# **City of Grand Island**



# **Tuesday, March 13, 2018 Council Session Packet**

**City Council:** 

Linna Dee Donaldson Michelle Fitzke Chuck Haase Julie Hehnke Jeremy Jones Vaughn Minton Mitchell Nickerson Mike Paulick Roger Steele Mark Stelk

## Mayor: Jeremy L. Jensen

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City Administrator: Marlan Ferguson

City Clerk: RaNae Edwards

# 7:00 PM Council Chambers - City Hall 100 East 1st Street, Grand Island, NE 68801

# Call to Order

This is an open meeting of the Grand Island City Council. The City of Grand Island abides by the Open Meetings Act in conducting business. A copy of the Open Meetings Act is displayed in the back of this room as required by state law.

The City Council may vote to go into Closed Session on any agenda item as allowed by state law.

## Invocation - Pastor Mark Oberbeck, Northridge Assembly of God, 3025 Independence Avenue

**Pledge of Allegiance** 

### **Roll Call**

## **A - SUBMITTAL OF REQUESTS FOR FUTURE ITEMS**

Individuals who have appropriate items for City Council consideration should complete the Request for Future Agenda Items form located at the Information Booth. If the issue can be handled administratively without Council action, notification will be provided. If the item is scheduled for a meeting or study session, notification of the date will be given.

## **B - RESERVE TIME TO SPEAK ON AGENDA ITEMS**

This is an opportunity for individuals wishing to provide input on any of tonight's agenda items to reserve time to speak. Please come forward, state your name and address, and the Agenda topic on which you will be speaking.



# **City of Grand Island**

Tuesday, March 13, 2018 Council Session

# Item C-1

# **Presentation of Veteran's Legacy Project Master Plan Phase 1 and** 2

Council action will take place under Resolutions item I-3.

Staff Contact: Mayor Jeremy Jensen

## **Council Agenda Memo**

From:	Marlan Ferguson, City Administrator
Meeting:	March 13, 2018
Subject:	Veterans Legacy Project Master Plan
Presenter(s):	Marlan Ferguson, City Administrator

# **Background**

In 2016, the State of Nebraska conveyed to the City of Grand Island various tracts of real estate that were a part of the Central Nebraska Veterans Home. The property conveyed includes tracts north of Nebraska Highway 2 between Broadwell Avenue and Webb Road and South of Highway 281 as well as the agricultural lands south of Highway 2 and north of Capital Avenue. The City issued an RFP seeking proposals from a qualified consulting firm to assist in the development of a reuse plan for these lands. Olsson Associates was the chosen firm to assist in the development of the plan.

# **Discussion**

The City of Grand Island, Nebraska has the opportunity to re-imagine what the Central Nebraska Veterans Home and surrounding 640 acres may become in the future. As such, Olsson Associates, Inc. and their partner Ochsner Hare and Hare underwent a master planning process, guided by input from project stakeholders, City staff members, and residents of Grand Island. This document details that master planning process, the basis for the master plan's recommendations, and the master plan itself. The plan is not a static document. While it was compiled as a reflection of existing conditions and stakeholders' and the public's interests at the time, the plan will have important implications for future site redevelopment, growth, and development projects. The resolution reflects the adoption of the Master Plan.

# **Alternatives**

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

- 1. Adopt the Resolution authorizing the agreement with Olsson Associates, Inc.
- 2. Refer the issue to a Committee
- 3. Postpone the issue to future date
- 4. Take no action on the issue

# **Recommendation**

City Administration recommends that the Council adopt the Resolution.

# **Sample Motion**

Move to approve the resolution authorizing the Adoption of the Veterans Legacy Project Master Plan for the former Central Nebraska Veterans Home in Grand Island.



*Embracing, Creating, and Preserving the Legacy of Heroes* 

March 13, 2018

OCHSNER HARE & HARE a design studio of Olsson &



# **Acknowledgments**

A special thank you goes to everyone who participated in the planning process for the Veteran's Legacy Project Master Plan. This plan was made possible by the contributions and insights of the residents, business persons, property owners, and representatives from various community groups and organizations.

# **City Council**

Jeremy Jensen	Mayor
Vaughn Minton	Ward 1
Jeremy Jones	Ward 1
Mark Stelk	Ward 2
Roger Steele	Ward 2
Linna Dee Donaldson	Ward 3
Julie Hehnke	Ward 3
Mike Paulick	Ward 4
Mitch Nickerson	Ward 4
Michelle Fitzke	Ward 5
Chuck Haase	Ward 5

## **Regional Planning Commission**

Dean Sears	
Derek Apfel	
Tony Randone	

Hector Rubio Mitch Nickerson

## **Stakeholder Committee**

Jeremy Jensen Amy Roberts Cindy Johnson Dean Sears Tawana Grover Marcie Kemnitz Will Armstrong George Ayoub Jay Vavricek Linna Dee Donaldson Lisa Albers Matt Maser Mike Gloor Ray O'Conner Vaughn Minton Terry Brown Chris Rosacker Tina Meudt

Ryan Kaufman Sara Bennett Steve Lamken Amos Anson Denise McGovern-Gallagher Dave Taylor Pat O'Niell Al Avery Brian Gallagher Chad Nabity Todd McCoy Marlan Ferguson John Collins Dan Brosz Virgil Harden **Tracy Overstreet** Steve Fosselman

## **Key City Staff Members**

Marlan Ferguson	City Administrator
Chad Nabity	Regional Planning Director
John Collins	Public Works Director
Todd McCoy	Parks and Recreation Director
Tim Luchsinger	Utilities Director
Tom Barnes	Utilities Engineering Manager
Wendy Meyer-Schmidt	Public Information Officer

## **Consultant Team**





with assistance from

Canyon Research Southwest, Inc.

Veteran's Legacy Project Master Plan 1

rompted by the relocation of the Central Nebraska Veterans Home, the City of Grand Island, Nebraska has the opportunity to re-imagine what the Central Nebraska Veterans Home and surrounding 640 acres may become in the future. As such, the land underwent a master planning process, guided by input from project stakeholders, City staff members, and residents of Grand Island.

This document details that master planning process, the basis for the master plan's recommendations, and the master plan itself.

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# 1.0 Introduction and History

## Past, Present, and Future

The Grand Island Veterans Home, originally known as the Nebraska Soldiers and Sailors Home, opened in 1887. It was the first veterans' home in the State. Legislative Bill 247, passed on March 4, 1887, stipulated that not less than 640 acres be donated for the site of the Soldiers and Sailors Home. The chosen site was originally three miles north of Grand Island, bounded by Highway 281/Airport Road to the north, Broadwell Avenue to the east, Capital Avenue to the south, and Webb Road to the west.

This land was conveyed to the State of Nebraska in two parcels. Of the 640 acres, approximately 30 acres have been used to house veterans and their spouses over the past decades. The rest of the land has historically been used for agricultural and recreational uses. The Home was originally established to house only Civil War veterans of the Union Army, but it was later decided that Confederate Army veterans were also allowed to reside in the Home. Subsequent laws were passed to expand eligibility to veterans from all wars and conflicts. In 1969, the official name changed to the "Nebraska Veterans Home," to reflect all branches of service.

Since that time, additional soldiers' homes have been established throughout the State, including those in Milford, Norfolk, Scottsbluff, and Omaha. Funding was eventually pulled for the home in Milford.

Today, agricultural and recreational uses still comprise the large majority of the acreage. Veterans' uses continue at what is referred to now as the Central Nebraska Veterans Home. This veterans' campus consists of multiple buildings, all which have housed veterans and provided support services. Other related uses occupy the southern half of the property, including the Veterans Cemetery on the southwest corner and the United Veterans Club and Veterans Park on the southeast corner of the site. Given the age and condition of the current facilities, the Nebraska Department of Administrative Services and Department of Health and Human Services (operator of the Central Nebraska Veterans Home) found that the current Central Nebraska Veterans Home fails to meet current building standards, and that its design fundamentally conflicts with best practices listed in the Department of Veterans' Affairs' Community Living Centers Design Guide (June 2011). Therefore, the State determined that a new home should be built to meet the current Community Living Centers standards.

From there, the State appointed a selection committee to receive proposals from Nebraska communities to locate the new home. Following proposal review, the committee recommended a new location in Kearney to the Governor. The Governor accepted the recommendation of the committee.

