



Hall County Regional Planning Commission

Wednesday, December 05, 2007

Regular Meeting

Item F1

Generalized Redevelopment Plan for CRA Area #6

Concerning a generalized redevelopment plan for CRA Area #6 in the City of Grand Island, Nebraska, in accordance with Section 18-2115 Reissue Revised Statutes of Nebraska, Nebraska Community Development Act, as amended. (C-5-2008GI)(Hearing, Discussion, Action)

Staff Contact: Chad Nabity

November 15, 2007

From: Chad Nabity, AICP Director

To: Regional Planning Commission

Re: Generalized Redevelopment Plan

Overview

Enclosed you will find a copy of a Generalized Redevelopment Plan for CRA Area #6. The Grand Island City Council declared this area blighted and substandard at their meeting on October 9, 2007. The Community Redevelopment Authority considered this plan at their meeting on November 14, 2007 and forwarded it to the Regional Planning Commission for review and recommendation.

The enclosed plan was prepared by RDG Planning and Design along with the blight study for area 6.

The study breaks the area up into four basic areas with extensive redevelopment plans for the 5 Points, Broadwell and UPRR Tracks and West Second Street areas and overall guidelines for redevelopment along Broadwell and Eddy Streets.

This study does not specifically approve any TIF projects but does outline the types of activities that could be considered for Tax Increment Financing in this redevelopment area. Any applications for TIF on these properties would be subject to specific approval by the CRA and City Council and recommendation of the Planning Commission.

As this is a Redevelopment Plan, the Planning Commission is examining the plan for conformance to the Comprehensive Plan for the City. The majority of the property included within the plan is shown on the future land use map as either mixed use commercial or mixed use manufacturing. The proposed redevelopment would be consistent with the future intended uses.

The process for approval of the redevelopment plan is as follows:

- CRA sends the plan to the Planning Commission for Review and Recommendation
- Planning Commission has 30 days to hold a public hearing and review the plan for consistency with the City's comprehensive plan and make a recommendation back to the CRA
- CRA Approves/adopts the plan by Resolution and forwards the plan to Council for final approval
- City Council holds a Public Hearing and approves the plan by resolution

Recommendation

Staff is recommending that the Hall County Regional Planning Commission recommend approval of this redevelopment plan. Findings relative to conformance with the Grand Island Comprehensive Plan should be included in the recommendation.



Grand Island Neighborhood Redevelopment Plan

Grand Island Redevelopment Area Number 6

**Prepared for:
The City of Grand Island
&
The Community Redevelopment
Authority**

**By:
RDG Planning & Design**

October, 2007



Introduction

This plan focuses on the north central portion of Grand Island and the neighborhoods around the Broadwell, Eddy, and 2nd Street corridors. As stable working class neighborhoods these areas historically provided jobs, housing and shopping to local residents. However, over the years the neighborhoods have changed and face new challenges. Specifically:

- Growth along the Highway 281 corridor, west of the study area, has attracted much of the city's contemporary retail growth. Conestoga Mall, restaurants, and big box retailers along the highway have shifted some shoppers away from the study area. Although Skagway retains a strong market presence, other smaller retailers have struggled.
- The area still experiences a significant amount of visitor traffic, including visitors to the Veterans Administration Hospital and truck traffic along Eddy and Broadwell. However, this potential business traffic is often untapped.
- Frequency on the Union Pacific Railroad has increased dramatically over the years, creating traffic congestion problems at the Broadwell crossing and the intersecting Third and North Front Streets. The Eddy Street underpass provides an alternative to this surface crossing. However, during heavy rainfalls this underpass may be inundated.
- Land use conflicts exist, specifically around the railroad corridor where housing is located adjacent to light industrial uses and the impact of the railroad.

Despite these issues, the north-central portion of Grand Island retains a strong residential base. The recent success of the South Locust Street redevelopment has helped residents visualize new possibilities for the north-central area. With the completion of an area-wide redevelopment plan, these neighborhoods can use economic incentives that will add energy and stability to the area. This concept plan identifies new opportunities for the study area neighborhoods. Possibilities include new development concepts, visual and functional improvements, urban design features, and other strategies that capitalize on the area's strengths.

Existing Conditions

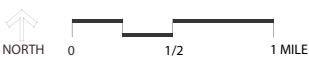
This discussion addresses major features existing in the planning area and includes land use patterns, and transportation context.

Land Use Patterns

The Grand Island Redevelopment Area Number 6 covers just over 412 acres and can be divided into four distinct sub-areas. The full legal description of these areas is located in the Blight Declaration but can be generally described as:

