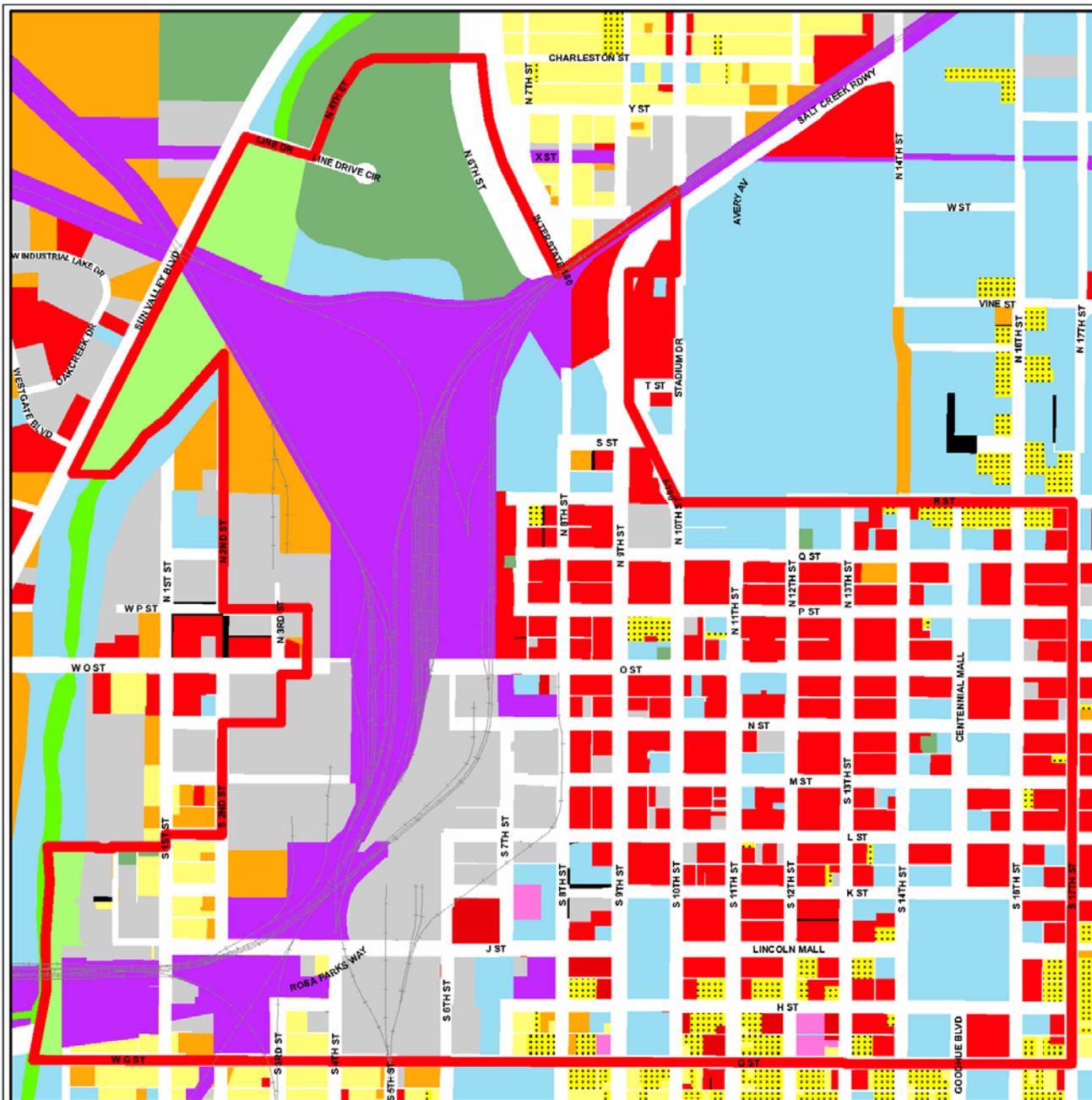
- A. Existing Land Use
- B. Existing Zoning
- C. Existing Public Improvements
- D. Existing Building Conditions/Blighting and Substandard Influences
- E. Existing Environmental Conditions
- F. Existing Historic Conditions

### A. Existing Land Use

The amended 2007 Lincoln Center Redevelopment Area covers approximately 829 acres, including the 107 block (426 acre) area of the 1991 amended Redevelopment Area (original LCRP and North Haymarket), and contains a wide variety of land uses, including commercial, industrial, institutional, residential (both single- and multi-family units), transportation (particularly railroad), parks and natural areas, and other use categories. A map of existing land uses in the Redevelopment Area is presented in Exhibit II-1. Exhibit II-2 shows the existing functional land use groupings and mixed uses in the Plan area. The area is characterized by low density residential and commercial development on the southern and eastern fringes with increasing development intensity up to O Street and 13th Street, and rail yards and industrial areas to the west.

The Redevelopment Area contains a wide range of land uses, including public, retail, secondary and supporting commercial, auto-oriented commercial, commercial services, offices, warehousing, industrial, residential, and transportation uses. Public land uses exist in randomly scattered large parcels ranging in size from one-half block to six and eight block areas. Predominant public land uses include the State Capitol/State Office Building, County-City Building and Parking, Hall of Justice and Parking, City's Police Garage, StarTran Facility, N. 6th Street Maintenance Facility, Old City Hall, U.S. Post Office, Federal Building/Parking Garage, additional public parking facilities (i.e., Iron Horse Lot, Lincoln Station South Lot, Lumberworks Lot, Haymarket Garage, Market Place Garage, Que Place Garage, University Square Garage, Center Park Garage, Carriage Park Garage, Cornhusker Square Garage), Pershing Center, Bennett Martin Library, Centennial Mall areas, and Haymarket Park. The majority of the Capitol Environs District is located within the study area. The most prominent land use of the 1991 amended area is office, followed by retail/commercial, public, and residential. The most prominent land use of the 2007 West Haymarket addition is designated as railroad, followed by industrial, parks and recreation and other natural areas, and other public uses.

Residential land usage, as identified in Exhibit II-1, is located in the southern portion of the study area. Residential property in this area is predominantly multiple family with scattered single family and duplex dwelling units. The housing stock in this area includes both masonry and frame construction with the majority of structures ranging in age from 40 to over 100 years. A few newer multi-family housing structures, built within the last fifteen years, are scattered throughout the residential area. Worth noting is the condominium housing in the study area. Over the last fifteen years both new and converted multiple-family housing have been developed.



### Lincoln Center Redevelopment Plan Exhibit II-1, Landuse

Landuse		
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<span style="display:inline-block; width:15px; height:15px; background-color:grey; border:1px solid black;"></span> Industrial	<span style="display:inline-block; width:15px; height:15px; background-color:yellow; border:1px solid black; border-style:dotted;"></span> Multi-Family Residential	<span style="display:inline-block; width:15px; height:15px; background-color:darkgrey; border:1px solid black;"></span> Parking Lot
<span style="display:inline-block; width:15px; height:15px; background-color:lightgreen; border:1px solid black;"></span> Natural	<span style="display:inline-block; width:15px; height:15px; background-color:black; border:1px solid black;"></span> ROW	<span style="display:inline-block; width:15px; height:15px; background-color:grey; border:1px solid black; border-style:dotted;"></span> Parking Garage
<span style="display:inline-block; width:15px; height:15px; background-color:darkgreen; border:1px solid black;"></span> Park		<span style="display:inline-block; width:15px; height:15px; background-color:orange; border:1px solid black;"></span> Vacant
<span style="display:inline-block; width:15px; height:15px; background-color:lightblue; border:1px solid black;"></span> Public/Semi-Public		<span style="display:inline-block; width:15px; height:15px; border-bottom:1px solid black;"></span> Railroad
<span style="display:inline-block; width:15px; height:15px; background-color:pink; border:1px solid black;"></span> Services & Religious		<span style="display:inline-block; width:15px; height:15px; border:2px solid red;"></span> Lincoln Center Redevelopment Area 2007



