



City of Grand Island

Tuesday, July 25, 2017

Council Session

Item E-2

Public Hearing on CRA Area #25 Blighted and Substandard Study for 12,232.94 Acres located at the Cornhusker Army Ammunition Plant (Central Nebraska Growth Foundation)

Council action will take place under Resolutions item I-2.

Staff Contact: Chad Nabity

Council Agenda Memo

From: Regional Planning Commission

Meeting: July 25, 2017

Subject: CAAP Blight Study (Proposed Area 25)
(C-28-2017GI).

Presenter(s): Chad Nabity, Regional Planning Director

Background

The Central Nebraska Growth Foundation commissioned a Blight and Substandard Study for proposed Redevelopment Area 25 to be prepared by Marvin Planning Consultants. This study pertains to 12,230 acres, more or less, of property at the former Cornhusker Army Ammunition Plant (CAAP) west of Grand Island located between Husker Highway and Airport Road and between 60th Road and Schauppsville Road. Areas 20 and 22 within the plant boundaries were previously declared blighted and substandard and are not included in the present study. The study indicates that this property could be considered substandard and blighted. On June 27, 2017, Council referred the attached study to the Planning Commission for its review and recommendation.

The decision on whether to declare an area substandard and blighted is entirely within the jurisdiction of the City Council.

Discussion

The Statutory authority and direction to the Planning Commission is referenced below to explain the Planning Commission purpose in reviewing the study:

Section 18-2109

Redevelopment plan; preparation; requirements.

An authority shall not prepare a redevelopment plan for a redevelopment project area unless the governing body of the city in which such area is located has, by resolution adopted after a public hearing with notice provided as specified in section 18-2115, declared such area to be a substandard and blighted area in need of redevelopment. The governing body of the city shall submit the question of whether an area is substandard and blighted to the planning commission or board of the city for its review and recommendation prior to making its declaration. The planning commission or board shall submit its written recommendations within thirty days after receipt of the request. Upon receipt of the recommendations or

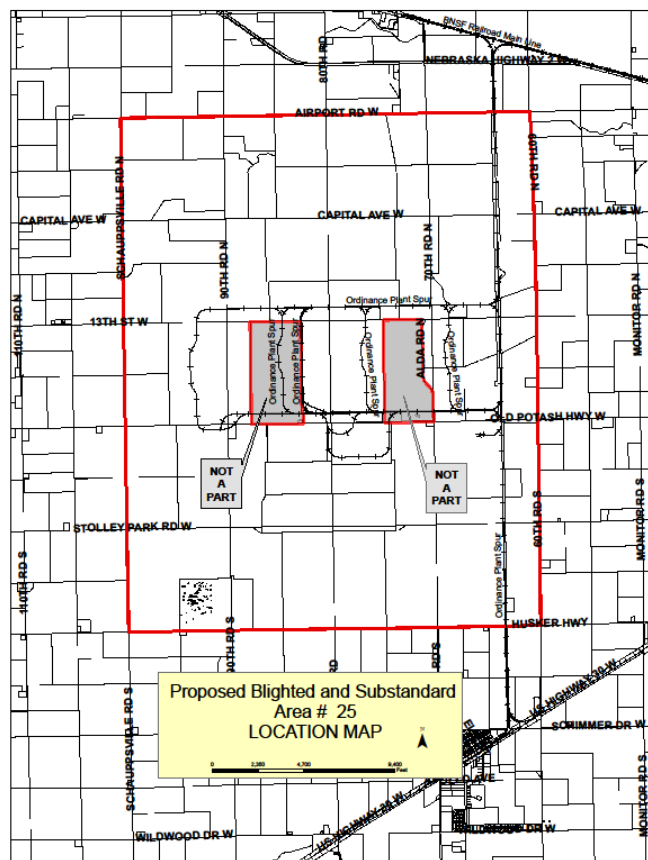
after thirty days if no recommendation is received, the governing body may make its declaration.

~Reissue Revised Statutes of Nebraska

A flow chart of the blight declaration process is shown in Figure 2.

At this time, the Council is only concerned with determining if the property is blighted and substandard. Figure 3 is an overview of the differences between the blight and substandard declaration and the redevelopment plan. If a declaration as blighted and substandard is made by Council then the Community Redevelopment Authority (CRA) can consider appropriate redevelopment plans. The redevelopment plans must also be reviewed by the Planning Commission and approved by Council prior to final approval.

This area is located outside the city limits at CAAP and as such any declaration as blighted and substandard is exempt from the 35 percent limit imposed by statute on cities of the first class. Nebraska Revised State Statutes (Section 18-2123.01) specifies that a redevelopment project involving a formerly used defense site shall not count toward the percentage limitations.



Redevelopment Area 25

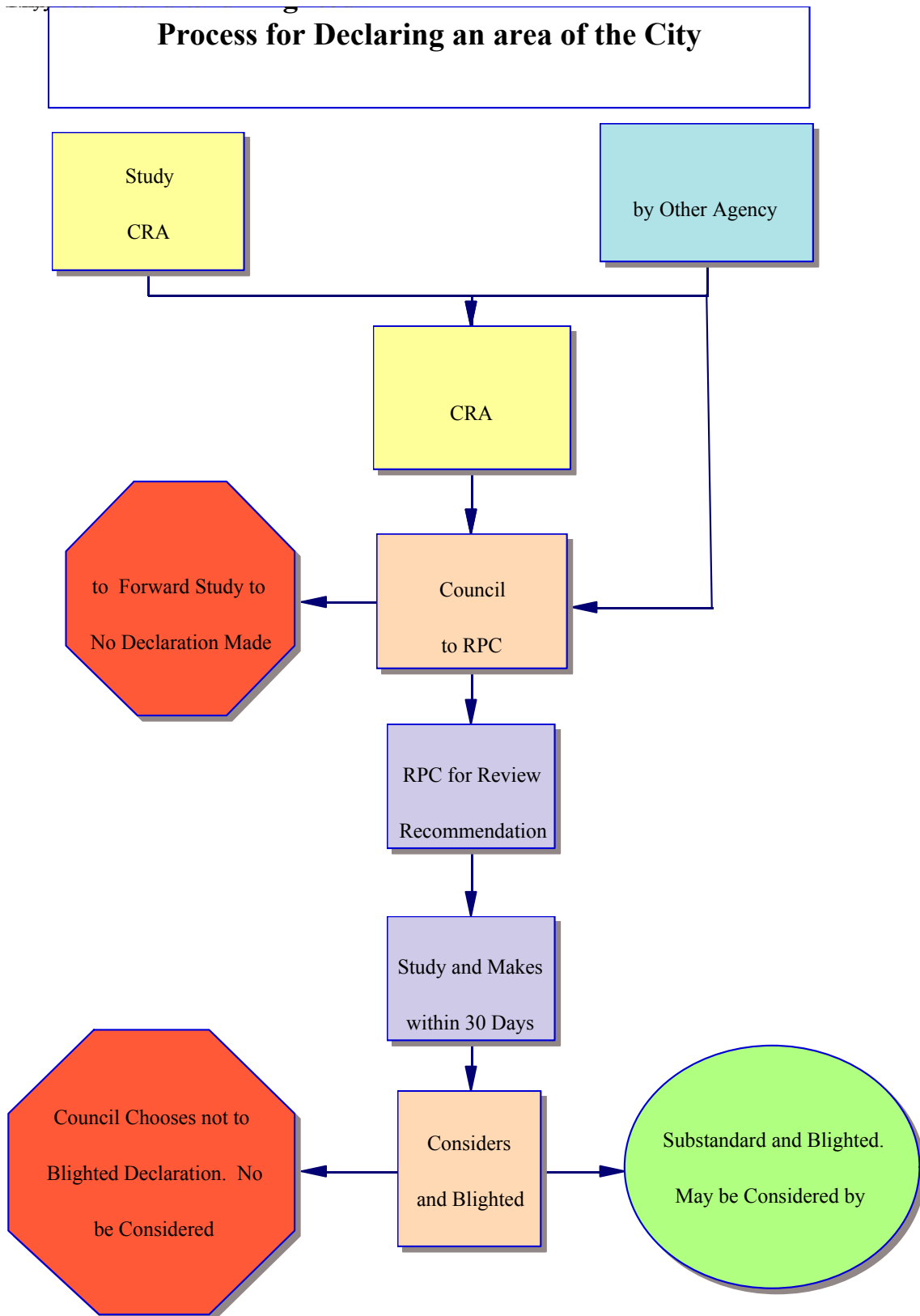


Figure 2 Blight Declaration Process (Planning Commission Recommendation is the second purple box).

Substandard and Blighted Declaration vs. Redevelopment Plan



- | | |
|---|--|
| <ul style="list-style-type: none">● Substandard and Blighted Declaration● A Study of the Existing Conditions of the Property in Question● Does the property meet one or more Statutory Conditions of Blight?● Does the Property meet one or more Statutory Conditions of Substandard Property?● Is the declaration in the best interest of the City? | <ul style="list-style-type: none">● Redevelopment Plan● What kinds of activities and improvements are necessary to alleviate the conditions that make the property blighted and substandard?● How should those activities and improvements be paid for?● Will those activities and improvements further the implementation of the general plan for the City? |
|---|--|

Figure 3 Blight and Substandard Declaration compared to a Redevelopment Plan

It is appropriate for the Council in conducting its review and considering its decision regarding the substandard and blighted designation to:

1. Review the study,
2. Take testimony from interested parties,
3. Review the recommendation and findings of fact identified by the Planning Commission (Planning Commission did not identify any findings with their motion so none are available.)
4. Make findings of fact, and include those findings of fact as part of its motion to approve or deny the request to declare this area blighted and substandard. Council can make any findings they choose regarding the study and the information presented during the public hearing to support the decision of the Council members regarding this matter.

Blighted and Substandard Defined

The terms blighted and substandard have very specific meanings within the context of the Community Redevelopment Statutes. Those terms as defined by Statute are included below:

Section 18-2103

Terms, defined.

For purposes of the Community Development Law, unless the context otherwise requires:

(10) ***Substandard areas*** shall mean an area in which there is a predominance of buildings or improvements, whether nonresidential or residential in character, which, by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime, (which cannot be remedied through construction of prisons), and is detrimental to the public health, safety, morals, or welfare;

(11) ***Blighted area*** shall mean an area, which (a) by reason of the presence of a substantial number of deteriorated or deteriorating structures, existence of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility, or usefulness, insanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially

impairs or arrests the sound growth of the community, retards the provision of housing accommodations, or constitutes an economic or social liability and is detrimental to the public health, safety, morals, or welfare in its present condition and use and (b) in which there is at least one of the following conditions: (i) Unemployment in the designated area is at least one hundred twenty percent of the state or national average; (ii) the average age of the residential or commercial units in the area is at least forty years; (iii) more than half of the plotted and subdivided property in an area is unimproved land that has been within the city for forty years and has remained unimproved during that time; (iv) the per capita income of the area is lower than the average per capita income of the city or village in which the area is designated; or (v) the area has had either stable or decreasing population based on the last two decennial censuses. In no event shall a city of the metropolitan, primary, or first class designate more than thirty-five percent of the city as blighted, a city of the second class shall not designate an area larger than fifty percent of the city as blighted, and a village shall not designate an area larger than one hundred percent of the village as blighted;

~Reissue Revised Statutes of Nebraska

ANALYSIS-Blight and Substandard Study

The following findings are copied directly from the Study. The analysis of the substandard and blighted factors is conducted on pages 10 to 33 of the study.

FINDINGS FOR GRAND ISLAND

Study Area 25 has several items contributing to the Blight and Substandard Conditions outside of the fact that it is a formerly used defense site. These conditions include:

FINDINGS FOR GRAND ISLAND BLIGHT STUDY AREA – CAAP

This Blight Study Area has several items contributing to the Blight and Substandard Conditions. These conditions include:

Blighted Conditions

- **Former Defense Site**
- **Existence of commercial units over 40 years of age**
- **Substantial number of Deteriorating Structures**
- **Deterioration of site or other improvements**
- **Insanitary and Unsafe Conditions**
- **Dangerous conditions to life or property due to fire or other causes, including contamination**
- **Combination of factors which are impairing and/or arresting sound growth**
- **Diversity of Ownership**
- **Faulty Lot Layout**
- **Stable or decreasing population based on the last two decennial censuses**

Substandard Conditions

- **Former Defense Site**
- **Dangerous conditions to life or property due to fire or other causes, including contamination**
- **Predominance of buildings or improvements which by reason of deterioration and age are conducive to ill health and detrimental to the public health**

Based on the study these areas meet the thresholds to qualify as blighted and substandard.

Tax increment financing would potentially be available for redevelopment projects on any of the property included in the study.

Recommendation

Staff recommends considering the following questions as a starting point in the analysis of this Study and in making a determination. The City Council is ultimately responsible for answering the question of whether the property included in the study is blighted and substandard **and** whether making such a designation is in the **best interest** of the City.

Recommend Questions for City Council

- Does this property meet the statutory requirements to be considered blighted and substandard? (See the prior statutory references.)
- Are the blighted and substandard factors distributed throughout the Redevelopment Area, so basically good areas are not arbitrarily found to be substandard and blighted simply because of proximity to areas which are substandard and blighted? Is development of adjacent property necessary to eliminate blighted and substandard conditions in the area?
- Is public intervention appropriate and/or necessary for the redevelopment of the area?
- Will a blight declaration increase the likelihood of development/redevelopment in the near future and is that in the best interest of the City?
- What is the policy of the City toward increasing development and redevelopment in this area of the City?

Findings of fact must be based on the study and testimony presented including all written material and staff reports. The recommendation must be based on the declaration, not based on any proposed uses of the site. All of the testimony, a copy of the study and this memo along with any other information presented at the hearing should be entered into the record of the hearing.

Planning Commission Recommendation

The Regional Planning Commission held a public hearing and took action on the blight and substandard study proposed Area 25 during its meeting on July 5, 2017. The area considered covers 12,230 acres in Proposed Community Redevelopment Area No. 25 at the Cornhusker Army Ammunition Plant (CAAP), bordered by Airport Road on the north, Husker Highway on the south, Schauppsville Road on the west and 60th Road on the east, excluding areas that have been previously declared blighted and substandard at CAAP in Hall County, Nebraska. (C-28-2017GI).

Nabity said the Central Nebraska Growth Foundation , a foundation of the Grand Island Area Economic Development Corp., paid for a blight and substandard study on the 20-square mile former defense site, minus the two areas previously studied. The study found that the area could be declared blighted and substandard. Nabity said the two affected school districts, Northwest Public Schools and Wood River Public Schools, both expressed support for the blight and substandard declaration.

Ron Depue, 308 N. Locust, said the area is a Superfund site and it makes sense to have it blighted and substandard so that redevelopment tools are available to it.

Keith Marvin, of Marvin Consulting in David City, conducted the study. He said the site still has substantial footings and other buried material that developers will likely need assistance in clearing. He said declaring the area blighted and substandard could help stimulate new growth and development at the former plant site.

Neal Niedfeldt, 4550 W. Highway 30, is the chief executive officer of Southern Public Power District. He spoke in favor of the blight and substandard designation. Southern had owned about 1,200 acres at the plant and now owns 720 acres. They would like the designation in order to offer incentives for promoting industrial growth there.

Ruge closed the public hearing.

A motion was made by Sears and seconded by Rubio to approve the blight and substandard designation and Resolution 2017-13.

The motion carried with seven members in favor (Apfel, Allan, Ruge, Rainforth, Rubio, Sears and Randone) and no members voting no or abstaining. O'Neill was not part of the vote.

Alternatives

It appears that the Council has the following alternatives concerning the issue at hand. The Council may:

1. Move to approve
2. Refer the issue to a Committee
3. Postpone the issue to future date
4. Take no action on the issue

Sample Motion

If Council wishes to approve the designation of this property as blighted and substandard, an action required if Tax Increment Financing is to be used for the redevelopment of properties in this area, a motion should be made to approve the Substandard and Blight Designation for Redevelopment Area No. 25 in Grand Island, Hall County, Nebraska finding the information in the study to be factual and supporting such designation. A resolution authorizing the approval of this study has been prepared for Council consideration.



Blight and Substandard Study for:

Cornhusker Army Ammunition Plant



PURPOSE OF THE BLIGHT AND SUBSTANDARD STUDY

The purpose of completing this Blight and Substandard study is to examine existing conditions within a specific part of Hall County. This study has been commissioned by the Central Nebraska Growth Foundation to analyze the possibility of declaring the area as blighted and substandard.

The City of Grand Island, when considering conditions of Blight and Substandard, will be looking at those issues and definitions provided for in the Nebraska Community Redevelopment Law as found in Chapter 18, Section 2104 of the Revised Nebraska State Statutes, as follows:

"The governing body of a city, to the greatest extent it deems to be feasible in carrying out the provisions of Sections 18-2101 to 18-2144, shall afford maximum opportunity, consistent with sound needs of the city as a whole, to the rehabilitation or redevelopment of the community redevelopment area by private enterprises. The governing body of a city shall give consideration to this objective in exercising its powers under sections 18-2101 to 18-2144, including the formulation of a workable program, the approval of community redevelopment plans consistent with the general plan for the development of the city, the exercise of its zoning powers, the enforcement of other laws, codes, and regulations relating to the use and occupancy of buildings and improvements, the disposition of any property acquired, and providing of necessary public improvements".

The Nebraska Revised Statutes §18-2105 continues by granting authority to the governing body for formulation of a workable program. The statute reads,

"The governing body of a city or an authority at its direction for the purposes of the Community Development Law may formulate for the entire municipality a workable program for utilizing appropriate private and public resources to eliminate or prevent the development or spread of urban blight, to encourage needed urban rehabilitation, to provide for the redevelopment of substandard and blighted areas, or to undertake such of the aforesaid activities or other feasible municipal activities as may be suitably employed to achieve the objectives of such workable program. Such workable program may include, without limitation, provision for the prevention of the spread of blight into areas of the municipality which are free from blight through diligent enforcement of housing, zoning, and occupancy controls and standards; the rehabilitation or conservation of substandard and blighted areas or portions thereof by replanning, removing congestion, providing parks, playgrounds, and other public improvements by encouraging voluntary rehabilitation and by compelling the repair and rehabilitation of deteriorated or deteriorating structures; and the clearance and redevelopment of substandard and blighted areas or portions thereof."

Blight and Substandard are defined as the following:

"Substandard areas mean an area in which there is a predominance of buildings or improvements, whether nonresidential or residential in character, which, by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime, (which cannot be remedied through construction of prisons), and is detrimental to the public health, safety, morals, or welfare;"

"Blighted area means an area, which (a) by reason of the presence of a substantial number of deteriorated or deteriorating structures, existence of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility, or usefulness, insanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of the community, retards the provision of housing accommodations, or constitutes an economic or social liability and is detrimental to the public health, safety, morals, or welfare in its present condition and use and (b) in which there is at least one of the following conditions: (i) Unemployment in the designated area is at least one hundred twenty percent of the state or national average; (ii) the average age of the residential or commercial units in the area is at least

forty years; (iii) more than half of the plotted and subdivided property in an area is unimproved land that has been within the city for forty years and has remained unimproved during that time; (iv) the per capita income of the area is lower than the average per capita income of the city or village in which the area is designated; or (v) the area has had either stable or decreasing population based on the last two decennial censuses. In no event shall a city of the metropolitan, primary, or first class designate more than thirty-five percent of the city as blighted, a city of the second class shall not designate an area larger than fifty percent of the city as blighted, and a shall not designate an area larger than one hundred percent of the as blighted;"

Furthermore, Chapter 18, Section 2123.01 of the Revised Nebraska State Statutes:

Redevelopment project with property outside corporate limits; formerly used defense site; agreement with county authorized.

- (1) Notwithstanding any other provisions of the Community Development Law to the contrary, a city may undertake a redevelopment project that includes real property located outside the corporate limits of such city if the following requirements have been met:
 - (a) The real property located outside the corporate limits of the city is a formerly used defense site;
 - (b) The formerly used defense site is located within the same county as the city approving such redevelopment project;
 - (c) The formerly used defense site is located within a sanitary and improvement district;
 - (d) The governing body of the city approving such redevelopment project passes an ordinance stating such city's intent to annex the formerly used defense site in the future; and
 - (e) The redevelopment project has been consented to by any city exercising extraterritorial jurisdiction over the formerly used defense site.
- (2) For purposes of this section, formerly used defense site means real property that was formerly owned by, leased to, or otherwise possessed by the United States and under the jurisdiction of the United States Secretary of Defense. Formerly used defense site does not include missile silos.
- (3) The inclusion of a formerly used defense site in any redevelopment project under this section shall not result in:
 - (a) Any change in the service area of any electric utility or natural gas utility unless such change has been agreed to by the electric utility or natural gas utility serving the formerly used defense site at the time of approval of such redevelopment project; or
 - (b) Any change in the service area of any communications company as defined in section [77-2734.04](#) unless (i) such change has been agreed to by the communications company serving the formerly used defense site at the time of approval of such redevelopment project or (ii) such change occurs pursuant to sections [86-135](#) to [86-138](#).
- (4) A city approving a redevelopment project under this section and the county in which the formerly used defense site is located may enter into an agreement pursuant to the Interlocal Cooperation Act in which the county agrees to reimburse such city for any services the city provides to the formerly used defense site after approval of the redevelopment project.

This Blight and Substandard Study is intended to give the Community Redevelopment Authority, Hall County Regional Planning Commission and Grand Island City Council the basis for identifying and declaring Blighted and Substandard conditions existing within the City's jurisdiction and as allowed under Chapter 18, Section 2123.01. Through this process, the City and property owners will be attempting to address economic and/or social liabilities which are harmful to the well-being of the entire community.

The study area can be seen in Figure 1 of this report. A Redevelopment Plan to be submitted in the future will contain, in accordance with the law, definite local objectives regarding appropriate land uses, improved traffic, public transportation, public utilities and other public improvements, and the proposed land uses and building requirements in the redevelopment area and shall include:

- The boundaries defining the blighted and substandard areas in question (including existing uses and conditions of the property within the area), and
- A list of the conditions present, which qualify the area as blighted and substandard.