Grand Island, Nebraska

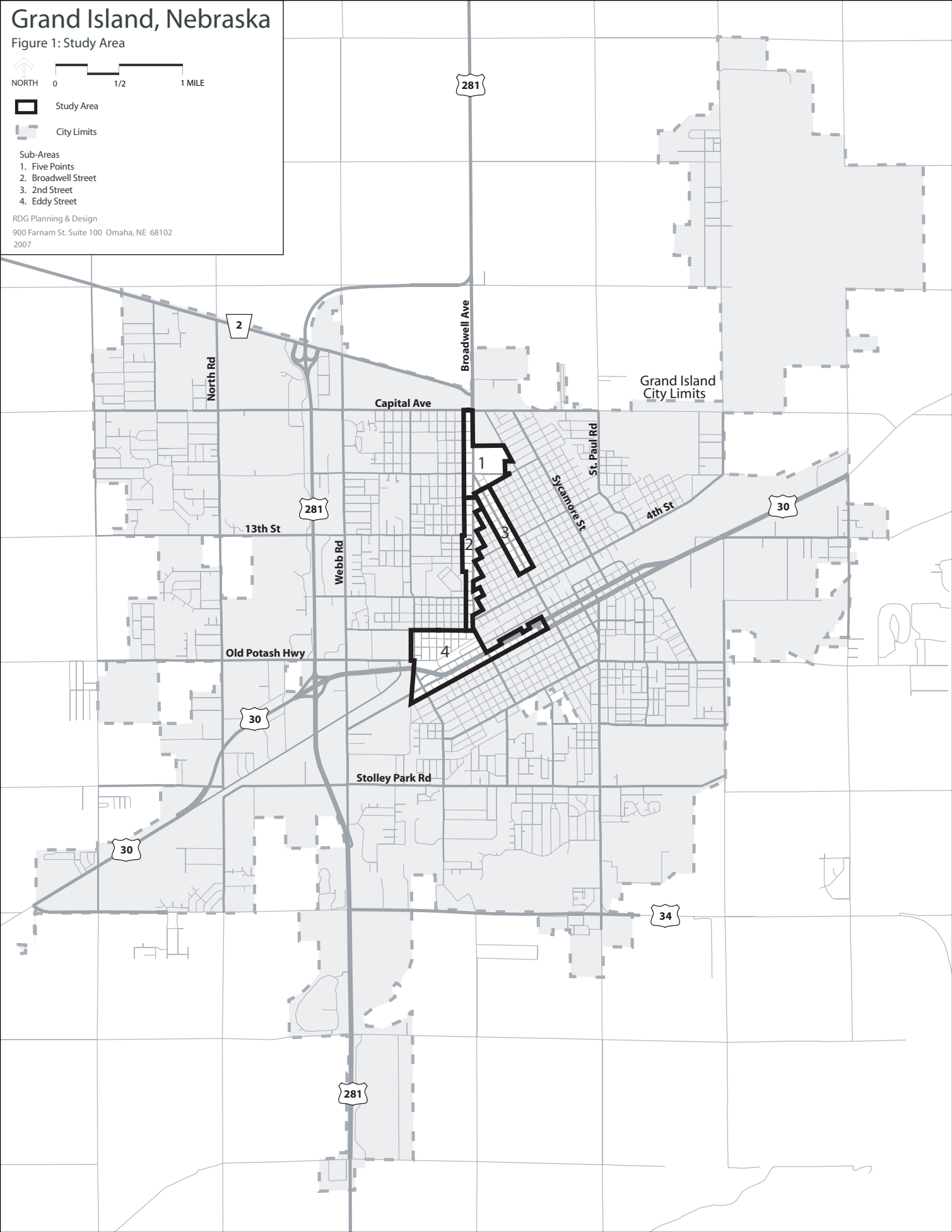
Figure 1: Study Area



- Study Area
- City Limits

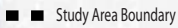
- Sub-Areas
1. Five Points
 2. Broadwell Street
 3. 2nd Street
 4. Eddy Street

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2007



PRIORITY ZONES

GRAND ISLAND, NEBRASKA



Second Street West Area



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June 12, 2007 Project #26099.00

- The Five Points Area, defined by Capital on the north between Huston and Broadwell Avenues and the south side of the Veterans Administration from Broadwell to Wheeler Street; Wheeler to 18th Street, 18th Street to Walnut Street, Walnut to State Street, State to 17th Street, 17th to Huston Ave; and Huston as the western boundary.
- The Broadwell Area, bounded by Huston and White Avenues on the west, 17th Street on the north, North Front Street on the south, and a zigzag pattern on the east following Madison, Jefferson, Adams, Washington, Lincoln, Greenwich and Clark streets.
- Eddy Street Area, bounded 17th on the North, Clark Street on the west, 6th Street on the south, and Cleburn Street on the east.
- Second Street West Area, defined by North Front Street, Broadwell, 2nd Street, Clark Street, 1st Street, and Custer Avenue.

Map 1 illustrates current use of land in the study area. The discussion below describes the land use character of each subarea.

Five Points

The Five Points subarea is centered at the intersection of State, Broadwell and Eddy Streets, creating the five point intersection for which the area is named. Five Points has much of the study area's most substantial commercial development, situated near stable single-family housing. North of State, Broadwell Avenue's west side accommodates a mixture of uses, including both residential and service-oriented commercial. Skagway and other commercial uses dominate the east side of the street south of the VA Hospital. Huston Avenue frontage is primarily single-family, with the exception of a carwash at the corner of Huston and Capital Avenues. Grand Island Christian School is located at the northwest corner of State and Broadwell, and includes a substantial open area.

The Five Points area north of State has significant aesthetic and functional issues. Most of the commercial area is hard-surfaced with poor pedestrian accommodation. Businesses located directly along Broadwell and State suffer from divided parking and poor access. Skagway in particular has a split parking lot, requiring two entrances and check-out areas in the store.

Blocks south of the Five Points intersection combine commercial, residential, and park uses. Commercial development is generally located between 18th and State Streets, between Broadwell and Cleburn. A Casey's convenience store is located on the triangle created by the divergence of Eddy Street and Broadwell Avenue. Casey's has optioned

MAP 1

EXISTING LAND USE

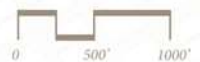
Grand Island Redevelopment Areas

GRAND ISLAND, NEBRASKA

Land Use

- Single Family Residential
- 2 - 3 Family Residential
- Multi-Family Residential
- Restaurant / Entertainment
- Civic
- Auto
- Service
- Office / Financial
- Retail
- Hotel / Lodging
- Parks and Recreation
- Open
- Public Facility
- School
- Warehouse
- General Industrial
- Vacant

Study Area Boundary



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property and the current property owner has removed some houses to the south for the purpose of replacing the existing building. The character of the neighborhood becomes residential south of 18th Street. A fire station, storage, and a multi-family housing structure are located south of 18th Street.

The housing in the Five Points Area is structurally sound with some repair and site improvement issues. Repair issues include deteriorated siding, peeling paint, and damaged windows and roofs. Site maintenance issues include storage of household materials on the property, poorly maintained landscaping, and vehicle storage.