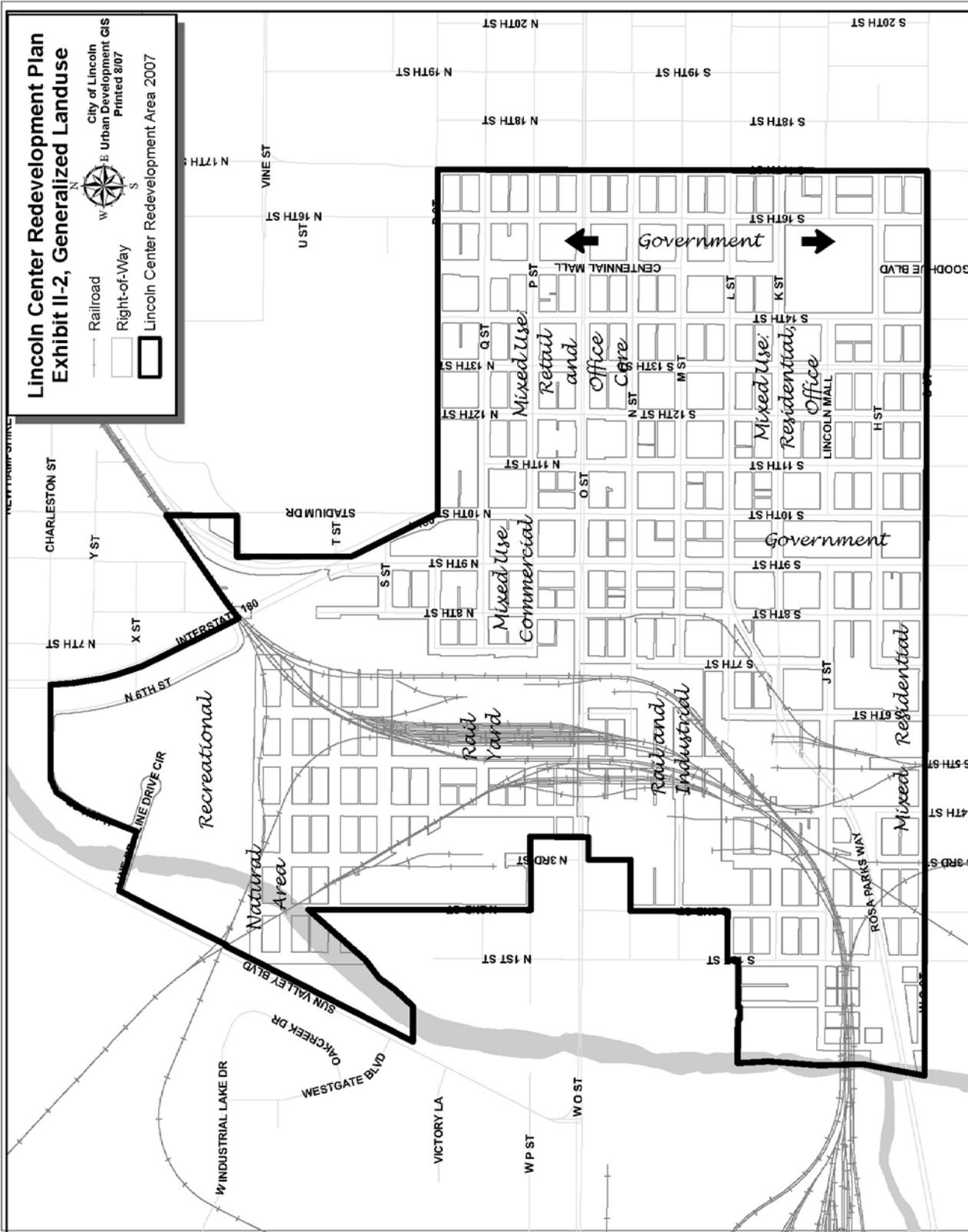
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# Lincoln Center Redevelopment Plan Exhibit II-2, Generalized Landuse

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- Railroad
- Right-of-Way
- Lincoln Center Redevelopment Area 2007



The commercial buildings in the study area are primarily one- to two- story structures or multiple story structures of five or more stories. Uses of these structures include retail, restaurant, and office.

Industrial land use and building types, as identified in Exhibit II-1 exists in the western portion of the study area. The oldest industrial structures were constructed in the early 1900s. All of the older industrial structures were originally constructed as warehouses or factories and several retain their original uses. The conversion of former industrial buildings to alternative uses (i.e., commercial, residential, office) is an increasing trend in the Haymarket District (7th to 9th Street, O to S Street), so much so that there are few buildings available for conversion.

The Redevelopment Area contains both new and refurbished buildings. Overall, there exist many buildings, housing structures and out-buildings with structural deficiencies, functional and economic obsolescence, and with difficult to correct problems related to current code requirements. Even the relatively good conditions of industrial structures in the area do not compensate for the negative impact the uses of these structures have on the surrounding area.

The average age of the residential and commercial units in the 1991 amended Redevelopment Area was over 40 years, at the time of the blight study. In the survey of the 2007 West Haymarket addition, the average age of residential, commercial, and industrial structures was 54 years.

Over 70 acres of parks and recreation, and natural areas are located within the Redevelopment Area.

## **B. Existing Zoning**

The Redevelopment Area is divided into nine different zoning districts (see Exhibit II-3). These include: four residential districts, R-4, R-6, R-7, and R-8; three office/commercial districts, B-3, B-4, and O-1; one industrial district, I-1; and, P-Public Use. In addition, portions of the study area are included within the Capitol Environs District and the Haymarket Landmark District. The vast majority of the 1991 Amended area is zoned B-4.

The B-4 zoning classification poses few restrictions on the type of permitted uses that may occur in this area. The adopted zoning ordinance states that B-4 Lincoln Center Business District is for:

. . . a redeveloping area applicable to the business and retail uses located in the area of the Lincoln Center Business District. It is designed so that Lincoln Center remains as the dominant multi-use center and key focal point of business, social, and cultural activity in the Lincoln urban area. This district should include a large variety of activities, including retail and office functions, housing, commercial services, institutions, and transportation. It is intended that relationships between permitted functions will be carefully developed and the need for access, circulation, and amenities will be given special attention.

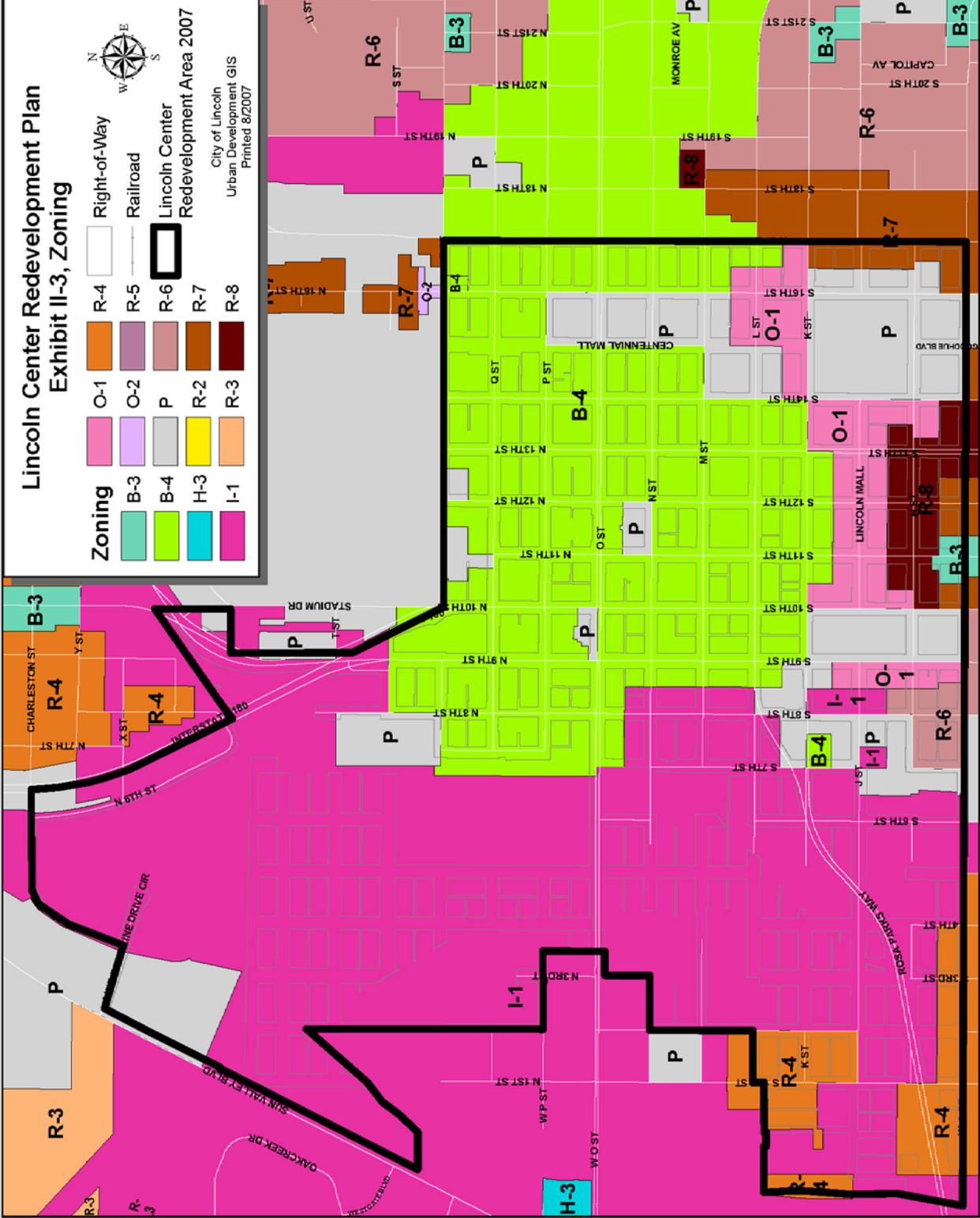
Most of the restrictions stated in the B-4 section of the zoning ordinance (Chapter 27.35) apply to dwelling units and regulate such items as lot area, front, side, and rear yard, and open space requirements.

