

LB866/Statue 19-5504: Biennial Affordable Housing Report, Lincoln, NE

SUBMITTED TO STATE OF NEBRASKA, URBAN AFFAIRS COMMITTEE

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Introduction

LB866, known as the “Municipal Density and Missing Middle Housing Act” was passed by the Nebraska Legislature in 2020 and signed into law by the Governor on August 17, 2020. The intent of the bill is to support zoning regulation requirements for certain cities that permit varied types of housing, provides greater availability of affordable housing, and increases residential density, ultimately to promote more efficient and effective land use and creating conditions for successful mass transit, bikeability, walkability, and affordability in residential neighborhoods. Housing stock known as “middle housing,” while prominent in the early 1900s, has largely been missing since the mid-1940s. Middle housing means duplexes, triplexes, quadplexes, cottage clusters, and townhouses. Zoning that permits middle housing increases density and can provide affordable housing.

The Municipal Density and Missing Middle Housing Act requires cities to submit a report to the Urban Affairs Committee of the Legislature detailing its efforts to address the availability of, and incentives for, affordable housing through its zoning codes, ordinances and regulations. The first report was due on or before July 1, 2021, with subsequent reports required every two years thereafter (i.e., 2023, 2025 etc.)

This report from the City of Lincoln represents the third required report and was completed in partnership with staff from the City’s Urban Development Department and the Lincoln-Lancaster County Planning Department. The report is organized to respond to items as identified in statute 19-5504.

On April 24, 2025, Elsa Knight confirmed the ability to use the area in defined parcels as the reporting value, there by excluding the right of way. She acknowledged the rationale and supported this method to achieve compliance.

(a) Overview of the City’s current residential zoning requirements:

Table one below includes the City’s residential zoning requirements. There are ten residential districts. Approximately 95 percent of the residential land area allows only single and two-family housing by right. However, Community Unit Plans (CUPs) and Planned Unit Developments (PUDs) provide the opportunity for higher density housing and are allowed in these districts. Most new developments in Lincoln that include townhouses and multi-family are within a CUP or PUD. Within Lincoln approximately 20% of its area is devoted to the right of way. The table includes only area within parcels, excluding right of way.

City of Lincoln Residential Zoning Districts

Table #1

Zone	Acres	Square Miles	Percent of Area to City	Area % of Residential Zoning Districts	Dwellings / Acre	Notes
AGR	1,086.1	1.7	1.8%	3.4%		Low-density, acreage residential development
R-1	4,726.4	7.4	8.0%	14.7%	3 to 5	3 to 5 dwelling units per acre, the district permits single- and two-family dwellings
R-2	9,190.2	14.4	15.5%	28.7%	3 to 5	3 to 5 dwelling units per acre, this district permits single- and two-family dwellings
R-3	11,539.7	18.0	19.5%	36.0%	3 to 5	3 to 5 dwelling units per acre; mix of housing types and socio-economic groups with a CUP
R-4	4,100.4	6.4	6.9%	12.8%	3 to 5	3 to 5 dwelling units per acre, single- and two-family dwellings
R-5	759.3	1.2	1.3%	2.4%	6 to 10	6 to 10 dwelling units per acre, single-family, two-family, and multiple and townhouse residential uses
R-6	428.3	0.7	0.7%	1.3%	11 to 14	11 to 14 dwelling units per acre, single-family, two-family, multiple and townhouse residential uses, private clubs, fraternities and sororities
R-7	164.7	0.3	0.3%	0.5%	15	15 dwelling units, gross, per acre, single-family, two-family, multiple, and townhouse residential uses, apartment hotels, private clubs, fraternities and sororities
R-8	31.8	0.0	0.1%	0.1%	15+	High density residential uses; apartment hotels; private clubs; civic, cultural, educational, labor, professional, trade and fraternal membership organizations
R-T	24.7	0.0	0.0%	0.1%	6 to 10	Primarily office and small-scale commercial uses close to existing residential uses.
	32,051.6	50.1	54%	100%		

The maximum CUP density for each district is included below as copied from Chapter 27.65.080 Design Standards; Density of the Municipal Code. Beginning with the R-3 residential district, the potential CUP density increases well above the base zoning density. Adding potential density bonuses allows even greater density. PUDs use the CUP density as a guide but have no limit.