Broadwell Avenue

The Broadwell Avenue corridor is defined by the intersection of the city's two street grids. Broadwell and the area to the west were built on the surveyor's original section line grid pattern in ordinal directions, while plats east of Broadwell paralleled the Union Pacific. These "colliding grids" create complex intersections, small triangular blocks, and interrupted east/west access through the community.

Residential uses dominate the Broadwell blocks between 5th and 17th Streets, with some commercial services scattered throughout. These businesses include a clinic, copier business, liquor store, and a vacant former convenience store. Most of the residential is single family, with some multi-family structures located between 8th Street and Faidley Avenue. The majority of residential units are structurally sound, with occasional site maintenance problems.

From Fifth Street south, Broadwell becomes more commercial in nature. Most area businesses are service-oriented, including such establishments as a convenience store, tire center, uniform supply, and appliance repair. Most buildings are in fair to good condition, with some occasional structural and site deterioration. Sites provide little landscaping, resulting in large hard-surfaced areas and limited accommodation for pedestrians.

The Huston Avenue frontage includes stable single family housing with few site maintenance issues. The White Avenue blocks are also predominately single family, with larger multi-family structures at the corner of 6th and White. South of 5th Street businesses along Broadwell have expanded to the west, replacing housing between 5th and 4th streets.

As a local arterial, Broadwell Avenue will remain a mixed use corridor. The area's biggest challenges will include improving vehicular and pedestrian access along the seam of the two street grids, and expanding the aesthetic and green character of its commercial sites.

Eddy Street

The Eddy Street corridor, bounded by Cleburn Street on the east and Clark on the west, is part of the railroad street grid and connects the downtown to the Five Points Area. The street functions as a local collector with an underpass at the Union Pacific tracks and truck access to the grain elevators along the rail line. As a former U.S. Highway, the corridor has a wider right-of-way, permitting a three-lane section. Higher volumes of traffic have attracted businesses and civic institutions to the corridor. From 17th to 6th streets businesses are scattered along the corridor, intermingled with single family residential units and a number of churches. The corridor's larger churches are located at 15th, 12th, and 10th streets. The older housing of the corridor is in good condition with scattered units needing repairs and site improvements. Businesses along the corridor have remained fairly stable with some site improvement issues.

Second Street West

Second Street West is the largest of the four subareas in this study. Major transportation features of this area include the Union Pacific main line tracks and the large Highway 30 overpass. Commercial and service oriented businesses are the dominate land use south of the railroad tracks and along 2nd Street. Lots along Second Street east of Arthur are primarily commercial in use, bordered by older, stable single family residential facing First Street. Existing commercial uses along the corridor include banking, restaurants, auto services, and visitor services.

The 3rd and Broadwell corner includes large retail establishments with two major grocery stores and the Ace Hardware. The 3rd Street corridor is a mixture of residential, commercial and some light industrial on the far western edge of the study area. Memorial Park is also located between 3rd Street and the railroad tracks. Some of the housing in this area is marginal and conflicts with surrounding commercial and light industrial uses.

North of the railroad the area is divided between residential and light industrial uses along George Street. Light industrial uses are located south of George Street and along the railroad. Some of these uses are housed in older, metal structures with significant amounts of outdoor storage, including inoperable vehicles and miscellaneous equipment. North of George Street, the area becomes more residential in nature. The single family homes are smaller and need more repair than in other parts of the study area. Residential upkeep and value may suffer from a lack of buffering between the light industrial and residential uses, conflicts do occur.

The railroad strongly influences local traffic patterns, with access across the tracks limited to three crossings between the western edge of Custer to Clark Street. The Custer and Broadwell crossings are both at-grade intersections, while Highway 30

crosses on an elevated structure above 3rd Street, the UP, and Custer Street. The 3rd and Broadwell grade crossing is one of the city's most difficult bottlenecks, worsened by the growing rail traffic. A grade separation has been discussed for this area and solutions are discussed later in this section. Any alternative should preserve the surrounding businesses to the greatest degree possible.

Transportation Context

The Grand Island Redevelopment Area Number 6 has some of the city's busiest transportation corridors. These include the Union Pacific Railroad, 2nd Street/Highway 30, Broadwell Avenue, and Eddy Street. Second and Broadwell is one of the city's busiest intersections, with functional problems complicated by the adjacent UP grade crossing. Specific transportation issues to note in the area include:

- *Broadwell Crossing of the Union Pacific*, causing backups on Broadwell and along intersecting collector and even arterial streets. The resulting tie-ups sometimes induce motorists to detour through residential neighborhoods in an effort to get to the Eddy Street underpass.
- *The Two Grid System*. As mentioned above, Grand Island's intersecting grids come together along Broadwell Avenue. This seam creates confusion and difficult turning patterns, as well as occasionally interesting urban spaces. These triangles provide opportunities to create community green spaces that can add to the attractiveness of this mixed use corridor.
- *The Five Points Intersection*. The intersection of Broadwell, State and Eddy is often viewed as a confusing intersection. Grand Island Senior High School is located to the west of the study area and brings a significant amount of traffic during peak school hours. This often makes turning movements difficult.
- *Pedestrian and Bicycle Access*. Access for pedestrians and bicyclists in the area is limited in some areas. Bicycle use of Broadwell Avenue and Eddy Street is prohibited, and cyclists and pedestrians are challenged by the Broadwell Avenue intersections. This is especially true at Five Points, with significant pedestrian demand. Pedestrian amenities also limit the access to Grace Abbott Park and commercial destinations in the area. On the other hand, State Street is a designated on-street bicycle route, and Grand Island's grid makes bicycle transportation on parallel, local streets quite inviting.

Community Input and Visioning

To provide a better understanding of the opportunities and issues within the redevelopment area, the planning process engaged the community in several events.

The first was a community presentation to explain the planning and redevelopment process and address concerns. The process also included one-on-one interviews and small group discussions with selected residents and businesses, and all residents were invited to share their thoughts and ideas for the area during four separate design workshops. This section provides an overview of the major themes that were highlighted at these sessions.