# Lincoln Center Redevelopment Plan Exhibit II-3, Zoning

**Zoning**

	O-1		B-3		R-4		Right-of-Way
	O-2		B-4		R-5		Railroad
	P		H-3		R-6		Lincoln Center Redevelopment Area 2007
	I-1		R-2		R-7		
	R-3		R-8				

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The vast majority of the 2007 West Haymarket addition is zoned I-1. The I-1 zoning classification allows many uses by right or by special or conditional permit that conflicts with the B-4 and residential land uses adjacent to the zone. The zoning “district is for a developing stable or redeveloping area representing light and heavy industrial uses and having a relatively high intensity of use and land coverage” (zoning ordinance, Chapter 27.47). Uses allowed by right include any commercial or industrial land uses not in conflict with any other ordinances or regulations.

## **C. Existing Public Improvements**

### **1. Street System**

The 1991 Amended Redevelopment Area is served by a traditional grid pattern street network. This network is generally complete except for a small number of interruptions in the grid pattern, notably the Nebraska State Capitol, the 15th Street/Centennial Mall, and the County-City Building. Most of the streets in downtown have been designated as one way, with the applicable north-south or east-west direction alternating between streets.

The 2007 West Haymarket addition has a largely incomplete street network and few arterial streets. Harris Overpass, carrying O Street over the Haymarket, bisects the area. The north half contains no interior roadways, with most of the land dedicated to railroad use. Because of vacated streets and railroad tracks, there are only two streets that can be considered through streets in the south half of the study area: 1st Street and 8th Street. However, 1st Street has an at-grade railroad crossing with frequent train traffic. All other local streets come to a dead end within the area. Parts of several streets, including J, are unpaved. Additionally, several streets are used for parking, storage, or loading and unloading, at times blocking one lane of traffic or use of the street altogether. Exhibit II-4 shows the paved streets within the Redevelopment Area.

The area is served by the east-west streets of G, H, J (Lincoln Mall), K, L, M, N, O, P, Q, R, S, T, U, V and W. The north-south streets are Sun Valley Boulevard, W 2nd, W 1st, 1st, 2nd, 3rd, 4th, 5th, 6th, 7th, 8th, 9th, 10th, 11th, 12th, 13th, 14th, 15th (Centennial Mall and Goodhue Boulevard), 16th and 17th. Two elevated streets gain entry into the area: O Street (via Harris Overpass) and Rosa Parks Way. As illustrated in Exhibit II-5, many streets in the redevelopment area, particularly those streets east of and including 9th and north of and including K, are one-way. Streets in this area typically carry four lanes of one-way traffic with one or two lanes of curb-side parking (see below--"Parking").

Under Chapter 10.26 of the Lincoln Municipal Code, the arterial streets in the redevelopment area are 9th, 10th, 11th, 13th, 16th, 17th, K, L, O, P, Q, Sun Valley Boulevard, and Rosa Parks Way. All of the area's streets have been designated as "Other Arterials" on the National Functional Classification System and have been included on the System of Federal Aid Urban Routes (FAU).



# Lincoln Center Redevelopment Plan Exhibit II - 5, Redevelopment Area Street Layout



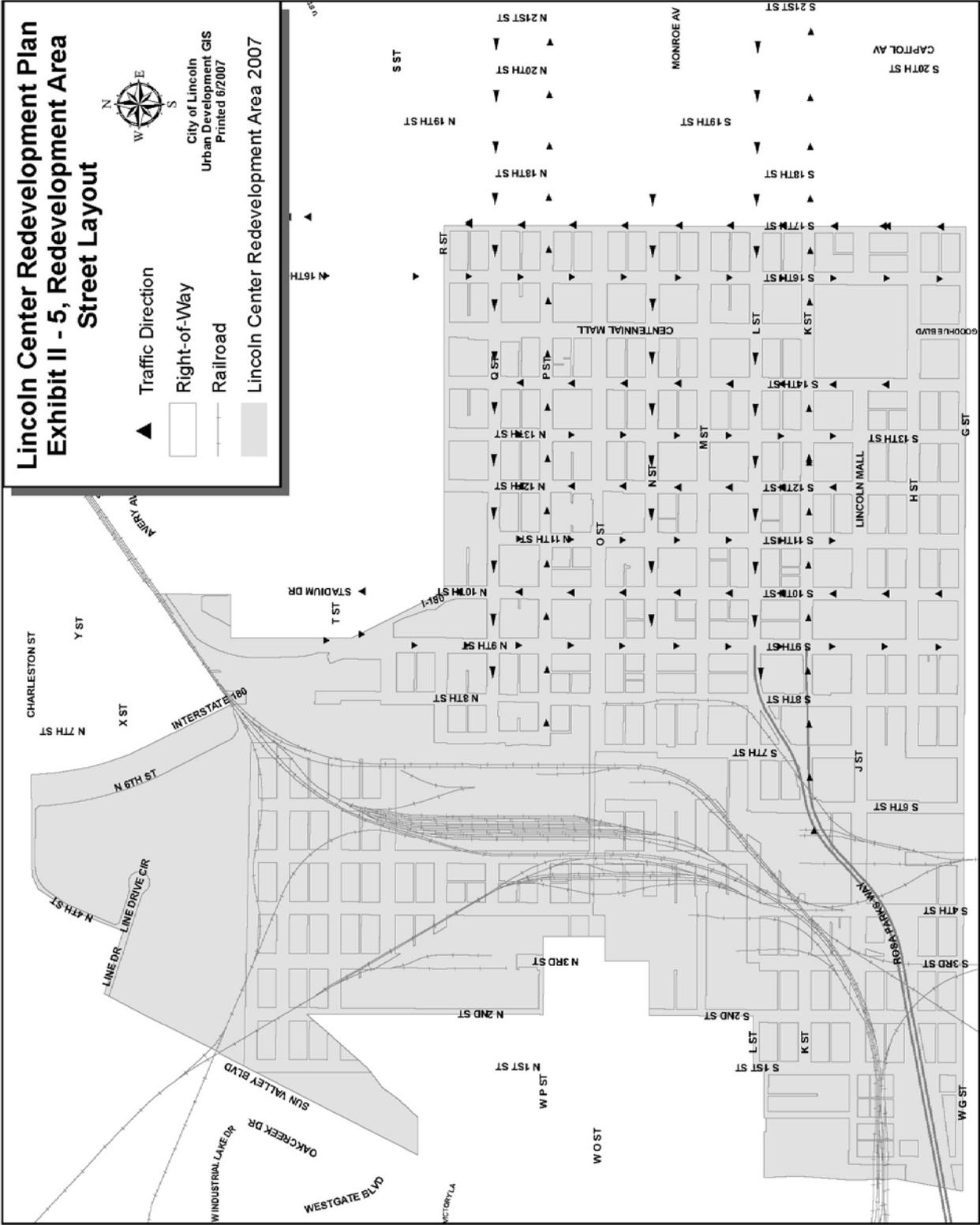
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▲ Traffic Direction

□ Right-of-Way

— Railroad

Lincoln Center Redevelopment Area 2007



The present pavement width and rights-of-way for the streets serving the redevelopment area are as follows:

<b><u>Street</u></b>	<b><u>Street Width*</u></b>	<b><u>Right-of-Way Width</u></b>
Sun Valley Boulevard	50 ft. to 66 ft.	120 ft.
1 <sup>st</sup> Street	No Pavement	86 ft. to 100 ft.
2 <sup>nd</sup> Street	No Pavement	75 ft. to 100 ft.
3 <sup>rd</sup> Street	21 ft. to 35 ft.	100 ft. to 120 ft.
4 <sup>th</sup> Street	No Pavement	100 ft.
5 <sup>th</sup> Street	No Pavement	100 ft.
6 <sup>th</sup> Street	No Pavement	100 ft.
7 <sup>th</sup> Street	37 ft. to 60 ft.	92 ft. to 100 ft.
8 <sup>th</sup> Street	28 ft. to 60 ft.	100 ft.
9 <sup>th</sup> Street	37 ft. to 88 ft.	120 ft.
10 <sup>th</sup> Street	40 ft. to 75 ft.	100 ft.
11 <sup>th</sup> Street	60 ft. to 70 ft.	120 ft.
12 <sup>th</sup> Street	40 ft. to 70 ft.	100 ft.
13 <sup>th</sup> Street	40 ft. to 70 ft.	100 ft.
14 <sup>th</sup> Street	30 ft. to 66 ft.	92 ft.
15 <sup>th</sup> Street (Centennial Mall)	70 ft.	120 ft.
16 <sup>th</sup> Street	50 ft. to 62 ft.	100 ft.
17 <sup>th</sup> Street	30 ft. to 50 ft.	100 ft. to 102 ft.
G Street	28 ft. to 40 ft.	100 ft.
H Street	28 ft. to 50 ft.	100 ft.
J Street (Lincoln Mall)	30 ft. to 50 ft.	120 ft.
K Street	40 ft. to 51 ft.	100 ft.
L Street	40 ft. to 51 ft.	100 ft.
M Street	36 ft. to 60 ft.	100 ft.
N Street	60 ft. to 70 ft.	100 ft.
O Street	70 ft.	120 ft.
P Street	60 ft. to 70 ft.	100 ft.
Q Street	35 ft. to 70 ft.	100 ft.
R Street	30 ft. to 50 ft.	100 ft.
S Street	40 ft. to 70 ft.	120 ft.
Rosa Parks Way	48 ft. to 50 ft.	Undetermined

\* Widths vary by block.