27.65.080 (1) A: General density. The maximum density within the boundaries of a C.U.P. shall be calculated as follows:

- i. AG Agriculture District - 0.055 dwelling units per acre.
- ii. AGR Agriculture Residential District - 0.27 dwelling units per acre.
- iii. R-1 Residential District - 3.87 dwelling units per acre.
- iv. R-2 Residential District - 5.80 dwelling units per acre.
- v. R-3 Residential District - 6.96 dwelling units per acre.
- vi. R-4 Residential District - 13.93 dwelling units per acre.
- vii. R-5 Residential District - 29.04 dwelling units per acre.
- viii. R-6 Residential District - 48.4 dwelling units per acre.
- ix. R-7 Residential District - 62.23 dwelling units per acre.
- x. R-8 Residential District - 79.20 dwelling units per acre.

Residential uses are allowed in several commercial zoning districts. These districts allow single-family, two-family, multi-family, townhouse, and several other residential use types. Table two below shows commercial and office zoning districts and their applicable residential and density allowances.

City of Lincoln Commercial and Office Zoning Districts

Table #2

Zone	Acres	Square Miles	Area Percent	Area % of B/H/O Zoning Districts	Dwellings / Acre	Notes
B-1	352.6	0.6	0.6%	7.6%	22	
B-2	1,559.8	2.4	2.6%	33.7%	22	
B-3	270.2	0.4	0.5%	5.8%	44	Dwellings only above or below first story (first floor commercial required)
B-4	395.8	0.6	0.7%	8.6%		No density limit
B-5	663.5	1.0	1.1%	14.3%		No density limit
H-2	149.5	0.2	0.3%	3.2%	44	
O-1	23.3	0.0	0.0%	0.5%	198	
O-2	49.7	0.1	0.1%	1.1%	22	
O-3	1,162.9	1.8	2.0%	25.1%	10-29	Density varies bases on residential type; dwellings only above or below first story (first floor commercial required)
	4,627.2	7.2	8%	100%		

(b) Percentage of areas zoned for residential use permitting construction of multi-family and missing middle housing:

In Lincoln approximately 60% of all land is zoned to allow for two or more units in residential zoning districts. Much of that, 91.3%, caps densities at five dwelling units per acre (R1 to R4 districts). Districts that allow more than two units include R-5, R-6, R-7, R-8, and R-T. These districts comprise 4.8% of residential zoning. It should be noted, however, that 43% of land zoned R1 to R4 has a Planned Unit Development (PUD) or Community Unit Plan (CUP) which often allow densities higher than five units per acre.

Additionally, approximately 8% of all land is zoned to allow two or more units in commercial zoning districts. These commercial districts allow generally high-density commercial development. Two districts: B-4 (Downtown) and B-5 (Regional Commercial Centers) have no density maximums for residential uses.

Of note is many recent developments have Homeowner Association covenants that limit density, include square footage requirements, and height limitations. These private covenants restrict higher density and a variety of housing types. Zoning code amendments to allow higher density and housing types could be superseded in neighborhoods with private covenants (which are typically newer neighborhoods) but would disproportionately affect older areas of the city where private covenants do not exist. In short, updating zoning to allow higher density would primarily benefit older neighborhoods where there are no covenants.

(c) New residential construction in the City over the previous five years, including the percentage of such construction that was single-family housing, multi-family housing, and middle housing:

As indicated in the table three below, the largest percentage of residential construction in the past five years has been multi-family, accounting for over 50% of all built units. Single-family detached has fluctuated between approximately 400-800 units for the past ten years. The number of units permitted in 2023 and 2024 was consistent with the 10-year average (1,970 units). In 2024, 445 single family attached & duplex units were permitted, the most since 2004 (523 units in 2004).

Lincoln defines a duplex as two attached units on the same parcel, a single-family attached as 3 to 12 attached units on their own parcels, and multi-family as three or more units in the same building. Missing middle housing includes these types of housing. Most of the multi-family construction in Lincoln would not be characterized as Missing middle because projects are typically 12 units or more, beyond the defined threshold for Missing middle multifamily units.

Lincoln recently began tracking Missing Middle housing. In 2024 there were two multi-family projects that fit within the category – a 9-plex apartment within a Planned Unit Development (PUD) and a 6-plex and 4-plex within a Community Unit Plan (CUP). All other multi-family construction in 2024 was for complexes with more than 12 units.