Broadwell and Eddy Street Corridors.

- These corridors should maintain their mixed use nature south of State Street. A mix of locally owned businesses with a strong residential base is what many see for the future of these corridors.
- Heavy truck traffic could be slowed with landscaping and traffic calming devices.
- There is some localized flooding in the Eddy Street area during heavy rainfalls. During these instances the Eddy Street underpass pumps the water out of the underpass and into the storm sewer system to the north. During large rain events the storm sewer system cannot handle the additional water and localized flooding has occurred.
- The area north of State is more commercially oriented than to the south and this will likely continue to be the pattern.

Five Points Area

- The Five Points area should remain and grow as a strong commercial anchor.
- Significant untapped commercial opportunity with the VA and high school in close proximity.
- Need for additional restaurants in the area. These should be oriented toward visitors, especially family members and patients visiting the VA.
- The area is a gateway to the community and is beginning to look tired. Businesses are showing age and there is little street appeal.
- Traffic issues need to be addressed to support commercial growth in the area. However, redesigning the intersection is not necessarily the solution. Providing other solutions, including offering other routes for through traffic, an additional stop light at Broadwell and College, and light timing at the Five Points intersection were all seen as better solutions.
- The senior citizen market appears to be an untapped market for this area of the city.

Broadwell South of North Front Street.

- Redevelopment has to come with a new separated intersection.
- Businesses are difficult to access because of traffic volumes and congestion near the railroad. If possible, a grade separated intersection should preserve strong businesses like Sutter's Deli and Ace Hardware while also creating development opportunities.

2nd Street Area

- Addressing the Broadwell railroad crossing is important to this area.
- The large volume of traffic that moves through the 2nd Street corridor will continue to generate commercial demands.

Neighborhood Opportunities

Five Points Concept Plan

Five Points, the major neighborhood commercial node of Grand Island's north side, offers major opportunities for new development. For many years, this commercial intersection, along with Broadwell Avenue north to Capitol, has been anchored by Skagway, an unusual, locally-owned "big-box" retailer that combines a wide selection of groceries and general merchandise with the character and intimacy of a neighborhood business. Skagway's existing building is obsolete and no longer meets the requirements of contemporary retailing. Its floor plate is large and inefficient; parking is split into two lots, requiring two sets of check-outs at separate entrances; the store has poor visibility and access from surrounding streets; and the exterior of the structure is outdated. As a result, Skagway ownership hopes to replace the store with a new facility, a development that would reinvigorate the entire retail areas and stabilize the surrounding residential area. While a new Skagway development is the centerpiece of the revitalization of Five Points, it is just one element of a comprehensive strategy for this potential redevelopment area. This more comprehensive concept addresses real estate development site along with transportation and the public environment.

Development Sites

The development opportunities envisioned by this concept plan include:

- A new Skagway with supporting retail development on a site between State Street and an extended College Street east of Broadwell. In this concept, the existing store would remain in place until completion of the new building. The structure would be oriented to the south, and a new front drive would align with Waugh Street. Parking with aisles in a north-south orientation would replace both existing parking and the existing banquet hall. New, street-oriented commercial buildings would define State Street and continue north along an extended Cleburn Street and a new parking area and drive between the proposed new Skagway site and Blessed Sacrament Church. These buildings could have a double row of storefronts. This plan incorporates Skagway's newer storage and refrigeration addition into the new structure. A gasoline and convenience outlet for Skagway would be located directly west of the proposed new store, with access from Broadwell. Full implementation of this plan requires assembly of most of the site south of College Street extended between Broadwell Avenue and the church property line.
- A realigned and extended College Street. College would be realigned to the north at the Broadwell intersection and extended east to Wheeler Avenue. This provides a badly needed east-west neighborhood connection that removes some pressure from

Grand Island Redevelopment Areas

GRAND ISLAND, NEBRASKA

Proposed

Existing



Grand Island Redevelopment Areas

GRAND ISLAND, NEBRASKA

Proposed

Existing



the complex Five Points intersection, and provides better service to potential development sites. The existing bank south of Broadwell and College would remain, but its parking and site plan would be modified as part of transportation improvements in the project area.

- A new development of single-family attached homes or townhomes, located on the Blessed Sacrament Church property along the new College Street extension. Medians with narrow lanes would be used as a traffic-calming technique. In single-family attached configuration, this site comfortably accommodates 24 housing units.
- Rehabilitation of the Holiday Garden apartments north of the church property, with new housing developed on the vacant site within the development. The internal drive should be extended to the College Street extension, providing better access for residents and pedestrians. As part of a rehabilitation program, Holiday Gardens may be repositioned as a rent-to-own development, permitting residents to build equity through a set-aside of their monthly rent. Tax credits may be an ingredient of financing such a comprehensive rehabilitation and ownership conversion program.
- Redevelopment of the school site at the northwest corner of State and Broadwell, if the school chose to relocate. A redevelopment program for the site could include both retail and other commercial uses oriented to Broadwell, with medium-density residential development to the west. Higher density residential uses will require below grade parking, incorporated into the building design.
- A new Casey's convenience store on the point of the Eddy and Broadwell intersection, replacing the existing building. The proposed siting would link 18th Street West between Eddy and Broadwell, improving neighborhood access to Grace Abbott Park and providing another local circulation alternative to the Five Points intersection.
- Additional private development projects along the west side of Broadwell Avenue north to Capital Avenue. These future projects would be catalyzed by the major Skagway project and other area improvements. Commercial development should:
 - Have a strong presence and orientation along Broadwell Avenue.
 - Avoid negative effects on adjacent residential blocks.
 - Following design guidelines that include high quality materials and windows along the street.
 - Orient buildings to corners, with parking at midblock when possible.