Following the design process, the State sought construction bids for the new home. The new Central Nebraska Veterans Home is scheduled to open in the fall of 2018. Once opened, all veterans currently residing in the Grand Island home will transition to the Kearney home.

# Site Conveyance

Given the fact that (1) the State currently owns and operates the Central Nebraska Veterans Home and surrounding 640 acres and (2) the campus holds historical and sentimental value, specifically to those residing in Grand Island, the State and the City of Grand Island entered into an agreement. Upon completion of the new Kearney home, the State intends to convey the Grand Island real estate (including the Veterans Home campus, Veterans Cemetery, and parking area leased to the United Veterans Club) and the agricultural and recreational lands currently leased to the City to the City.

The conveyance will happen in two phases:

- **Phase 1** Agricultural land, Eagle Scout Park, and Veterans Sport Complex
- **Phase 2** Land and building currently holding the Central Nebraska Veterans Home and Veterans Cemetery

mage Credit: Nebraska Department of Health and Human Services Civil and Spanish American War Members

#### Excerpt from Legislative Bill 247 (passed on March 4, 1887)

WHEREAS, There are many old soldiers in Nebraska who, from wounds or disabilities received while in the union army during the rebellion, are in the county poorhouses of this state; therefore be it

**RESOLVED**, That it is the sense of this Senate that a suitable building be erected and grounds provided for the care and comfort of the old soldiers of Nebraska in their declining years;

**RESOLVED**, That a committee of five be appointed to confer with a committee of the House on indigent soldiers and marines to take such actions as will look to the establishment of a State Soldiers' Home.







# NEBRASKA

#### HASTINGS

## **Regional Setting**

The City of Grand Island is located in central Nebraska, approximately 100 miles west of Lincoln, Nebraska and 140 miles southwest of Omaha, Nebraska. The community sits north of Interstate 80, is bisected diagonally by U.S. Route 30, and divided vertically by U.S. Route 281. Grand Island is often considered a hub of activity for central Nebraska, and specifically within its metropolitan statistical area (MSA). The MSA includes the counties of Hall, Hamilton, Howard, and Merrick.

## **Project Boundary**

The project site is located on the very northern edge of Grand Island. In fact, City limits divides the site. As previously mentioned, the site is bounded by Highway 281/Airport Road to the north, Broadwell Avenue to the east, Capital Avenue to the south, and Webb Road to the west. The site is bisected diagonally by Old Highway 2 and the parallel BNSF railroad.



LINCOLN

Grand Island, Nebraska

OMAHA

## **Purpose of the Plan**

Given the size, importance, and current uses across all 640 acres, the City of Grand Island desired to develop a master plan for the revitalization and development of the former Central Nebraska Veterans Home land. This exciting time is building upon a collection of real assets within the project area, including the historic buildings, the veterans' legacy, and community recreational uses.

It is important to note that no changes will be proposed to the Veterans Cemetery and United Veterans Club properties. This plan will be the City's official policy guide for the redevelopment and development of the project area, developed through the joint effort of City staff members, stakeholders, and members of the public. The plan presents a community vision for the future of the project area, outlining land uses, development opportunities, and circulation patterns to achieve that vision. It also defines the steps to ensure future success.

At its foundation, the plan acts as a uniting effort to create a single direction for the project area, based on public engagement, site analysis, market realities, and extensive research. The plan sets expectations, communicating to the development community the preferred types of uses and character.

## **The Planning Process**

The planning process largely took place in 2017. The project team identified a six step process for development of the plan, including:

- Step 1: Discover
- Step 2: Engage
- Step 3: Envision
- Step 4: Narrow
- Step 5: Plan
- Step 6: Implement

The graphic below details this planning process, though it is important to understand that the planning process is not necessarily linear. It is infused with flexibility to be able to react to new information and changing circumstances. In general, each step builds on the one prior.

Public and stakeholder engagement was a core element of the plan's development. After the initial launch of the planning process, outreach events and tools were used throughout the planning process, including a project website, the City's social media accounts, in-person stakeholder sessions, and a public open house.



# Using and Maintaining the Plan

It is important to note that the plan is not a static document. While it was compiled as a reflection of existing conditions and stakeholders' and the public's interests at the time, the plan will have important implications for future site redevelopment, growth, and development projects.

If attitudes or economic and demographic conditions change, the plan must be revisited to ensure its continued relevance and usability. By reviewing the plan, and the context in which it was written, the project area's future success will continue to be in line with current stakeholder and public aspirations.

Reviewing the plan may be simplified by making it available online or in a public gathering place, such as the Grand Island Public Library, and by providing assistance to community members in understanding various aspects of the document. Issues with the plan as it is written may arise through these fluid review processes, ensuring that the plan is a "living" document.



## **Existing Plans and Studies**

There are multiple plans, studies, and regulations adopted by the City of Grand Island that have influenced development and growth in and around the project area. This section contains a brief summary of each, along with any findings important to the project area.

#### Veterans Athletic Complex Master Plan

The original Veterans Athletic Complex Master Plan (VACMP) began with the construction of four ballfields and parking. The second phase of the VACMP was approved by the City in April of 2017 and in now under construction. It includes six new softball fields, concessions and restrooms, additional parking, a park, and a splash pad. This plan fully integrates the VACMP and proposes expanding VACMP to include six large soccer fields, four futsal fields, a playground, and a fieldhouse.

#### Veterans Cemetery Master Plan

A Veterans Cemetery Master Plan (VCMP) was completed in 2016 to address the nearing capacity of the Grand Island Public Cemetery. This plan does not propose any changes to the Veterans Cemetery, but fully integrates the VCMP. As part of the VCMP, the City agreed to maintain the existing Veterans Cemetery and provide a buffer from surrounding land uses.

#### *Community Housing Study with Strategies for Affordable Housing*

A Community Housing Study was completed in 2014 to identify a housing profile and demand analysis for the City. The Study describes a Housing Action Plan, which identifies recommended housing projects and activities. This Study follows previous studies conducted in 1982, 2006, and 2009. The implementation period for this study is from July 2014 to July 2019. While the Study does not specifically describe necessary residential development on the project site, it does include an exhibit from the City's current Comprehensive Plan. This exhibit shows approximately half of the project area (largely the western half) as an area for potential housing development.

#### Comprehensive Development Plan

The Comprehensive Development Plan (CDP) states that the majority of the project area should be developed as a public use (e.g., city offices, libraries, colleges, universities, fire stations, hospitals, etc.). This category is inherently flexible. Eagle Scout Lake and the surrounding park is designated for parks and recreational uses, noting that this area is environmentally sensitive. In addition, the CDP recommends a larger setback and higher landscaping enhancements along Highway 281 (Airport Road), as it serves as an entrance to Grand Island. Finally, the CDP sets forth a objective to preserve historic buildings, such as those within the Veterans Home campus.



# 2.0 Market and Site Conditions

The process of developing a master plan of this nature requires much thought and analysis of the project area's existing state and context. With this information, well-informed recommendations and implementation strategies that properly respond to current realities can be produced.

To achieve the necessary level of understanding, the planning team collected all relevant information and data, as it pertained to the existing conditions of the project area. Said information was collected from, but not limited to, the following resources:

- Site visits by the planning team
- Google Earth Pro and Google Maps
- City-provided GIS data
- City of Grand Island website (www.grand-island.com)
- The Grand Island Independent (www.theindependent.com)
- U.S. Census Bureau

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- Esri Business Analyst
- U.S. Bureau of Labor Statistics
- Natural Resources Conservation Service (NRCS) Web Soil Survey

The *Market and Site Conditions* section serves as a baseline for recommendations provided in the Veteran's Legacy Project Master Plan.

Note that the following section, **Engagement Process**, details additional information the planning team used during the creation of the master plan. Section 2.0 and 3.0 should be reviewed and weighed equally.



### Market Feasibility Study Findings

Canyon Research Southwest prepared a Market Feasibility Study that evaluated the market potential and redevelopment opportunities for all 640 acres of the project area. The following pages summarize the study findings and recommendations. The full Market Feasibility Study is provided as an appendix.