Unit Construction by Housing Type

Table #3

	2020	2021	2022	2023	2024	2020-2025
Single Family Detached	807	764	572	395	491	3,029
	48.1%	33.6%	17.5%	20.0%	25.2%	27.2%
Single Family Attached & Duplex	256	358	356	302	445	1,717
	15.2%	15.8%	10.9%	15.3%	22.9%	15.4%
Multi-Family	616	1,151	2,344	1,282	1,010	6,403
	36.7%	50.6%	71.6%	64.8%	51.9%	57.4%
Total	1,679	2,273	3,272	1,979	1,946	11,149

(d) A breakdown of residential units annexed by the City over the previous five years, including the percentage of such units that were single-family housing, multi-family housing, and middle housing:

A total of 168 existing single-family homes were annexed between 2020-2025. These units were nearly all located on lots greater than 1 acre in size. There were no other existing housing types in areas annexed by the City. However, this number does not include vacant land that is annexed, platted, and then built upon with a variety of housing types.

(e) An estimate of the per unit cost of housing in the City:

Average new construction costs based on 2024 building permit data are below. This data reflects building only and excludes land costs.

- **Single Family Detached** \$399,798 per unit (Some records denote the inclusion of a garage)
- **Single Family Attached** \$243,129 per unit
- **Duplex:** \$213,290 per unit
- **Multifamily:** \$91,169 per unit

Average sales price for a single family residence between April 2024 and April 2025 was \$334,545 compared to sales identified as new construction which was \$492,765. Average sales price of a triplex was only \$215,000 whereas a townhouse was more comparable at \$314,064. Table four below shows sales data during this period by housing type.

Sales data for residential new construction and existing housing 04/01/2024 to 04/01/2025

Table #4

Property Type and Status	Median Price	Average Price	Minimum Price	Maximum Price	Average Days on Market	Count
Existing construction	\$280,000	\$320,132	\$18,000	\$3,555,000	16	3,424
Condominium	\$181,250	\$245,561	\$63,000	\$1,400,000	29	114
Duplex	\$268,250	\$277,717	\$68,000	\$515,000	13	36
Manufactured Home	\$84,000	\$84,000	\$84,000	\$84,000	2	1
Manufactured On Land	\$210,000	\$210,000	\$210,000	\$210,000	5	1
Mobile Home	\$52,500	\$50,943	\$18,000	\$94,500	38	28
Single Family Residence	\$283,000	\$329,151	\$32,000	\$3,555,000	16	2,808
Townhouse	\$278,500	\$302,001	\$113,000	\$770,000	17	425
Triplex	\$215,000	\$215,000	\$215,000	\$215,000	1	1
Villa/Patio Home	\$352,500	\$360,002	\$255,000	\$465,000	10	10
New construction ¹ ,	\$430,710	\$468,293	\$150,000	\$1,400,000	43	426
Condominium	\$751,600	\$751,600	\$751,600	\$751,600	46	1
Single Family Residence	\$491,583	\$505,784	\$150,000	\$1,400,000	32	273
Townhouse	\$379,722	\$399,093	\$307,500	\$749,000	62	152
Dataset Summary	\$295,000	\$336,526	\$18,000	\$3,555,000	19	3,850

Sales data for multi-family housing in the same analysis period below shows average per unit cost for a 4-8 unit building at half both the multifamily with 9-12 units or 13-24 units. Table five below shows sales data during this period by housing type.

¹ New construction is define as units built in 2023, 2024, and 2025. These accounted for 11% of all the sales

Sales data for multifamily units between 04/01/2024 and 04/01/2025

Table #5

Property Type	Median Price	Average Price	Minimum Price	Maximum Price	Total # of Units	Count of Sales
Duplex/Triplex	\$188,000	\$192,938	\$50,000	\$475,000	162	75
Multifamily 4-8 Units	\$352,500	\$352,502	\$68,000	\$620,000	208	42
Multifamily 9-12 Units	\$685,000	\$762,927	\$308,000	\$2,200,000	115	11
Multifamily 13-24 Units	\$897,500	\$839,500	\$493,000	\$1,070,000	70	4
Dataset Summary	\$246,000	\$310,800	\$50,000	\$2,200,000	555	132