## **2. Underground Utilities**

The Community Redevelopment Area is generally served by underground utilities, including sanitary sewer, storm sewer, water lines, gas lines, electrical conduits, telephone conduits, and cable, with some gaps within the West Haymarket Addition.

There is generally an adequately sized grid of water distribution mains in the 1991 amended Redevelopment Area. However, nearly half of the pipes in the area north of M Street are nearing the end of their useful life (95 years or older). Many of the pipes from 9th to 16th and M to Q Streets that had a significant broken main history were replaced with downtown beautification projects in the 70's and 80's. Additionally, over 75 percent of the mains between G and M Streets

in the area are nearing the end of their useful life. This area also has some 4 and 6 inch mains that are undersized for the existing commercial use, and are inadequate for fire protection. Few mains extend into the 2007 West Haymarket addition, and of those that do, many are 8 inches or less. Exhibit II-6a details the location and size of the existing water lines.

The 1991 amended Redevelopment Area is adequately served by the existing sanitary sewer system. Most of the system is in fair condition. While under the street is the preferred location for sanitary sewer lines, some run through the alleys. The 2007 West Haymarket area is generally served by two large diameter trunk lines, which run North and South along the 4th Street corridor, as well as smaller lines running East and West. Exhibit II-6b details the location and size of the existing sanitary sewer lines.

The 1991 amended Redevelopment Area is served by sanitary sewer, but there are some deficiencies in the system. The City has a large box culvert in N Street which drains a large portion of the stormwater in downtown Lincoln. A recent study of the N Street stormwater system also identified several slightly deficient laterals to the main storm sewer. North of O and west of 9th Streets the stormwater system is older and located in 7th Street; there has been a history of drainage problems with this system. West of 7<sup>th</sup> Street the stormwater drainage is carried thru open channels. Exhibit II-6c details the location and size of the existing storm sewer lines.

The Redevelopment Area is largely served by overhead power lines. However, as redevelopment has occurred, power lines have been buried as part of projects. Exhibit II-6d details the existing electric system, specifically major power lines and substations.

### **3. Street Lighting**

Most street and pedestrian lights in the area are maintained by Lincoln Electric System, except for some on trails, maintained by Public Works. Other lights in the area may be found in private parking lots, or are otherwise maintained by private entities.

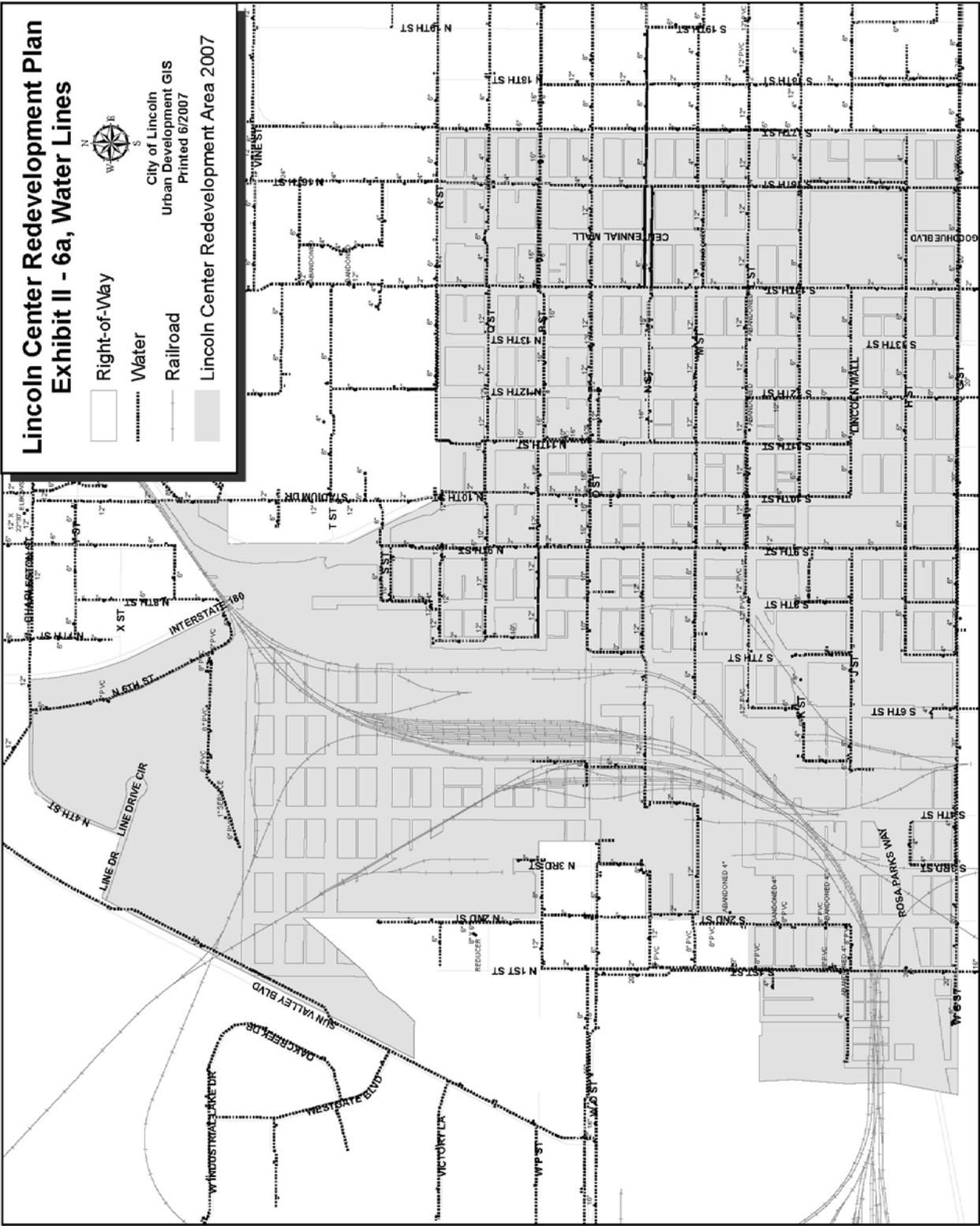
Various streetscape projects have been constructed over the last twenty years, many of which included street lighting. Until recently, the lighting had not been coordinated between projects, causing a variety of different lights to be installed throughout the area. An effort to replace older light fixtures and create more consistent streetscapes is underway.

From 7th to 17th and K to S Streets, the street light poles in midblock are 32' and 38' concrete. They were installed in the late 60's and early 70's. Many of them are in fair condition, with cracks and in need of replacement. Some of these poles have decorative lights installed at 10' above grade.

The poles on O Street from 9th to 15th Streets are steel on transformer style bases, and are in good condition, but some are in need of repair. Interspersed in these poles are decorative aluminum lighting poles that range in height from 7' to 15' and are generally in good condition. The poles at the intersections are joint traffic signal/street light poles and are in poor to average condition. Many of the poles have been replaced with galvanized steel poles. The street light luminaires on the lights in the center of this area and on all of the decorative lighting are metal halide (MH). The remainder of luminaires are high pressure sodium vapor (HPSV).

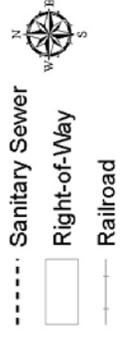
# Lincoln Center Redevelopment Plan Exhibit II - 6a, Water Lines

