



2025 Development Action Plan

City of Lexington, Nebraska

Introduction:

The City of Lexington places high importance on setting and achieving goals for community and economic development issues. Such planning is intended to be done in collaboration with area local governments, development groups, and residents. An annual Development Action Plan and ongoing planning process is employed to increase community participation, strengthen communication between entities, educate local stakeholders, and enhance area partnerships.

When building an action plan, it is essential that it conform to the adopted general development plan of the community. This action plan is designed to follow the guidelines of the Lexington Comprehensive Development Plan, which identifies development goals and action strategies that were developed via input received at public meetings involving the Planning Commission, Plan Steering Committee, development groups, local government subdivisions, City Council, City Staff, and residents. The Comprehensive Development Plan is intended to be reviewed and amended in five-year increments.

This action plan incorporates various action strategies identified in ongoing planning efforts (e.g., comprehensive planning, housing studies, business targeting sessions, infrastructure needs assessments, etc.) in a workable one-year “to do list.” This plan identifies general action strategies to be accomplished in 2025 based upon the recommendations of the City Council and local partners. Amendments of these strategies over the course of the year are reasonably anticipated due to unforeseeable circumstances; however, employing an organized effort toward specific goals is intended to lead to orderly community development activities.

Acronyms commonly used in this plan are:

CCC	Central Community College
CDA	Community Development Agency of Lexington, Nebraska
DAD	Dawson Area Development
GLC	Greater Lexington Corporation
LCF	Lexington Community Foundation
LHA	Lexington Housing Authority
LRHC	Lexington Regional Health Center
NDED	Nebraska Department of Economic Development
NDEE	Nebraska Department of Environment & Energy
NPPD	Nebraska Public Power District
RDA	Redevelopment Area



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1. Support the creation of marketable and affordable housing in the community, including owner-occupied, rental, and transitional units.

Housing market studies indicate that Lexington needs new and rehabilitated housing opportunities across all population and income classifications, and that the existing housing market will not reasonably support the expansion or relocation of workers and families to the area. The community has an estimated housing vacancy rate of less than 2%, compared to a healthy rate of approximately 7%.

The Comprehensive Development Plan provides population projections of Lexington to be 11,715 by 2030, based upon historic and desired growth rates. The existing housing demand and forecasted growth calls for the provision of approximately 400 new housing units by 2030 (50% owner-occupied and 50% rental units) to accommodate the anticipated growth. This represents an average construction pace of around 60 housing units annually. The City is committed to that goal.

Steps will be taken in 2025 to continue to move housing development in a positive direction.

- South/Southwest Housing Development—RDA #5 was established in south Lexington with a plan for subdivision/infrastructure development for new housing, as well as infill housing opportunity through demolition/removal or rehabilitation activities in existing neighborhoods.

In 2017, two housing projects in the Southwest First Addition were initiated which intend to provide up to 320 new housing units phased over several years. To date, 170 housing units have developed within the project area, being a combination of single-family, duplex, and multi-family units; including LIHTC units.

In 2022 and early 2025, redevelopment projects were approved in the South Lexington First Addition (in RDA #1). The first phase of the redevelopment project resulted in the construction of 90 multi-family housing units. Subsequent phases intended to develop an additional 200 units made up of both multi-family and single-family units are underway.

In 2025, the City will continue to support ongoing phasing of the housing projects in Redevelopment Areas #1 and #5.

Action	Responsible Party	Timeframe	Cost
Develop housing projects within RDA #5 and RDA #1	City, CDA, Private Developers and Builders	Jan-Dec	Variable
Remove substandard/dilapidated units in RDA #5	City, CDA	Jan-Dec	\$50,000
Promote infill housing development in RDA #5	City, CDA, Private Developers and Builders	Ongoing	Variable



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- Northwest Housing Development—the City and CDA control 70 acres of residential property in the northwest area of the community; being portions of the Northwest Second, Third, Fourth, Fifth, Sixth, Seventh, Eighth, and Ninth Additions, as well as vacant lots in Paulsen’s First Addition and Parkview Addition.

Approximately 68 build-ready single-family residential lots are available, as well as 13 acres of land intended for medium-density (townhome/condominium) residential projects. The City will continue to market the available housing lots over the course of the planning period.