STUDY AREA HISTORY

The Study Area was originally ...constructed and became fully operational in 1942 and was intermittently active until 1973. Between wars and after 1973, it was kept on standby status. Activities conducted at CAAP resulted in soil and groundwater contamination from explosives wastes and residues associated with munitions loading, assembly, and packing (LAP) operations during World War II (WWII), Korea, and Vietnam, during which bombs, artillery shells, boosters, mines, and rockets were produced. CAAP was placed on the Superfund National Priorities List (NFL) in 1987. In 1989, CAAP was declared excess property, and most maintenance ceased. An interagency agreement (TAG) between DoD, EPA, and the Nebraska Department of Environmental Quality (NDEQ) was signed in 1990, under which the Army has identified, investigated, remediated, and placed institutional controls/land use controls on tracts for disposal in accordance with the Hall County reuse plan.

CAAP was determined to be excess real property prior to the requirements of BRAC. However, the activities at CAAP have been conducted following BRAC guidance in disposing of CAAP Real Property. Since this time, the Army has conducted investigations and remediation activities at CAAP with this goal in mind.

In 1993, the Hall County Board of Supervisors established the CAAP Reuse Committee, which was given the task of developing a reuse plan for the installation. The Reuse Committee undertook a planning and a public participation process to identify a land use plan and development strategy for the site. In 1994, the U.S. Congress passed a special legislation (Public Law [PL] 103-337) dealing with the disposal of real property at CAAP. PL 103-337 stated that "... [The] Secretary of the Army may convey to Hall County, Nebraska, Board of Supervisors or the designee of the Board, all rights, title, and interest of the United States in and to the real property, together with any improvements thereon, in Hall County, Nebraska, that is the site of the Cornhusker Army Ammunition Plant." The act stated furthermore that "The Board [of Supervisors] or its designee... shall utilize the real property conveyed... in a manner consistent with the Cornhusker Army Ammunition Plant Reuse Committee Comprehensive Reuse Plan." The Comprehensive Reuse Plan was finalized in December 1997.

The first sale of CAAP property took place with a General Services Administration (GSA) public auction in September 1999 that sold 1,410 acres for \$2.93 million. The Omaha District of the United States Army Corps of Engineers (USACE) became the Army's Real Property Administrator in December 2001, taking over this function from the U.S. Army Materiel Command/Operation Support Command (AMC/OSC). As of March 2004, 8,401 acres of CAAP, or 70 percent of its original area, have been sold. AMC/OSC completed Environmental Assessments (EAs) for all of their previous disposal actions, each of which concluded in a Finding of No Significant Impact (FONSI). Most of the rest of the property has been leased to farmers and several other lessees, including an annual agricultural fair and a railroad car repair company. **(Note: As of this study only 358.71 acres (3.0%) continued to be in a direct ownership control of United States government; therefore, 97.0%, as of 2017 was in the private ownership/control of local governmental entities or private landowners.)**

Several requirements of the property transfer or lease require the issue of an Environmental Impact Statement (EIS) and/or an EBS. A Draft EIS was issued in September 2004, and an EBS is currently being completed through USACE.

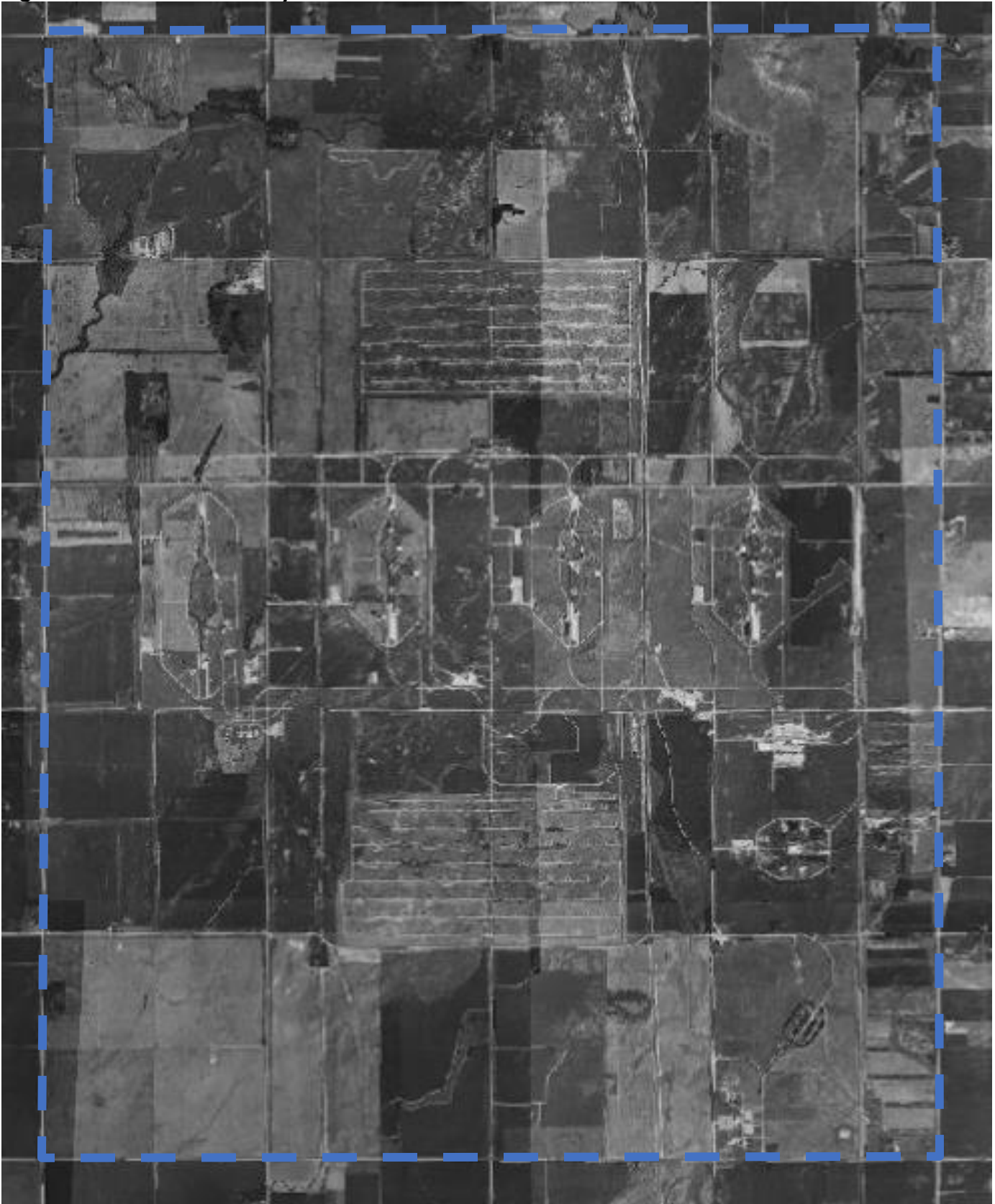
Source: Review of Environmental Documentation Related to the Cornhusker Army Ammunition Plan; HDR; 2008

During the 2013-2014 Legislative sessions, the Nebraska Legislature passed LB 66 and LB 1012 which provided for a means to use Tax Increment Financing on projects located in a former defense site. LB 66 gave Cities of the First Class (5,000 to 100,000 population) the authority to approve Redevelopment Plans and use Ad Valorem Taxes (TIF) generated by the project(s) approved in the plan to pay for eligible expenses under certain proscribed conditions on formerly used defense sites outside of the corporate limits of and within the same County as the City. LB 1012 states that "A redevelopment project involving a formerly used defense site as authorized under section 18-2123.01 shall not count towards the percentage limitations contained in this subdivision." (which is 35%).

LB 66 and LB 1012 did not remove the need for a Blight and Substandard designation.

This specific study includes the entire Cornhusker Army Ammunition Plant site, approximately 20 square miles; less the areas previously declared blighted and substandard on the O'Neill (Area 20) and GI EDC site and the Platte River Industrial Site (Area 22).

Figure 1: Cornhusker Army Ammunition Plant in 1975



Source: City of Grand Island GIS System

BLIGHT AND SUBSTANDARD ELIGIBILITY STUDY

This study targets a specific area within an established part of the community for evaluation. The area is indicated in Figure 2 of this report. The existing uses in this area include industrial, recreation and agricultural uses within the old Cornhusker Army Ammunition Plant and are outside the corporate limits of Grand Island. Chapter 18, Section 2123.01 of the Revised Nebraska State Statutes authorizes redevelopment projects outside of the city limits under certain conditions.

Through the redevelopment process, the City of Grand Island can guide future development and redevelopment throughout the area. The use of the Community Redevelopment Act by the City of Grand Island is intended to redevelop and improve the area. By using the Community Redevelopment Act, the City of Grand Island can assist in the elimination of negative conditions and implement different programs/projects identified for the City.

The following is the description of the designated area.

The Study area is the Cornhusker Army Ammunition Plant and described as follows:

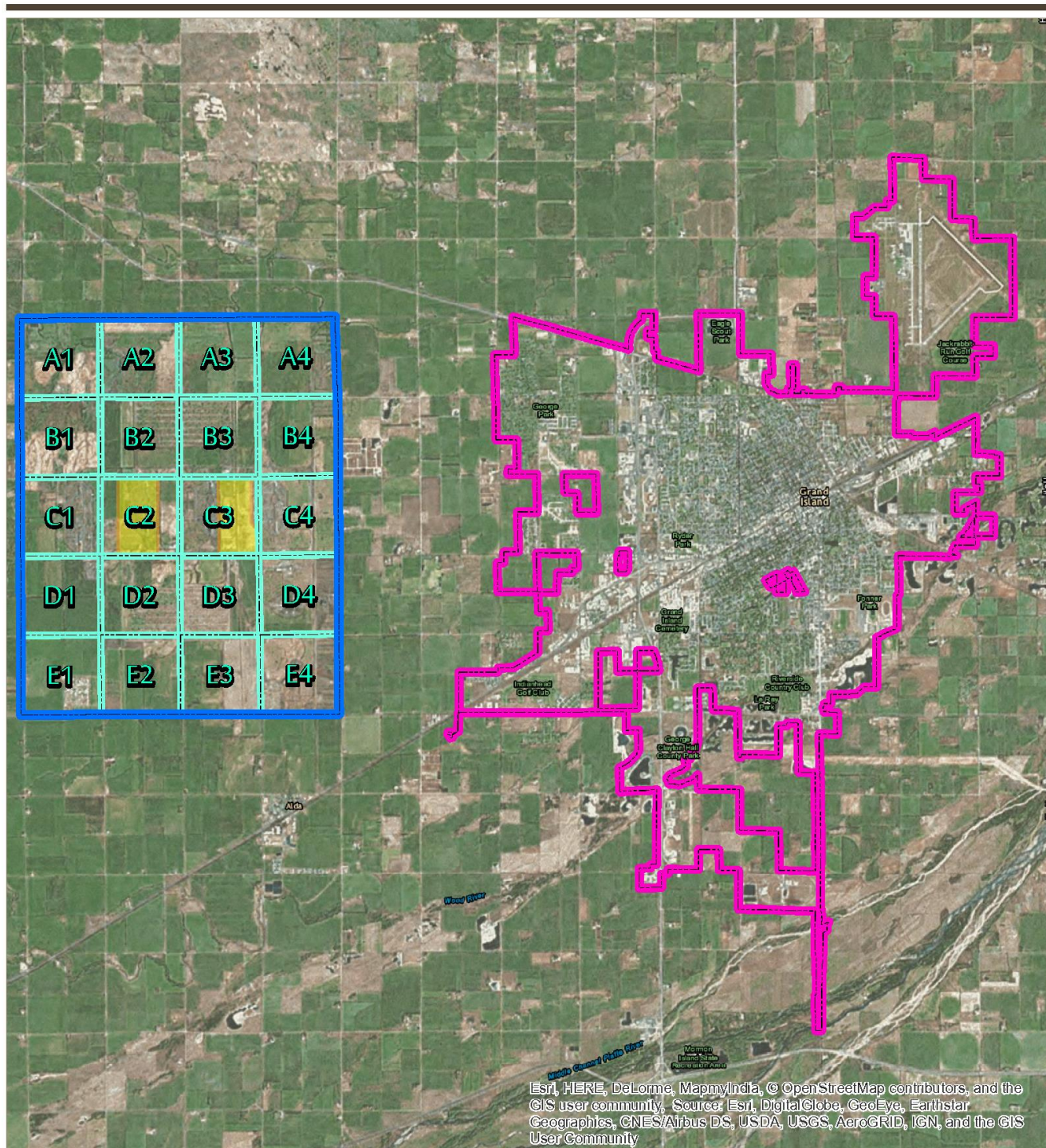
Point of beginning is the intersection of Schaupsville Road N and Airport Road W; thence, easterly along the centerline of Airport Road W to the intersection of Airport Road W and 60th Road N; thence, southerly along the centerline of 60th Road N to the intersection of 60th Road N and Husker Highway; thence, westerly along the centerline of Husker Highway to the intersection of Husker Highway and Schaupsville Road N; thence, northerly along the centerline of Schaupsville Road N to the POB; then less the areas previously studied as follows:

- Harrison TWP PT E1/2 of NW1/4 & NW1/4 NE1/4 PT W1/2 SE1/4 13-11-11 - Total acres are 281.80 acres.
- The Study consists of area described as follows: The Point of Beginning is the intersection of West Old Potash Road and North 70th Road (Alda Road); thence, northeasterly along the centerline of North 70th Road to the intersection with the centerline of West 13th Street (County Road 33); thence westerly along the centerline of West 13th Street (County Road 33) to the extended west property line of a parcel described as Center Township PT E 1/2N of RR 18-11-10 231.28 AC; thence southerly along said west property line to the intersection with the centerline of West Old Potash Road; thence easterly to the POB. Total acres are 285.26 acres.

The total area is approximately 19.11 square miles.

Study Area

Figure 2: Study Area Map



CAAP BLIGHT STUDY - REGIONAL MAP CITY OF GRAND ISLAND HALL COUNTY, NEBRASKA

- CAAP Blight Study Limits
- Grand Island City Limits
- CAAP Index Mapping Sections
- Previously Studied Area

DATA SOURCES:
BASE DATA PROVIDED BY HALL COUNTY
AERIAL IMAGERY PROVIDED BY ESRI



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Source: Marvin Planning Consultants and MSA 2017

EXISTING LAND USES

The term "Land Use" refers to the developed uses in place within a building or on a specific parcel of land. The number and type of uses are constantly changing within a community, and produce several impacts either benefitting or detracting from the community. Because of this, the short and long-term success and sustainability of the community are directly contingent upon available resources utilized in the best manner given the constraints the City faces during the planning period. Existing patterns of land use are often fixed in older communities and neighborhoods, while development in newer areas is often reflective of current development practices.

Existing Land Use Analysis within Study Area

As part of the planning process, a survey was conducted through both in-field observations, as well as data collection online using the Hall County Assessors website. This survey noted the use of the parcel within the study area.

The existing land uses are predominately agricultural, commercial, industrial, public and parks/recreation/wildlife management.

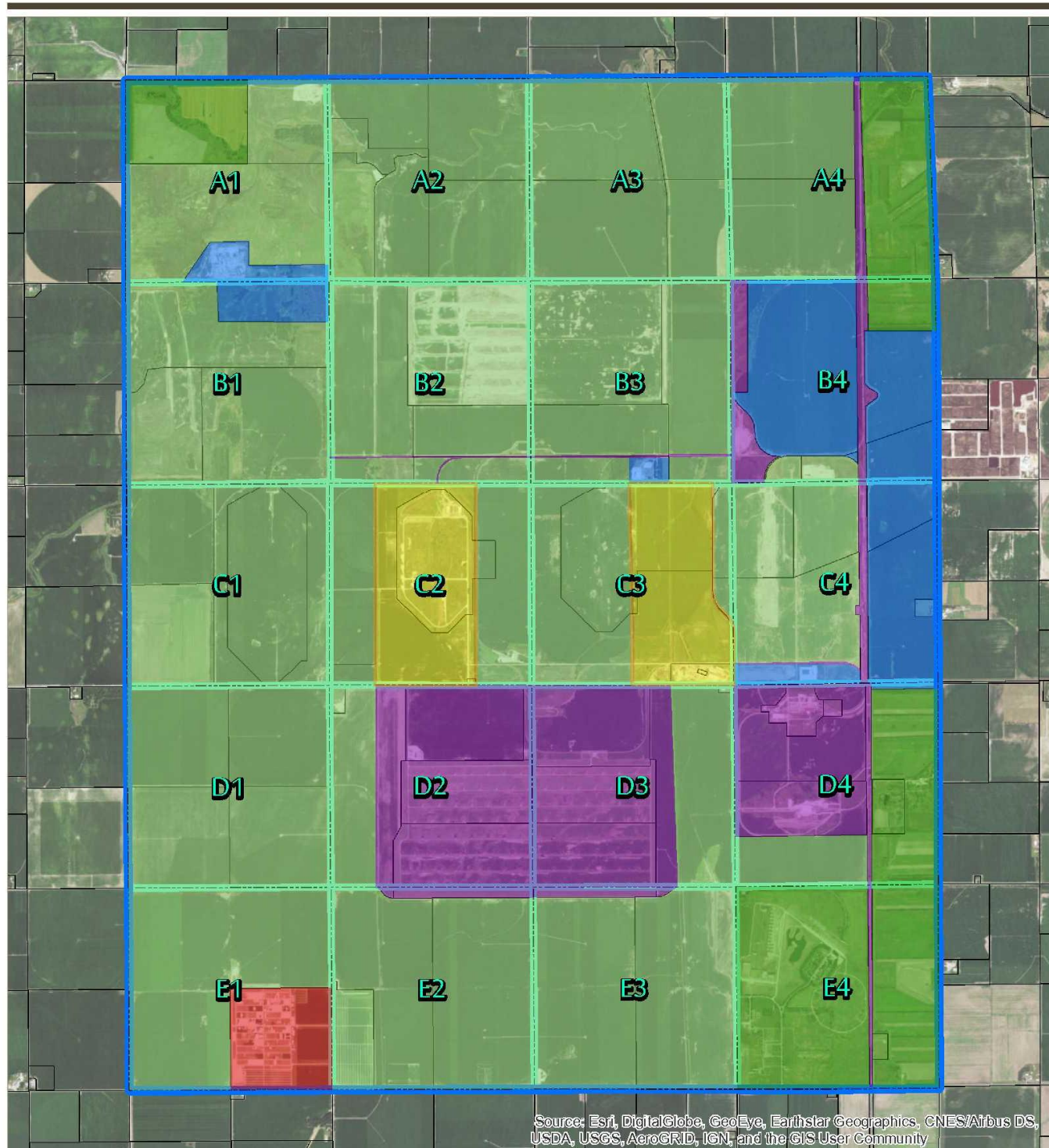


Examples of Existing Land Uses in the Study Area



Examples of Existing Land Uses in the Study Area

Figure 3: Existing Land Use Map



CAAP - EXISTING LAND USE

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA

- | | | |
|-----------------------------|---------------------|-------------|
| Previously Studied Areas | Hall County Parcels | Industrial |
| CAAP Blight Study Limits | Agricultural | Parks & Rec |
| CAAP Index Mapping Sections | Commercial | Public |



DATA SOURCES:
BASE DATA PROVIDED BY HALL COUNTY
AERIAL IMAGERY PROVIDED BY ESRI

Printed by: cjanison, File: P:\175008\175708\17570008\GIS\MAPS\Grand Island Base Map - Land Use.mxd

Print Date: 12/08/17 PM 6/19/2017

Source: Marvin Planning Consultants And MSA, 2017

FINDINGS OF BLIGHT AND SUBSTANDARD CONDITIONS ELIGIBILITY STUDY

This section of the study examines the conditions found in the study area. The Findings Section will review the conditions based upon the statutory definitions.

FORMER DEFENSE SITE

Based on Chapter 18, Sections 18-2103 and 2123.01 of the Revised Nebraska State Statutes, this study area is eligible to be deemed to be Blighted and Substandard. The area meets all of the necessary eligibility criteria identified in the §§18-2103 and 18-2123.01:

1. The real property located outside the corporate limits of the city is a formerly used defense site;
2. The formerly used defense site is located within the same county as the city approving such redevelopment project;
3. Formerly used defense site means real property that was formerly owned by, leased to, or otherwise possessed by the United States and under the jurisdiction of the United States Secretary of Defense. Formerly used defense site does not include missile silos.

Based on the site meeting the criteria found in §§18-2103 and 18-2123.01, this area is eligible for declaring it Blighted and Substandard.

OTHER CONTRIBUTING FACTORS

There were many other conditions examined and evaluated in the field and online. There are several conditions that will be reviewed in detail, on the following pages, which add to the overall condition of Blight and Substandard on the proposed site.

Substantial Number of Deteriorating Structures

The team went through every property record on-line, via the Hall County Assessor's site to identify structures in good or bad condition. Also, a site visit examined many existing structures throughout the Study Area. In addition, the use of aerial photography and a drone flight were utilized in gaining a better view and more insight on the structural conditions of certain areas of the former Army Reservation.