Transportation and the Public Environment

While Five Points serves as a neighborhood retail area for the north side of Grand Island, many aspects of its public environment prevent it from fulfilling its potential to increase the value and quality of surrounding neighborhoods. The area suffers from poor street connections, requiring unnecessary use of the complex Eddy/Broadwell/State intersection. Properties are isolated from one another, and suffer from poor pedestrian connectivity. For example, visitors to the Veterans Administration Hospital, a key business attractor in the district, have great difficulty walking to retailers at Five Points. Local circulation to parking is also improvised and very inefficient. Finally, the appearance of the public environment is poor – the Five Points intersection lacks design distinction or clarity and the overall streetscape is unattractive. The high level of awareness that citizens have of the district is not used effectively from a marketing perspective. The following elements of the Five Points concept plan are designed to address these issues.

- College Street should be extended from Broadwell to Wheeler, as mentioned above. This provides an important east-west neighborhood link and allows access to the high school without going through the Five Points intersection.
- 18th Street would be before Broadwell and Eddy, providing both motorist and pedestrians with a way to reach Grace Abbott Park, again without going through Five Points.
- The geometrics of the Five Points intersection would remain basically unchanged, but other local circulation improvements would reduce some of its congestion.
- Design and streetscape improvements, at Five Points would improve both safety and the sense of quality of the intersection. Specific features include:
 - Crosswalks defined by a contrasting paving surface, to both define clear pedestrian pathways and help manage traffic through the intersection.
 - Pedestrian oriented common areas at some of the points of the intersection. The triangles formed by the Eddy/Broadwell convergence should be a major iconic feature, perhaps a fountain. New development at both the northeast and (if redeveloped) northwest quadrants of State and Broadwell should have a corner orientation, relating to these introduction places.
 - The north side of State Street should provide diagonal parking and landscaped nodes, adjacent to the redeveloped Skagway site. State Street, as a designated on-street bike route, should include bicycle lanes. Diagonal parking adjacent to a bike lane should be done in a “back-in” configuration to maximize safety and visibility.

- The Broadwell streetscape should be improved between 18th Street and Capital Avenue. Features should include sidewalks with adequate setbacks to permit street landscaping; street trees and ground cover; a lighting system that includes both pedestrian and roadway scale lights, comparable to South Locust; special graphics noting the Five Points district and significant entrance situated at Capital. Similar features should be developed along the new College Street and State Street to Walnut Street.
- New pedestrian pathways, including:
 - A pathway from the Veterans Administration through Holiday Garden apartments, the western edge of the Blessed Sacrament Church residential development site and along the “parkway street” between the Skagway redevelopment project and the church, eventually leading to Grace Abbott Park. This part would be limited to the walk in front of the new Skagway store. It would connect the Veterans Administration, new housing, retail development, and an improved neighborhood open space.
 - A sidewalk along extended College Street.
 - A link for College Street extended into Holiday Garden apartments.

Actions that Address Blighted Conditions

This major development program addresses blighted conditions by:

- Rehabilitating, redeveloping, and/or demolishing buildings that are exhibiting signs of deterioration or replacing buildings that are obsolete for their current use.
- Correcting deficiencies in the transportation system by creating new pedestrian, bicycle, and vehicular linkages.
- Enabling major commercial and mixed use development that will stabilize values in the surrounding neighborhoods and continue and expand convenience retail services.
- Assemble land that is inadequately platted and under multiple ownerships, for the benefit of the entire district.
- Rehabilitate housing that is currently under stress and providing opportunities for new population growth.

Conceptual Project Costs

The following table presents a general statement of potential project costs. Costs are allocated by private and public components. Private costs include site preparation, landscaping and improvements on private property, and structures. Public costs include public realm investments such as streets, sidewalks, landscaping; site assembly;

and public spaces. More specific project budgets should be included with subsequent redevelopment plans or redevelopment plan amendments for the site. It should be noted that tax increment financing (TIF) can be used to help finance all public costs and some categories of private cost.

The calculation below suggests a potential for nearly \$25 million in development, with a private investment in the range of \$23.5 million. The use of TIF or other redevelopment tools to assist one or more of the projects included in the concept will require a subsequent redevelopment plan or plan amendment.

Five Points Concept

Potential Project Cost

Project Item	Private Cost	Public Cost	Total Cost
Major single-tenant retail	\$6,500,000	\$300,000 (land acquisition)	\$6,800,000
New pads or multi-tenant retail, east of Broadwell	2,500,000	300,000 (land acquisition)	2,800,000
New commercial/mixed use buildings west of Broadwell, College to Capital	4,800,000		4,800,000
Mixed use development at school site	3,300,000		3,300,000
New convenience store	1,000,000		1,000,000
Blessed Sacrament housing	3,450,000		3,450,000
Holiday Garden attached homes	1,500,000		1,500,000
College Street extension		400,000	400,000
18 th Street extension		80,000	80,000
Five Points plazas		250,000	250,000
State Street redesign		75,000	75,000
Total Cost	23,050,000	1,405,000	24,155,000

2nd and Broadwell Concept Plan

The Broadwell corridor from 2nd to 4th street (with surrounding areas) is both an important commercial and light industrial node and a major transportation bottleneck. Here the surface crossing at Broadwell over the UP main line often backs traffic up, and is compounded by the closeness of the 2nd and Broadwell intersection, one of the city's busiest. A grade separation has been extensively discussed, but the type of facility and its impact on adjacent businesses have produced controversy. This concept integrates transportation options and development possibilities for this strategic area.