-  Right-of-Way
  -  Water
  -  Railroad
  -  Lincoln Center Redevelopment Area 2007
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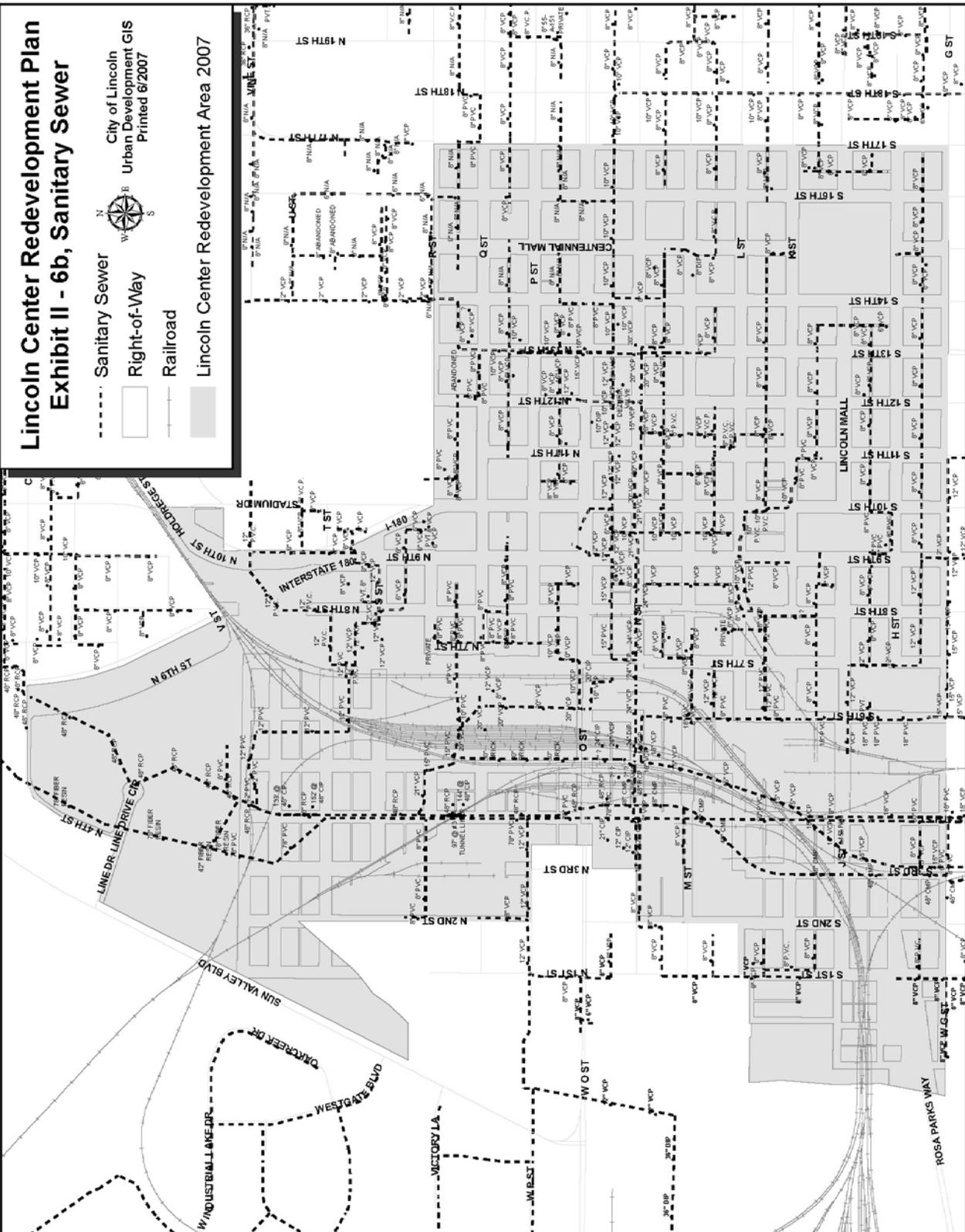


# Lincoln Center Redevelopment Plan Exhibit II - 6b, Sanitary Sewer

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Lincoln Center Redevelopment Area 2007



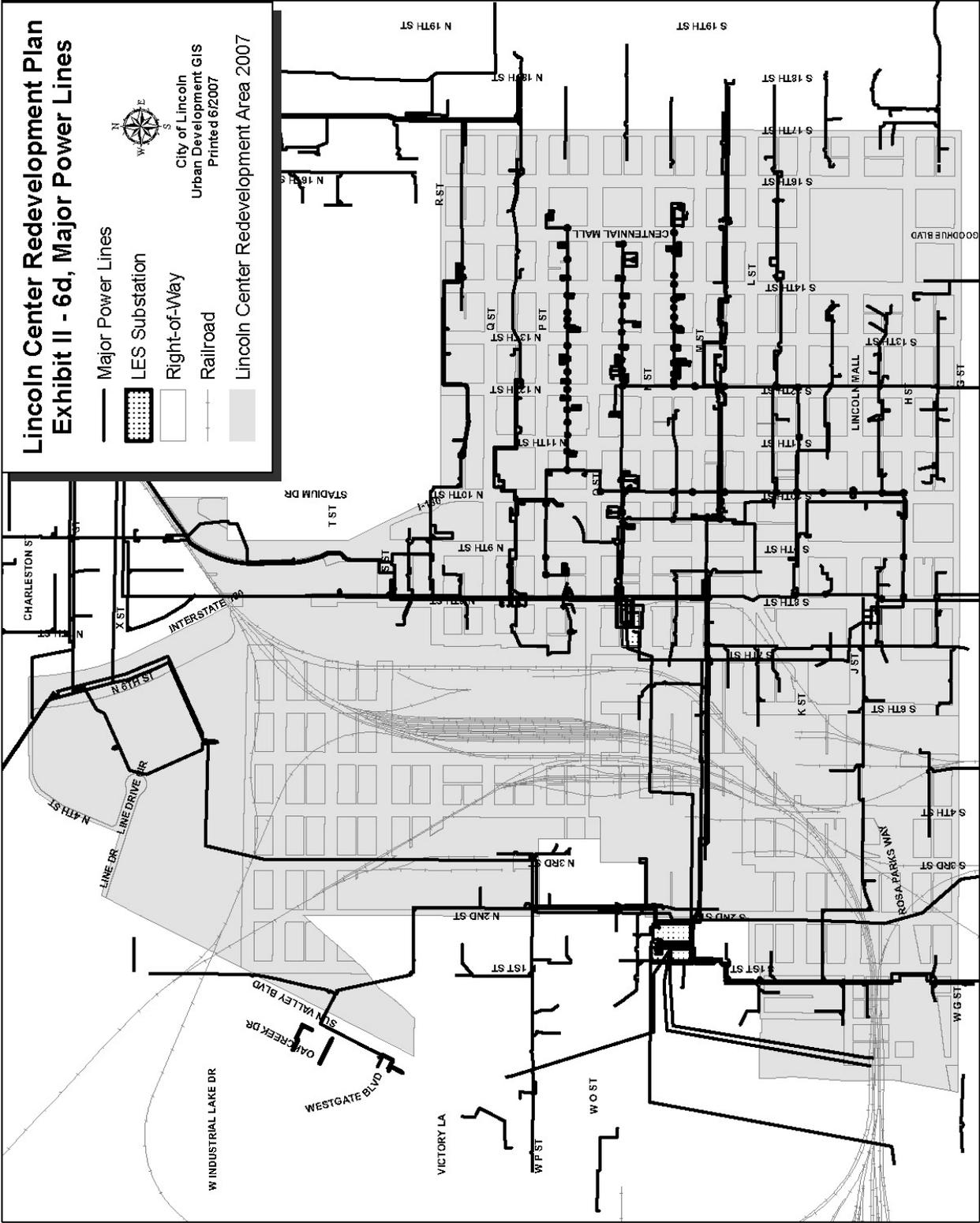


# Lincoln Center Redevelopment Plan Exhibit II - 6d, Major Power Lines

-  Major Power Lines
-  LES Substation
-  Right-of-Way
-  Railroad
-  Lincoln Center Redevelopment Area 2007



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The poles along 7th Street from P to R Streets are 30' steel painted black with two HPSV luminaires on each and are in good condition. Those along R Street from 12th to 16th Streets and along Lincoln Mall are 15' aluminum poles with MH luminaires. They are also in good condition.

The State Capitol grounds has unique period street lighting which is not planned to be changed.

#### **4. Sidewalks, Pedestrian/Skywalk Bridges, and Streetscape Beautification**

The Community Redevelopment Area is served with sidewalks from 7th to 17th and G to R Streets, with the exception of 7th and 8th Streets south of O Street in some isolated spots. Sidewalks in other parts of the Redevelopment Area are sporadic or non-existent.

Those sidewalks that are in the area are generally in good condition, though some isolated sections may be in need of repair or replacement. A variety of street beautification projects have been completed over the last 20 years, including those along portions of 7th, 8th, 9th, 10th, 12th, 13th, Lincoln Mall, L, M, N, O, P, and Q Streets. Street beautification projects were also completed approximately 40 years ago along Centennial Mall. These projects included repairs to the sidewalks as well as the installation of lighting, landscaping, street furniture, and underground watering systems. In some cases, particularly along 8th Street, these projects included the upgrading of public docks, including railings, awnings, and other features. The amenities are in continuous need of general maintenance, repairs, and, occasionally, replacement. Some areas, including Centennial Mall, are in need of more substantial renovations. Projects are currently underway to fill in gaps between existing streetscape improvements.

In addition, pedestrian/skywalk bridges interconnecting Blocks 34, 35, and 36, and 40, 55, 56, 57, 66, 88, and 89 provide a second level pedestrian walkway system.

#### **5. Parks and Open Space**

There is substantial public open space within the Redevelopment Area, particularly within the 2007 West Haymarket addition. Over 70 acres of parks and open space are in the 2007 West Haymarket addition, including Haymarket Park baseball and softball fields, which opened in 2002, Schwartzkopf Park, and natural areas found along Salt Creek. Other public open space developments within the Redevelopment Area include Lincoln Mall, the State Capitol grounds, Centennial Mall, Iron Horse Park, and Government Square Park.