Through the team's observations and analysis, the following was determined:

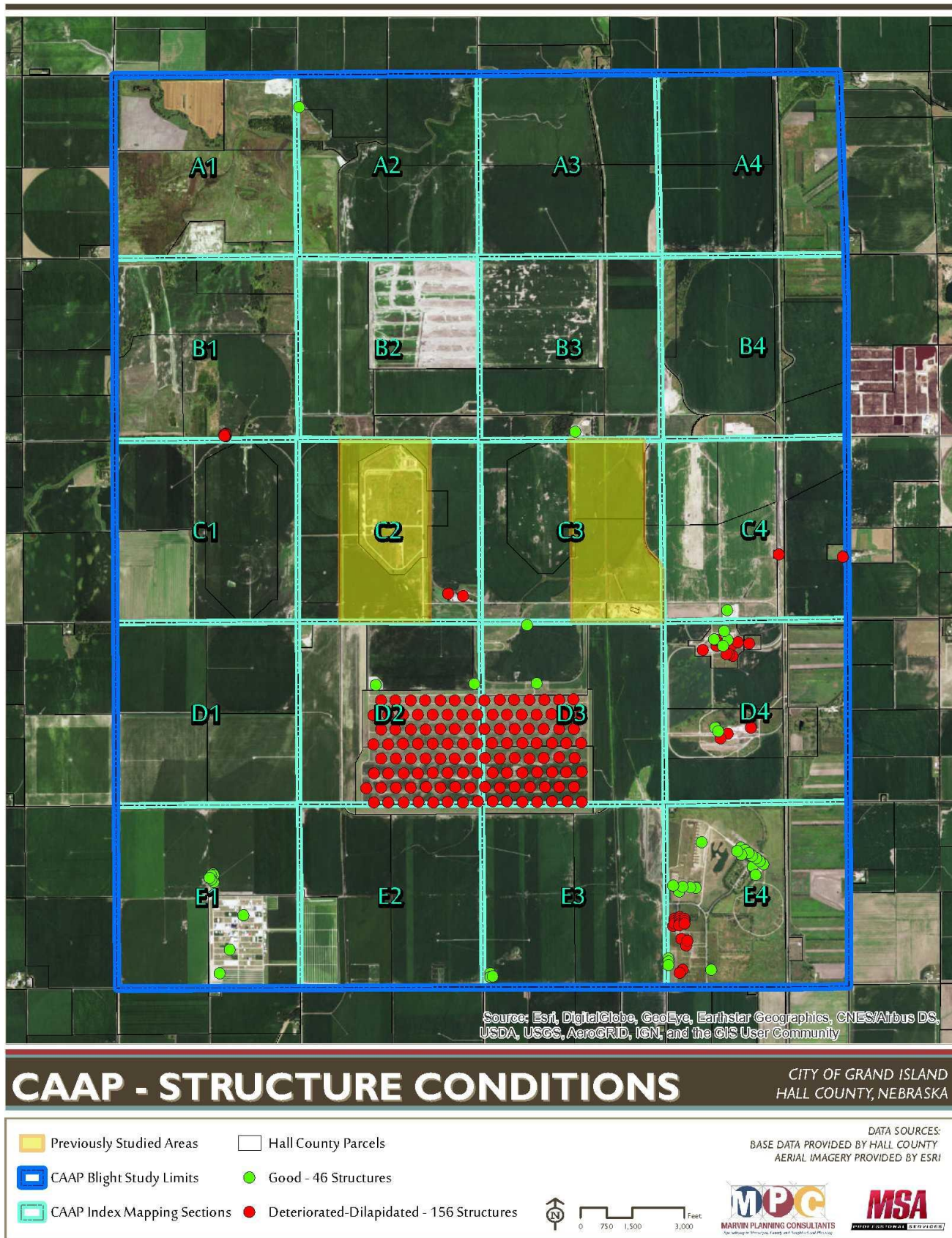
- 155 structures were in bad or deteriorating condition
- 46 structures were in good condition
- 1 structure burned down

Almost everything constructed during the Army's occupation of the area fits within the category of deteriorated and dilapidated and is in poor condition. The structures deemed to be in good condition have been constructed by the new property owners, including the area around Husker Harvest Days and the actual range at the Heartland Shooting Park.

Besides the actual standing structures, there are several concrete slabs and footings still visible on the old administration area. The above ground portions have been torn down slabs and footings were left behind.

Based upon the review of this issue, it is found that deteriorating structures is a contributing factor in declaring this area blighted.

Figure 4
Deterioration of Structures



Source: Hall County Assessor, Marvin Planning Consultants and MSA 2017



Deterioration of Structures – Old Sewage Treatment Plant circa 1970



Deterioration of Structures – Old Administrative Area (left), burned down Base Fire Station (right)



Deterioration of Structures – Old Administrative Area

Deterioration of Site or Other Improvements

Drainage Conditions

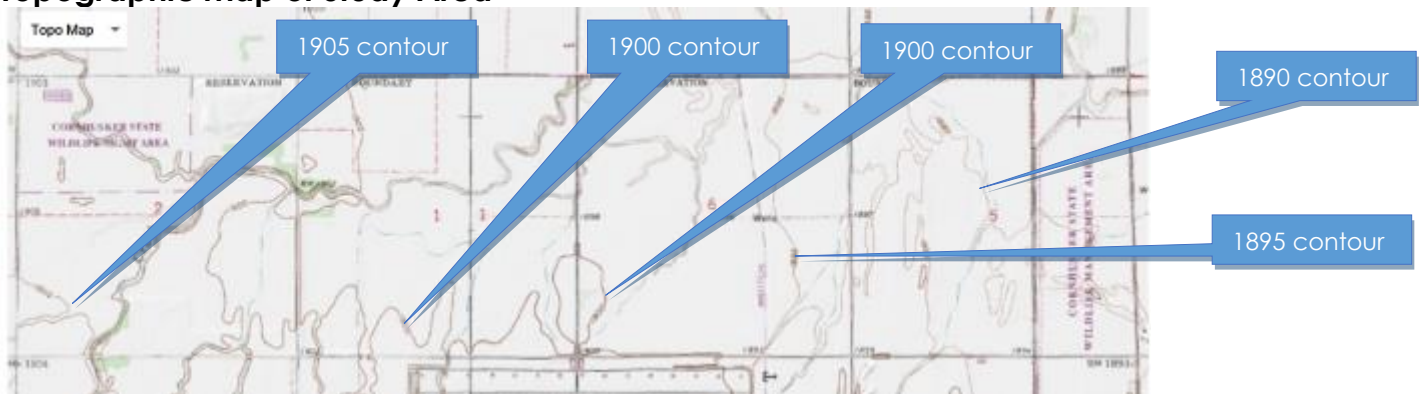
The Grand Island and Hall County area has a long history of drainage issues due to the extreme flatness of the area, as well as the high-water table. Topography and soils can have a major impact on how a given portion of the area drains. The area designated in this Study Area is nearly flat or has an extremely small slope. The areas with the greatest slopes in the study area are:

- old landfill sites
- berm constructed to defray explosive blasts and
- the old storage bunkers south of Old Potash Road.

The field survey examined the entire area for potential drainage problems.

Figures 5.A through 5.E are existing topographic maps from MyTopo.com showing the study area. The maps confirm the flatness of the area. The following Figures are divided north to south and show a one-mile set of sections at a time. The contours are relatively flat along each set of the topographic areas. The contours range from a low of 1890 feet to 1925 feet.

Figure 5.A
Topographic Map of Study Area



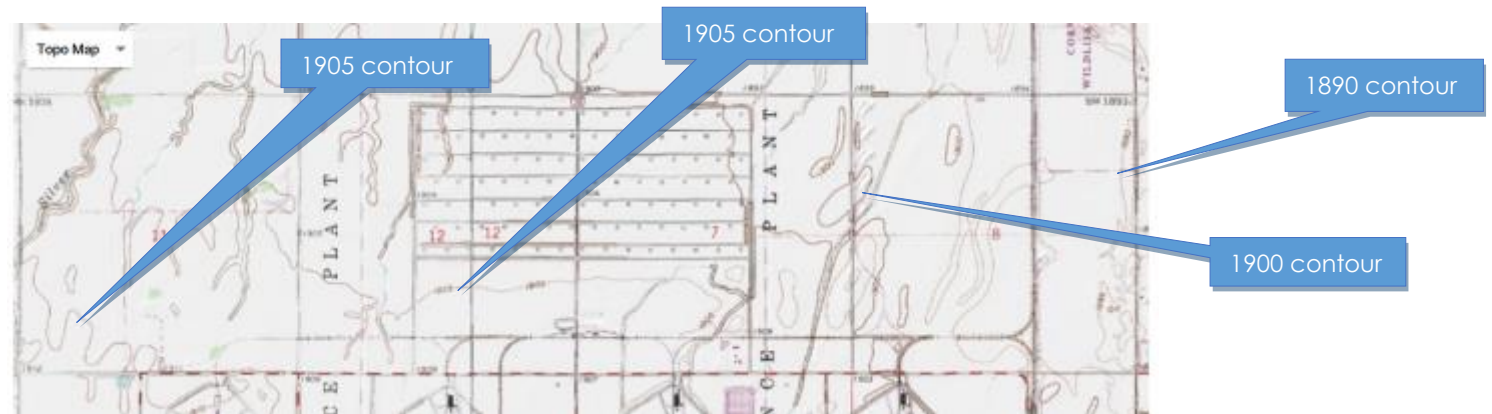
Source: MyTopo.com (topographic map) and Marvin Planning Consultants

The area shown in Figure 5.A indicates contours as low as 1890 feet on the east side and 1905 on the far west edge of the area. The cross slope of this entire four-mile area is less than 1% slope (0.07%). However, there is a creek flowing through this four-mile area which likely draws some of the drainage on the west edge. Also, this very slight slope is across four sections of land. Therefore, the slopes within each section are likely considerably less than the 0.07%.



Example of the Existing Topography within the Study Area

Figure 5.B
Topographic Map of Study Area



Source: MyTopo.com (topographic map) and Marvin Planning Consultants

The area shown in Figures 5.B indicates, again, contours as low as 1890 feet on the east side and 1905 on the far west edge of the area. Again, the cross slope of the four-mile area is less than 1% slope (0.07%). Also, this very slight slope is across four sections of land, examination of each section indicates they are all nearly flat with minimal slope anywhere within a section.

Figure 5.C
Topographic Map of Study Area



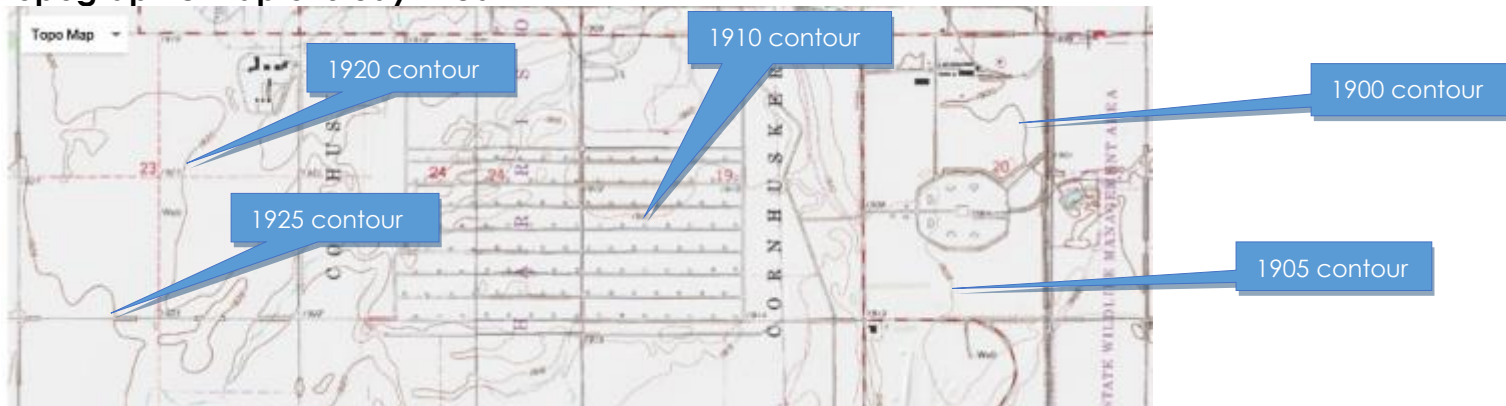
Source: MyTopo.com (topographic map) and Marvin Planning Consultants

The area shown in Figures 5.C is a bit more difficult to quantify since some of the old bomb line sites have been regraded since the removal of the structures. Specifically, there is new construction occurring in Section 13 (old bomb line 3 at present) (However, this area is not part of this study). However, after driving around these sections, as well as flying some of these sections with a drone, it is safe to presume similar slopes are within this area.



Example of the Existing Roadside Ditches

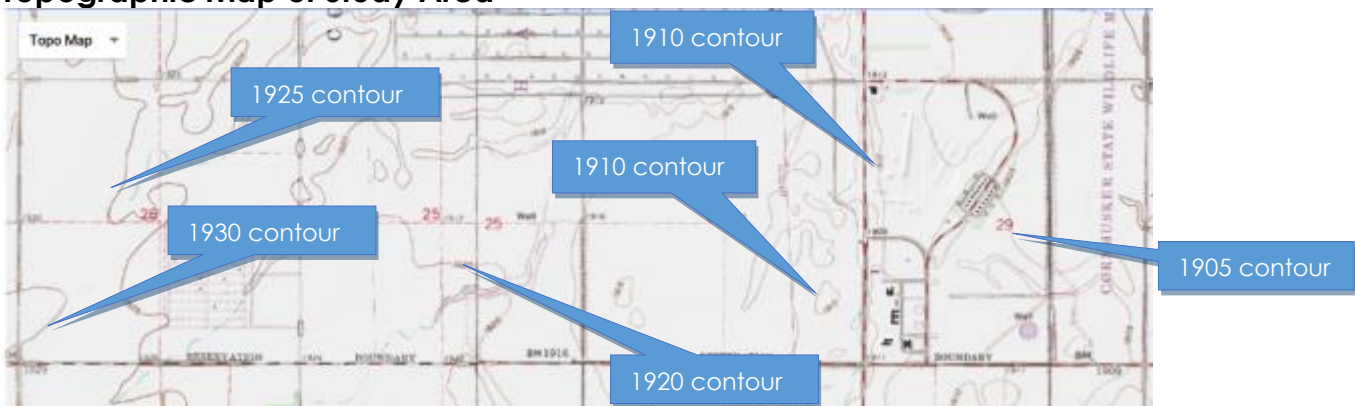
Figure 5.D
Topographic Map of Study Area



Source: MyTopo.com (topographic map) and Marvin Planning Consultants

The area shown in Figures 5.D indicates contours as low as 1900 feet on the east side and 1925 on the far west edge of the area. Again, the cross slope of the four-mile area is less than 1% slope (0.12%). Also, this very slight slope is across four sections of land, examination of each section indicates they are all nearly flat with minimal slope anywhere within a section.

Figure 5.E
Topographic Map of Study Area



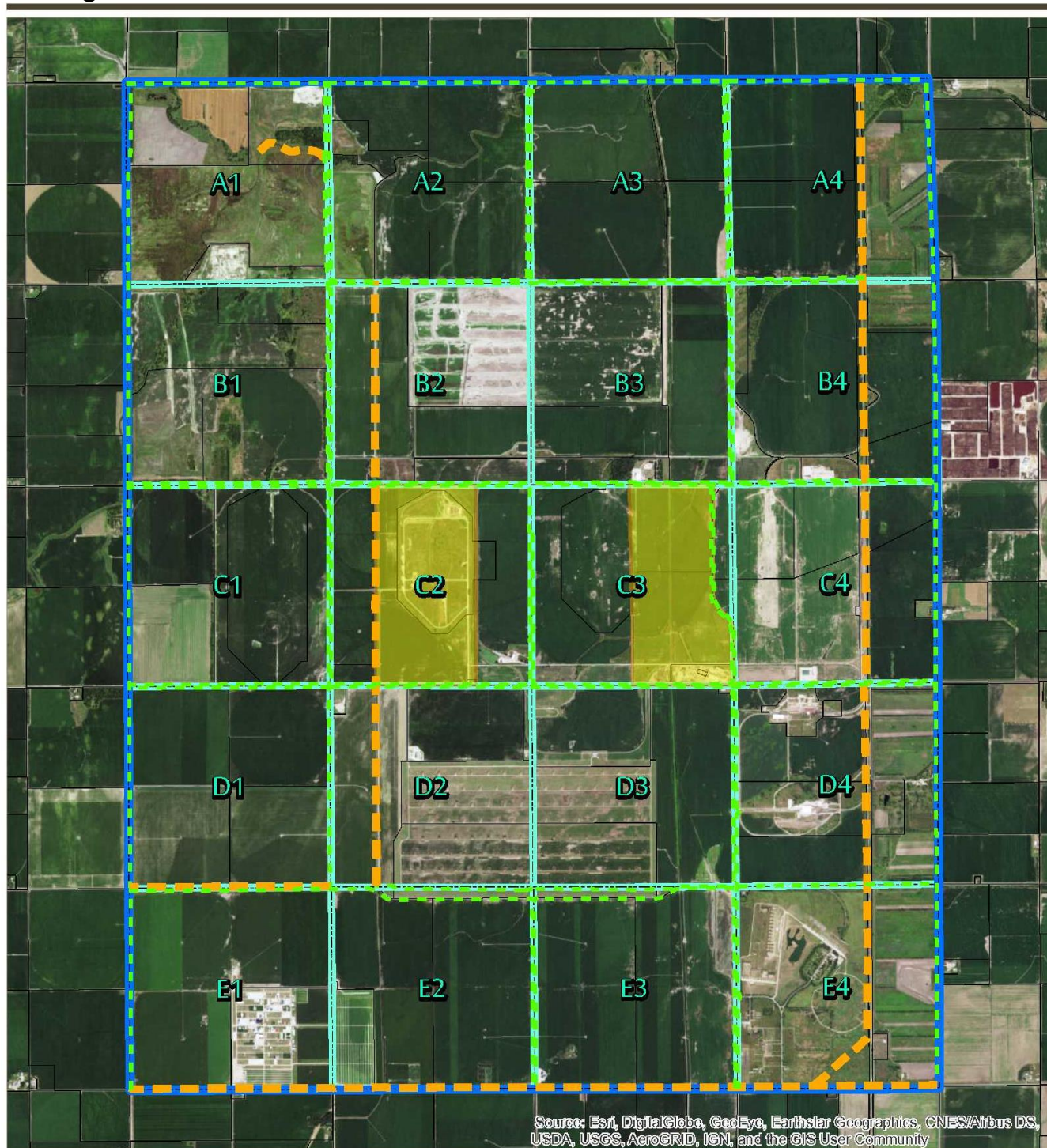
Source: MyTopo.com (topographic map) and Marvin Planning Consultants

The area shown in Figures 5.E indicates contours as low as 1905 feet on the east side and 1930 on the far west edge of the area. Again, the cross slope of the four-mile area is less than 1% slope (0.12%). Also, this very slight slope is across four sections of land, examination of each section indicates they are all nearly flat with minimal slope anywhere within a section.



Example of the Existing Topography within the Study Area

Figure 6
Drainage Conditions



CAAP - DRAINAGE

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA

- Previously Studied Areas
- Hall County Parcels
- CAAP Blight Study Limits
- Drainage Ditch
- CAAP Index Mapping Sections
- Rural Sections Ditches

DATA SOURCES:
BASE DATA PROVIDED BY HALL COUNTY
AERIAL IMAGERY PROVIDED BY ESRI



0 750 1,500 3,000 Feet



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Source: Marvin Planning Consultants and MSA, 2017

In addition to the flatness of the study area, the entire study area is designed to drain using "rural section" ditches along all of the county roads in the area, See Figure 6. The flatness of the study area, seen in Figure 5.A through 5.E would indicate the drainage ditches will also have a minimal amount of slope to sufficiently drain the area. Also, a lot of these ditches have not recently been mowed or cleaned which will slow drainage and encourage ponding of water.

Another drainage system employed in this study area is a pair of drainage ditches running north and south with one located on the east side of the area and one on the west side, see Figure 6. These ditches were constructed during the early years of the Army Reservation and may be in need of cleaning and scouring.

All of the conditions discussed above will create the potential for standing water within this study area. Standing water from poor drainage can be a catalyst for health issues like West Nile and other mosquito-borne diseases due to the potential mosquito breeding during the summer months.

Drainage is a contributing factor to the area being declared Blighted and Substandard.

County Road Conditions

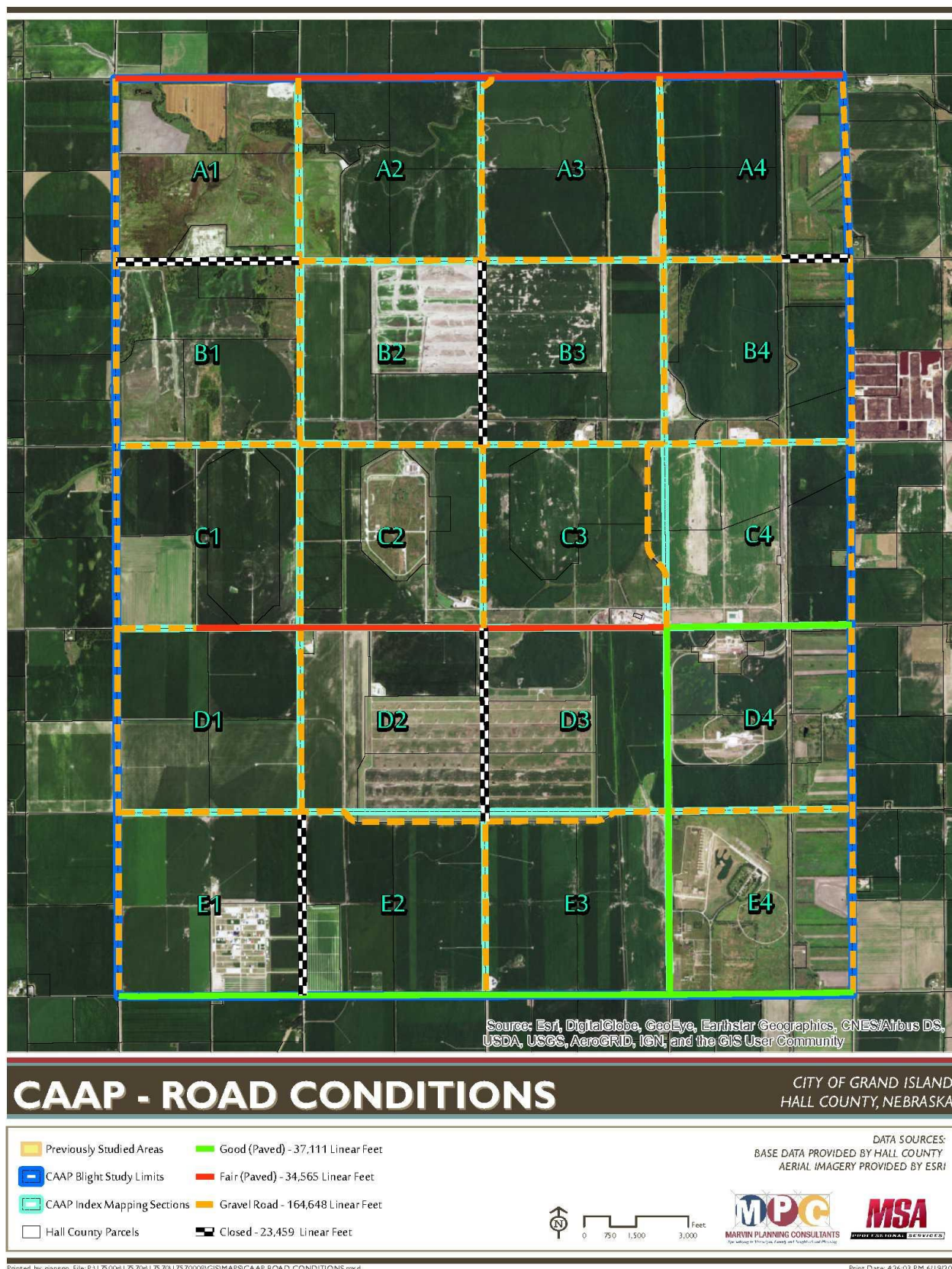
The study area contains approximately 44.5 miles of roadways; plus, 4.5 miles of closed roadways along section lines. Of the 44.5 miles of existing roadway, the following conditions exist:

- 7.0 miles are paved and considered in Good condition
- 6.5 miles are paved and considered in Fair condition
- 31.5 miles are gravel and depending upon maintenance and weather conditions, may be in Good or Poor conditions.
- These calculations do not include internal roads within specific sites of the study area, such as the Husker Harvest Days site or the Heartland Public Shooting Park.