(f) Whether such zoning codes, ordinances, and regulations provide for density bonuses or other concessions or incentives which encourage residential density, and the frequency with which such bonuses, concessions, or incentives are utilized:

Chapter 3.40 of the Lincoln Design Standards allows density bonuses for low-income housing. Low-income is defined as a household making 80 percent or less of Area Median Income. For each four low-income units provided, one additional unit may be permitted. In addition, waivers for density items such as lot area, height, and parking can be allowed through a Planned Unit Development (PUD) and Community Unit Plan (CUP), along with a variety of Special Permits. Waivers associated with PUDs, CUPs, and Special Permits are common and are granted frequently. Often, zoning code text amendments result from the frequent approval of a type of waiver such as increasing the height limit in higher density residential districts following numerous approved waivers for increased height. This streamlines the process, allowing for more by right development.

In 2021 the City adopted a zoning amendment package intended to encourage residential density and support affordable housing. Updates included: 1) reduced required parking for multi-family housing across all zoning districts, 2) increased maximum height for residential uses in some districts, 3) by-right development/redevelopment of residential uses on existing non-standard city lots, and 4) reduced review time and process for converting approved commercial square footage to residential uses.

(g) Whether such zoning codes, ordinances, and regulations allow the construction of accessory dwelling units:

ADUs are permitted in all residential districts provided they can meet the per-unit land area requirements for the district. About 25% of parcels in residential districts have sufficient area to allow a single-family home and attached or detached ADU.

(h) What incentives the city applies to encourage the development of affordable housing, including both direct incentives and regulatory relief:

Incentives:

- Tax Increment Financing (TIF): The City of Lincoln requires construction of affordable rental units, (affordable to households at 60% Area Median Income (AMI) paying no more than 30% of their income) when housing projects receive Tax Increment Financing (TIF). If the affordable units cannot be produced, an in-lieu -of payment on a per unit basis is required. These in-lieu-of payments support our local affordable housing fund.
- Tax Increment Financing (TIF) Administrative Fee: The City of Lincoln charges an administration fee for all TIF projects on a sliding scale. If fees exceed \$200,000 in the budget biennium, the excess is added to the City's local affordable housing fund. On average, approximately \$150,000/year enters the fund through this tool.
- Extremely Blighted Designation: The City's Urban Development Department completes extreme blight studies in consultation with our law department. Homeowners purchasing housing in Extremely Blighted Areas may be eligible for a \$5,000 State Income Tax Credit that can roll over into future years if needed. The City of Lincoln sends notification letters to eligible households. Since its start in 2020 through tax year 2023, 462 applications in Lincoln have been filed totaling approximately \$1,000,000 in benefit.
- Low Income Housing Tax Credit (LIHTC) Projects: Urban Development has provided gap financing for LIHTC credit projects utilizing HOME funds. In addition, the City has begun assisting in increasing the number of LIHTC projects by becoming the conduit debt issuer of LIHTC bonds, rather than NIFA. This has increased LIHTC projects due to a new debt issuance structure and lower costs. When possible, TIF financing is also included to assist with 4% LIHTC projects.
- Assistance to Non-Profits: Urban Development assists non-profits in developing affordable housing by providing CDBG and HOME funds to agencies including NeighborWorks-Lincoln and Habitat for Humanity. Use of local affordable housing funds including Tax Increment Financing Admin fees and Turnback Tax funds have also been provided to assist non-profits such as the Lincoln Housing Authority, and Nebraska Housing Resource (NHR).
- Community Development Resources (CDR): Development of an Affordable Housing Consortium is a primary strategy identified in the *Lincoln Affordable Housing Coordinated Action Plan*. The City worked with the private sector, non-profits, philanthropic organizations and others to develop a Consortium which resulted in the expansion of CDR, an existing CDFI that focused on small business, to include affordable housing. Its purpose is to provide gap financing for constructing affordable housing, rental rehab, and to coordinate, advocate, and provide resources and education related to affordable housing. CDR launched its affordable housing efforts in 2022. The City of Lincoln provides funding to CDR to support operations and contribute to its capital stack for affordable housing projects.