A recreational pedestrian/bicycle trail runs along the Salt Creek levee, coming from south of the area and stopping at about Charleston Street. Other commuter trails exist in the area, covered under transportation.

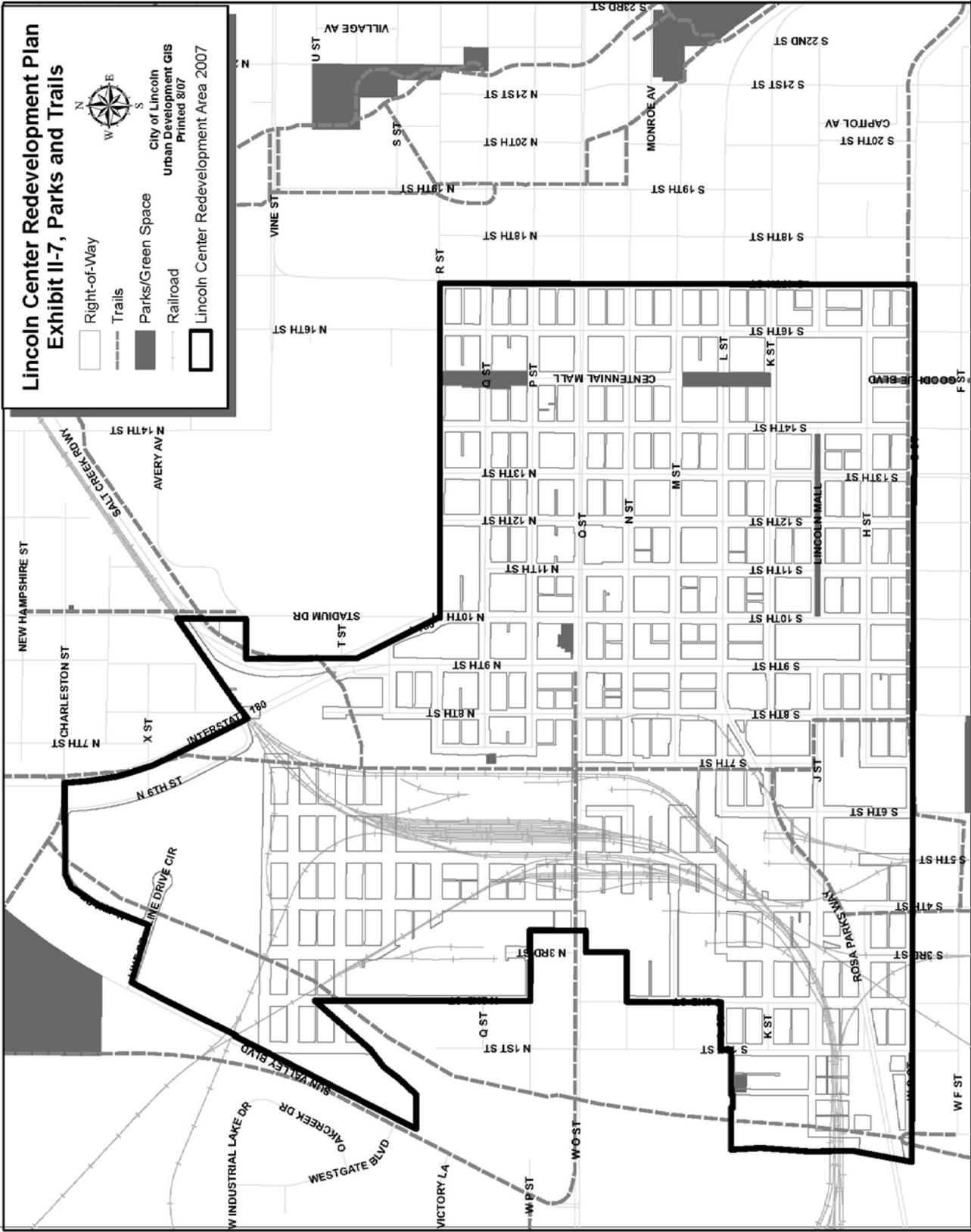
Exhibit II-7 shows the existing network of Parks and Trails.

# Lincoln Center Redevelopment Plan Exhibit II-7, Parks and Trails



-  Right-of-Way
-  Trails
-  Parks/Green Space
-  Railroad
-  Lincoln Center Redevelopment Area 2007

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**6. Public On-Street and Off-Street Parking and Parking Structures**

There are approximately 3,588 on street parking stalls in Lincoln Center, 2,284 metered and 1,304 non-metered. On street parking is provided, with restrictions on almost all blocks in the area.

Public Off-Street parking consists of 4,686 spaces, 484 of which are in public parking lots:

Lincoln Station	252
City/County	155
Lumber Works	<u>77</u>
	484

The remaining 4,202 spaces are in public parking garages. These garages, with breakdowns, include:

Center Park	1,048
Market Place	385
Haymarket	409
University Square	436
Cornhusker	405
Carriage Park	710
Que Place	<u>809</u>
	4,202

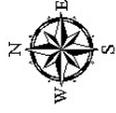
Exhibit II - 8 shows the location of public lots and garages.

**7. Other Transportation**

Transportation Service in the Redevelopment Area consists of 20 StarTran bus routes converging upon the main downtown loop ("Q" Street - 11th - "J" Street - 14th). In addition to these routes, the redevelopment area is also served by the Star Shuttle, which forms a route around the downtown area and serves the Downtown Senior Center, City/County Building, State Capitol Building, UNL Campus, and Downtown retail area. The shuttle service runs every 12 minutes from 9:30 a.m. to 5:00 p.m., Monday through Friday. See Exhibit II - 9, Bus Routes.

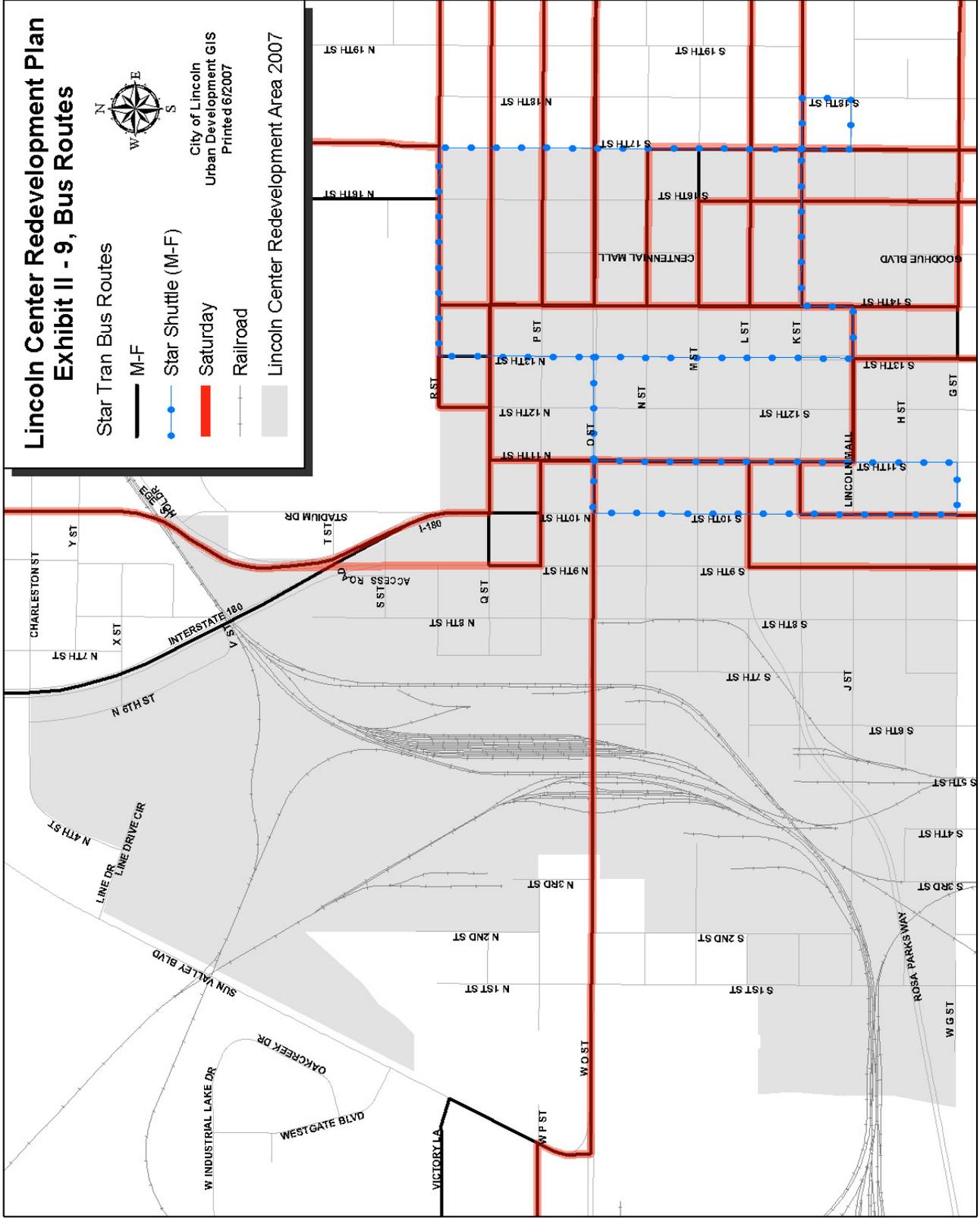
Bicycle/pedestrian trails form a loop on the outskirts of Downtown that connects to the UNL Campus and the trails network, as well as to bike lanes on 11th and 14th Streets. An on-street commuter trail connects at 4th and J and runs to 8th, then proceeds north on 8th to the Haymarket Bridge. Another trail runs east from Sun Valley Boulevard along O Street.