Example of the Existing County Roads within the Study Area

Figure 7
County Road Conditions



Source: Marvin Planning Consultants and MSA, 2017

The existing road conditions are a contributing factor to the deterioration of site or other improvement within the area.

Stormwater management

The study area is surrounded by rural section roads which include drainage ditches. The ditches along with the lack of slope in the area create a negative impact on stormwater management for the area. This flatness is typically true throughout the entire Hall County area.

The stormwater management system is a contributing factor to the deterioration of site or other improvement within the area.

Internal Infrastructure

The on-site area surrounding CAAP location is made up primarily of gravel roads. The area may need to upgrade these roads if anything substantial is constructed on the site.

The internal infrastructure is a contributing factor to the deterioration of site or other improvement within the area.

Old Cornhusker Army Ammunition Plant Infrastructure and Contamination

Groundwater Contamination

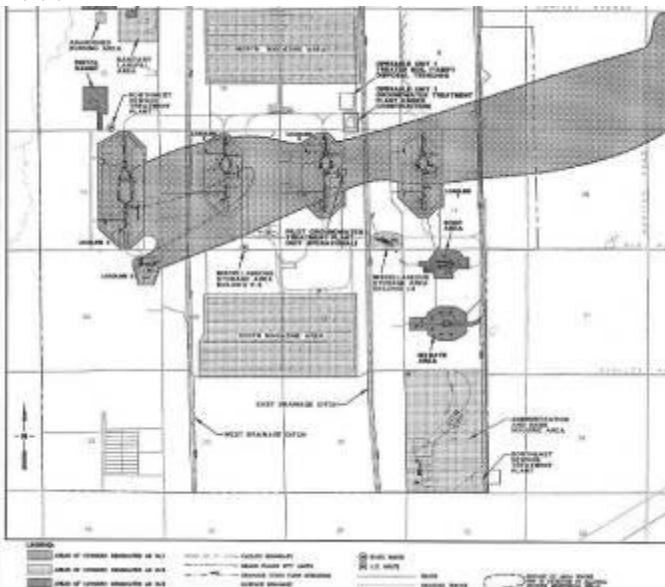
Examining the Blight and Substandard Study Area from the context of the Cornhusker Army Ammunition Plant's 1997 Reuse Plan, the study area contains an area referred to as an "Area of Concern." Figure 8 indicates an area referred to as "Operable Unit 1", which is within the study area. Based upon the report, when cesspools under the old load lines were examined and tested, it was determined:

- The cesspools were found contaminated with explosive residues and heavy metals;
- The groundwater was found contaminated with dissolved explosives, heavy metals, and organic solvents.
- The plume indicated in Figure 8 has decreased since 1997 and is reviewed periodically;
- The deed restrictions for residential development continue and are enforced.

The groundwater contamination is currently in the process of mitigating the contamination through a water treatment plant/process on site.

The entire Cornhusker Army Ammunition Plant site is considered a potentially hazardous area regarding groundwater contamination from explosive residue, heavy metals, and organic solvents. Also, the plume has caused restrictions for potable domestic wells within the entire former ammunition plant site and beyond to be put into place.

Figure 8
Groundwater Contamination
1997

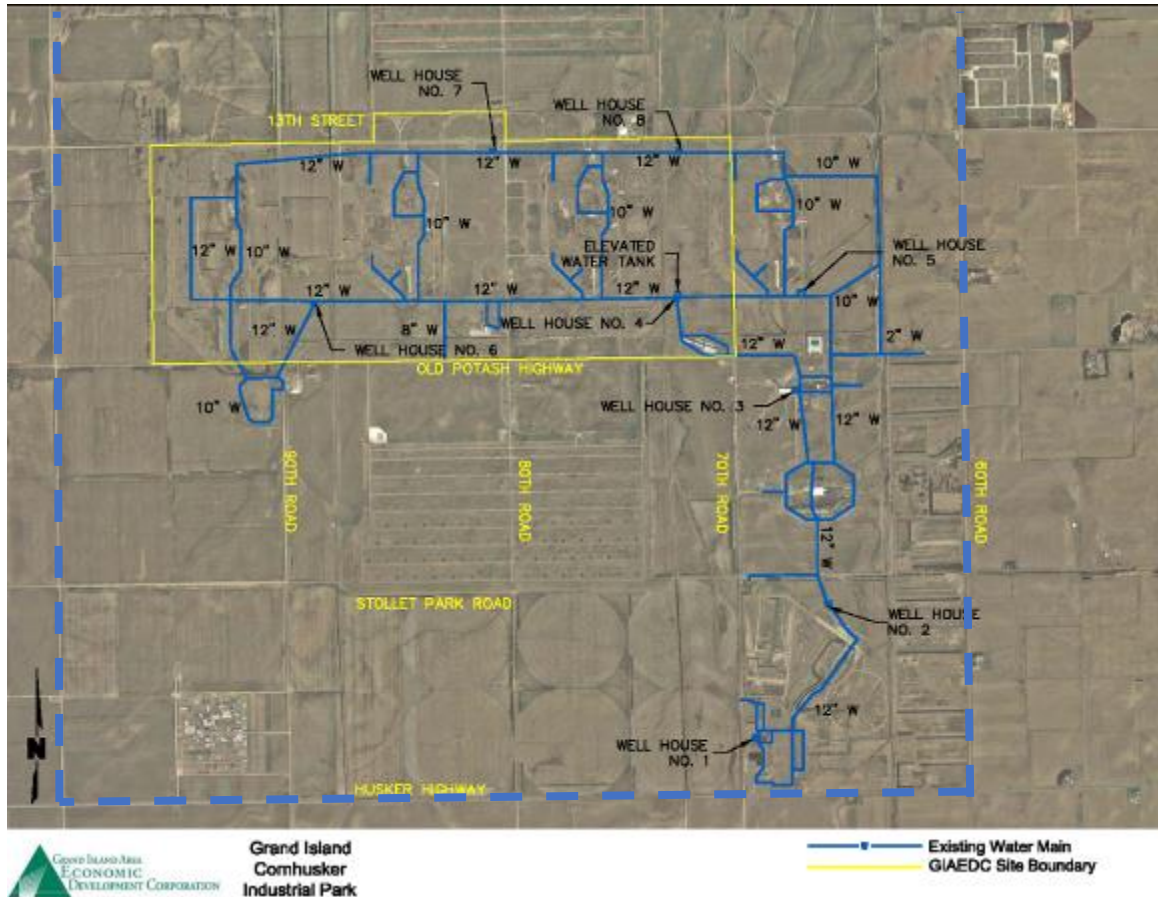


Source: CAAP Reuse Plan 1997

Water System

Also, there is older wood and asbestos covered water pipes underground that once connected the old water system to the site. Figure 9 indicates the primary water lines throughout the entire CAAP area; the area outlined in red is the actual study site. Any development within this study will likely require the complete or partial removal of these asbestos pipes during demolition and construction, thus exposing the asbestos hazard if not controlled properly.

Figure 9
Cornhusker Army Ammunition Plant Water System



Source: Review of Environmental Documentation Related to the Cornhusker Army Ammunition Plant; HDR; 2008

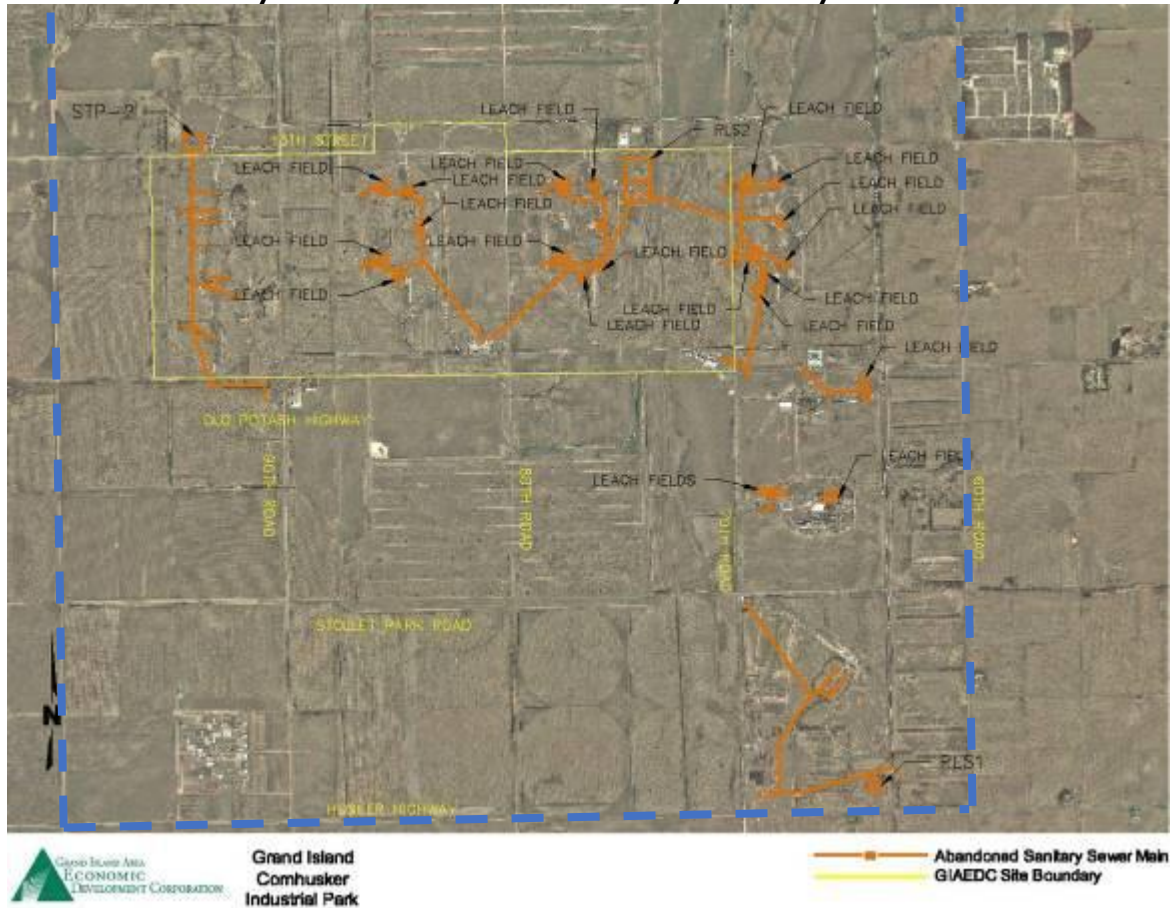


Old Water Tower located on a previously declared property (O'Neill Study)

Sanitary Sewer System

The existing sanitary sewer lines within the study area are constructed of similar hazardous materials. Similar to the water lines, these lines will likely need to be disturbed during any future development/redevelopment of the property, thus exposing the asbestos hazard if not controlled properly. See Figure 9 for an approximate location of these sanitary sewer lines.

Figure 10
Cornhusker Army Ammunition Plant Sanitary Sewer System



Source: Review of Environmental Documentation Related to the Cornhusker Army Ammunition Plant; HDR; 2008



Abandoned Sewage Treatment Plant



Abandoned Sewage Treatment Plant – Aerial View

The internal infrastructure, as well as, the former Cornhusker Army Ammunition Plant contamination plume are contributing factors to the deterioration of site or other improvement within the area.

Insanitary or Unsafe Conditions

There are several factors tending to fall under this category. The study area was found to have several factors falling into insanitary and unsafe. The following will outline the conditions found. The following are some of the more critical elements; however, refer to Figure 10 for additional findings.

Drainage Conditions

The Grand Island and Hall County area has a long history of drainage issues due to the extreme flatness of the area, as well as the high-water table. Topography and soils can have a major impact on how a given portion of the city drains. The area designated in this Study Area is nearly flat or has an extremely small slope.

Figures 5.A through 5.E show the existing topographic map from MyTopo.com showing the study area. The map confirms the flatness of the area throughout the entire study area, and it varies from one set of sections to the next.

Also, there are two drainage ditches within the Study Area. Both go back to the earlier days of CAAP. These ditches have a minimal slope and need to be cleaned and scoured for water to flow better.

The potential for standing water on this site is great. It is apparent that the lack of adequate drainage will, in fact, create a hazard for mosquito breeding during the summer months.

The drainage conditions are a contributing factor to the Insanitary and Unsafe Conditions within the area.

Stormwater management

The study area contains rural section roads which include drainage ditches. The ditches along with the lack of slope in the area create a negative impact on stormwater management for the area. The impact occurs throughout Hall County.

The stormwater management system is a contributing factor to the Insanitary and Unsafe Conditions within the area.

Old Cornhusker Army Ammunition Plant Infrastructure and Contamination

See narrative above

The internal infrastructure, as well as, the former Cornhusker Army Ammunition Plant contamination plume are a contributing factor to the Insanitary and Unsafe Conditions within the area.

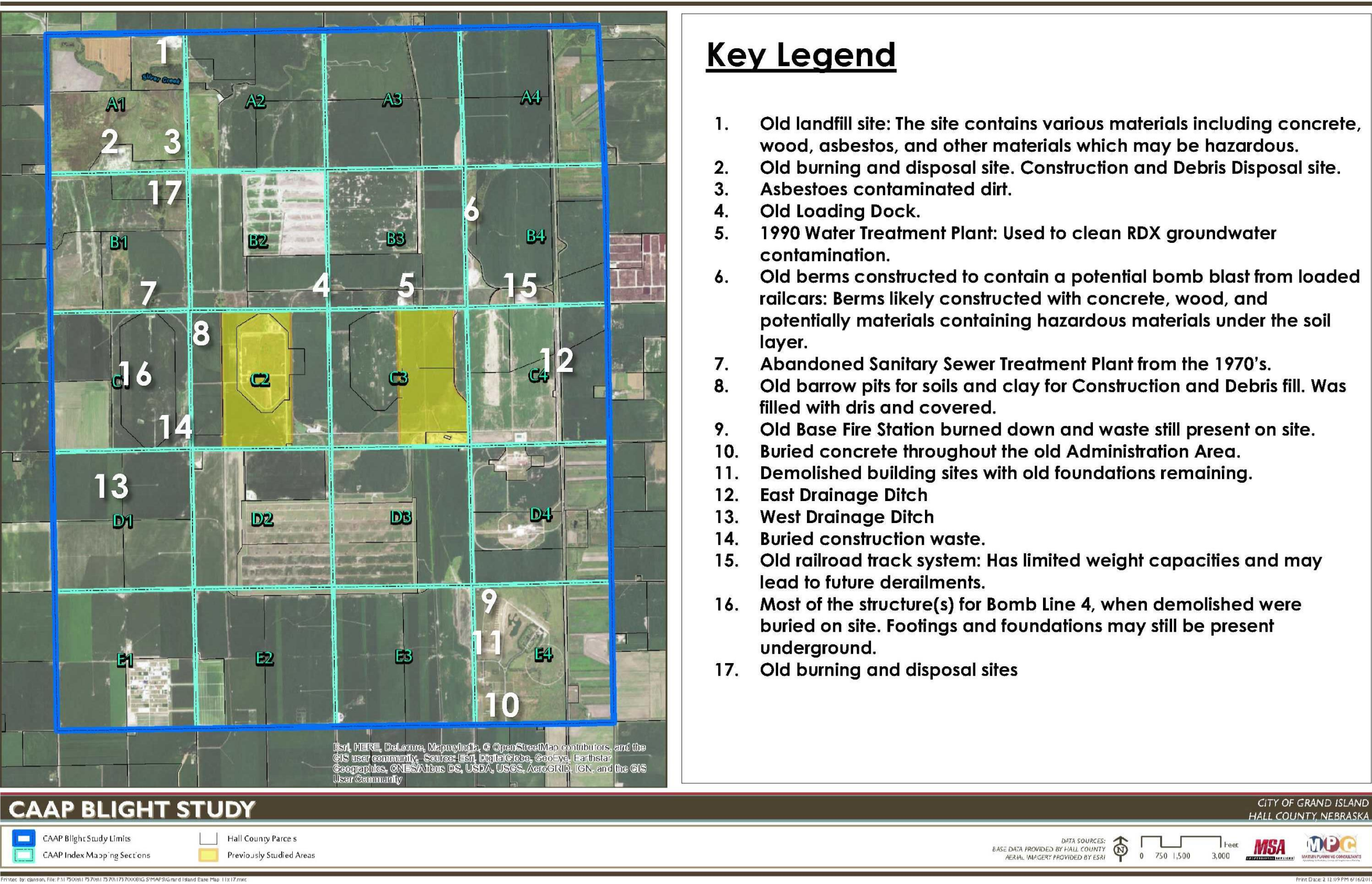
Existence of Conditions endangering life or property due to fire or other causes

As mentioned earlier, the entire Cornhusker Army Ammunition Plant site is considered a hazardous area regarding ground water contamination. The actual contamination plume is under the study area, see Figure 8. Also, the plume has caused restrictions for potable domestic wells within the entire former ammunition plant site and beyond to be put into place.

The contaminated groundwater has several dangerous materials including RDX, a dangerous carcinogen, which was used in the manufacture of explosive devices during the life of the ammunition plant and is extremely unsafe to humans and other animals. Figure 8 indicates the study area in 1997 was directly over one of the most contaminated areas of CAAP. In addition, the Study Area is within an EPA Superfund Site.

Based on the field analysis there are sufficient elements present to meet the definition of dangerous conditions within the Study Area. Besides groundwater contamination, additional elements contributing to these criteria can be found; however, refer to Figure 10 for additional findings.

Figure 11
Insanitary and Unsafe Conditions/Existence of Conditions endangering life or property due to fire or other causes/ Combination of factors which are impairing and/or arresting sound growth



Source: Review of Environmental Documentation Related to the Cornhusker Army Ammunition Plant; HDR; 2008

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Example of the Existing Conditions Endangering Life or Property

Combination of factors which are impairing and/or arresting sound growth

Within this study area, there are many factors impairing or arresting sound growth. A couple of these include:

- The entire Study Area is within an EPA Superfund Site
- The contamination plume is a major condition factor arresting sound growth in the Grand Island area.
- The condition of the railroad track is a deterrent for any business needing rail service
- The numerous landfill/construction and debris sites within the Study Area create unknowns and extreme costs for future clean-up
- Large berms along 70th near Capital Avenue
- The existing water system and sanitary sewer systems are not capable of use; except for, specific prescribe uses as defined by the numerous reports for this site
- Drainage capacity of the area is minimal regarding the ability to handle large amounts of runoff during large storm events.



Example of Conditions Arresting Growth

Based on the review of the area, there are sufficient elements present to meet the definition of the combination of factors which are impairing and/or arresting sound growth within the Study Area.

Diversity of Ownership

The diversity of Ownership implies there are multiple landowners in an area. When there are multiple landowners, then the process of development and redevelopment can be hindered due to a vast number of people and corporations needing a say in the process. In these situations, it "may" become necessary for the public sector to become involved through the use of incentives to guide the effort.

Within the CAAP Study Area, there are 26 different property owners. These property owners include:

- The United States government
- The City of Grand Island
- Hall County
- The Nebraska Game and Parks Commission
- Central Platte Natural Resources District
- 21 different private landowners

The Diversity of Ownership is difficult on an area-wide basis, but there are also sections of ground within the Study Area which have multiple landowners. This diversity can add more difficulty to the redevelopment of a smaller area and requires considerable coordination. One example is the recent area owned by O'Neill Wood Products and Grand Island Economic Development Corporation; both parties needed to work together for a possible redevelopment area to be declared Blighted and Substandard, as well as, moving the project forward. Not saying there were problems, but having multiple owners involved can slow and complicate the process in the future.

Due to the Diversity of Ownership within the Study Area, this is a contributing factor to the area being declared Blighted and Substandard.