#### Economic and Demographic Indicators

A community's changing population, household types, age composition, educational attainment, and income levels impact the local housing and commercial real estate markets. Quantifying these characteristics help project future demand for commercial space and housing. To begin, the Grand Island metropolitan statistical area (MSA), which includes Howard, Merrick, Hall, and Hamilton Counties, was analyzed. General findings for the MSA include:

- Changing population demographics, a growing senior population, and an above average share of households earning less than \$25,000 annually suggests a rising demand for affordable rental and for-sale housing and senior housing.
- The growth in move-up and luxury housing will be modest.
- The region's below average educational levels constrain attainable incomes, housing values, homeownership levels, and demand for commercial space.
- Job loss over the past decade constrains commercial and industrial space demand.
- The local economy is dominated by manufacturing, retail trade, and healthcare jobs with below average levels of professional jobs in finance, insurance, real estate, technical, and management fields.

#### ( Population Growth Trends

Population growth is a key component for generating continued demand for retail space as well as for-sale and rental housing.

Since 1990, the Grand Island MSA has experienced steady population growth. From 1990 to 2010 the metro population increased by 13.8 percent to 81,850 residents. The current population of the Grand Island MSA is 86,970, up 6.3 percent since 2010. By 2030 the population is projected to increase by 10.7 percent to 96,273 residents.

This population base is sufficient to support a diverse retail market with continued population growth fueling additional demand for retail goods and services, commercial space, and new residential housing units.

#### Household Composition

Household formation and the mix of household types have a direct impact on the composition of retail sales and housing types. According to the U.S. Census Bureau, during 2010 a reported 31,535 households resided in the Grand Island MSA with an average household size of 2.57 persons. Households with one person accounted for 27.1 percent of all households with 33.8 percent of households having children present. Married couple families accounted for 52.3 percent of all households, of which 23.1 percent had related children.

These market area household composition characteristics would suggest a propensity for detached single family housing and above average retail expenditures for household furnishings, groceries, clothing and accessories, sporting goods, books, and other family-related goods and services.

#### **MSA Population Growth Trends**



#### MSA Household Size Composition



#### Veteran's Legacy Project Master Plan 11

#### MSA Population by Age





MSA Households by Income

#### Population Age Distribution

Age is unquestionably an important factor in consumer identity, since consumption patterns and financial situation change significantly throughout an individual's lifetime. Change in the relative proportions of age groups in the Grand Island MSA is expected to have an important impact on the retailing and housing industries. From 2017 through 2022, the Grand Island MSA population is forecast to grow by 3.9 percent, adding 3,430 new residents. Over the five-year time frame the number of young adults age 20 to 34 years is forecast to decline by 179 residents with the empty nester population declining by 459 residents. Absolute population gains are forecast to be the largest for the elderly (2,433 residents), children (638 residents), and family/working adults (629 residents).

These shifts in the age of the market area population will impact the future demand for retail goods, personal services, and housing.

#### Household Income Distribution

A market area's purchasing power is a function of consumer population and income levels. As a market area's incomes rise the more retail expenditures are supported.

The current median household income for the Grand Island MSA of \$66,245 exceeds both \$55,391 for Nebraska and \$55,775 for the United States. From 2017 to 2022 the forecast growth in Grand Island's median household income of 9.4 percent is expected to lag behind that of 14.5 percent for Nebraska as a whole. By 2022, the median household income for Grand Island and Nebraska are forecast to be similar. High-income households with incomes of \$100,000 or more account for 15.8 percent of all households in the Grand Island MSA, compared to 23.3 percent of Nebraska households.

These high income households represent potential demand for luxury housing and the ability to support above average retail expenditures on such consumer items as food, personal services, apparel, household furnishings, entertainment, automobiles, and healthcare.

#### MSA Educational Attainment





#### **Educational Attainment**

Higher educational levels for a market area population generally translate to higher income levels and retail expenditures. The demand for office space improves at higher educational attainment levels as more residents are more likely to be employed in professional service and medical professions.

When compared to the statewide average the Grand Island MSA population is less educated. To elaborate, 32.7 percent of Grand Island MSA residents age 25 years and over, a high school degree or GED is the highest level of educational attainment, compared to 26.7 percent for the State of Nebraska. A reported 20.0 percent of residents within the Grand Island MSA have attained a bachelor's or advanced degrees, compared to 30.6 percent statewide and 30.0 percent nationally. The Grand Island MSA's below average educational attainment levels translate into lower than average wages, reduced retail expenditures, and below average spending on personal services, apparel, household furnishings, entertainment, automobiles, and healthcare. The educational attainment levels limit the demand for professional office space.

#### **Employment Trends**

Since gains in employment generally fuels growth in population, income, and retail expenditures, job growth is a reliable indicator of general economic conditions and demand for housing and commercial space.

After peaking in 2008, total employment in the Grand Island MSA declined during 2009 and 2010 in response to the national recession. Job growth rebounded from 2011 to 2013 but failed to match the pre-recession levels. Job loss resumed in 2014 and by 2016 total employment was at its lowest level since 2005. Stagnant or declining employment levels adversely impacts commercial and industrial space absorption.

Compared to the statewide employment composition, Hall County supports an above average share of construction, manufacturing, retail trade, and transportation and warehousing. Sectors that Hall County lags include finance, insurance, and real estate; professional, scientific, and technical services; management, administrative, and support services; and educational services.



Image Credit: Weber State Athletics



Image Credit: Sharky's Woodfired Mexican Grill



Image Credit: Heartland Awning & Design

#### Athletic Facilities Market

The City of Grand Island operates the Veterans Athletic Complex within the northeast quadrant of the project area. The park features four baseball fields, three adult soccer fields, concessions, restrooms, and parking. Future expansion plans for the park call for the construction of additional baseball / softball, soccer fields, a splash pad, and futsal fields.

The Grand Island Parks and Recreation Department collectively operates 18 baseball / softball fields and four soccer fields. Based on standards published by the National Recreation and Park Association, Grand Island is under-supplied by five soccer fields with the supply-demand balance for baseball fields at equilibrium. The shortage of local soccer fields suggests the Veterans Athletic Complex can easily support the construction of additional soccer fields. While the national standards indicate no demand for additional baseball fields currently exists in Grand Island, the six planned new fields will enable the Veterans Athletic Complex to host local and regional baseball and softball tournaments, thus servicing an expanded geographic trade area. Therefore, the findings of this study conclude that sufficient demand exists to warrant the construction of additional ball and soccer fields within the Veterans Athletic Complex.

#### Competitive Retail Market

The project area is not located within one of Grand Island's existing commercial corridors. The Highway 281 corridor is positioned approximately one-quarter mile to the west and hosts several large-scale shopping centers occupied by prominent national retailers such as Walmart, Sam's Club, Dillard's, JC Penney, Sears, Best Buy, Kohl's, TJ Maxx, and Home Depot.

Grand Island serves as a regional shopping destination that supports well above average retail sales volumes. Throughout the past five fiscal years sales tax receipts collected by the City of Grand Island have increased by 12.6 percent. By fiscal year 2015-16 taxable receipts reached \$16.4 million, equating to taxable retail sales of approximately \$1.1 billion. Grand Island's pull factor is estimated at 2.02, translating into a retail sales capture at a rate equivalent to twice that of the statewide average. This pull factor suggests that Grand Island attracts half its customers and retail sales from outside City boundaries.

Despite a retail sales surplus, the Grand Island MSA is capable of supporting additional retail sales for several retail categories, including furniture; grocery stores; beer, wine, and liquor stores; health and personal care stores; jewelry and luggage stores; books and music stores; and food services and drinking places. Again, Grand Island's strong retail pull factor yields well above average retail sales volumes and the potential to support additional retail sales.

The Grand Island MSA trade area possesses a retail sales surplus of \$210 million, suggesting the inability to support additional new retail space supply. By 2030, despite a forecast growth in annual retail sales of over \$175 million, a continued retail surplus will restrict the ability to feasibly support additional construction of new commercial space.

The site evaluation determined that the project area is not an appropriate location for future anchored shopping center development. While the property offers the necessary size, visibility, accessibility, exposure, and trade area demographics, site characteristics that hamper the property as a viable anchored shopping center site include the absence of a commercial corridor location and the lack of section-line corner development sites. Viable retail formats associated with the Veterans Athletic Complex, lake and opens space network, and business park campus may include food and beverage establishments and business services housed in small freestanding retail buildings or incorporated into multi-tenant office and commercial buildings.