Green space, pedestrian trails, and infrastructure extensions to augment the northwest area will be planned and constructed in 2025.

Action	Responsible Party	Timeframe	Cost
Support private and speculative housing construction activities	Private Developers and Builders, City, CDA	Jan-Dec	Variable
Park/green space, trail, and infrastructure development planning and construction	City	Jan-Dec	\$400,000

- Northeast Housing Development—the City controls approximately 15 acres of property suitable for residential housing development in the northeast area of the community; being portions of the O’Donnell Addition, O’Donnell Second Addition, O’Donnell Third Addition, and other unsubdivided lands.

The City replatted a portion of the area into the O’Donnell Fourth Addition, which contains 14 build-ready residential lots. In 2025 the city will market these lots and prepare a conceptual development plan for the remaining property in the area.

Action	Responsible Party	Timeframe	Cost
Market single-family lots	City, CDA	Apr-Dec	Variable
Develop conceptual development models	City, CDA	Apr-Dec	Variable
Support private and speculative housing construction activities	Developers and Builders, City, CDA, Local Partners	Jan-Dec	Variable

- East Housing Development—in 2020, the City worked with St. Ann’s Catholic Church to develop approximately 48 acres of St. Ann’s property along the east side of Taft Street from 3rd Street to 7th Street for workforce housing purposes; platted as St. Ann’s Second Addition.

In 2021, the City installed infrastructure to support development of the area. A 50-unit LIHTC housing project and 3 single-family units have been built to date. Thirty-eight (38) single/two-family housing lots remain available, as well as a 6-acre parcel for multi-family residential projects.



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The first phase of this development has the potential to accommodate up to 170 housing units based upon average density considerations. This will provide opportunities to private developers and the Lexington Housing Authority. In 2025, the City will continue to promote housing development for the area.

Action	Responsible Party	Timeframe	Cost
Market housing lots	City, CDA	Jan-Dec	Variable
Support private and speculative housing construction activities	Private Developers and Builders, City, CDA, LHA, Local Partners	Jan-Dec	Variable

- Improvement Planning**—as the private market has historically been slow to adequately address housing demand in Lexington, recent development projects have required public assistance in terms of infrastructure and utility extensions to be viable, a trend that is anticipated to continue into the foreseeable future. To proactively stimulate future housing projects, it is advisable for Lexington to improve suitable vacant land to a build-ready state to accommodate low, medium, and high-density housing projects.

In 2025, the City will maintain and update an existing inventory of feasible development properties, estimated infrastructure costs per property, and a cost/benefit analysis per property to adequately evaluate investment and growth opportunities. The City will plan land acquisition and infrastructure improvements that are warranted, as resources allow.

Action	Responsible Party	Timeframe	Cost
Study, plan, and implement land and infrastructure improvements to support housing development.	City	Jan-Dec	Variable

- Flex Housing**—a concept that involves planned developments of medium-density housing that is cost effective for individuals to access and improve over time. The concept provides for single-family units with a minimum finished living space, an unfinished or planned living space for future expansion, paved off-street parking facilities (driveway), minimum landscaping requirements, and a detached garage facility that can be built during initial construction or added over time.

Site and construction plans for the housing units would be pre-approved by the local Building Department, and any construction activities would be held to minimum specification and design standards. The units could be built directly by individuals or on a speculative basis.

In 2025, the City will take steps to develop functional plans and evaluate the market viability of a pilot flex housing project.

Action	Responsible Party	Timeframe	Cost
Flex housing project planning	City, CDA, Local Partners	Ongoing	Variable



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- **“Age in Place” Community**—a concept that involves the development of medium to high-density residential housing units within a senior (55+ years of age) community setting, where general maintenance and area amenities are financially supported by the owner and tenant population.

In 2014, LRHC, the City, and a private developer partnered on a first phase development which involved the extension of Liberty Drive from 13th Street to Buffalo Bend and the construction of 10 duplexes (20 housing units) on the east side of the new roadway to accommodate low to moderate income level seniors. This phase was operational and fully occupied in early 2016.

In 2023, the City purchased approximately 20 acres of property west of Liberty Drive and work with LRHC to create the Wycoff Addition. Construction of the Vintage Rows project was completed in late-2024. These units are operational and being occupied.