Faulty Lot Layout

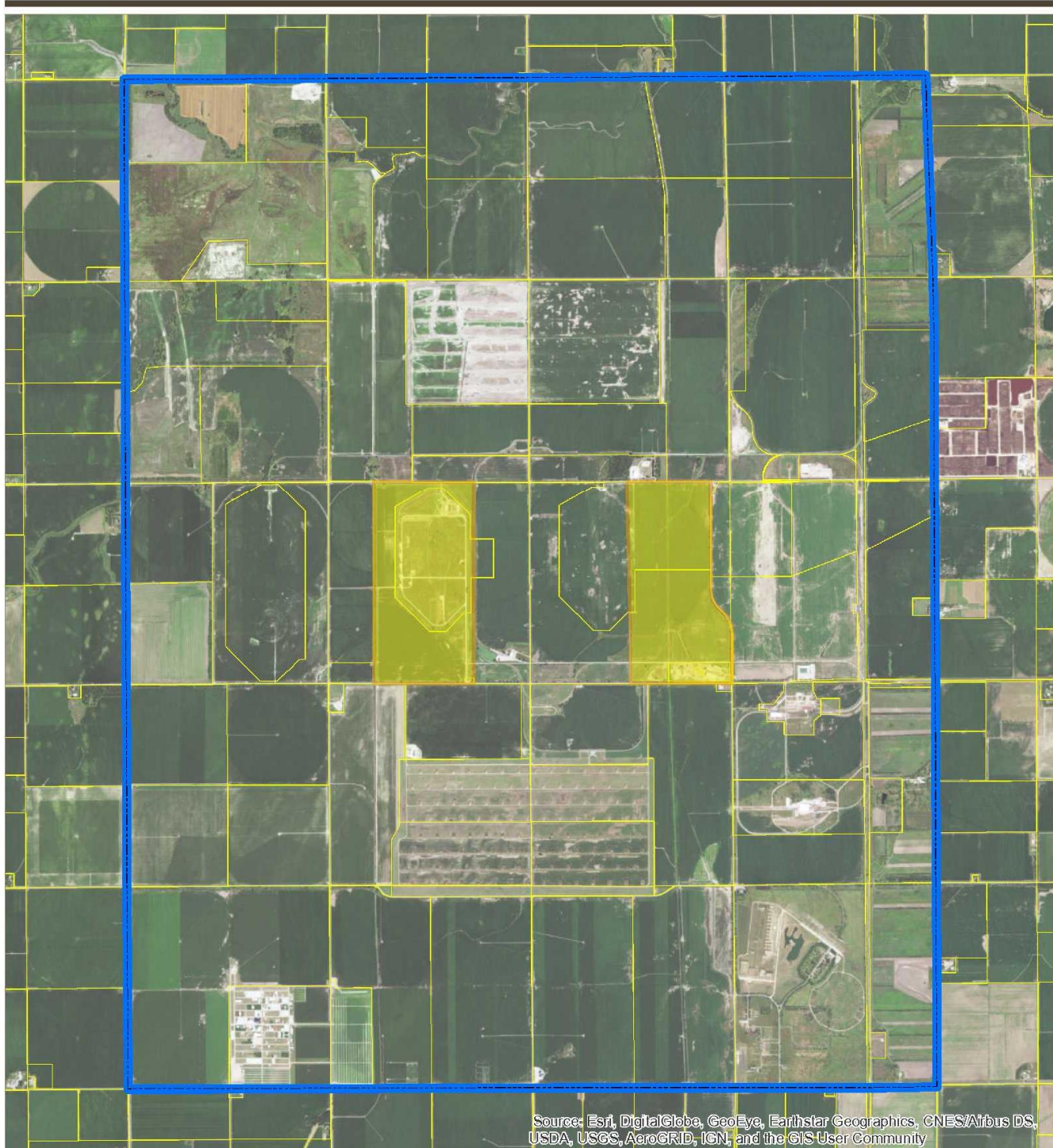
Within the Study Area, there are multiple parcels/lots throughout the 20 square miles. However, when the Department of Defense/US Government began selling off land within the boundaries of the Army Reserve, they were divided into many different configurations.

A large reason for this was likely due to what could be split off and sold at a specific time. Examining Figure 11, it is obvious the sale of the parcels, and the shape of the land did not have a specific plan or rationale. The previous section, Diversity of Ownership, identified 26 different landowners; however, there are 89 parcels owned by those landowners.



Blow-up of Figure 12

Figure 12
Lot/Parcel Layout

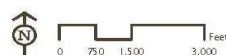


CAAP - LOT / PACEL LINES

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA

Previously Studied Areas
 CAAP Blight Study Limits
 Hall County Parcels

DATA SOURCES:
BASE DATA PROVIDED BY HALL COUNTY
AERIAL IMAGERY PROVIDED BY ESRI



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Print Date: 11:56:17AM 6/19/2017

Source: Hall County Assessor, Marvin Planning Consultants and MSA 2017

Part B of the Blight Definition

Age of Commercial Units

Age of commercial units is a contributing factor to the blighted and substandard conditions in an area. The statute allows for a predominance of commercial units 40 years of age or older to be a contributing factor regardless of their condition. The following paragraphs document the structural age of the commercial units within the Study Area. Note the age of commercial units came from the Appraisal data within the Hall County Assessor's website data.

Within the study area, there are 202 commercial units in some form or another. The age of structure has been determined by researching the structural age on the Hall County Assessor's and Treasurer's websites and reviewing older documents, as well as, a land survey completed on the entire site.

Considering the older commercial units have no specific dates attached to them since the property was a Federal Military facility, the assumption is the older commercial units were a part of the original installation in 1942. Therefore, the older remaining commercial units and any remaining foundations have been in place since 1942 and are currently 74 years old each. For purposes of this study, older utility poles and concrete culverts were not counted in the age calculation; although they contribute to the general deteriorating condition.

The following breakdown was determined:

- 158 (78.2%) units were determined to be 40 years of age or older
- 44 (21.8%) units were determined to be less than 40 years of age

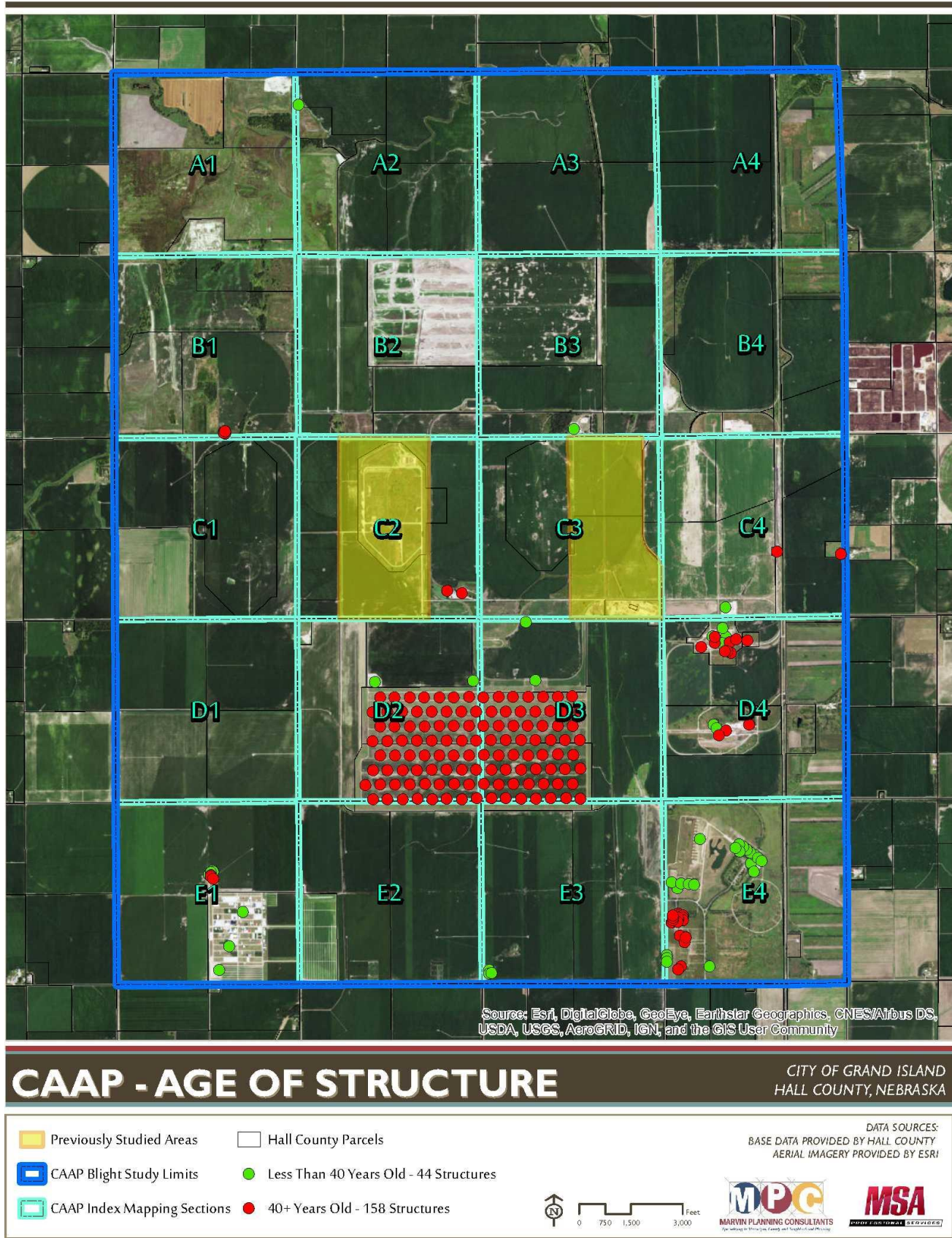
Table 1:
Age of Units

	Number of Units	Construction date	Age of Units	Cummulative Age
	2	1920	97	194
	2	1925	92	184
	1	1940	77	77
	125	1942	75	9375
	12	1945	72	900
	10	1970	47	750
	6	1976	41	450
	5	1990	27	135
	1	1992	25	25
	1	2000	17	17
	9	2003	14	126
	2	2004	13	26
	2	2005	12	24
	2	2006	11	22
	2	2008	9	18
	12	2011	6	72
	1	2012	5	5
	5	2013	4	20
	7	2014	3	21
Total Cummulative	202			11986
Average Age				59.33663366

Source: Hall County Assessor

Also, Table 1, above, examined the commercial units within the study area and calculated a cumulative age and divided by the total number of commercial units to get a mean age. The mean age of all of the commercial units in the study area is 59.3 years.

Figure 12
Age of Commercial Units



Source: Hall County Assessor

Blighting Summary

These conditions are contributing to the blighted conditions of the study area.

- **Qualifies under the Former Defense Site statute**
 - The real property located outside the corporate limits of the city is a formerly used defense site;
 - The formerly used defense site is located within the same county as the city approving such redevelopment project;
 - Formerly used defense site means real property that was formerly owned by, leased to, or otherwise possessed by the United States and under the jurisdiction of the United States Secretary of Defense. Formerly used defense site does not include missile silos.
- **Substantial number of deteriorating structures**
 - Based upon the review of Hall County Assessor data, field observations, drone observations and other aerials there are a substantial number of deteriorating structures within the Study Area:
 - 156 structures deemed to be in a deteriorated state.
 - 46 structures deemed to be in good condition.
- **Deterioration of site or other improvements**
 - Drainage of existing site is difficult based upon the existing topography.
 - County Road conditions.
 - Stormwater management.
 - Internal Infrastructure.
 - Old Cornhusker Army Ammunition Plant infrastructure and Contamination.
 - Study area is currently within a EPA Superfund Site, see Appendix B
- **Insanitary or Unsafe Conditions**
 - Drainage of the existing site is difficult based on the existing topography.
 - Stormwater management.
 - Internal Infrastructure.
 - Old Cornhusker Army Ammunition Plant infrastructure and Contamination.
 - Several other issues including landfills filled with asbestos material and potentially other hazardous substances, see Figure 11.
- **Dangerous conditions to life or property due to fire or other causes**
 - Old Cornhusker Army Ammunition Plant Contamination.
 - Several other issues including landfills filled with asbestos material and potentially other hazardous substances, see Figure 11.
- **Combination of factors which are impairing and/or arresting sound growth**
 - The contamination plume is a major condition factor arresting sound growth in the Grand Island area.
 - The condition of the railroad track is a deterrent for any business needing rail service
 - The numerous landfill/construction and debris sites within the Study Area create unknowns and extreme costs for future clean-up
 - Large berms along 70th near Capital Avenue
 - The existing water system and sanitary sewer systems are not capable of use; except for, specific prescribe uses as defined by the numerous reports for this site
 - Drainage capacity of the area is minimal regarding the ability to handle large amounts of runoff during large storm events.
 - Study area is currently within a EPA Superfund Site, see Appendix B
- **Diversity of Ownership**
 - The Study Area contains 26 different landowners including six different governmental entities.
- **Faulty Lot Layout**
 - The Study Area contains 89 different parcels owned by 26 different landowners.
 - Many these parcels are not square or rectangular in shape but oddly shaped parcels

- **Stable or decreasing population based on the last two decennial censuses**

- The Study Area has had no population over the past two decennial censuses. Based upon the DOD criteria for the Study Area, permanent residential structures and units are not permitted; other than the residence for the Park Superintendent for Heartland Shooting Park.

Criteria under Part B of the Blight Definition

- **Average age of commercial units is over 40 years of age**

- Within the Study Area 78.2% of the commercial units meet the criteria of 40 years of age or older.
- Based upon the county assessor's assessment records, the average age of the commercial units within the study area is 59.3 years.

- **Stable or decreasing population based on the last two decennial censuses**

- The population of the Study Area has remained stable over the past two decennial censuses.

The other criteria for Blight were not present in the area, these include:

- Improper Subdivision or Obsolete Platting
 - The land was originally laid out by the U. S. Government during and after World War II.
- Defective/Inadequate street layouts
 - The primary layout in this Study Area are section line roads
- Tax or special assessment delinquency exceeding fair value of the land.
 - NA
- Defective or unusual condition of title
 - NA
- Unemployment in the designated area is at least 120% of the state or national average.
 - NA
- Over one-half of the property is unimproved and has been within the City for over 40 years.
 - NA
- The per capita income of the area is lower than the average per capita income of the city or village in which the area is designated.
 - NA

These issues were either not present or were limited enough as to have little impact on the overall condition of the study area.

Substandard Conditions

FORMER DEFENSE SITE

Based upon Chapter 18, Sections 18-2103 and 2123.01 of the Revised Nebraska State Statutes, this study area is eligible to be deemed to be Blighted and Substandard. The area meets all of the necessary eligibility criteria identified in 18-2123.01:

1. The real property located outside the corporate limits of the city is a formerly used defense site;
2. The formerly used defense site is located within the same county as the city approving such redevelopment project;
3. Formerly used defense site means real property that was formerly owned by, leased to, or otherwise possessed by the United States and under the jurisdiction of the United States Secretary of Defense. Formerly used defense site does not include missile silos.

Predominance of Deteriorating Buildings or Improvements

The team went through every property record on-line, via the Hall County Assessor's site to identify structures in good or bad condition. Also, a site visit examined many existing structures throughout the Study Area. In addition, the use of aerial photography and a drone flight were utilized in gaining a better view and more insight on the structural conditions of certain areas of the former Army Reservation.

Through the team's observations and analysis, the following was determined:

- 155 structures were in bad or deteriorating condition
- 46 structures were in good condition
- 1 structure burned down

Almost everything constructed during the Army's occupation of the area fits within the category of deteriorated and dilapidated and is in poor condition. The structures deemed to be in good condition have been constructed by the new property owners, including the area around Husker Harvest Days and the actual range at the Heartland Shooting Park.

Besides the actual standing structures, there are several concrete slabs and footings still visible on the old administration area. The above ground portions have been torn down slabs and footings were left behind.

Based upon the review of this issue, it is found that deteriorating structures is a contributing factor in declaring this area substandard.

Existence of Conditions endangering life or property due to fire or other causes

As mentioned earlier, the entire Cornhusker Army Ammunition Plant site is considered a hazardous area regarding ground water contamination. The actual contamination plume is under the study area, see Figure 8. Also, the plume has caused restrictions for potable domestic wells within the entire former ammunition plant site and beyond to be put into place.

The contaminated groundwater has several dangerous materials including RDX, a dangerous carcinogen, which was used in the manufacture of explosive devices during the life of the ammunition plant and is extremely unsafe to humans and other animals. Figure 8 indicates the study area in 1997 was directly over one of the most contaminated areas of CAAP.

Based on the field analysis there are sufficient elements present to meet the definition of dangerous conditions within the Study Area. Besides groundwater contamination, additional elements contributing to these criteria can be found; however, refer to Figure 11 for additional findings.

Substandard Summary

Nebraska State Statute requires that *"...an area in which there is a predominance of buildings or improvements, whether nonresidential or residential in character, which, by reason of dilapidation, deterioration, **age** or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, or **the existence of conditions which endanger life or property by fire and other causes**, or any combination of such factors, is conducive to ill health, transmission of disease,*

infant mortality, juvenile delinquency, and crime, (which cannot be remedied through construction of prisons), and is detrimental to the public health, safety, morals, or welfare;"

This Study Area meets the definition of Substandard as defined in the Revised Nebraska State Statutes.

FINDINGS FOR GRAND ISLAND BLIGHT STUDY AREA – CAAP

This Blight Study Area has several items contributing to the Blight and Substandard Conditions. These conditions include:

Blighted Conditions

- Former Defense Site
- Existence of commercial units over 40 years of age
- Substantial number of Deteriorating Structures
- Deterioration of site or other improvements
- Insanitary and Unsafe Conditions
- Dangerous conditions to life or property due to fire or other causes, including contamination
- Combination of factors which are impairing and/or arresting sound growth
- Diversity of Ownership
- Faulty Lot Layout
- Stable or decreasing population based on the last two decennial censuses

Substandard Conditions

- Former Defense Site
- Dangerous conditions to life or property due to fire or other causes, including contamination
- Predominance of buildings or improvements which by reason of deterioration and age are conducive to ill health and detrimental to the public health

Appendix A

Ownership by Acres by Section

Ownership Table

Map Index Number	Owner	Acreage	
A1	Central Platte NRD	428.17	
	USA	51.48	
	Game and Parks	157.3	636.95
A2	Thayer Properties LLC	454.75	
	Central Platte NRD	91.71	634.55
A3	Big B, Inc	299.30	
	Keith Brown	113.77	
	Kaboom	216.54	629.61
A4	Kaboom	402.68	
	ARS	27.65	
	Game and Parks	215.76	646.09
B1	Central Platte NRD	340.01	
	USA	307.23	647.24
B2	4 T Land LLC	240.38	
	Keith Brown	94.81	
	ARS	3.76	
	Panowicz	45.94	
	Big B, Inc	254.72	639.61
B3	4 T Land LLC	257.17	
	Panowicz	40.67	
	USA	16.16	
	Keith Brown	110.38	
	Big B, Inc	212.51	636.89
B4	Southern Public Power	472.59	
	ARS	61.91	
	Hooker Bros	35.64	
	Mid-Nebraska Disposal	12	
	Blessing Premier Property LLC	22.37	
	Game and Parks	56.8	661.31
C1	Uhrich	136.84	
	Stueven	139.77	
	Panowicz	365.88	642.49
C2	ARS	1.73	
	Platte River Ind	316.26	
	GIEDC	1.73	
	Panowicz	295.96	631.66
C3	Panowicz	315.71	
	CAIP LLC	231.28	
	Wojtaszewski	38.56	
	ARS	3.18	
	O'Neill Wood Resources	27.57	600.32
C4	Wojtaszewski	274.87	
	ARS	26.78	
	Southern Public Power	208.12	
	Wojtaszewski	98.51	
	Other	130.23	640.00
D1	Haldeman	160.53	
	Big B, Inc	161.28	
	Petersen	325.49	647.30
D2	Petersen Farms	215.66	
	Heritage Disposal	424.72	640.38
D3	Wojtaszewski	256.64	
	Heritage Disposal	385.83	
	ARS	329.72	
	Southern Public Power	3.57	642.47
D4	Wojtaszewski	104.67	
	Game and Parks	204.44	642.4
E1	Rohwer Family Ltd Partnership	481.24	
	Farm Progress Comp. Inc	162.39	643.63
E2	Farm Progress Comp. Inc	66.47	
	Rohwer Family Ltd Partnership	244.45	
	Heritage Disposal	24.09	
	Petersen Farms	1.94	
	Kaboom	300.93	637.88
	Heritage Disposal	19.08	
	Wojtaszewski	1.88	
	Kaboom	606.63	627.59
E4	City of Grand Island	420.05	
	Game and Parks	204.92	
	ARS	11.82	
	Hall County	5.97	642.76
Total		11,638	

Appendix B

CAAP Superfund Information

The following information was taken directly off the EPA Website regarding the CAAP Superfund Site.

Site Background

The Cornhusker Army Ammunition Plant is a 12,042-acre site near Grand Island, Nebraska. The Army built the plant in 1942 to produce munitions and provide support functions during World War II. The plant area includes five major production areas where munitions were loaded, assembled and packed; a fertilizer manufacturer; two major storage facilities; sanitary landfills; and burning grounds where materials contaminated with explosives were ignited. Improper disposal of contaminated wastewater and other plant operations resulted in groundwater contamination on and off the site. The U.S. Army Corps of Engineers (USACE) is conducting the first of two phases of cleanup at one subsite. Operation and maintenance activities and monitoring are ongoing.

EPA's Involvement at this Site

The EPA provides oversight of environmental cleanup work performed by USACE on behalf of the Army. The EPA is a party to an agreement with USACE and the Nebraska Department of Environmental Quality (NDEQ) which describes how that cleanup will be conducted. Based on this agreement, the EPA provides regulatory review and oversight of documents developed and work conducted by the USACE at the site. In addition, EPA is taking an active role in performing groundwater sampling to evaluate the presence of contaminants, including perchlorate, which were not originally identified in the documents which spell out the agreements between EPA, USACE, and the State of Nebraska.

Site Status

Systems are currently in place at the site for extracting and treating contaminated groundwater. In addition to extraction and treatment, the remedy for the groundwater contamination includes monitored natural attenuation and long-term monitoring. Natural attenuation describes a variety of in-place processes that, under favorable conditions, act without human intervention to reduce the mass, toxicity, mobility, volume or concentration of contaminants in groundwater. Remedies for other parts of the site include removal of soil contaminants and debris and institutional controls to prevent the property's use for non-industrial purposes.

The USACE/Army is currently conducting the first stage of cleanup activities at one subsite, including excavating and sifting soil to locate and dispose of gravel mines. Under the second stage of work, sifted soil, as well as the excavated site, will be characterized for contaminant concentrations that exceed cleanup levels. The USACE will transport and dispose of soils with contaminants above cleanup levels to an off-site facility.

Work to Protect Human Health and the Environment

This site is being addressed through Department of Defense (DoD) Federal Facility actions with oversight by EPA and NDEQ. EPA, NDEQ and DoD signed an Interagency Agreement in 1990 that describes how the Army will perform work to investigate and clean up the site.

The EPA has conducted several five-year reviews of the site's remedy. These reviews evaluate whether the remedies put in place protect public health and the environment, and function as intended by site decision documents. The most recent review concluded that response actions at the site are in accordance with the remedy selected by EPA and that the remedy continues to be protective of human health and the environment in the short term. Continued protectiveness of the remedy requires continued groundwater monitoring and implementation of institutional controls.

Site Risks

The greatest health risks to people are ingesting or touching contaminants in soil and groundwater. However, residents have had access to public water supplies since the early 1990s. Currently, there are no known exposures to contaminants at unacceptable levels, and therefore, no known unacceptable human health risks.