Image Credit: Grange Castle Business Park



Image Credit: Grange Castle Business Park



Image Credit: Pham Structural Engineering

#### Employment-Related Market

Employment-related businesses operating in the Grand Island MSA include 399 professional services businesses, 185 health services businesses, and 563 industrial-based businesses, accounting for 28.9 percent of all businesses. Collectively, these 1,147 employment-related businesses support 18,934 jobs, or 38.2 percent of the MSA total. Leading professional businesses in the Grand Island MSA include real estate, insurance, and banks and lending institutions. Industrial-based businesses include transportation, wholesale trade, manufacturing, communications, and utilities.

When compared to the State of Kansas, the Grand Island MSA supports an above average concentration of banking, manufacturing, and transportation businesses. The higher dependence on manufacturing and transportation stems from Grand Island's central location and convenient access to highways, rail, and air service. Those business sectors where Grand Island supports a below average percentage of businesses include insurance, real estate, and healthcare.

Six industrial parks are currently being actively marketed in the Grand Island area to prospective businesses. Approximately 200 acres remains available for future development within the two actively developing industrial parks with the four undeveloped parcels of industrial land collectively possessing approximately 1,500 acres of raw land. From 2017 through 2030 the Grand Island MSA is projected to support the demand for approximately 68,000 to 140,000 square feet of professional office space; 167,400 to 186,000 square feet of medical office space; and 985,000 to 1.18 million square feet of industrial space.

Future employment-related redevelopment opportunities for the project area include a master planned business park designed to support a mix of professional office, medical office, technology, commercial, and recreational uses. Such development would distinguish itself from active industrial parks in Grand Island by providing a more upscale urban environment capable of attracting higher value-added businesses. Benefits of the property for such employment-related development include sufficient land area to accommodate master planning, adequate access and infrastructure, and the ability of on-site land uses to enhance the attractiveness of the property to businesses.

#### Residential Housing Market

The Grand Island MSA housing stock totals 36,023 dwelling units operating at an overall occupancy rate of 92.1 percent. Of the total housing stock, owner-occupied units account for 61.2 percent with renter-occupied at 30.9 percent. The Grand Island MSA's housing stock is relatively old with nearly two-thirds of the existing inventory built prior to 1960. The oldest housing built prior to 1940 accounts for 20 percent of the MSA's total housing stock, or 6,340 dwelling units. Newer housing built since 2010 represents just 4.0 percent of the MSA's total inventory.

The Grand Island MSA supports a strong demand for both owner-occupied and rental affordable housing. Nearly 45 percent of owner-occupied units possess a monthly cost of just \$300 to \$799 with just 6.3 percent having a monthly cost of \$2,000 or more. The average monthly cost for owner-occupied housing in the Grand Island MSA is just \$788. Rental housing in the Grand Island MSA supports even a higher percentage of affordable housing. Over two-thirds of all rental housing has monthly housing costs of under \$800, with a median cost of just \$62.

From 2017 through 2030 the Grand Island MSA population is forecast to increase by 9,303 residents, creating demand for 3,620 new units. Given household income levels and existing housing stock, the housing demand is estimated to be 65 percent owner-occupied and 35 percent renter-occupied. The project area possesses the location and site characteristics to facilitate construction of single family subdivisions and/or apartment communities.

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#### Business Development Factors

Interviews were conducted with several local economic development, government, and real estate professionals to gain an understanding of the assets and opportunities and constraints and limitations in fostering business development in Grand Island. The table to the right summarizes the content of those interviews.

Assets and Opportunities	<b>Constraints and Limitations</b>
Grand Island is the largest urban area in central / west Nebraska	Less educated population with a below average percentage of educated professional
Grand Island supports a strong existing industrial base	Low wages creates high demand for affordable housing and social
Close proximity to several major metropolitan areas / markets	services
Availability of economic incentives to businesses	40 percent of high school students reside in households where
Availability of Tax Increment Financing to assist development projects	English is a second language
Sufficient utility capacity and competitive costs	Blue collar perception
Productive workforce and low wages	Lack of a four-year university
Affordable cost of living	A low unemployment rate places a constraint on the available workforce
Convenient availability of healthcare services	Old housing stock with a limited inventory of quality for-sale housing
Convenient access to highways, rail, and airport	priced from \$150,000 to \$250,000
Good school system	
Strong retail market supporting national and regional retailers	
Large inventory of available industrial land	
Low housing costs for both owner-occupied and rental housing	
50+ mile radius trade area for employment, business, and shopping	
Presence of Career Pathways Institute that educates high school students in trades	
High real property taxes	

Business Development Factors

#### Recommended Land Use Mix

The project area's large inventory of land, location at the edge of urban growth, utility infrastructure in place, and existing buildings and recreational facilities create a unique opportunity to promote comprehensive planning and mixed-use development. The priority of the master plan should be to foster economic development through attracting more value-added enterprises and jobs.

The project area offers the locational and site characteristics to accommodate mixed-use development. Based on the findings of the Market Feasibility Study, **prospective land uses include an athletic complex, business park campus, educational campus, limited retail, and recreation/open space**.

A goal of the master plan should be to create a major sports and recreation complex capable of catering to local and regional soccer, baseball and softball teams, and leagues and tournaments, serving as an economic engine. The expansion of the athletic and support facilities will enable the facility to support an expanded geographic trade area and promote economic development. As part of the expansion plans, the existing lake should be enlarged and a trail network incorporated. These improvements will both enhance Grand Island's quality of life and create a unique setting for establishing employment-related uses on the property. An opportunity exists to create a unique business park campus environment that elevates what currently exists in the market. The most suitable location for a business park campus is at the northwest quadrant of the project area, providing sufficient parcel size, adequate visibility, and convenient highway access. Expansion of the existing lake and trail network into the business park campus site will create a unique setting for employmentbased development currently not available in the Grand Island MSA. Prospective tenants include professional office, medical office, light industrial, and limited retail businesses.

A possible goal of the master plan is to create an opportunity to link on-site educational training with employers and jobs. The benefits would include improving the workforce, retaining residents, and attracting new businesses. Attracting a four-year university campus onto the property may not be viable, but a small annex campus specializing on trades and next generation professions may be. The Career Pathways Institute trains high school students in a variety of trades and is an excellent example of the type of educational facility that could be expanded on at the property. An appropriate location for an educational campus would be along the north side of Capital Avenue immediately east of the Veterans Cemetery. Adaptive reuse of some of the existing buildings should also be evaluated. The Market Feasibility Study determined that the project area is not an appropriate location for future anchored shopping center development. Viable retail formats associated with the Veterans Athletic Complex, lake and open space network, and business park campus may include food and beverage establishments and business services housed in small freestanding retail buildings or incorporated into multi-tenant office and commercial buildings.

The Community Housing Study with Strategies for Affordable Housing (2019) identified the project area as a potential housing development site. While the project area offers all the necessary locational and site characteristics to support residential development, this land use does not present the project area's highest-and-best use. As an option, as well as to allow for a flexible master plan, development parcels could be designed within the business park component that could be suitable for detached or attached housing should the long-term market demand dictate such uses.



ATHLETIC COMPLEX

Image Credit: Olsson Associates



BUSINESS PARK CAMPUS Image Credit: Great South Road



INNOVATION CAMPUS Image Credit: Winona State University



LIMITED RETAIL

Image Credit: Google Earth Pro



RECREATION/OPEN SPACE

Image Credit: City of Weston, FL

#### Projected Absorption

A long-term development time horizon for the project area is anticipated given the large inventory of land. By providing a unique mixeduse setting the property could garner above average market shares of office, medical, and light industrial space absorption. Through 2030, the project area is forecast to absorb an estimated 122,000 to 195,000 square feet of commercial and light industrial space.

Near-term redevelopment opportunities include adaptive re-use of selective buildings on the Veterans Home campus, continued expansion of the Veterans Athletic Complex, and construction of an expanded lake system, open space, and trail network.

Forecast Commercial Space Absorption in Square Feet (2017 - 2030)		
	Moderate Scenario	<b>Optimistic Scenario</b>
Professional Office	13,600	35,000
Medical Office	33,500	46,500
Light Industrial	70,000	103,250
Retail	5,000	10,000
TOTALS	122,100	194,750

## **Site Analysis Findings**

The project area's existing conditions were examined utilizing data provided by the City of Grand Island and Natural Resources Conservation Service. Included in this review were land use, zoning, floodplain, soil, utility, ownership, and topography data. The following sections summarize the findings of this examination.