Regulatory Relief:

- Density bonus: as stated in (f) above, Chapter 3.40 of the Lincoln Design Standards allows density bonuses for low-income housing. For each four low-income units provided, one additional unit may be permitted.
- Exemption/reduction in impact fees (Owner-Occupied): the impact fee ordinance provides a 100% exemption from impact fees for eligible low-income individuals. Exemptions occur if:

- The housing unit has an initial purchase price that does not exceed the FHA mortgage limit for the Lincoln Area as determined by the United States Department of Housing and Urban Development (HUD);
- The housing unit is the principal residence of an owner whose household has an adjusted gross income which is 80% or less of the area median income adjusted for household size; and
- Neither the owner nor any member of the owner's household whose combined adjusted gross income is 80% or less of the area median income adjusted for household size has purchased housing which qualified for a Low-Income Owner-Occupied Housing exemption within the immediately preceding five years.

An Owner-Occupied unit which is sold to a household whose adjusted gross income is 60% or less of the area median income adjusted for a household size shall be entitled to a 100% exemption from all Impact Fees.

An Owner-Occupied unit which is sold to a household whose adjusted gross income is more than 60% but is 80% or less of the area median income adjusted for household size shall be entitled to a 50% exemption from all Impact Fees.

- Exemption/reduction in impact fees located outside of a low- or moderate-income area (Renter-Occupied): the impact fee ordinance provides a 100% exemption from impact fees for eligible low-income individuals. Exemptions occur if:
 - A Tenant-Occupied unit which is restricted to rental to a household whose adjusted gross income is 60% or less of the area median income adjusted for household size shall be entitled to a 100% exemption from all Impact Fees.
 - A Tenant-Occupied unit which is restricted to rental to a household whose adjusted gross income is more than 60% but is 80% or less of the area median income adjusted for household size shall be entitled to a 50% exemption from all Impact Fees.
- Development or construction by any governmental entity for which the governmental entity has the statutory power of eminent domain shall not pay any impact fees since these entities are exempt from local zoning.
- Development or construction by the Housing Authority of the City of Lincoln pursuant to the Nebraska Housing Agency Act.

(I) The percentage of areas within the corporate limits of the city zoned for residential use which have been declared substandard and blighted areas under the Community Development Law:

Tables six and seven below show the percentage of areas within Lincoln city limits zoned for residential use declared blighted and substandard. These figures represent only the parcel area and excludes right of way.

Residentially Zoned Area with Blight and Substandard Designations

Table #6

Zone	Acres	Square Miles	Percent of Area to City	Area % of Residential Zoning Districts	Dwellings / Acre
AGR	3.9	0.01	0.01%	0.1%	
R-1	249.8	0.39	0.42%	8.5%	3 to 5
R-2	996.1	1.56	1.68%	33.8%	3 to 5
R-3	589.4	0.92	0.99%	20.0%	3 to 5
R-4	497.4	0.78	0.84%	16.9%	3 to 5
R-5	117.7	0.18	0.20%	4.0%	6 to 10
R-6	310.9	0.49	0.52%	10.6%	11 to 14
R-7	156.5	0.24	0.26%	5.3%	15
R-8	31.8	0.05	0.05%	1.1%	15+
R-T	1.7	0.00	0.00%	0.1%	6 to 10
	2,955.1	4.62	5%	100%	

Commercial and Office Zoned Area with Blight and Substandard Designations

Table #7

Zone	Acres	Square Miles	Area Percent	Area % of select Busienss, Highway, and Office Zoning Districts	Dwellings / Acre
B-1	75.9	0.1	0.1%	5.7%	
B-2	144.8	0.2	0.2%	10.9%	
B-3	227.2	0.4	0.4%	17.1%	
B-4	395.8	0.6	0.7%	29.7%	
B-5	25.7	0.0	0.0%	1.9%	
H-2	18.6	0.0	0.0%	1.4%	
O-1	23.3	0.0	0.0%	1.8%	
O-2	13.0	0.0	0.0%	1.0%	
O-3	406.4	0.6	0.7%	30.5%	
	1,330.6	2.1	2%	100%	

(j) The percentage of areas within the corporate limits of the city zoned for residential use which have been declared extremely blighted areas under the Community Development Law:

Tables eight and nine below show the percentage of areas within Lincoln city limits zoned for residential use declared extremely blighted and substandard. These figures represent only the parcel area and excludes right of way.