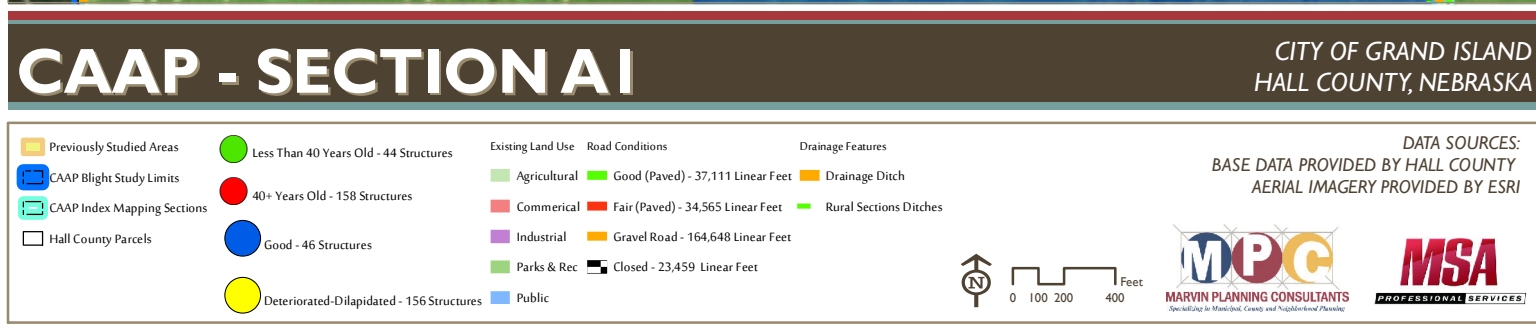
Emergency Response

Site cleanup has also included removal actions, or short-term cleanups, to address immediate threats to human health and the environment. Immediate actions included the disconnection of the well from the public water supply and extraction of contaminated groundwater. From 1987 to 1988, the Army incinerated 40,000 tons of contaminated soil in the surface impoundments.

The Army provided bottled water to the 250 homes with contaminated wells until residences were hooked up to the city's water system in 1986. In 1991 and 1992, the Army provided bottled water to additional homes with contaminated wells until residences were hooked up to the city's water system.

Appendix C

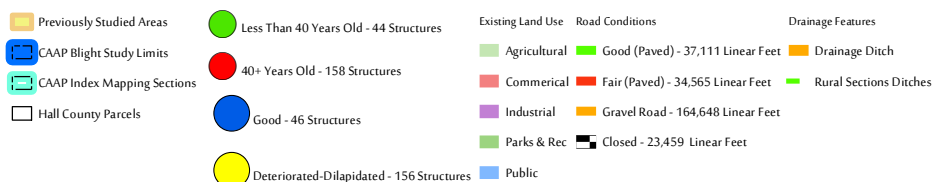
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CAAP - SECTION A2

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



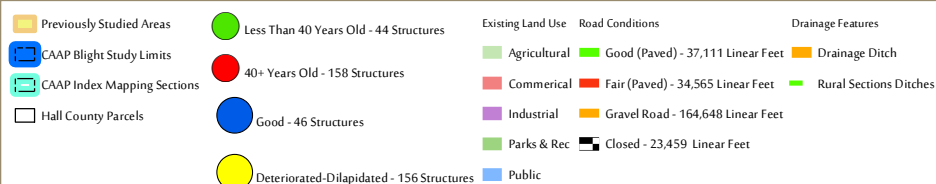
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CAAP - SECTION A3

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



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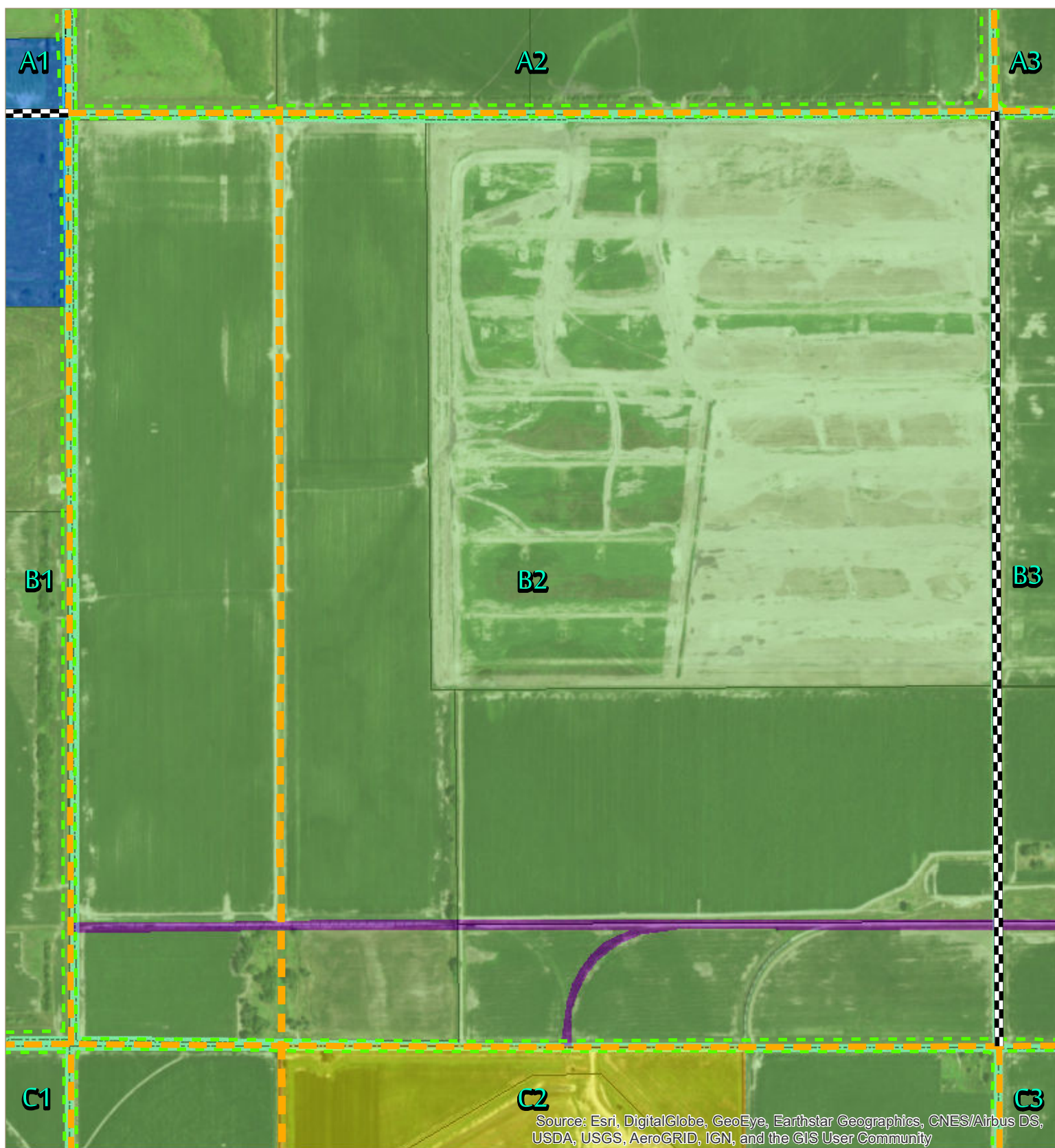
CAAP - SECTION A4

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



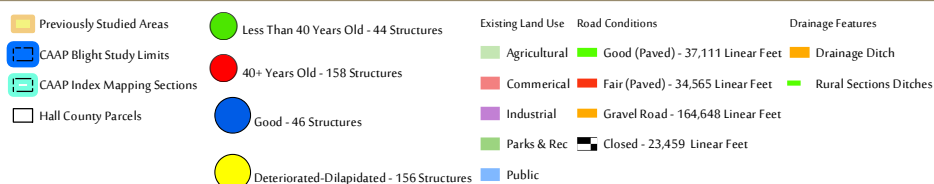
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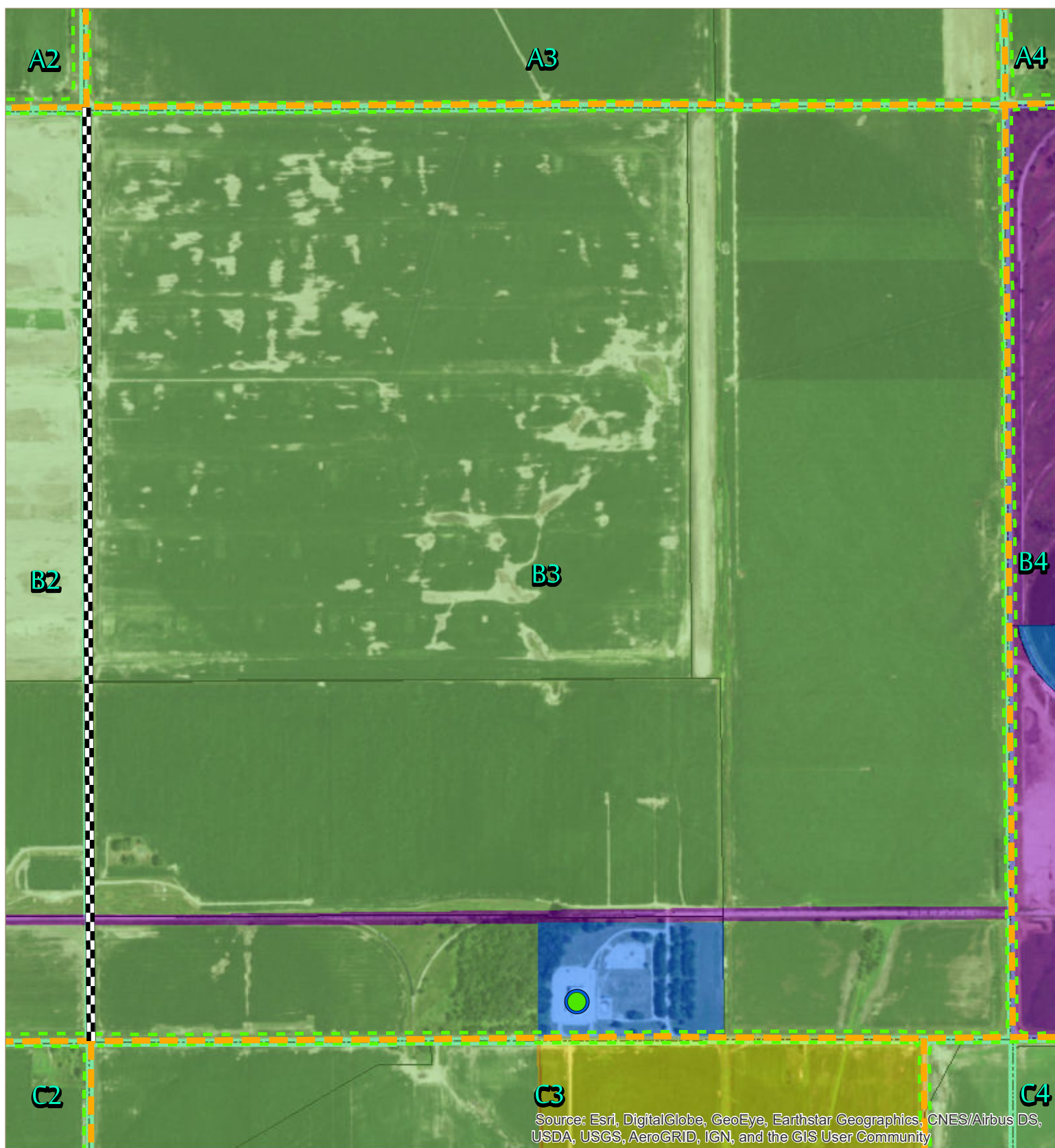
CAAP - SECTION B2

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



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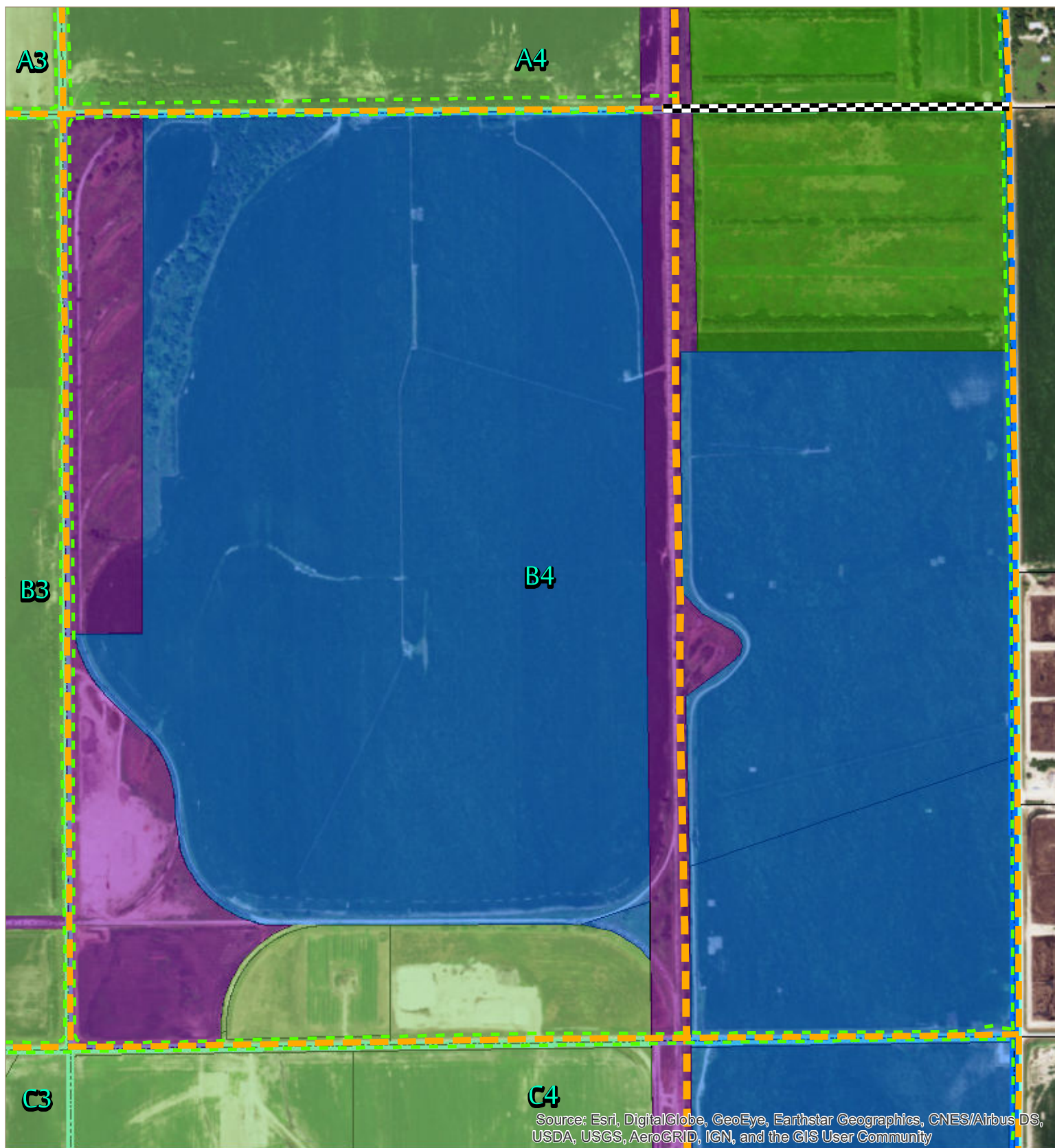
CAAP - SECTION B3

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



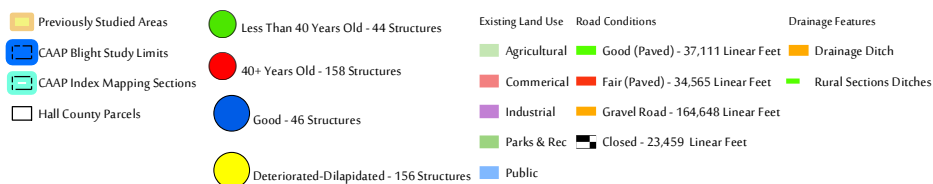
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AERIAL IMAGERY PROVIDED BY ESRI





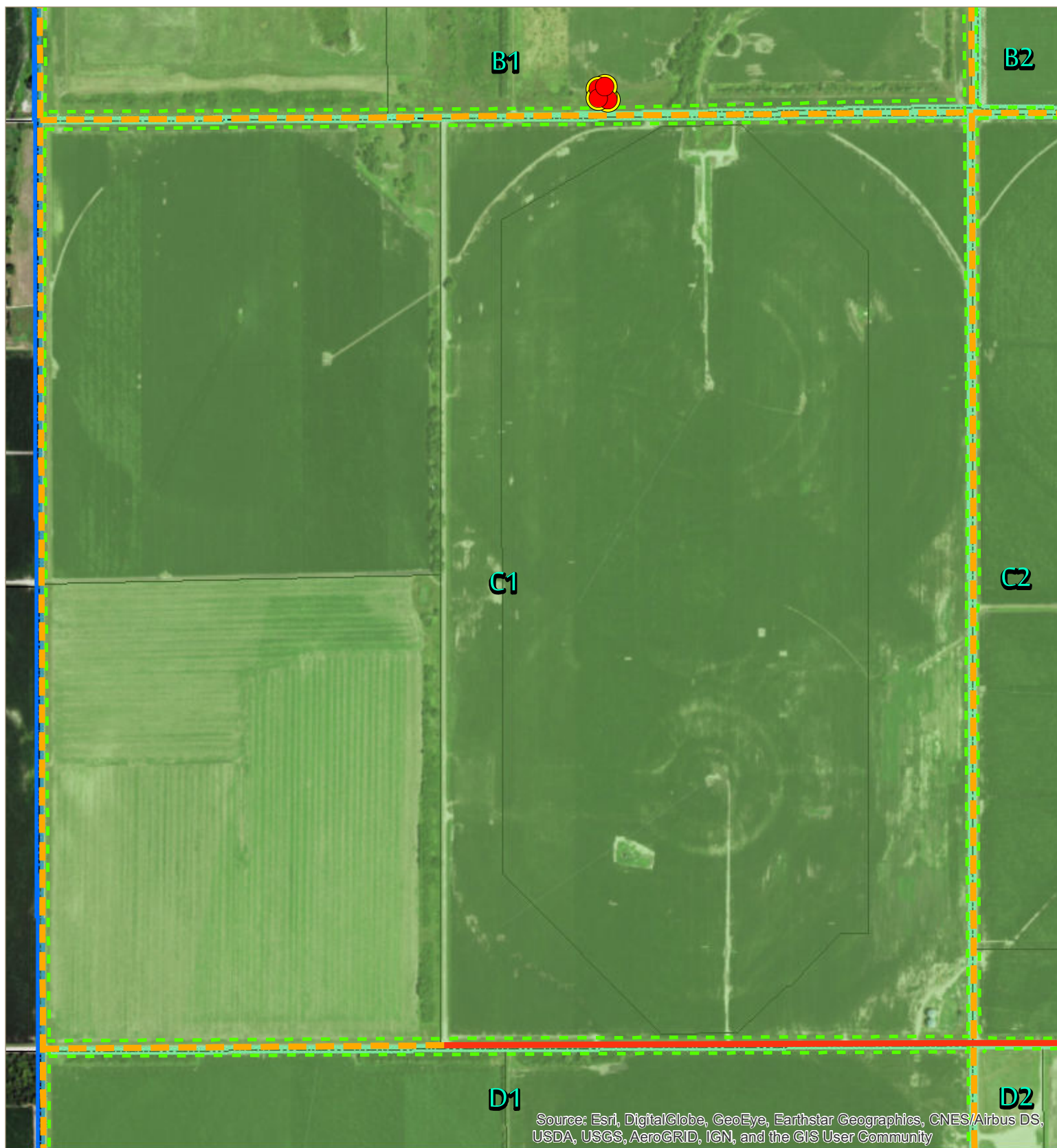
CAAP - SECTION B4

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



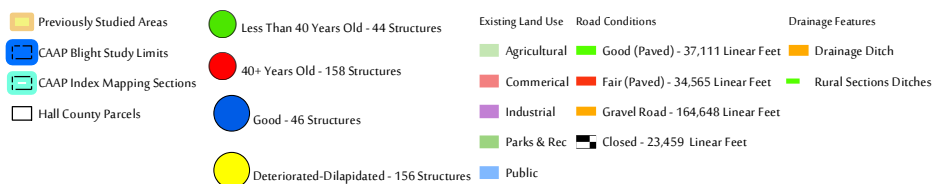
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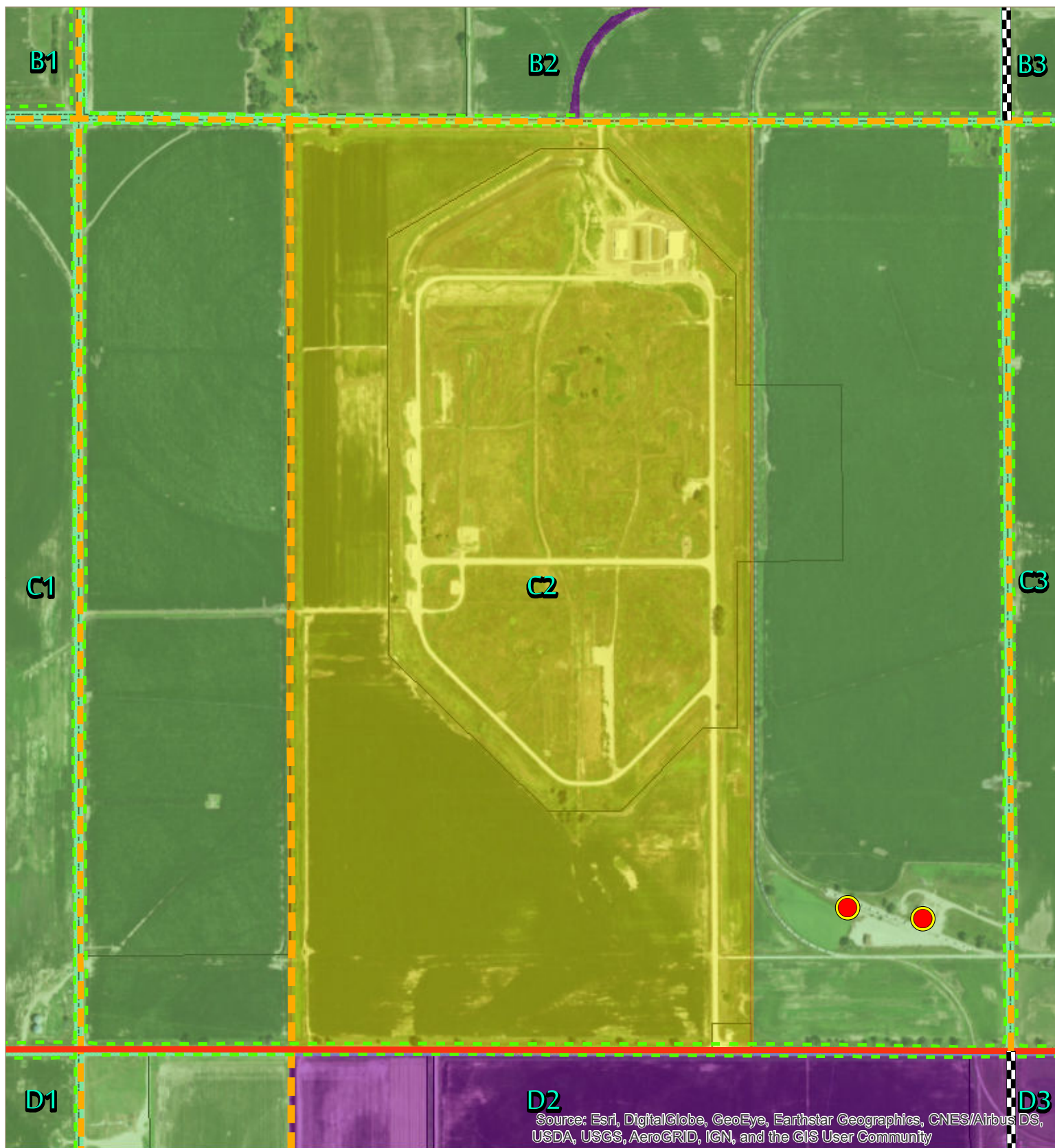