As discussed in the blight declaration section of this study, the 2nd and Broadwell vicinity displays many of the physical characteristics of blight, including underutilized land and poor site conditions. However, area redevelopment and enhancement begins with resolving transportation issues. This plan proposes specific actions that address issues of congestion, the railway crossing, and poor local circulation that also leave significant redevelopment possibilities. These actions include:

- A new underpass carrying Broadwell under the Union Pacific. An underpass takes less space and has more manageable economic and visual impact than an overpass. On the other hand, an underpass must contend with groundwater and evacuation of stormwater, and may be moderately more expensive to build.
- A recommended underpass alignment that curves slightly to the west of the current Broadwell alignment. This avoids possible demolition of businesses on the east side of Broadwell north of the UP, including the signature Sutter's Deli in the historic dairy building.
- An underpass design that maintains an intersection at 3rd and Broadwell. Third Street is Downtown Grand Island's main street and is an attractive mixed use connection between downtown and Broadwell. In order to maintain full intersection access, 3rd Street will begin to drop slightly as it approaches the Broadwell intersection. This allows ramping on the Broadwell underpass to begin further south, producing a longer approach and more favorable grades.
- New streets and realignments that greatly improve access. Old Lincoln Highway North would be linked to a new roadway, following the alley between Broadwell and White and curving to Broadwell near the existing North Front Street intersection. North Front would be slightly realigned to the north to line up with the new street. The result is a continuous circulation north of the tracks that provides adequate length for the underpass approach.

Grand Island Redevelopment Areas

GRAND ISLAND, NEBRASKA

Proposed

Existing



- 1 Broadwell Street Underpass
- 2 Commercial Redevelopment at 3rd & Broadwell
- 3 Realigned intersection of 3rd & Broadwell
- 4 Landscape buffering of Union Pacific Railroad lines
- 5 Existing business with access off North Front Street
- 6 Old Lincoln Highway connection to north front street
- 7 Improved intersection of North Front & Broadwell With new mixed use development
- 8 New Four-way intersection at 4th & Broadwell

- With possible redevelopment, a 4th Street west realignment that forms a right angled intersection with Broadwell. If the current used car lot were acquired, 4th west of Broadwell could be angled north to create a 90 degree intersection with a realigned street to the east.
- Diagonal parking along a realigned North Front Street, supporting Sutter's Deli and potential new retail development across the street.
- Incorporation of quiet zones at the Custer Street and Broadwell Avenue railroad crossings until a grade separation is accomplished.

Redevelopment Opportunities

The transportation framework described above provides a number of new redevelopment sites, creating an opportunity for the lower Broadwell segment to evolve as a reinvigorated commercial and mixed use district. The four principal redevelopment sites create a new "four corners" business district at the new North Front and Broadwell intersection and include:

- Site 1, the southwest quadrant. A new commercial or mixed use building about 18,000 square feet (assuming two levels) could be developed surrounded by a public plaza, with supporting parking to the south, adjacent to the railroad and accessed from the extended Old Lincoln Highway.
- Site 2, the southeast quadrant. Here, existing buildings are retained and enhanced. As Broadwell descends to the underpass the former street level sidewalk and building yards would become an outdoor dining deck to Sutter's Deli. Diagonal parking would be provided along the realigned North Front Street, serving businesses on the block. Monroe Street is extended into the site as a cul-de-sac, providing access to internal parking and service.
- Site 3, the northeast quadrant. Potential redevelopment suggests street orientated commercial or mixed use buildings relating to the realigned North Front and Broadwell. Businesses may be set back behind a relatively small landscaped front yard. Parking would be located behind street facing buildings, and accessed off Monroe Street.
- Site 4, the northwest quadrant. A new commercial or mixed use building would be located at the new North Front and Broadwell intersection. Parking would be located to the north with access from Broadwell and North Front streets.

The Public Environment

The evolution of this strategic area as an identifiable business district also includes significant improvements in the quality of the public realm. The concept plan suggests the following features:

- Effective street landscaping along Broadwell Avenue. This can help break up the mass of large parking lots on the 2nd to 3rd Street block, and create a physical environment that supports adjacent development in other parts of the potential redevelopment area.
- A central “preserve” incorporated into the proposed Broadwell underpass between 3rd and North Front Street. Articulating this central area can help to separate traffic streams and improve both the safety and appearance of the underpass roadway. This need not be a raised median, but could be a surface raised slightly above the street channels, articulated by a contrasting paving surface such as pavers, or even a stamped concrete pattern. Landscaping could be provided in a raised median. This treatment can also help to calm traffic as it approaches intersections at either end of the underpass.
- Plazas and public spaces at intersections. The development pattern proposed by the concept creates new buildings that define street corners. This provides safer access to parking lots and improved intersection stacking space. It also creates the potential for new public space at the proposed intersection of North Front and Broadwell. Similar development, as well as a significant green space, can also enhance the realigned intersection at 4th Street.
- Buffering and berms along the Union Pacific mainline, reducing casual access to the tracks and helping to reduce the impact of the railroad.
- Well-defined crosswalks, using clear markings or contrasting pavement materials at the 3rd, North Front, and 4th Street intersections.
- Quality aesthetic design for the underpass structure itself, making this important structure a strong design statement for the city. The superstructure of the project should express themes appropriate to the Union Pacific and western railroading.

Actions that Address Blighted Conditions

This major development program addresses blighted conditions by:

- Rehabilitating, redeveloping, and/or demolishing buildings and sites exhibiting evidence of deterioration.
- Correcting deficiencies in the transportation system by addressing one of Grand Island's most difficult points of traffic hazard and congestion, and creating improved east to west traffic movement.
- Enabling major commercial and mixed use development that will stabilize values in the surrounding neighborhoods and continue and expand convenience retail services.
- Assembling land that is inadequately platted and under multiple ownerships, for the benefit of the entire district.
- Reducing noise impacts from the railroad.

Conceptual Project Costs

The following table presents a general statement of potential project costs. Costs are allocated by private and public components. Private costs include site preparation, landscaping and improvements on private property, and structures. Public costs include public realm investments such as streets, sidewalks, landscaping; site assembly; and public spaces. More specific project budgets should be included with subsequent redevelopment plans or redevelopment plan amendments for the site. It should be noted that tax increment financing (TIF) can be used to help finance all public costs and some categories of private cost.