#### Existing Land Use

The character of the project area is primarily rural and agricultural, with approximately 305 acres of agricultural fields currently in production and 95 acres of open space. Parks and recreational uses make up approximately 94 acres, while veterans' uses, including the Veterans Cemetery, Veterans Home, United Veterans Club, and Veterans Park facilities, cover approximately 64 acres. An approximate 15-acre linear section along the western boundary contains 14 single-family residences.

#### Existing Zoning

The project area falls within two zoning districts. North of Old Highway 2, the property area is zoned LLR Large Lot Residential, while south, the property is zoned RO Residential Office. The intent of the RO zone is to provide the highest density of residential uses, as well as office, personal services, and professional uses. The intent of the LLR zone is to provide for a transition from rural to urban uses; it permits residential dwellings at a maximum density of two dwelling units per acre, as well as other open space and recreational activities. Currently, all uses are conforming, given the fact that public parks and recreational areas are permitted uses within both zoning districts.

### Future Land Use

Currently, the project area is planned to be a public use in the future. This can include institutional and public parks and recreational uses. A small, approximate eight-acre linear section along the western boundary of the project area, south of Old Highway 2, is planned to be Medium Residential to Office in the future. In this situation, it is perhaps more important to understand adjacent properties' future uses to ensure compatibility with any land use changes to the project area. The project area abuts Medium Residential to Office uses on much of its eastern and southern boundaries, and Manufacturing and Transitional Agriculture uses on its northern and western boundaries. Pockets of Mixed Use Commercial and General Commercial are located at the project area's southwestern corner.

#### **Existing Zoning Districts**



#### Future Land Use (Based on City's Future Land Use Plan) and Places of Interest



#### Floodplain Restrictions

The project area falls almost entirely into the 100-year floodplain (Zone A or AE). This constraint is known and understood by the City of Grand Island, as it is a common development constraint faced by the City. Discussions prior to this planning process involved the idea of transferring fill from the property directly north of Airport Road to achieve necessary elevations within the project area, in order to remove parcels from the floodplain as development occurs. There are two main water bodies within the project area: Eagle Scout Lake (northeastern corner of the site) and a small fishing lake north of the Veterans Home campus, in the southeastern guadrant of the project area.

#### Soil Types

According to the NRCS Web Soil Survey, there are nine distinct soil types within the project area. Soil types are differentiated by physical, chemical, and biological characteristics such as texture, structure, density, PH, and organic matter. These soil properties influence the development of building sites, including the design, construction, performance, and maintenance of structures.

The majority of the soil on site consists of Wood River Silt Loam (0-1% slopes), also with sizable portions of Hall Silt Loam, Sandy Substratum (0-1% slopes), Wood River-Silver Creek Fine Sandy Loam (0-2% slopes), Wood River-Silver Creek Silt Loam (0-1% slopes), and Ortello Fine Sandy Loam, Silty Substratum (0-3% slopes).

According to the NRCS, the Wood River Silt Loam is somewhat limited for construction of structures with basements and very limited for construction of small commercial buildings. These limitations are due to a high shrink-swell factor. This soil type is also very limited for the construction of local roads and streets due to its large shrink-swell factor and low strength.

Before any construction occurs within the project area, it is recommended that a detailed soil report is prepared and that soil preparation/ amendment recommendations are followed.

#### Floodplain



Special Flood Hazard Area (Zone A or AE) City Limits ++++++++++ Railroad Project Boundary

Fioject bou

**Soil Types** 



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#### Topography

In general, the project area is relatively flat. The highest elevation is 1,872 feet above sea level, occurring at the southwestern corner of the project area (Veterans Cemetery), at the intersection of Capital Avenue and Webb Road. The lowest elevation is 1,852 above sea level, along Eagle Scout Lake. Given these elevations, the maximum variation in grade across the project area is 20 feet. Moving from the east to the west, the project area gains elevation. The far western edge of the project area, containing residences, a tree line, and the Veterans Cemetery, features the highest elevations (1,864-1,872 feet above sea level). The Veterans Home property sits at 1,864-1,866 feet above sea level.

The majority of the project area is at 1,862-1,864 feet above sea level. Given these elevations, topographical concerns will likely be limited during construction.

#### Property Ownership

The project area is owned by 18 different parties, including private residential property owners, institutions, and jurisdictions. The majority of the project area is owned by the City of Grand Island. In fact, the City currently owns over 75 percent of the project area. The City's ownership will increase once the State of Nebraska transfers the Veterans Home property to the City. The State of Nebraska Soldiers Home currently owns the Veterans Cemetery and the property upon which the Veterans Home campus sits. The other sizable portion of the project area (southeastern corner of the project area) is owned by Hall County. The Veterans Park is situated on this County land, though it should be noted that the land directly under the United Veterans Club's buildings is owned by the United Veterans Club.

Therefore, few ownership interests exist within the greater project area.



#### **Property Ownership**



#### Utilities and Infrastructure

#### Water Distribution System

The project area is surrounded by City-owned water main on all four sides. There is a 20inch distribution main along Webb Road on the west side of the property, a 14-inch main along Highway 281 on the north side, and an 18-inch main on the south side along Capital Avenue. The east side of Broadwell Avenue has water mains ranging in size from six inches to 12 inches from the existing ball fields south to Capital Avenue; however, a 12-inch main loop runs 1,200 feet east of Broadwell. which could be utilized if necessary. There are currently several fire hydrants and services along these water mains. Existing water mains are accessible to the project area and have capacity to serve future development.

#### Sanitary Collection System

Running along the south edge of the project area is a 48-inch sanitary trunk line that is approximately 19 feet deep. An 18-inch sanitary stub out has already been installed at the southeast corner of the project area at Broadwell Avenue to serve future development north of the train tracks. Two 12-inch stubs are located on the south end of the project area along Capital Avenue and have the capacity to serve the project area south of the tracks, as well as part of the development north of the tracks. There is existing sanitary sewer along the east and west sides of the project area that is currently serving existing residential and industrial users and should not be considered for this development.

#### Electrical Utility Service

There are existing 13.8 kV overhead full feeder distribution lines along the perimeter of the project area that have the capability to serve future development within the project area.

#### Storm Sewer System

Moore's Creek drain way (shown in the image below), which eventually outlets into Eagle Scout Lake, runs along the north side of the project area. This drain way is the current outlet for much of the storm water from northwest Grand Island. Along Capital Avenue is an existing 48-inch trunk sewer line that has adequate capacity to serve the needs of the development south of the train tracks. Along Broadwell Avenue is the Capital Avenue outfall ditch that can serve future outlet facilities. but currently operates close to capacity. In general, overland stormwater flow across the project area is from the southwest to northeast; therefore, future stormwater improvements should be planned accordingly.

Grand Island

Image Credit: Google Earth Pro

# 3.0 Engagement Process

# **Quick Facts**

#### Public Survey

 When:
 June 23, 2017-July 23, 2017

 Where:
 www.GrandIslandVetsPlan.com

 What:
 10-question survey

 Who:
 184 respondents

#### Charrette

When:July 26-28, 2017Where:Grand Island Utilities DepartmentWhat:6 Stakeholder Sessions + 4 Closed<br/>Planning Sessions

oximately 35 stakeholders
oximately 35 stakeholders

#### Public Open House

When:	July 27, 2017
Where:	Bosselman Conference Center
What:	Review and comment stations
Who:	Approximately 110 attendees

#### **Master Plan Presentation**

When:	November 1, 2017
Where:	Grand Island Utilities Department
What:	1 Presentation
Who:	Approximately 35 stakeholders

Fruitful and meaningful community engagement lies at the heart of every successful planning effort. The conversation between those that have a technical and an objective understanding of the project area and those with on-the-ground knowledge should be ongoing throughout the planning process. This engagement process should be collaborative, personal, and involve much listening by both parties. In the end, a solid plan is developed with the community, and not just for it.