CAAP - SECTION CI

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA





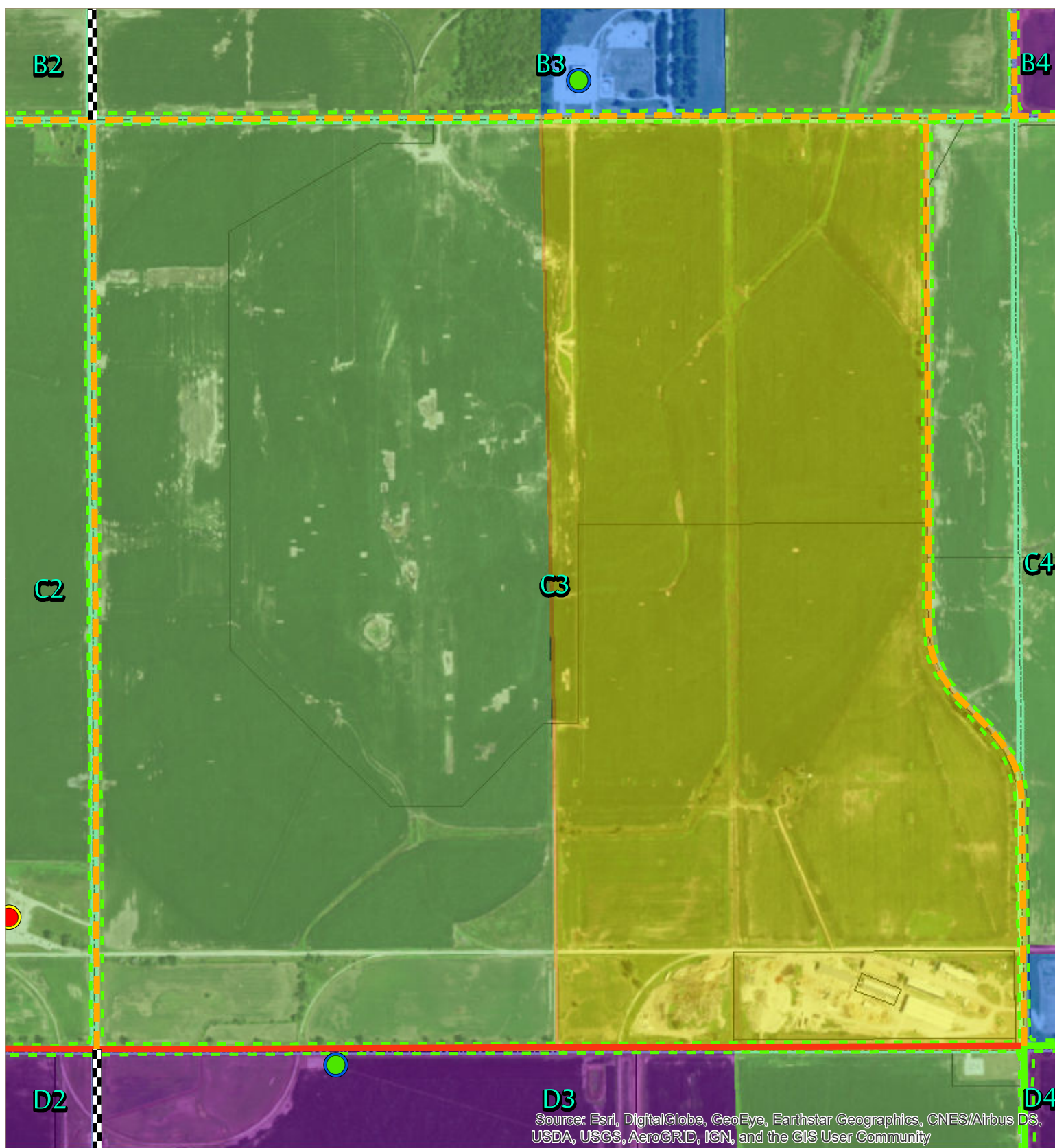
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CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



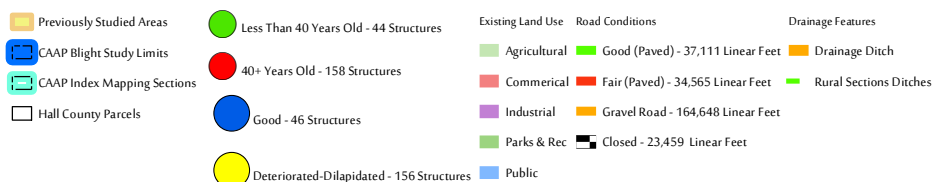
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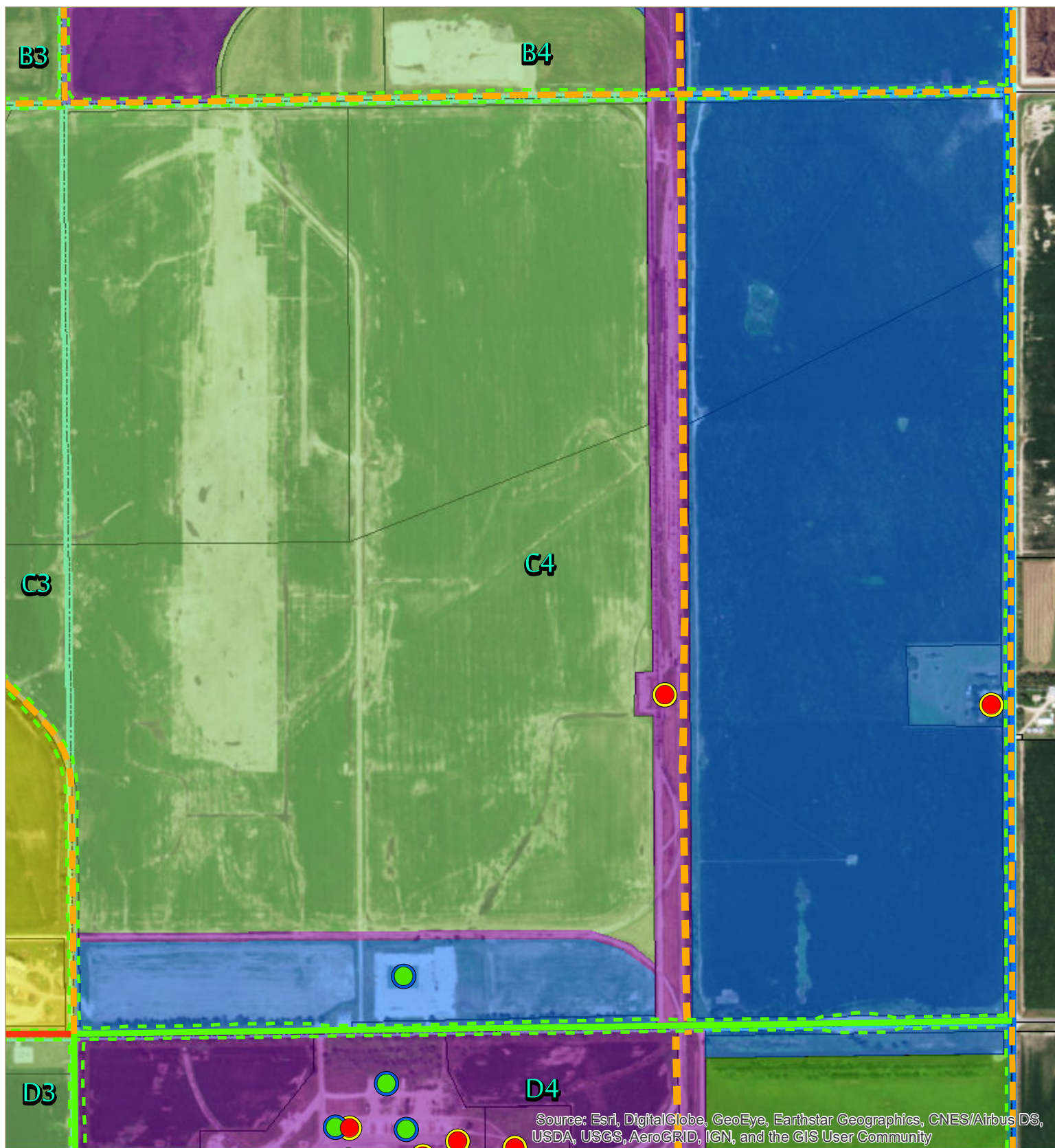




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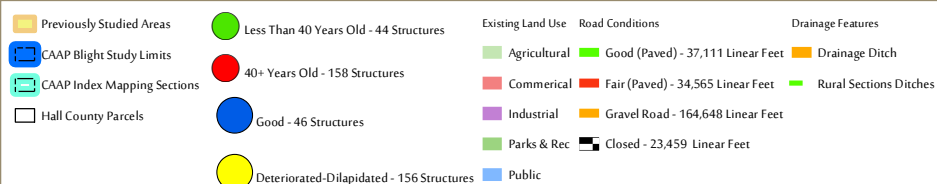
CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA

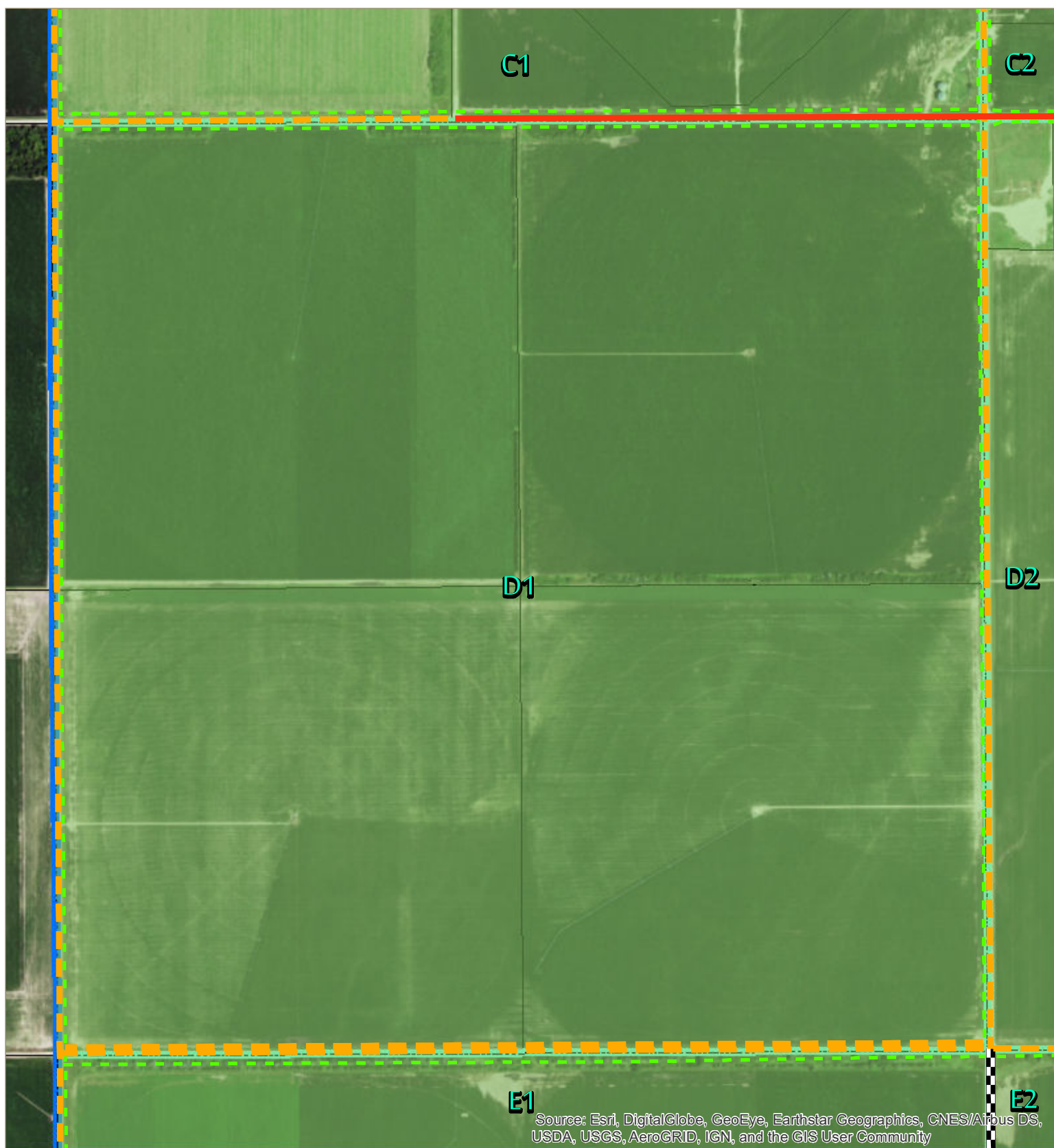




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HALL COUNTY, NEBRASKA

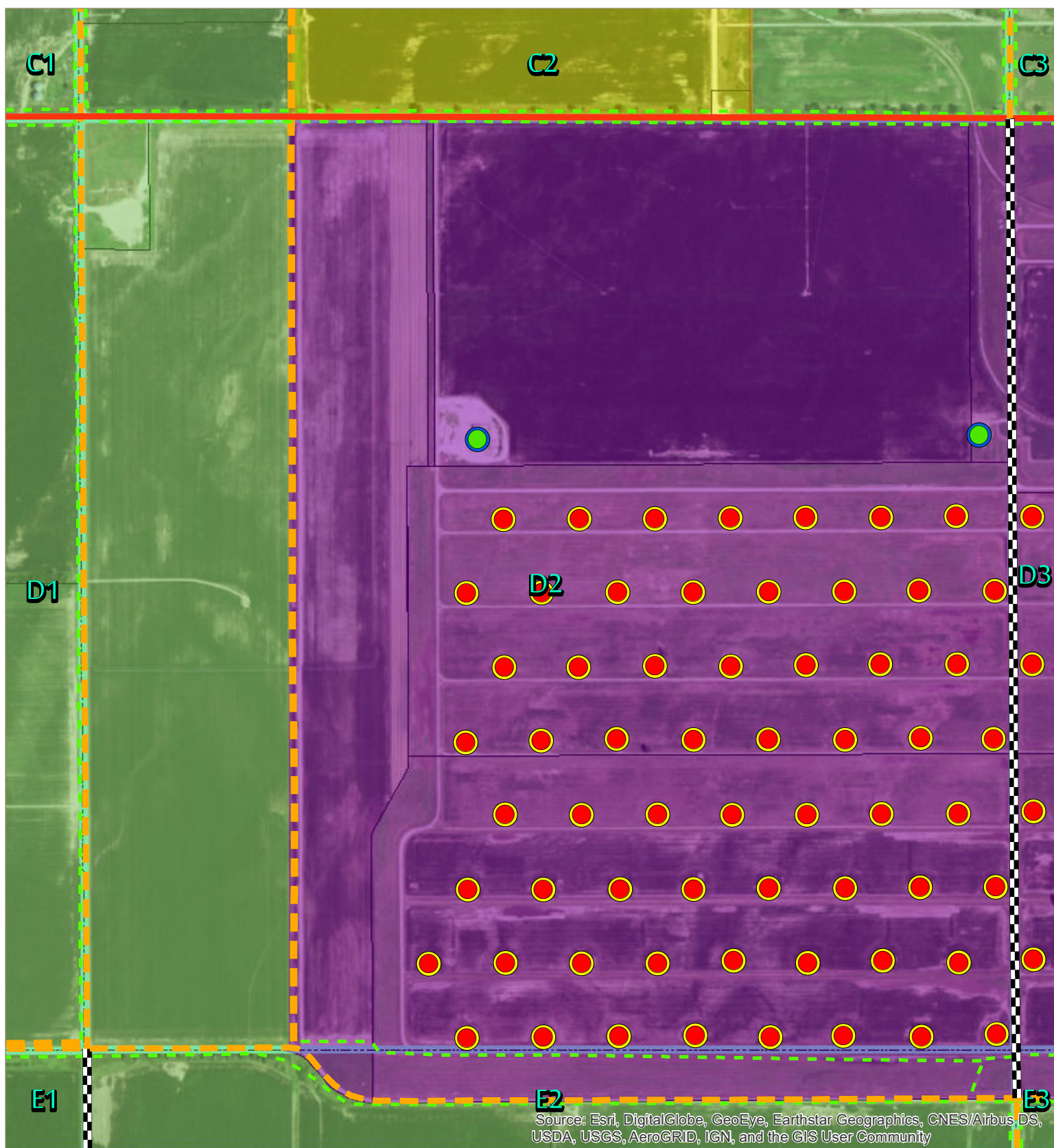




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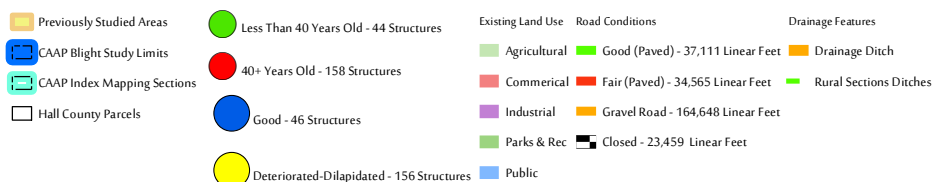
CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA





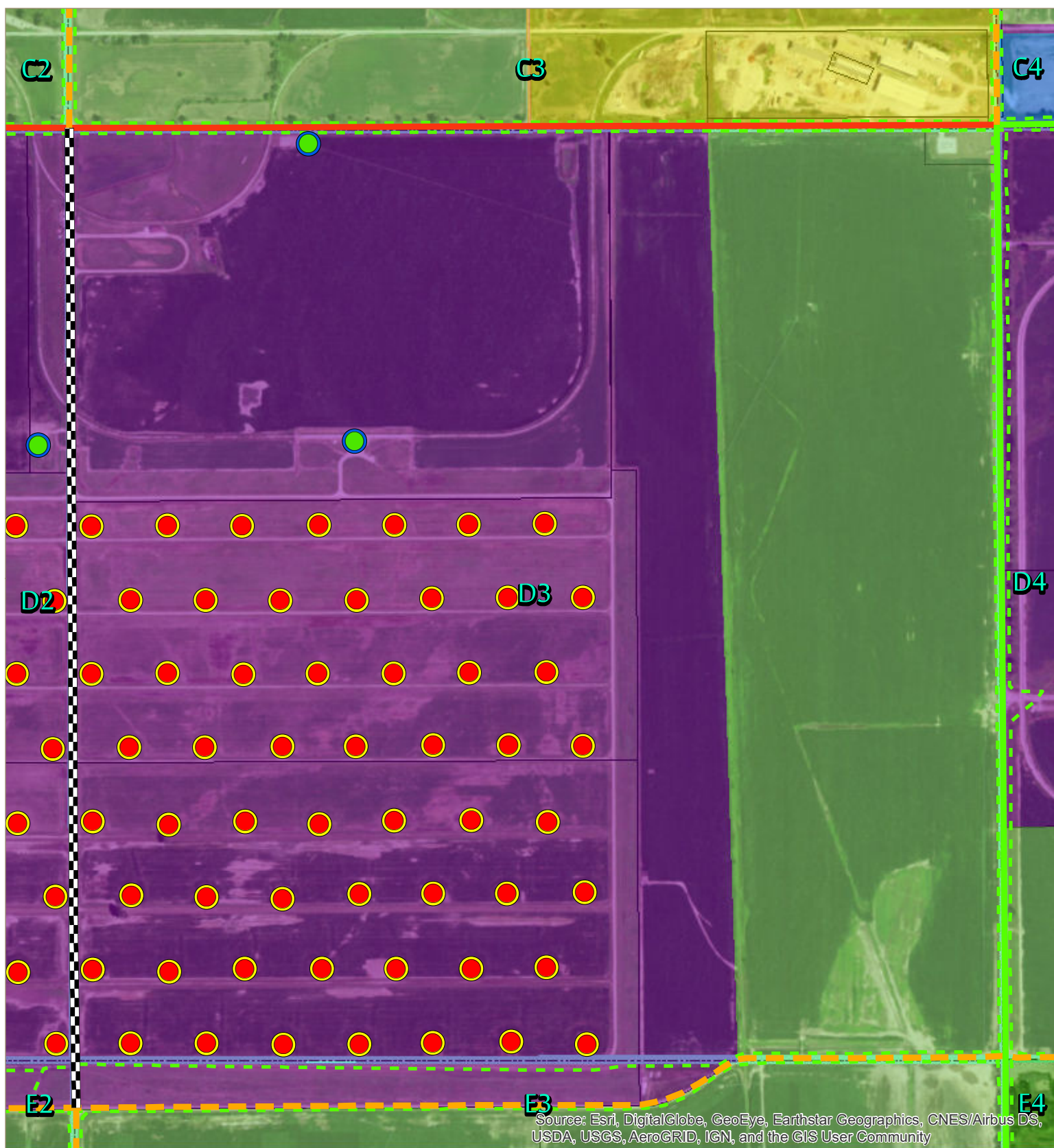
CAAP - SECTION D2

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



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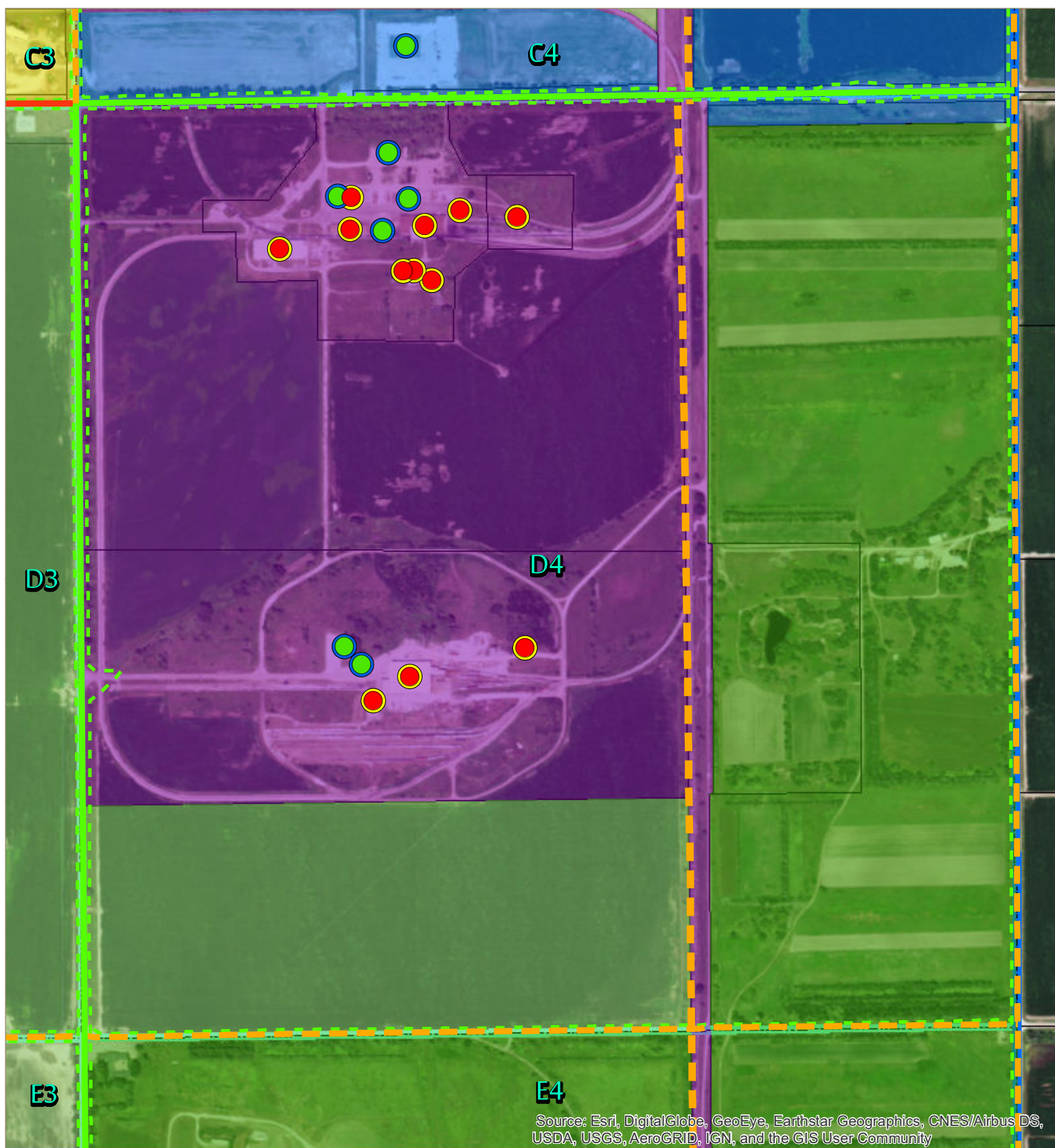
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CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



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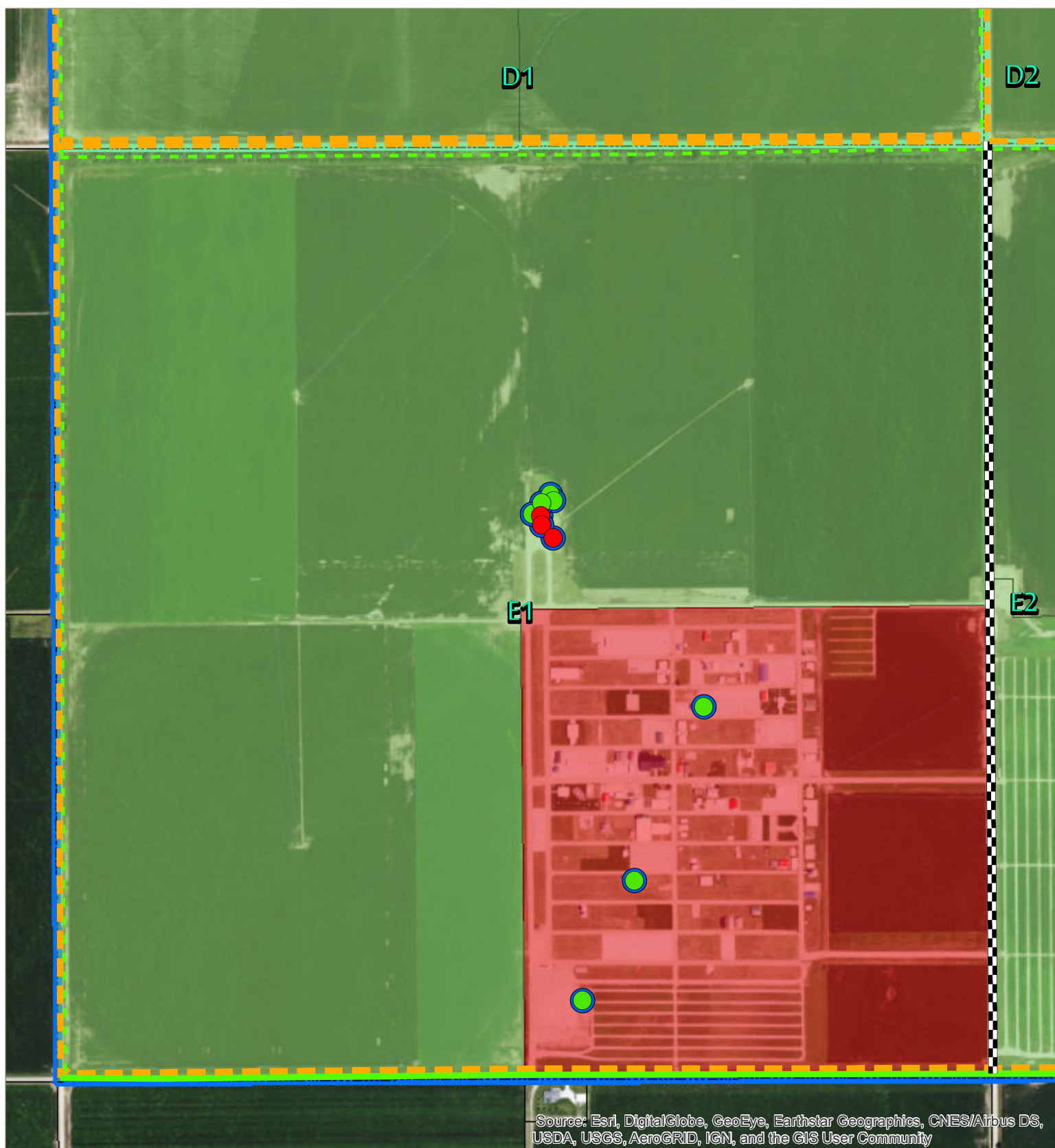
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CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



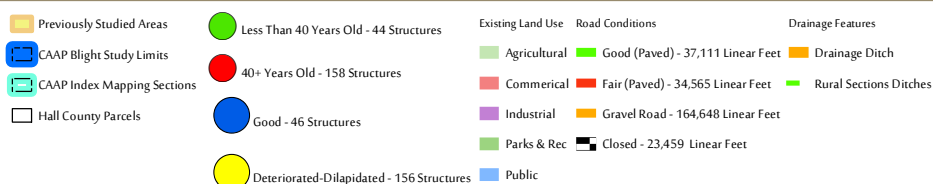
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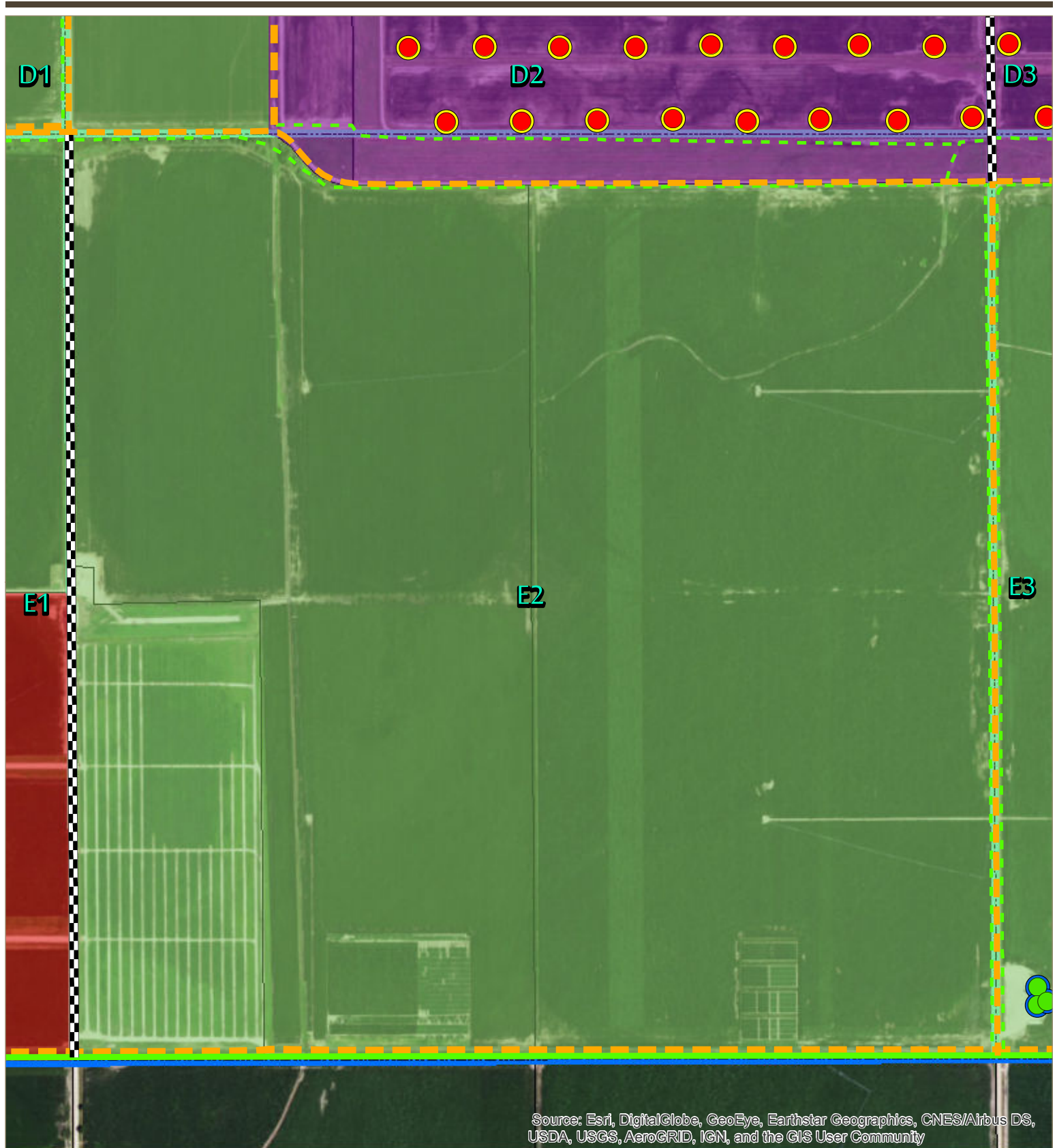


CAAP - SECTION E1

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



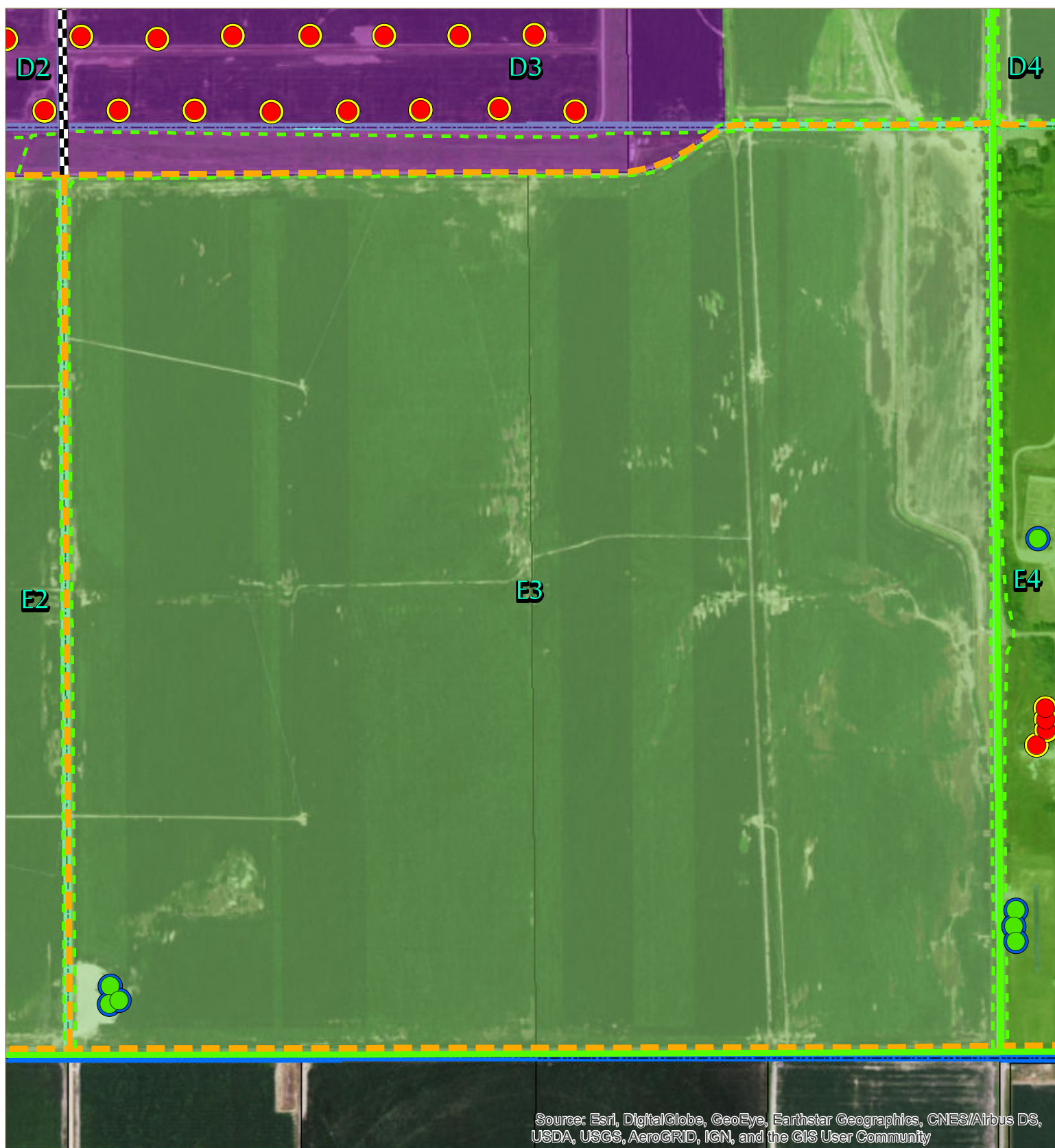
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CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA

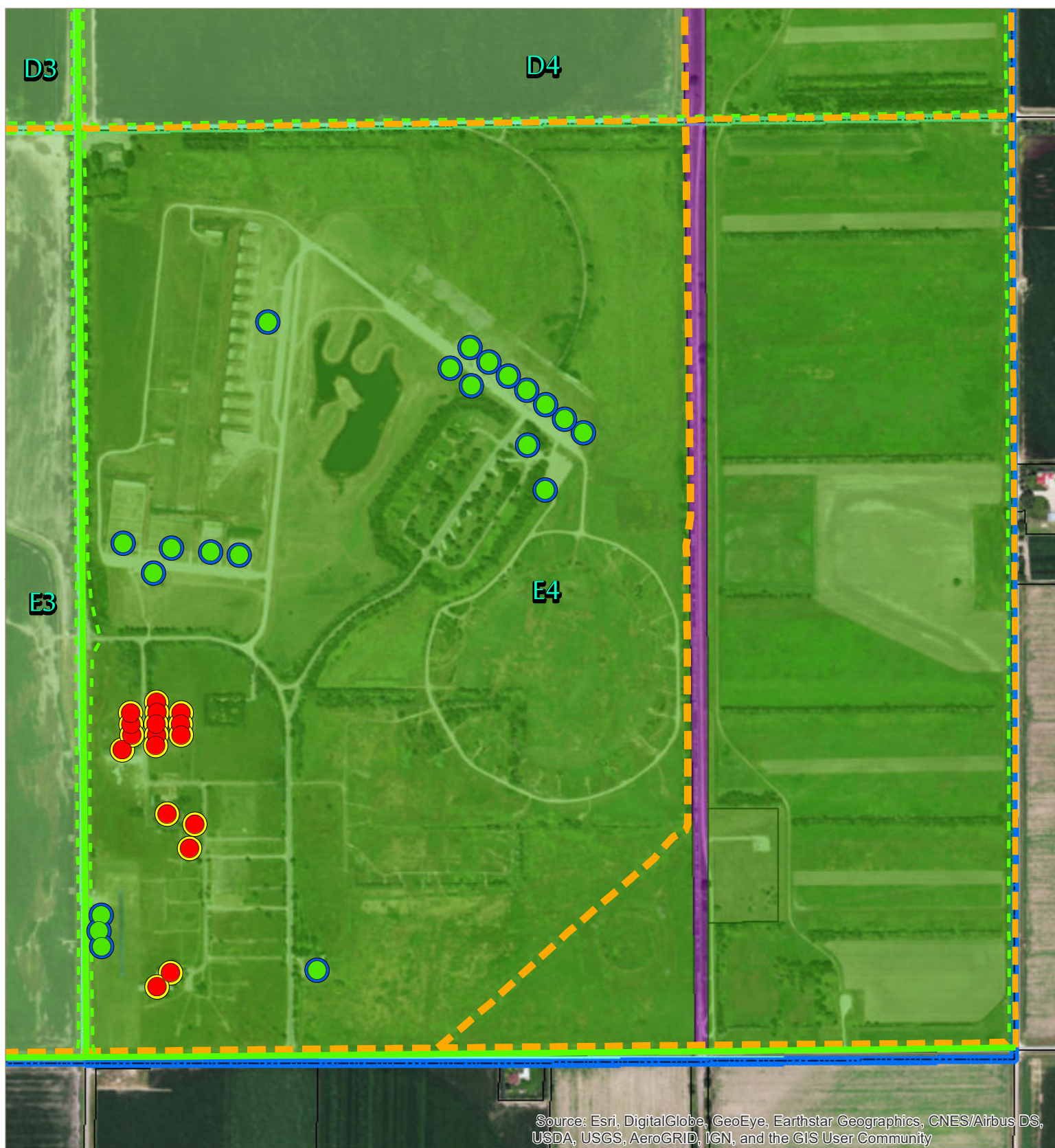




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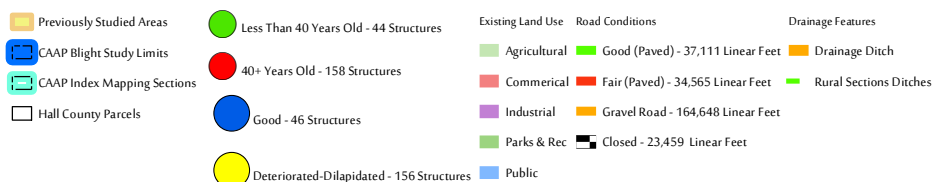
CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA





CAAP - SECTION E4

CITY OF GRAND ISLAND
HALL COUNTY, NEBRASKA



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HALL COUNTY REGIONAL PLANNING COMMISSION

**A RESOLUTION RECOMMENDING APPROVAL OF A BLIGHT AND
SUBSTANDARD STUDY BY THE CITY OF GRAND ISLAND, NEBRASKA;
AND APPROVAL OF RELATED ACTIONS**

WHEREAS, the Grand Island City Council at its June 27, 2017 meeting, referred **the Blight and Substandard Study commissioned by The Central Nebraska Growth Foundation for the balance of the Cornhusker Army Ammunition Plant (CAAP) Property** to the Hall County Regional Planning Commission, (the “**Commission**”) for review and recommendation as to its conformity with the general plan for the development of the City of Grand Island, Hall County, Nebraska, pursuant to the Nebraska Community Development Law, Chapter 18, Article 21, Reissue Revised Statutes of Nebraska, as amended (the “**Act**”); and

WHEREAS, the Commission has reviewed said Blight and Substandard Study and confirmed the following findings:

- This property as presented in the study meets the requirements to be declared substandard,
- This property as presented in the study meets the requirements to be declared blighted,
- The factors are necessary to declare the property blighted and substandard are sufficiently distributed to impact development across the entire site,
- This property despite its potential for economic development has not experienced significant development in large part because of the lack of public infrastructure in and around the site,
- That development of this property to its full potential is in the best interest of the City of Grand Island and the entire region,
- That there are projects ready to develop at this site if they can meet the financial goals of the developers,

NOW, THEREFORE, BE IT RESOLVED BY THE HALL COUNTY REGIONAL PLANNING COMMISSION AS FOLLOWS:

Section 1. The Commission hereby recommends approval of the Blight and Substandard Study.

Section 2. All prior resolutions of the Commission in conflict with the terms and provisions of this resolution are hereby expressly repealed to the extent of such conflicts.

Section 3. This resolution shall be in full force and effect from and after its passage as provided by law.

DATED: July 5, 2017.

**HALL COUNTY REGIONAL PLANNING
COMMISSION**

ATTEST:

By: Lesli E. Ruge
Chair Pro Tem

By: [Signature]
Secretary Pro Tem