In 2025, the City will continue to work with area partners and a private developers to support increased housing opportunities in the Wycoff Addition. The development of 10-20 senior (55+) owner occupied townhome units is underway, with City support in infrastructure extension and development assistance.

Action	Responsible Party	Timeframe	Cost
Continue project planning, evaluation, marketing and development.	City, Local Partners, Developers	Ongoing	Variable
Plan and construct infrastructure to support housing development projects.	City	Jan-Dec	\$400,000

2. Promote redevelopment activities in all areas of the community, including infrastructure improvements, land acquisition, and removal of dilapidated structures.

- **Commercial Development and Aesthetic Improvements—HWY 283 Corridor—RDA #1** includes the entryway and highway corridor that carries the largest volume of traffic which enters and exits Lexington daily. This point of entry and route of travel is envisioned as an opportunity to give individuals a positive first impression as they enter Lexington and a pleasant reminder of the community as they depart. This area also provides opportunity for industrial, commercial, and residential development.

The 2025 Action Plan is not intended to provide a definitive plan regarding future beautification, infrastructure, or development activities; however, it will provide steps to assist in the removal of obstacles that have prevented such activities in the past.



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Action	Responsible Party	Timeframe	Cost
Evaluate and negotiate for the acquisition of property along the Hwy 283 corridor	CDA, City Manager	Jan-Dec	\$20,000
Market CDA property for development	CDA, City, DAD	Ongoing	\$25,000
Plan and implement area improvements	CDA, City	Ongoing	>\$200,000
Plan and implement infrastructure projects	CDA, City	Jan-Dec	Variable

- **Downtown Revitalization**—in 2010, a study that analyzed the condition of the downtown was completed, which contained general and specific recommendations for improvements, and an implementation schedule. The City Council accepted the findings of the study and has taken several steps to implement improvements.

Although the revitalization study is aged, it provides a solid foundation for improvement planning. The City will continue efforts to develop projects involving infrastructure improvements, property redevelopment, building renovation, dilapidated building removal, and aesthetic enhancements. This program will be long-term and will require public and private investment to be successful. As the downtown area is included in RDA #3, the City will employ available redevelopment assistance to support viable projects.

Action	Responsible Party	Timeframe	Cost
Plan and implement 2025-beyond improvements	City, CDA, Local Partners,	Jan-Dec	Undetermined
Seek improvement funding	City, CDA	Jan-Dec	Variable
Assist redevelopment projects	City, CDA	Jan-Dec	Variable

3. Improve the public transportation network in the community.

- **1 & 6-Year Street Improvement Plan**—the City’s 2025 capital improvement plan for road and street improvements summarizes the projects the City has prioritized for design and/or construction in 2025 and a list of prioritized projects for future years. The plan summary may be viewed at:

- <https://info.cityoflex.com/pubrecdocs/1&6yearplan2025.pdf>

The 2024 plan summary may be viewed at:

- <https://info.cityoflex.com/pubrecdocs/1&6yearplan2024.pdf>

- **Rural Viaduct—East Lexington**—a viaduct location study in the vicinity of Road 435 and the at-grade crossing of UPRR was completed in 2008; a collaborative effort between the City and Dawson County. Following acceptance of the study recommendations by both City and County, the Dawson County Railroad Transportation Safety District (RTSD) was formed to assist funding the improvement project into the future. The project was programed through the Nebraska Department of Transportation (NDOT) to receive state, federal, and railroad funding, with the City of Lexington as the contracting entity.



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The project construction was initiated in the second quarter of 2024, with an anticipated construction completion date in late 2025.

Action	Responsible Party	Timeframe	Cost
Project construction	City, County, NDOT, consultants	Jan-ongoing	\$19,000,000

- Dawson County Transit—the public transportation system in the Lexington area is operated by Reach Your Destination Easily (RYDE) Transit, a regional public transportation provider under the Community Action Partnership of Mid-Nebraska, under contract with Dawson County. RYDE is taking steps to make the program more efficient while expanding services to better meet the needs of area residents.