This master plan was developed with a core group of stakeholders and members of the Grand Island community. Through a series of meetings, open interviews, and a charrette, the planning team was able to work with the community on the thoughts, ideas, and comments that became the recommendations of this master plan. This section summarizes the engagement process and its outcomes. A full report of the engagement process and findings is provided as an appendix.



## **Public Survey**

In order to provide context for the stakeholders and public, the planning team created a survey (both online and on paper) that asked participants about the issues and opportunities and their values for the project area. In total, 184 surveys were completed. The following text and graphics illustrate the survey findings:



# What is the greatest OPPORTUNITY to capitalize on?



# 2 What is the biggest CONSTRAINT to overcome?





What current land uses should be





#### **Summary of Findings**

- To survey respondents, the greatest opportunity within the project area is to make a space useable and enjoyed by the entire community.
- Following closely behind, increased and enhanced active recreation opportunities are preferred.
- Increased (affordable) housing options for veterans and Grand Island residents alike was the third most noted opportunity.
- While noted, increased industrial space and associated employment opportunities were mentioned infrequently.

#### **Summary of Findings**

- The lack of a clear and unified vision for the project area, as well as the negativity surrounding the relocation of the Veterans Home, is the largest constraint on the project.
- Following closely behind, a lack of funding was noted as a constraint to overcome.
- It is important to note that perceived City politics and distrust of elected officials is a project constraint; 18.2 percent of the responses received mentioned City politics.
- In general, the surrounding uses and location of the site are suitable.

#### **Summary of Findings**

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preserved?

- The current passive recreation opportunities, including the lake, green space, etc., are the most valuable to survey respondents.
- Following closely behind, the current veteran services offered and veteran memorials should be preserved, according to survey respondents.
- While agriculture was noted as an important land use to preserve in 12.7 percent of the responses, it was mentioned infrequently.

#### **Summary of Findings**

- Parks and recreation is the most envisioned land use within the project area.
- Following parks and recreation, education (either high school or collegelevel) is a highly preferred land use.
- Light industrial is the least preferred land use.
- "Other" responses primarily include the following:
  - Agriculture
  - Technology
  - Veteran only housing and services

# Attractions/ Destinations Green Space & (8.5%)

21.8%

Rank the following quality of life

# 6 Keeping an eye toward the future, rank the following project goals.



# 7 WEAKNESSES: What constrains development?



# 8 STRENGTHS: Which area features should be maintained or enhanced?



#### **Summary of Findings**

Retail

Other

Opportunities

Employment

Opportunities

Active Lifestyle

Improvements

 Survey respondents most want more attractions and destinations within the project area; community gathering areas are desired.

24.2%

- Similar to other findings, survey respondents hope for more green space and recreational opportunities.
- "Other" responses primarily include the following:
  - Formal education opportunities
  - Veteran only housing and services development
  - Affordable housing options

#### Summary of Findings

- Survey respondents prioritized the creation of a recreational center within Grand Island, following closely by the creation of a economically vibrant district within the City.
- Pure economic development is the least important project goal to survey respondents.
- "Other" responses primarily include the following:
  - Increase educational opportunities
  - Increase veteran services and memorials
  - Install clean technologies

#### Summary of Findings

- The largest development constraint is railroad / Highway 2 that divides the project area.
- While some of the buildings may be reused and renovated, the overall age of the buildings presents high costs.
- It should be noted that 11.1 percent of the responses to this question stated that the site is ready for development and that no constraints are present.

#### **Summary of Findings**

- The natural landscape and associated features (green space, lake, etc.) is the most important project area feature to maintain and enhance, by far.
- Survey respondents find value in the existing buildings; opportunities for reuse/renovation will likely be supported by survey respondents.
- In general, the existing residences within the project area are not critical to maintain and enhance, though their future should be discussed.





## Charrette + Public Open House

Before a master plan's vision can be crafted, it is important to meet with stakeholders and members of the public to ensure that the preliminary planning recommendations and current understanding of the project area are in line with their knowledge and desires. The charrette provided this opportunity. A charrette advances the master planning process, narrowing in on preferred concepts as determined by the stakeholders, City staff members, and the public. Over this three-day period the planning team met multiple times with stakeholders, once with city staff members and infrastructure partners, and once with the public to gather insight on their overall vision for the project area, programming preferences, and critical aspects to the master plan.

For clarity's sake, discussions were divided into five topics:

- Land Use, Demographics, and Market
- Historic Character and Preservation
- Development and Redevelopment
- Aesthetics and Character
- Transportation and Infrastructure

In preparation for the charrette, the planning team prepared site analysis maps, created a project website and public survey, gathered preliminary demographic and economic data, and visited the project area. This information provided the necessary context for the planning team to ask the right questions, in order to unveil the consensus-driven vision for the project area.

Between each session with the stakeholder groups, the public, and the City and infrastructure partners group, the planning team was able to digest, summarize, and alter the concepts according to feedback received. Through the charrette, the planning team—in partnership with the stakeholders and public—was able to achieve the following goals:

- Clarify key issues and common concerns
- Identify positive site features
- Explore various master plan concepts and associated elements
- Narrow concepts to final concepts through prioritization exercises and consensus building

# What's the purpose of a charrette?

# **1** Assemble

Assemble key decision makers, such as City staff members, elected officials, business owners, real estate developers, veterans, etc.

# Collaborate

Collaborate with the decision makers in information sharing about the project area, iterative design concepts, and feedback and revisions.

# **3** Finetune

Finetune the master plan concept through strategic conversations with stakeholders, the public, and the City.

# 4 Create

Create a community-driven, realistic plan, grounded in market and economic reality.

#### Issue Identification and Priorities

The first exercise focused on visioning and the identification of issues and opportunities within the project area. Stakeholders were divided into five groups and responded to various topical questions. Then, the stakeholders prioritized the topics of discussion and, second, their responses to each question. Members of the public responded to the same questions during the public open house. The following paragraphs detail the stakeholders' and public's priorities, in order of prioritized topics (note: *Transportation and Infrastructure* and *Historic Character and Preservation* tied as topics of importance).

# 1 Land Use, Demographics, and Market

When asked about appropriate uses for the project area, stakeholders prioritized secondary educational uses, employment and recreational opportunities, and a cemetery expansion. Participants at the open house responded similarly, mentioning the need for employment, educational, and recreational opportunities, though the majority of participants stated that these uses should be primarily for veterans and their families.

Keeping the larger community's needs in mind, stakeholders found that housing and a hotel / convention center could be accommodated within the project area. Open house participants primarily mentioned housing for veterans.

Finally, when asked about market opportunities that the project area's redevelopment could capitalize on, stakeholders prioritized an educational campus.

#### 2 Development and Redevelopment

As key redevelopment and development opportunities, stakeholders prioritized higher education uses (specifically for the Veterans Home campus) and a fieldhouse / aquatic center (north of Old Highway 2). Open house participants repeatedly mentioned housing for veterans, but also enhancing Veterans Park as a memorial to veterans. The development of a multi-use area, including recreational, office, housing, and open space uses was also recorded.

When asked about key hurdles to the project area's development and redevelopment, stakeholders noted the community's lack of consensus and the floodplain development constraint. Open house participants noted similar hurdles, including a lack of funding and a distrust of public officials.

# **3** Transportation and Infrastructure

Stakeholders stated that a pedestrian bridge to connect the southern half of the project area to the northern half of the project area was missing, and functions as a site insufficiency. The public mentioned the railroad traffic as a site insufficiency.

When asked about what existing transportation and infrastructure capacities can be capitalized on, stakeholders noted potential construction of a Custer Avenue overpass with pedestrian access, and the surrounding utility infrastructure. The public also noted connections with hike and bike trails and existing public transit routes.

# 3 Historic Character and Preservation

When discussing historic character and preservation, stakeholders focused on enhancement and protection of the cemetery and the Veterans Home (as a tribute to the veterans and to maintain the character of the project area). Open house participants similarly want to see the historic buildings across the campus and the fishing lake preserved.

Stakeholders hope to see a northern extension of the hike and bike trails, as well as reuse of existing buildings. The open house participants noted that the Veterans Athletic Complex could be enlarged, as well as the cemetery (for veterans' use only). Mixed responses surrounded the agricultural land; some open house participants stated that it should be developed to increase the tax base, while others thought that it should be left alone, using the revenue to fund veterans' affairs.