Residentially Zoned Area with Extreme Blight and Substandard Designations

Table #8

Zone	Acres	Square Miles	Percent of Area to City	Area % of Residential Zoning Districts	Dwellings / Acre
R-1	249.8	0.39	0.42%	11.3%	3 to 5
R-2	656.4	1.03	1.11%	29.7%	3 to 5
R-3	441.2	0.69	0.74%	20.0%	3 to 5
R-4	382.6	0.60	0.65%	17.3%	3 to 5
R-5	56.2	0.09	0.09%	2.5%	6 to 10
R-6	232.1	0.36	0.39%	10.5%	11 to 14
R-7	156.5	0.24	0.26%	7.1%	15
R-8	31.8	0.05	0.05%	1.4%	15+
R-T	1.2	0.00	0.00%	0.1%	6 to 10
	2,207.8	3.45	3.7%	100%	

Commercial and Office Zoned Area with Extreme Blight and Substandard Designations

Table #9

Zone	Acres	Square Miles	Percent of Area to City	Area % of B/H/O Zoning Districts	Dwellings / Acre
B-1	32.5	0.1	0.1%	3.4%	
B-2	97.8	0.2	0.2%	10.2%	
B-3	198.6	0.3	0.3%	20.8%	
B-4	395.8	0.6	0.7%	41.5%	
O-1	23.3	0.0	0.0%	2.4%	
O-2	10.3	0.0	0.0%	1.1%	
O-3	196.1	0.3	0.3%	20.5%	
	954.4	1.5	2%	100%	

(k) A demographic analysis of the city with trends and estimates of the housing need classified by housing type and price range:

Urban Development routinely analyzes demographic trends and market assumptions to create a better understanding of housing Lincoln. Much of this review is embedded in local plans such as the [Analysis of Impediments to Fair Housing](#) and HUD required five-year (2023-2027) '[Consolidated Plan](#)'. The [Comprehensive plan](#) and its biannual [Community Indicators Report](#) are another source for information. A companion review to this is the [Residential land inventory review](#) which informs discussion around residential lot supply in Lincoln. The report summarizes residential building permit activity and residential

development approvals in Lincoln and rural areas of the county. Last, the Greater Lincoln Workforce Development Board has prepared a [Local Workforce Plan](#). This plan outlines how workforce services will be delivered and coordinated in the Greater Lincoln area, which includes Lancaster and Saunders Counties.

Snapshots from the 2024 Community Indicators Report not included elsewhere in this Annual Report are summarized below:

- Lincoln's population per the Census Bureau estimates recently passed 300,000, with an estimated population of 300,619 in 2024. Lincoln's population has increased approximately 3.1 percent, or 8,782 people since 2020.
- Lancaster County added 4,063 people between 2023 and 2024. Of that total increase, 25.9% was due to natural increase (more births than deaths) and 74.1% was due to net migration. During that period Lancaster County gained 3,080 residents from international migration and lost 81 residents from domestic migration. Lincoln accounts for approximately 90.3% of Lancaster County's population.

The City completed a robust demographic analysis as part of the *Lincoln Affordable Housing Coordinated Action Plan* (AHCAP) (see item K1, below). As a result of that analysis and building on the housing demand model, the development program in the *Plan* forecasts production targets for owner and renter occupied units based on the following assumptions (verbatim from page 44 of the Plan). The *Lincoln Affordable Housing Coordinated Action Plan* did not adjust for inflation nor consider annual adjustments for Area Median Income (AMI).

- Owner-occupied units will be distributed roughly in proportion to the income distributions of the households for whom owner occupancy is an appropriate strategy.
- Most low-income residents will be accommodated in rental units.
- The city currently has a split of approximately 60% owner-occupied and 40% renter-occupied units. Since 2014, single-family units have been 40% of new construction. The increasing cost of construction and land will likely continue to support construction of higher density owner-occupied configurations and rental units. To meet this demand, the demand model assumes a 50/50 split between rental and ownership units.
- Approximately 2,200 new rental units should rent for less than \$500 a month.
- Approximately 3,800 additional owner-occupied units should be priced under \$200,000. Products being constructed today will not meet this demand. This demand will only be met through older existing units and the construction of products in denser configurations with assistance with land or infrastructure costs.