The calculation below suggests a potential for over \$16 million in development, with a private investment in the range of \$6.5 million. The largest project cost, accounting for about half of the total investment, is the proposed Broadwell underpass. A significant source of financing for this vital project will be Federal transportation funds, and the Union Pacific Railroad is also a probable contributor. If the overpass is excluded from the redevelopment calculation, public cost is in the range of \$1.6 million, with funds being used to assist with land assembly and build the collector street system that supports substantial private development. As above, the use of TIF or other redevelopment tools to assist one or more of the projects envisioned by this concept will require a subsequent redevelopment plan or plan amendment.

2nd and Broadwell Concept

Potential Project Cost

Project Item	Private Cost	Public Cost	Total Cost
Broadwell Avenue Underpass		\$8,000,000	\$8,000,000
Old Lincoln Highway relocation		325,000 (including acquisition of ROW)	325,000
4 th Street realignment		145,000	145,000
Site A redevelopment	\$1,900,000	250,000 (shared public/private land acquisition)	2,150,000
Site B improvement	250,000	210,000 (for public areas and parking)	460,000
Site C redevelopment	1,775,000 (assuming 2 levels)	225,000 (shared public/private land acquisition)	2,000,000
Site D redevelopment	2,650,000 (assuming 2 levels)	350,000 (shared public/private land acquisition)	3,000,000
Broadwell landscaping		100,000	100,000
Total Cost	6,575,000	9,605,000	16,180,000

Second Street West Concept Plan

The Second Street West section of the overall study area presents opportunities for development that are compatible with its highway and railroad dominated environment. Redevelopment in the Second Street West area should focus on commercial, office, and light industrial uses, while establishing a clear boundary between these intensive activities and residential neighborhoods north of George Street and along and south of 1st Street. The plan calls for a gradual upgrade and redevelopment of underused sites in this area, where the personality of 2nd Street changes from an urban arterial to a higher-speed, limited access environment. These upgraded uses can also benefit from the development momentum and improved circulation achieved by recommended improvements around the 2nd and Broadwell intersection.

Development Sites

The development opportunities envisioned by this concept plan include:

- Redevelopment or revitalization of the blocks on the south side of West 2nd Street between Clay and Garfield Streets. Current commercial properties are either vacant or are likely to experience right-of-way acquisitions with an upgrade of 2nd Street to a five-lane section that could limit continued operation. A reuse possibility envisions commercial or office buildings at the Clay and Grant Street corners, with parking to the west of each building. These new buildings would define their respective intersections, reinforcing the urban character of the street, while providing convenient adjacent parking. Parking lots would be accessed both from 2nd Street and from an improved alley to the south. Garfield Street north of 1st Street would become an outlet for the westernmost of these parking lots and the alley, and would not connect directly to 2nd Street. This eliminates a dangerous convergence of US 30, 2nd Street West, and Garfield.

The site concept also should preserve the integrity of West 1st Street as a residential street. New infill single-family houses would be built on the site of the current motel parking lot on 2nd and Clay, reinforcing the character of the adjacent neighborhood. In addition, new West 2nd Street development should include landscaping along the improved alley to soften the residential edge between the highway corridor and the residential neighborhood.

- Revitalization of the existing motel between Arthur and Garfield Streets on the south side of West 2nd. This unusual building group marks a transition between the primarily residential street environment west of the 2nd Street and Highway 30 intersection and the commercial environments of the 2nd Street corridor to the east. While full redevelopment is a possibility, some communities have successfully

Grand Island Redevelopment Areas

GRAND ISLAND, NEBRASKA

Proposed

Existing



- 1 Redevelopment of 2nd Street Block Face with improved alleys
- 2 Residential infill on existing parking lot
- 3 Redevelopment of existing businesses along 3rd Street, with access on facing Grant St.
- 4 Pedestrian connection between Memorial Park & Buechler Park
- 5 Redevelopment of the Garfield Street Closure.



breathed new life into older, architecturally significant motels by capitalizing on heritage themes such as Lincoln Highway lodging. A re-planning of this site could include converting all or part of the existing parking sandwiched between the buildings into a landscaped or recreational feature, and developing a new parking lot on the vacant part of the site east of Arthur Street. Site redevelopment should also include modernization of units and restoration of the motel's distinctive character.

- Redevelopment of the north side of 2nd Street between Grant Street and Highway 30. Current uses include automotive repair, convenience storage, and small-scale industrial uses. The site wraps around Memorial Park, a linear open space that runs between 3rd Street and the Union Pacific Railroad. A reuse concept envisions a small office or business park with buildings defining the Grant Street corners at 2nd and 3rd Streets. Parking opens off 3rd Street, and a pedestrian path would cross under the Highway 30 overpass ramp to connect 3rd Street and the proposed project to Arthur Street.
- Establishment of George Street between Darr Avenue and Custer Street, and Blake Street between Darr and Old Lincoln Highway as the edge between industrial and residential development. Redevelopment financing may be used for acquisition of scattered houses remaining in this area and expansion and upgrade of industrial uses. In order to be eligible for future assistance, project applicants should at a minimum:
 - Establish a landscaped buffer on the south side of George west of Darr, the east side of Darr between Blake and George, and the south side of George between Darr and Old Lincoln Highway.
 - Eliminate any outdoor storage exposed to casual view along street frontages.
 - Follow design guidelines for new building projects or retrofits of existing structures.

The Public Environment

The 2nd Street West concept is based in part on the proposed widening of US Highway 30 to a five-lane section east of the overpass landing. Redevelopment in this area is likely to be privately initiated, with the possibility of city assistance through tax increment financing available for project specific redevelopment plans consistent with the objectives of this concept. Components of the public environment that should be incorporated into project plans include:

- Improved streetscape along the 2nd Street/US 30 corridor.