#### **4** Aesthetics and Character

Stakeholders identified multiple opportunities to enhance the overall aesthetics and character of the project area. The development of an amphitheater and expansion of the hike and bike trail network were prioritized as key enhancement opportunities. Open house participants primarily mentioned maintenance and enhancement of the fishing lake, Veterans Park, and the landscaping throughout the project area.

When asked about objectionable aesthetics and character features that should be mitigated, stakeholders prioritized Old Highway 2 / railroad and enhancements to Moore's Creek.

#### Concept Exploration

During a closed planning session during day two, the planning team developed 24 initial master plan sketches. Stakeholders provided feedback on the initial sketches, allowing the planning team to further refine them before the public open house later that evening. The public was asked to review and provide comments on each of the 24 concepts. The public's response to the concepts is detailed in the Engagement Process and Findings Appendix.

















































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#### Summarized Stakeholder Findings

After the stakeholders reviewed all 24 initial sketches, the planning team led a discussion about the stakeholders' preferred features to be included in the final master plan concept. The following list and the public feedback provided the necessary direction for the planning team to narrow the master plan concepts.

- Interconnected water spaces that are not choppy and that are attractive for business development and active recreation
- Waterway views that are shared by all users (land development parcels, roadways, and park development)
- Separation of parks from education; keep each in their own respective area (north and south)
- Easy site access north of Highway 2 and its borrowed open space views
- Non-residential development that is incorporated with water
- Development with maintenance requirements and development costs in mind
- Individual tract development that avoids choppy development styles
- Fieldhouse development within the athletic field complex
- Keeping Custer Avenue out of parcel north of Highway 2 to maintain southern half of property's continuity
- Pedestrian bridge to tie the north and south property together
- Linked trail systems with homage to veterans through the use of stations
- Open northern half of property for development

### Concept Narrowing and Prioritization

With the public's comments in mind, stakeholders voted for their favorite concepts in an effort to identify the common, liked features. Then, the planning team further analyzed the three concepts that received the highest number of votes and prepared three narrowed concepts from which the final master plan was created. The three graphics that follow represent these narrowed concepts. The final set of stakeholder comments regarding each narrowed concept is provided, as well.

#### Narrowed Concept #1



#### Like

- Developing both sides of Webb Road
- Active waterway
- Multiple memorial points instead of a singular memorial site
- Boathouse restaurant
- Water layout
- Aquatics and fieldhouse
- Efficient sports and recreation layout
- Recreation focus
- Amount of green space

#### Dislike

- Moved homes
- Development west of Webb Road
- Amount of shoreline to maintain
- Size of lake
- No pedestrian overpass
- Lazy lake concept
- Seems to be most expensive option
# Narrowed Concept #2



#### Like

- Variety of options
- Cemetery design that honors veterans
- Educational campus layout
- North / south water flow
- Pedestrian bridge
- Support commercial
- Balance of tax revenue generating properties and green space

#### Dislike

- Lack of green space
- Location of fieldhouse and aquatics center
- Distance between soccer fields and baseball fields

## Narrowed Concept #3



#### Like

- Appropriate lake size for business park use
- Community center, amphitheater, and garden
- Use of water and site layout
- Income from development opportunities
- Business park concept
- Pedestrian bridge
- Educational campus for four-year liberal arts college
- Cemetery

•

- Balance of development, education, and green space
- Water wrapped around athletic complex
- Soccer fields
- East / west connection along Broadwell
  Avenue

#### Dislike

- Missing housing
- The only way to enjoy is with a drive or long bike ride

# **Master Plan Presentation**

As the final step in the engagement process, the planning team presented one final master plan to the stakeholders, which was narrowed from the three previously presented master plans. The planning team walked through the plan document, explained the master plan details, and asked the stakeholders what was missing from the master plan.

Stakeholders' primary concerns revolved around the public beach and the lack of a competitive indoor pool facility. Concerns were raised that a public beach proposed nearby the community center may pose potential safety issues. Rather, stakeholders requested that the area be utilized strictly as a water access point for kayak, canoe, and paddleboat users. Note that water access will also be available at the proposed boathouse.

To ensure that the project area has a strong regional draw for a variety of sporting and recreational events, stakeholders requested the addition of a natatorium to host competitive water-based sport events.

Stakeholders had general concerns about providing enough parking for the multiple uses within the project area. In addition, discussion about a possible public education process about the difference between light industrial and industrial/heavy industrial uses took place. Various stakeholders want community members to understand the difference in uses, making it clear that heavy manufacturing is not proposed within the project area.

To end, the planning team led a discussion about implementation to gain a clear understanding of the stakeholders take on the following questions:

- Of what is proposed in the master plan, what is easy to implement?
- What stands in the way of implementation?

Stakeholders stated that the ballfields, including the existing/planned expansion of softball fields, the splash pad, and the soccer fields, would be the easiest to implement, as construction was already taking place at the Veterans Athletic Complex. Secondly, the full expansion of Eagle Scout Lake, despite its cost, was viewed as an easily-supportable improvement. Other easily-implementable items included:

- Boathouse and surrounding restaurants
- Webb Road and Broadwell Avenue railroad quiet zone
- Pattern book to guide the look, feel, and branding of the project area
- Neighborhood Commercial site at the intersection of Broadwell Avenue and the proposed entrance north of the railroad
- Fieldhouse

Stakeholders also noted several items that must be overcome to begin implementation, including the following:

#### Presented Master Plan (Review Purposes Only - Not Final)



- Selling the overall master plan to the entire community and the development community
- Developers' expectation that sites will be "shovel ready"
- Ensuring enough private development to then fund more public infrastructure
- Pro formas that work
- Need for wide-reaching marketing plan
- Lack of public dollars
- Future use of the Veterans Home buildings

# 么。 Master Plan

The previous sections of this plan were compiled to explain the project area's strengths, weaknesses, opportunities, and constraints. Ultimately, the final master plan was developed in light of this information. This section integrates the varying viewpoints of the public, City staff members, and the stakeholder group into a comprehensive vision for the project area. The textual, visual, and graphical recommendations that follow will serve as a guide for the future development, redevelopment, reuse of the project area.

# **Planning Objectives Overview**

At first look, the project area offers a range of land use, redevelopment, and development possibilities, given its large size (640 acres). Furthermore, much of the land is undeveloped. Therefore, the guiding factor upon which this plan is based is not existing circulation patterns or existing architectural structures, but rather a desire to acknowledge and honor veterans at a proper scale, while also balancing the community's need for quality of life enhancements and economic development opportunities.

The plan envisions new and enhanced veterans' memorials, new community gathering spaces, attractive development opportunities, enhanced natural assets, and increased interaction with nature through a trail system and recreational opportunities. Though initially viewed as a site constraint, Old Highway 2 and the parallel railroad offer a practical and tangible way to divide the project area into two different subareas: north and south.

# North Subarea

The overall planning objective for the North Subarea is to create a connected, multi-use, multi-user, and active atmosphere, with a regional draw.

The North Subarea is largely undeveloped, creating a unique opportunity to define the City's edge and implement community desires for economic development and parks and recreational enhancements. The existing recreational uses, including Eagle Scout Lake / Park and the Veterans Athletic Complex will be enhanced and capitalized on.

The North and South Subarea will be knit together physically with a pedestrian bridge, but also thematically with a "Local Heroes Trail System" throughout the North Subarea and multiple references and memorials to veterans and their service in the South Subarea.

#### South Subarea

The overall planning objective for the South Subarea is to honor and memorialize veterans, while meeting community educational and programming needs.



The South Subarea will continue to be defined by the Veterans Cemetery (in line with the Veterans Cemetery Master Plan), the United Veterans Club, and Veterans Park. The existing Veterans Home campus buildings are important community and historic assets. As such, their use can be re-imagined as a way to honor the history, enliven the space, and provide for economic development. Stakeholders and community members repeatedly mentioned the need for educational space, whether it be a trade school or a satellite campus of a four-year university. The campus-like nature of the Veterans Home was noted as a clear opportunity for this sort of educational development, even permitting future campus expansion to the west (Innovation Campus land use).



Grand Island

# Land Use and Zoning

Land use and zoning designations are critical tools when guiding the density and type of development within the project area. The compatibility of designated land uses and the underlying zoning districts must be regularly evaluated to ensure that (1) the desired style of development is possible and that (2) the community's needs are met through the current regulations.