As public transportation is an important component to the Lexington community, continued and expanded service is a concern. In 2013, the City made a commitment to partner and financially support the transit program. Such support is anticipated to continue in 2025 and efforts to improve the public transportation services into the future will be encouraged.

Action	Responsible Party	Timeframe	Cost
Support the provision of public transportation services	City, Dawson County, RYDE	Jan-Dec	\$35,000

4. Continue and improve inter-local cooperative programs in the community and county.

- Cooperation—it is important for groups within Dawson County to cooperate on planning, financing, and implementing projects and programs, not only for efficiency, but effectiveness and responsiveness. The following is a general list of local entities that have a collaborative relationship with the City:
 - Dawson Area Development (DAD)
 - Lexington Housing Authority (LHA)
 - Greater Lexington Corporation (GLC)
 - Dawson County
 - Lexington Public Schools
 - Lexington Regional Health Center (LRHC)
 - Lexington Rural Fire District
 - Lexington Community Foundation (LCF)
 - Lexington Area Chamber of Commerce
 - Lexcares Inc.



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Action	Responsible Party	Timeframe	Cost
Participate in DAD direction, operation and planning	City representatives	Ongoing	\$30,000 annually
Support Local Partner activities	City, CDA	Ongoing	Variable
Organize joint meetings	City, Local Partners	Ongoing	Variable
Develop joint projects/programs	City, Local Partners	Ongoing	Variable

5. Improve community education on programs and projects.

- Website/Newsletter/Social Media—the City maintains a general website, as well as publishes an email newsletter called “City Happenings.” The website and newsletter are seen as semi-successful; however, technology advancements and an increase in ways consumers choose to receive information (i.e., text messaging, social media, etc.) allow enhanced opportunity for local governments to communicate with citizens, customers, and visitors.

In 2025, the goal of the City is to use electronic media to improve information sharing, public relations, public participation/input, and interaction with all individuals, businesses, and public entities.

Action	Responsible Party	Timeframe	Cost
Increase electronic media coverage	City	Ongoing	Undetermined

- Work Sessions—the City will continue to hold regular Council work sessions with Staff and local partners to evaluate short and long-range planning efforts, as well as local projects and programs. These sessions help strengthen collaborative efforts in the Lexington area.

Action	Responsible Party	Timeframe	Cost
Continue work sessions	City Council, Staff, Local Partners	Ongoing	N/A

6. Support educational and business support programs in the community.

- Education/Training Center—the ability to provide a capable and educated workforce is a pressing issue across Nebraska, as well as the nation. Learning centers are an accepted and indispensable part of worker training programs and a source for educational systems to reach new groups of non-traditional or disengaged students. Two main factors support the operation of learning centers: the growing need for continual skills upgrading and retraining, and the technological advances that have made it possible to teach more and more subjects away from main campuses.

The Dawson County Opportunity Center is a local effort to provide educational, training, and support services to individuals and businesses in the region in a “one-stop” environment. Local partners with a current presence in the facility include: Central



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Community College, Nebraska Workforce Development, Lexington Welcome Center, City of Lexington, Lexington Chamber of Commerce, Lexington Public Schools, and Nebraska Department of Health and Human Services.

In 2025, the City will continue to support education, workforce training, business retention, entrepreneurial development, and business development programs; as well as encourage the implementation of further collaborative initiatives.

Action	Responsible Party	Timeframe	Cost
Support current programs and encourage new and expanded programs	City, DAD, CCC, Local Partners	Jan-Dec	Undetermined

7. Support economic development efforts in the community.

- Project Opportunities—over the course of the year, there are numerous prospective projects that look at site or building locations in Lexington. These include new or expanding business, as well as existing businesses that need retention assistance. The City is committed to providing technical or funding assistance as projects arise. Projects that are viable and in the best interest of the area will be supported to a level that resources allow.

Action	Responsible Party	Timeframe	Cost
Support area projects	City, DAD, CDA, Local Partners	Ongoing	Undetermined

- Speculative Building(s)—the availability of industrial and commercial building space in the community is needed into the future. The goal of constructing speculative buildings is to encourage business development and/or expansion. As is typical of most business decisions today, site and building searches happen quickly. Generally, building availability becomes a key factor in location or expansion decisions; to remain competitive, a community must have both suitable and available space.