As the City continues implementation of the Plan, inflation and AMI will be considered and goals adjusted accordingly as needed. Figure 1.22 below is taken from the AHCAP and represents the projected unit need by affordability range.

FIGURE 1.22: Housing Development Program

	2025		2030		2017-2030
Total Owner Occupied					
Affordable Low: <\$125,000	611		650		1,261
Affordable Moderate: \$125-200,000	1,236		1,315		2,551
Moderate Market: \$200-250,000	801	4,148	852	4,414	1,653 8,562
Market: \$250-350,000	961		1,023		1,984
High Market: Over \$350,000	539		574		1,113
Total Renter Occupied					
Low: Less than \$500	1,071		1,140		2,211
Affordable: \$500-1,000	1,362	4,148	1,450	4,414	2,812 8,562
Market: \$1,000-1,500	1,040		1,107		2,147
High Market: \$1,500+	674		717		1,391
Total Need		8,296		8,827	17,123
Source: RDG					

In addition, the City of Lincoln, along with other Federal Housing and Urban Development Entitlement Communities, submit a worst-case needs analysis in their Consolidated Annual Performance and Evaluation Report. These studies provide data and an analysis of critical housing problems (i.e., cost burden, inadequate conditions) facing very low-income (i.e., less than 50% AMI) renting families. In FY 2023, Lincoln's worst-case needs decreased by 6.9% in terms of total numbers (21,470) returning to 2018 raw numbers. The adjusted total (i.e., approximately accounting for those with a voucher, and accounting for our student population) worst-case need would be 5,169. Processed 2021 CHAS data for the City of Lincoln shows a need for 6,370 (down from 6,560 in 2022) units of affordable and available housing to supply this additional demand. We have a surplus of affordable housing at the 50% AMI level with approximately 132 affordable units available per 100 renters; however, 63 are not available, thus creating a deficit.

Not included in this study is an analysis of inflation trends to worst case needs.

(k1) Efforts to adopt an affordable housing action plan as required under section 5 of this act:

As an entitlement city for CDBG, HOME, and ESG funds, the Urban Development Department conducts planning efforts and identifies community development needs. Throughout the course of the federally required Consolidated Plan, the number one need identified through the public engagement process was quality affordable rental housing. In addition, data analysis also indicated an overarching need for affordable housing. Concurrently, local non-profits the Lincoln Chamber of Commerce, and community groups began expressing increasing concern over affordable housing in Lincoln.

Recognizing that the City alone cannot solve the affordable housing issue, the City's convened stakeholders and residents to coordinate efforts. An RFP was issued and RDG Planning and Design was retained in 2019 to assist in developing the *Lincoln Affordable Housing Coordinated Action Plan*. The planning process was complete in early 2020; however the Pandemic delayed the public review process. In addition, the State Legislature adopted LB866 later that year necessitating a review of the Plan to

ensure all required elements were included. Minor changes were made to add missing elements. Once the final review was complete to ensure compliance with LB866 the plan was taken through the City approval process. The Lincoln-Lancaster County Planning Commission recommended the City Council approve the *Lincoln Affordable Housing Coordinated Action Plan* as a subarea plan to the Lincoln-Lancaster County Comprehensive Plan. The Lincoln City Council agreed and adopted the Plan on December 21, 2020. The Plan was submitted to the Legislature's Urban Affairs Committee and implementation continues.

In December 2021, the City Council adopted an updated Comprehensive Plan, called *PlanForward 2050*. The Plan maintains the *Lincoln Affordable Housing Coordinated Action Plan* as an adopted document, and data and recommendations from the *Affordable Housing Coordinated Action Plan* are integrated throughout *PlanForward 2050*. The Comprehensive Plan includes goals, policies, and action steps related to affordable housing and complete neighborhoods.

In April 2025, Prosper Lincoln reflected on the data, progress and partnerships that have shaped where we are today. A renewed vision was shared for the next five years to build a more vibrant and prosperous Lincoln. Using insights from community conversations and key metrics from Lincoln Vital Signs, the following three areas were determined to be the focus of Prosper Lincoln 3.0:

- Connections: All people thrive through community engagement and social connections.
- Housing: All residents live in quality housing they can afford.
- Early Childhood: Children are flourishing socially, emotionally, physically and educationally.

Work groups to lead these efforts are currently being organized by the Lincoln Community Foundation.