- Continuous sidewalks and pedestrian paths along 2nd Street and north-south local streets. A major path should be developed along Arthur, crossing under Highway 30, and linking the neighborhood to 3rd Street and Memorial Park as part of redevelopment on the north side of 2nd Street.
- Upgraded alleys to provide access to new development on the south side of 2nd Street.
- Buffers along the industrial edge of George, Darr, and Blake to protect the integrity of primarily residential areas to the north.

Actions that Address Blighted Conditions

This major development program addresses blighted conditions by:

- Redeveloping marginal commercial or industrial sites, including sites whose use may be affected by right-of-way acquisition.
- Over time, enabling acquisition and demolition of houses that are surrounded by industrial uses, and protecting residential areas from commercial or industrial encroachment.
- Assembling small sites into larger development parcels that permit landscaping and adequate parking.

Broadwell Avenue Concept Plan

Broadwell Avenue connects this concept plan's two principal redevelopment nodes – Five Points to the north and Second and Broadwell to the south. In general, the street is a stable mixed use corridor, largely residential in character with commercial and civic uses along its length. The Grand Island Housing Authority's major housing complex, along with its administrative offices, is located one block west of Broadwell, with principal access from 7th and 8th Streets. Within the fabric of Grand Island, Broadwell is the seam that connects Grand Island's intersecting grids – the Downtown grid oriented to the Union Pacific and the balance of the city, aligned on ordinal directions. This intersection of grids along Broadwell creates a number of awkward and sometimes hazardous intersections and undevelopable parcels. Dedicated streets at the triangles also limit the function of existing site development.

The Broadwell Avenue concept does not anticipate major redevelopment. It is designed to help stabilize the neighborhood by making minor functional improvements at intersections that also create small green spaces. These spaces can become landscaped and thematic elements of the street, punctuated by public art and plantings and improving the quality of the street environment. Public art along the corridor could be done on a consignment basis, providing an outdoor "sales gallery" that creates an amenity for the street and an opportunity for artists to display outdoor works.

The intersection redesign in some cases also adds unnecessary public right-of-way to adjacent private development, providing opportunities for off-street parking and building improvements. As a result, this group of small projects can increase traffic safety, enhance the pedestrian environment, create a more attractive street, and open possibilities for private property improvements.

Development Sites

The project sites envisioned by this concept include:

- 18th and Broadwell. Clark Street would be closed between the existing alley that runs between 16th and 17th Street, and the Clark and Broadwell intersection. The street right-of-way would become a greenway and pedestrian path connecting 16th Street with Broadwell. A triangular open space created by the closure north of 17th Street would be landscaped as a small garden, and could provide a public art display opportunity.
- 15th and Broadwell. Greenwich Street would be closed between 15th Street and Broadwell Avenue, producing a triangular green space and public art display

Grand Island Redevelopment Areas

GRAND ISLAND, NEBRASKA

Proposed

Existing



Grand Island Redevelopment Areas

GRAND ISLAND, NEBRASKA

Proposed

Existing



opportunity. A driveway serving an existing house would be reconfigured and extended to 15th Street.

- 13th and Broadwell. Lincoln Street would be closed between 13th Street and Broadwell. A portion of the right of way would provide needed off-street parking for the adjacent commercial building, owned by Nebraska Copy Machine. The lot would provide access for the existing east-west alley to 13th Street. A triangular green space is also created at 14th and Broadwell, providing additional street landscaping and a public art display opportunity.
- 11th and Broadwell. A vacant site on the northwest corner of these streets should be redeveloped with a neighborhood commercial use. New development should provide street yard landscaping along Broadwell.
- 10th and Broadwell. Tenth and Adams street would be connected and the existing access to Broadwell closed. Houses along 10th and Adams would now access Broadwell from 9th Street. The vacated intersection would be landscaped and would also provide a site for public art displays.
- 8th and Broadwell. Jefferson Street between 8th Street and Broadwell would be closed and the former right-of-way landscaped, providing a neighborhood green space and another public art opportunity.
- 6th and Broadwell. Madison Street would be closed between the nominal east-west alley between 6th and 7th Street and Broadwell. An existing garage access would be directed to Broadwell and the surplus right-of-way sold to adjacent houses.

Actions that Address Blighted Conditions

This development program addresses blighted conditions by:

- Improving platting and increasing safety of local streets that intersect with Broadwell Avenue.
- Promoting spot redevelopment of vacant sites, and providing better parking or sites for adjacent commercial and residential uses.
- Improving the appearance of the street environment.
- Providing an arts theme for the street that can encourage further property investment.
- Acquisition with rehabilitation and/or demolition of substandard properties.

Eddy Street Concept Plan

Eddy Street is another principal arterial connecting the edge of Downtown Grand Island with Five Points. Eddy is a particularly important street because its underpass at the Union Pacific avoids the delays experienced at the Broadwell Avenue crossing. Like Broadwell, Eddy is a mixed use corridor, somewhat more commercial in character than its counterpart to the west.

The Eddy Street concept does not anticipate major redevelopment. Projected projects or approaches to the corridor should:

- Improve the streetscape by upgrading landscaping in the relatively deep tree lawn on either side of the trafficway. Additional trees should be planted in open parts of this sidewalk setback, and damaged or dying trees should be removed.
- Provide sidewalk continuity by replacing deteriorated sidewalk segments.
- Encourage streetyard landscaping along parking lots and commercial sites.
- Promote upgrades of commercial uses by offering potential financing incentives such as tax increment financing. TIF should be directed to substantial commercial or mixed use projects. These projects should, at a minimum:
 - Establish a landscaped edge on the Eddy Street side adjacent to residential development on interior streets.
 - Provide expanded landscaping along Eddy Street.
 - Follow upgraded design guidelines for new building projects or retrofits of existing structures.
 - Avoid substantial impact or conflicts with adjacent residential properties.

Actions that Address Blighted Conditions

This development program addresses blighted conditions by:

- Improving the quality of the Eddy Street public environment.
- Promoting spot redevelopment of underused or unattractive sites.
- Acquisition with rehabilitation and/or demolition of substandard properties.