The Community Development Agency (CDA) continues to evaluate the development of speculative commercial properties in the community. In 2025, the City will assist the CDA and other entities in the development of speculative buildings for commercial and industrial development initiatives.

Action	Responsible Party	Timeframe	Cost
Assist spec building projects	City, CDA, Developers	Jan-Dec	Undetermined
Market available buildings	City, CDA	Ongoing	Undetermined

8. Encourage the development of leadership in the Lexington area.

- Leadership Development—the continued growth of leadership in the community is a concern moving into the future. With a diverse cultural make-up, Lexington has an



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exceptional opportunity to foster a broad-based leadership program for future generations. Efforts to identify opportunities should be undertaken over the planning period.

Action	Responsible Party	Timeframe	Cost
Identify opportunities to initiate leadership programs in the area	City, Local Partners	Jan-Dec	Undetermined

9. Upgrade public facilities and programs in the community.

- Park and Trail Development and Rehabilitation**—although improvements have been completed incrementally over the last several years, the landscape, equipment, shelters/restrooms, sidewalks, lighting, water systems, and other facilities in the City’s older parks continue to show the effects of age and deferred maintenance. It is important for the City to upgrade and maintain these facilities for the benefit of the citizens.

Additionally, as the community continues to develop onto new lands, it is also important that the City plan for the development of new parks, recreational fields, green spaces, and pedestrian trails. The park and trail component of the 2013 Comprehensive Development Plan serves as a planning guide.

Improvements to the parks system will require a substantial investment over a long-term period. In 2025, the City will update and prioritize the park and trail capital improvement planning. Moving forward, projects will be implemented as resources allow; funding will be aggressively solicited from a wide range of public and private sources.

The Lexington Racquet Center, a climate-controlled environment for youth, adult, and senior activities on a year-round basis, was completed in mid-2024. The facility accommodates 4 tennis courts and 8 pickleball courts to increase recreational opportunity and participation rates.

A grant was received in 2023 to support the proposed “Close the Gap” trail project proposed in the northwest portion of the community as well as trail sections in Plum Creek Park. The project is under contract for construction in 2025.

Action	Responsible Party	Timeframe	Cost
Update the park and trail CIP and prioritize a 2025 work plan	City	Jan-May	Undetermined
Design and implement viable projects	City, Local Partners	Jul-Dec	\$400,000
Solicit funding and cooperative agreements for priority projects	City, Consultant, Local Partners	Ongoing	Undetermined
Update the park and trail CIP and prioritize a 2026 work plan	City	Oct-Dec	Undetermined



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- Electric System Improvements—as the community continues to develop, the demand for residential, commercial, and industrial electric capacity increases. The City will continue to implement a long-range capital improvement plan as resources allow; with continued system evaluation by NPPD and City Staff.

Action	Responsible Party	Timeframe	Cost
Complete system capacity and reliability improvements	City, NPPD	Jan-Dec	\$1,210,000
System study and evaluation	City, NPPD	ongoing	Variable

- Green Activities—as technologies continue to advance, more and more options become available to incorporate environmentally friendly solutions to the delivery of public services. It is important that communities across the nation strive to conserve resources and minimize pollution. Common practices employed are in the areas of energy efficiency, renewable energy generation, solid waste reduction, recycling, storm-water management, infrastructure, and water conservation, to name a few.

The City has long been active in many of these areas; however, improvements can be made to foster a greater impact and reduce our ecological footprint. In 2025, the City will evaluate opportunities to increase green activities in the community.

Action	Responsible Party	Timeframe	Cost
Study and evaluate opportunities	City	Jan-Dec	Variable

- WWTP—over the last decade, the City has made several improvements to the wastewater treatment plant to meet increasingly stricter effluent discharge regulations, replace aging and/or failing facilities, and provide capacity for residential and business growth.

In mid-2021, a contract was approved to build new headworks and primary clarifiers to meet operational demands, the project was completed in mid-2024. Moving forward, the City will plan and initiate work to rehabilitate the existing anaerobic digesters and upgrade solids dewatering facilities.

Action	Responsible Party	Timeframe	Cost
Plan and implement treatment plant improvements	City, consultants	January-June	\$4,000,000