# Lincoln Center Redevelopment Plan Exhibit II - 9, Bus Routes



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- Star Tran Bus Routes
  - M-F
  - Star Shuttle (M-F)
  - Saturday
  - Railroad
- Lincoln Center Redevelopment Area 2007



## **8. Prior Redevelopment Projects**

Redevelopment Projects implemented prior to this Lincoln Center Redevelopment Plan located within its boundaries are:

**Gold's Galleria 1982:** Renovation of 360,000 square feet building to first class retail and office space. Included construction of a LTS Transportation Center to accommodate 87 seated and 262 standing patrons with information boards; sidewalks extending 12' into a existing traffic lane with new curbs, drains, and wheelchair ramps; "pedestrian amenities" including landscaping, ornamental lighting, benches, bike racks, trash receptacles; and, utility location and graphics.

**Cornhusker Square 1982:** Redevelopment encompassed a combination of public and private development elements including--first class convention hotel (300 rooms) and restaurant; 100,000 square feet office building, 11,200 square feet public convention-civic center with seating capacity of 1,200; parking garage of 400 spaces on four levels; public skywalk bridge across M Street; and, public atrium connecting hotel, convention-civic center, office building, parking and skywalk.

**Haymarket 1984:** Develop surface parking lot; provide District identification consisting of signage, street furniture; replace, relocate and construct appropriate water main, sanitary sewer and storm sewer facilities; install ornamental "historic" lighting; provide landscaping where appropriate; and, construct pedestrian nodes. This project is combined herein into the Haymarket Area Redevelopment Project with the "Hardy/Bucks Building", Lincoln Station, (Burlington Northern Depot), Grainger Building, and Apothecary/Ridnour Buildings projects as one project with five (5) separate phases.

**Centrum 1978 (Presently "Energy Square" and Center Park Garage):** Redevelopment, including public and private development elements including--enclosed shopping mall shops of approximately 60,000 square feet gross space; three skywalk bridges; multi-level parking garage of 1,050 spaces with joint elevators; and, streetscape improvements.

These projects may, as time progresses, be in need of public assistance to meet future planning and economic development concepts for continuation of private investment and maintaining overall viability of the Community Redevelopment Area.

### **D. Existing Building Conditions/Blighting and Substandard Influences**

A "Blight Determination Study" was conducted for a 122 block area including the Redevelopment Area by the consulting firm of Bahr, Vermeer & Haecker Associates with Hanna Keelan Associates, Selection Research Inc. and George Hancock. The study was conducted during the summer of 1984 and completed on September 28, 1984; the evaluation included a detailed exterior/interior survey of 208 randomly selected buildings in the study area, a parcel-by-parcel land-use inventory, a field reconnaissance of the entire area, meetings with city department staff members, and a review of pertinent reports and documents containing information which could substantiate the existence of blight. The random sample survey included a 26% sample and has a confidence level of 95%.

The evaluation and subsequent findings were based on the criteria outlined in Nebraska's Community Development Law. Under this legislation, an area can be declared "blighted" and thereby become a Community Redevelopment Area if there is presence of:

1. A substantial number of deteriorated or deteriorating structures (S);
2. Existence of defective or inadequate street layout (R);
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness (R);
4. Insanitary or unsafe conditions (R);
5. Deterioration of site or other improvements (R);
6. Diversity of ownership (R);
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 (S);
10. The existence of conditions which endanger life or property by fire or other causes (S);  
or
11. Other environmental and blighting factors (S).

Of these eleven factors, four were determined to be present to a significant extent (S), five were present to a reasonable but more limited extent (R) and two were determined to have little or no presence. The consultants further found that economically and/or socially undesirable land uses were present to a significant extent throughout the area. They found some evidence existed to support the presence of tax or special assessment delinquency. No evidence of defective or unusual conditions of title were found. A summary of the consultant's "blight determination study" report is contained in Appendix 2.

In addition, Urban Development Department supplements to the Downtown Area Blight Determination Study, regarding Section 18-2103 of the Community Development Law documents the average age of residential and commercial units as being over 40 years, at the time of the study and that the area has had either stable or decreasing population based on the last two decennial censuses.

A "Blight Determination Study"/Area re-analysis and re-evaluation was done in 1987 of the 88-1/2 block Community Redevelopment Area by the original consultant Bahr, Vermeer & Haecker Associates with Hanna Keelan Associates based on the substandard criteria outlined in the Nebraska Community Development Law in which there is a predominance of buildings or improvements, which by reason of: deterioration/dilapidation, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding; or the existence of conditions which endanger life or property by fire and other causes; or any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime, and is detrimental to public health, safety, morales or welfare; re-evaluation determined the Area to be both "blighted and substandard" as required by the Community Development Law as amended. The consultant's "blight and substandard" letter/report is contained in Appendix 9.

Further, a "Blight and Substandard Determination Study" was conducted for a 18 1/2 block area, generally bounded by "R" Street on the south, 5th/6th Streets/Burlington Northern Tracks on the west, "W" Street on the North and 9th/10th Streets on the east, by the consulting firm of Bahr,

Vermeer & Haecker Associates with Hanna Keelan Associates during July/August/September, 1990; the evaluation included a detailed exterior/interior survey of 16 buildings in the study area. (See Appendix 15).

Their evaluation and subsequent findings were based on the criteria outlined in Nebraska's Community Development Law.

### **Blight Factors**

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. Unsanitary 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; or
11. Other environmental and blighting factors.

Of these eleven factors, five were determined to be present to a significant extent (S), four were present to a reasonable but more limited extent (R) and two were determined to have little or no presence in the 1987 study. The consultants further found that economically and/or socially undesirable land uses were present to a significant extent throughout the area. They found some evidence existed to support the presence of tax or special assessment delinquency. No evidence of defective or unusual conditions of title were found.

### **Substandard Factors**

1. Deterioration/dilapidation
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 public health, safety, morales or welfare.

Of these four factors, three were determined to be present to a significant extent (S), one was present to a reasonable but more limited extent (R) and zero were determined to have little or no presence in the 1987 study. The consultants further found that economically and/or socially undesirable land uses were present to a significant extent throughout the area. They found some evidence existed to support the presence of tax or special assessment delinquency. No evidence of defective or unusual conditions of title were found.

In addition, as a required supplement, the Consultant determined that the average age of commercial units at the time of the study as being over 40 years.

The Consultants' "Blight and Substandard Determination Study" report is located in the City of Lincoln City Clerk's Office files.

The "Blight and Substandard Study" for the block area by consultant Bahr, Vermeer & Haecker Associates with Hanna Keelan Associates based on the blight and substandard criteria outlined in the Nebraska Community Development Law determined the area added with the 1991 amendment to be both "blighted and substandard" as required by the Community Development Law as amended.

Finally, a "Blight and Substandard Determination Study" was conducted for the 403 acre area of West Haymarket bounded by the Burlington Northern Tracks and 8th Street on the east to 13th Street on the southeast corner, G Street on the south, Salt Creek/2nd/3rd Streets on the west, Sun Valley Boulevard on the northwest, and I-180 on the northeast by the consultants Julie Poikko-Post and James J. Caruso during May and June of 2007. The evaluation included an exterior survey and historical review of the area.

The Study was based on the blight and substandard criteria shown above and outlined in the Nebraska Community Development Law determined the area added with the 2007 amendment to be both "blighted and substandard" as required by the Community Development Law as amended.

#### **E. Existing Environmental Conditions**

The 1997 amended Lincoln Center Redevelopment Area is generally built out, except for small portions used as parks or green spaces and public or private parking lots. No "natural" areas exist in this area. The City does not have an accurate record of all of the previous uses of property located Downtown. As redevelopment occurs, it is often necessary to complete environmental assessments to determine whether or not environmental hazards or contamination exists.

The West Haymarket Blight & Substandard Study Area is a site of Lincoln's earliest industries, which were in operation long before environmental regulation limited the production, use, or disposal of hazardous materials. The area has numerous contaminated sites, including seven known sites that have contamination from leaking underground storage tanks (tanks have been removed but remediation has not begun), several scrap metal sites, railroad facilities and tracks, and historically industrial sites. Some of the key historical sites with potential and known contamination, include the Former Railroad Roundhouse, Lead and Color Works, Lincoln Tanning Company, and Lincoln Gas and Electric Company.



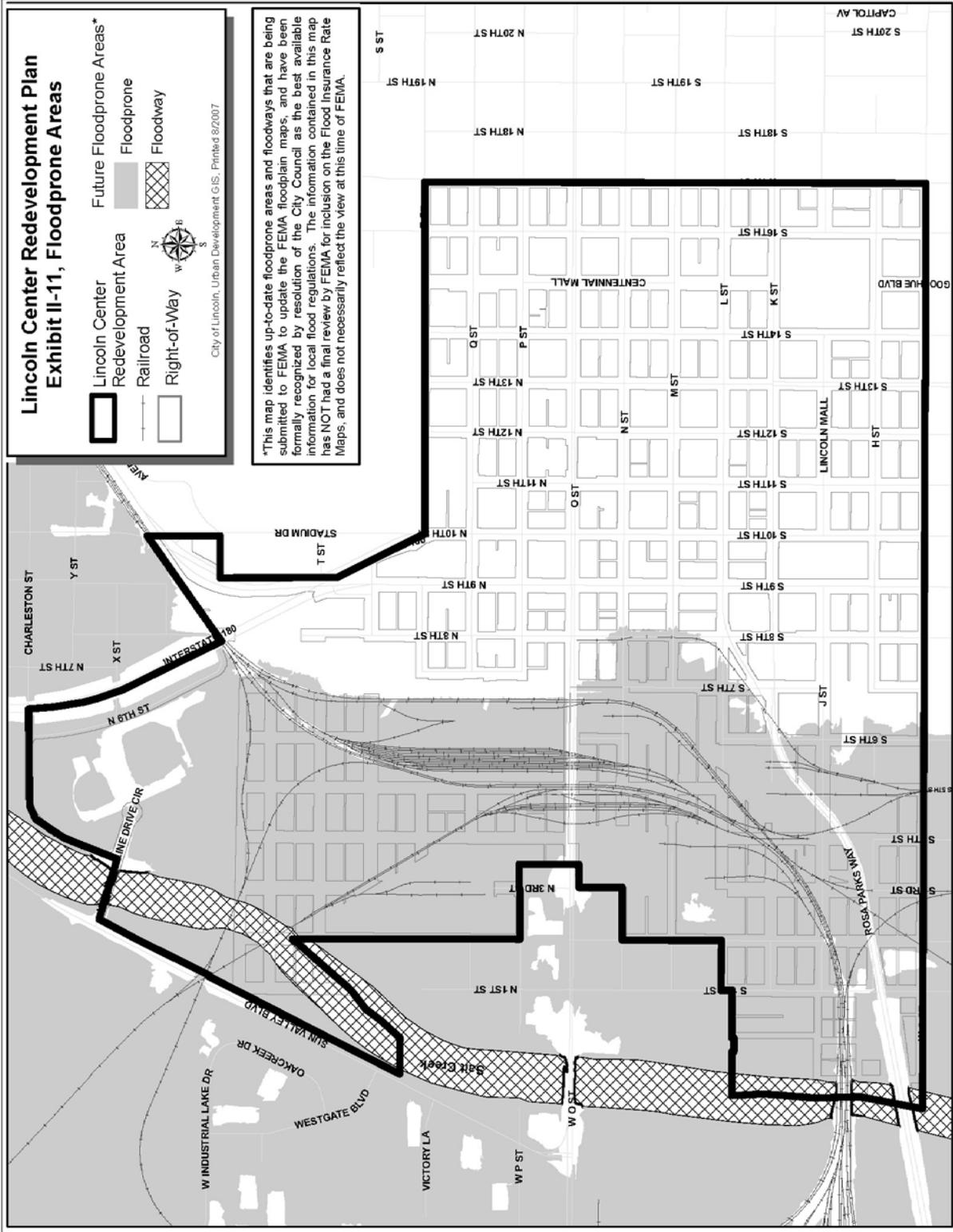
# Lincoln Center Redevelopment Plan Exhibit II-11, Floodprone Areas

- Lincoln Center Redevelopment Area
- Railroad
- Right-of-Way
- Future Floodprone Areas\*
  - Floodprone
  - Floodway



City of Lincoln, Urban Development GIS, Printed 8/2007

\*This map identifies up-to-date floodprone areas and floodways that are being submitted to FEMA to update the FEMA floodplain maps, and have been formally recognized by resolution of the City Council as the best available information for local flood regulations. The information contained in this map has NOT had a final review by FEMA for inclusion on the Flood Insurance Rate Maps, and does not necessarily reflect the view at this time of FEMA.



The majority of the West Haymarket Blight & Substandard Study Area and a portion of the Lincoln Center Redevelopment Area (generally west of 9th Street) lie within the Federal Emergency Management Agency (FEMA) 100-year and 500-year floodplains, and the locally adopted 100-year Floodprone Area of Salt Creek (see Exhibits II-10 and II-11). The FEMA maps are expected to be updated to reflect the locally adopted Floodprone Area during 2008. In the meantime, the most restrictive flood limits and elevations apply.

The Floodprone Area (and the future updated FEMA floodplain) includes Flood Storage Areas where the percentage of allowable fill is limited by ordinance. Storage Areas 7-11 and 14 lie within the amended Redevelopment Area. Limiting fill in the Flood Storage Areas is required to insure that flood heights do not rise greater than one foot as a result of development in the floodplain (see Exhibit II-12). There are also areas of Category I eastern saline wetlands within the West Haymarket Blight and Substandard Study Area which represent Nebraska's most rare and threatened natural community.

The Blight and Substandard Determination Study conducted for the 403 acre area of West Haymarket review environmental concerns in more detailed than in this section of the Plan.

#### **F. Existing Historic Conditions**

The Lincoln Center Redevelopment Area is located almost entirely within the City's Original Plat of 1867, generally bounded by 1st to 17th and A to U Streets.

A number of National Register of Historic Places Sites are located within the area.

- Alpha Xi Delta, Delta Delta Delta, and Phi Delta Theta Sorority Houses - R Street, 16th to 17th
- CB&Q Locomotive No. 710 - 7th and Q
- Centerstone Building, formerly Security Mutual Life Building - 1206 O Street
- Barr Terrace - 627-643 S. 11th Street
- Helmer-Winett-White Flats - 1020-1028 K Street
- Federal Trust Building - 134 South 13th Street
- First National Bank Building - 1001 O Street
- Gold and Company Store Building - 1033 O Street
- Government Square Block and U.S. Post Office and Courthouse (City Hall) - O to P, 9th to 10th Streets
- Harris House (LL) - 1630 K Street
- Hotel Capital Building, now the YMCA - 139 North 11th Street
- Lincoln Liberty Life Insurance Building - 113 North 11th Street
- Lyman House (LL) - 1111-1119 H Street
- Kennard and Ferguson Houses - 1627 H Street
- Masonic Temple - 1635 L Street
- Nebraska State Capitol Building (also a National Historic Landmark) - 15th and K Streets
- Nebraska Telephone Company Building (LL) - 130 South 13th Street
- Phi Delta Theta Fraternity House (LL) - 1545 R Street
- President and Ambassador Apartments - 1330 & 1340 Lincoln Mall
- Scottish Rite Temple - 332 Centennial Mall South

- The Stuart Building - 13th and P Streets
- Terminal Building - 941 O Street
- Veith Building (LL) - 816 P Street
- Woods Brothers Building (LL) - 132 South 13th Street
- Yates House (LL) - 720 S 16th Street
- Young Women's Christian Association Building (YWCA Building) - 1432 N Street

In addition to those noted with LL above, other sites are listed solely as Local Landmarks, including the Albert L Candy House, Kappa Sigma Fraternity House, Lincoln Women's Club, and Noble-Dawes House.

A number of Historic Districts overlap the Redevelopment Area, including portions of the South Bottoms Historic District and Everett Landmark District to the southwest, the entire Haymarket Landmark District, and a portion of the Greek Row Historic District to the northeast.

Additionally, the Capitol Environs and the Capitol View area protect the adjacent area and view of the historic Capitol Building shown on Exhibit II-13.

The southern half of the 2007 West Haymarket Addition has a rich history as the sight of Lincoln's earliest industries, with many industrial structures retaining their original or close-to-original uses. Sanborn maps of the City from 1884 show lumber yards and mills, two hotels, and a wholesale grocer along O Street; a "town Gas" plant, an electric light company, a foundry, a farm implement dealer, warehouses, and an oil tank farm in the southwest Haymarket area; a tannery along Salt Creek near present day 4th and N Streets; and, the Lincoln Pottery Works in the vicinity of 1st and H Streets.

The 2007 West Haymarket Area Blight and Substandard Determination Study includes more detailed information on the history of the West Haymarket Area.

# Lincoln Center Redevelopment Plan Exhibit II-13, Capitol Environs and Historic Districts

Lincoln Center Redevelopment Area 2007



- Railroad
- Right-of-Way
- Capitol View
- Haymarket Landmark District

- Capitol Environs**
- 57 ft height restriction
  - 45 ft height restriction