The creation of a Future Land Use Framework is an essential step in the planning process, as it provides the general plan for future development, redevelopment, and reuse projects, including those that will serve to increase Grand Island's tax base, honor the veterans, and/or create a recreational hub for community members and the region. Multiple development and reuse public and private projects exist, given the vast amount of undeveloped land and the existing uses, such as the Veterans Cemetery and Eagle Scout Lake, which provide character to capitalize on.

Following the Future Land Use Framework is a description and illustration of the future land uses, as well as suggested zoning changes. Ultimate zoning changes will depend on the eventual site and building design; the "suggested zoning changes" are based solely on general zoning district intent in an effort to pair complementary land uses and zoning districts.

For additional description and precedent imagery of the uses highlighted in the Future Land Use Framework, review the Master Plan Details.

#### **Future Land Use Framework**

Innovation Campus



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Parks and Recreation

#### Single Family Existing Residential

This land use is defined by its longstanding single family, large lot residences along the urban fringe. These types of residences act as a transition from rural to urban uses. No changes to the current residences are proposed in this master plan, as their compatibility can be maintained through landscape and architectural screening as the parcels to the east develop.

If this use were to experience disinvestment, higher density residential for employees within the project area or expansion of the business park to the east would be appropriate.

## Neighborhood Commercial

This land use is defined by smaller-scale businesses and convenient shopping facilities, typically serving one neighborhood, and in this case, the project area. These areas serve as anchors of commercial and social activity, providing daily and convenient goods and services to nearby residents or employees. Pharmacies, banks, convenience stores, standalone restaurants, and professional offices are examples of businesses that would be compatible with the surrounding recreational and employment centers.

The purpose of this land use is to provide services and shopping facilities in close proximity to residences and businesses.

Current Zoning: LLR Large Lot Residential

Suggested Zoning: B-2 General Business

*Current Zoning:* LLR Large Lot Residential *Suggested Zoning:* No change recommended



Image Credit: Google Earth Pro



Image Credit: Community Development Strategies



Image Credit: Google Earth Pro

Image Credit: Google Earth Pro



This land use is defined by a mixture of mixed use buildings of varying scales (dining on the first floor and office on upper floors) and standalone offices and dining establishments in a walkable environment. The buildings should be architecturally complementary and oriented toward the water, with clear pedestrian access to the trail system. The adjacent water and recreational opportunities will provide employees with activity options, encouraging an active lifestyle.

The purpose of this land use is to provide dining for employees and surrounding residents and quality, professional office space. This combination will activate the project area throughout the day.

*Current Zoning:* LLR Large Lot Residential *Suggested Zoning:* B-2 General Business



Image Credit: The Pulse



Image Credit: Colorado Group

#### Innovation Campus

This land use is flexible, but differs from Technology / Flex. Innovation Campus should provide smaller office suites (within a larger building), capable of serving tenants with minimal space requirements. An educational campus, with a focus on math, science, or information technology, would also be appropriate. The campus should be pedestrianoriented and accessible to green space.

The purpose of this land is to provide space for small-scale businesses, start-ups, co-working, community programming, or an educational and/or skills training campus. This land use will provide entrepreneurs with a right-sized space to begin their ventures utilizing shared resources and with minimal costs.

*Current Zoning:* RO Residential Office *Suggested Zoning:* No change recommended



Image Credit: Nebraska Today



Image Credit: Cambridge Innovation Center Veteran's Legacy Project Master Plan 35

# Technology / Flex

This land use is defined by its ability to accommodate larger and smaller employers, including light industry and office uses. This land use can take on a variety of forms, from single story buildings to three story buildings. High intensity industrial uses are not suggested for this category, such as large factories producing high levels of noise, traffic, and pollution.

This category is inherently flexible, allowing for a wide variety of uses, such medical, research, and technology. It is important that building design, materials, parking, lighting, and connectivity to the larger master planned area are considered with this use to maintain compatibility with surrounding uses.

*Current Zoning:* LLR Large Lot Residential *Suggested Zoning:* M-1 Light Industrial



Image Credit: ESA, Space in Images



Image Credit: Clark Nexsen

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#### **Business Park**

This land use is similar to Technology / Flex in that it can accommodate large and small employers, but differs in the fact that the buildings are primarily multi-story (less than four), rather than primarily single-story. Large-scale industrial or residential uses are inappropriate; this land use serves commercial purposes. Buildings should be architecturally complementary and oriented toward the water, with access to the trail system.

The project area's clear access to main roadways, highways, and interstates will benefit this use as a employment center with a regional business and employee draw. The purpose of this land use is to provide a high quality, amenity-rich corporate campus environment.

*Current Zoning:* LLR Large Lot Residential *Suggested Zoning:* B-2 General Business



Image Credit: Heliviz



Image Credit: Sonata Crew

#### Cemetery (Public)

This land use is defined by its ability to accommodate veterans' and the greater community's need for a cemetery expansion. This public use is largely defined by the previous planning effort: Veterans Cemetery Master Plan. The details of this land use are further defined within that document.

The purpose of this land use is to continue honoring veterans through separate burial grounds and memorials, while also meeting the community's need for a public cemetery expansion. This use should be buffered from all other uses (visibly and audibly) to maintain its sacred character. Enhanced vehicular and pedestrian connectivity (through pathways and narrow roadways) is necessary.

*Current Zoning:* RO Residential Office *Suggested Zoning:* No change recommended



Image Credit: New Hampshire State Veterans Cemetery



Image Credit: Visit Nebraska



This land use is defined by a mixture of green space, multi-scale parks, passive recreation, and active recreation. Included in this land use is the planned expansion of the Veterans Athletic Complex, a large expansion and enhancement of Eagle Scout Lake / Park, a trail system, an amphitheater, a community center, a natatorium, and a fieldhouse. This is a multipurpose, predominant use within the project area.

The purpose of this land use is to provide a community active and passive recreational center for Grand Island and the region. This land use will also provide amenities and views for surrounding uses, increasing the aesthetic appeal and property value for those uses.

*Current Zoning:* LLR Large Lot Residential *Suggested Zoning:* No change recommended



Image Credit: The City of Grand Island, Nebraska



Image Credit: The City of Gilbert, Arizona

Proposed Land Uses by Acreage (Exclud	ing Right-of-Way,	, Water Bodies, and Easements)
	Acres	Percentage of Total
Parks and Recreation	114	26.6%
Cemetery (Public)	72	16.8%
Business Park	50	11.7%
Mixed Use (Office / Dining)	43	10.0%
Veterans Home property	43	10.0%
Innovation Campus	38	8.9%
Technology / Flex	28	6.5%
Neighborhood Commercial	20	4.7%
Single Family Existing Residential	11	2.5%
United Veterans Club (no proposed changes)	10	2.3%
	429	100%

**NOTE:** This plan does not recommend any changes to the United Veterans Club property.



# Connectivity

Transportation and land use are interconnected, and therefore, must be planned in accordance with each other to ensure a connected and vibrant variety of uses within the project area. Each mode of transportation, including bikes, pedestrians, public transit, and vehicles, must be carefully considered and planned for as development occurs.

This is especially relevant as the project area is (partly) envisioned as a regional recreational destination, which must be accessible and safe for all users. On the other side, the project area will become a mixed use commercial and educational area. Business is often attracted to areas with a strong pedestrian focus and that are clearly accessible, as such an environment is all the more enticing to an employee.

The Connectivity Framework specifically considers the needs of pedestrians, bicyclists, and vehicles and recommends multiple improvements to better design for a walkable, bike-able, mixed use area. As the public transportation system further develops in Grand Island, public transit stops should be integrated into the project area, as well, where demand exists.

For a description and precedent imagery of the items highlighted in the Connectivity Framework, review the Master Plan Details.

# **Connectivity Framework**

Roundabout



# **Utilities and Infrastructure**

Utility improvements, while costly, can dramatically alter the functionality and physical characteristics of an area. Such improvements, with the appropriate capacity to serve the desired development, will be necessary within the project area through implementation. The following sections detail these necessary improvements.

#### Water Distribution System

The existing water system is sufficient to serve any development that may occur throughout the project area. Additional crossings at the railroad tracks will not be necessary. As the project area develops, water main loops should be constructed along the road right-of-way. Water main sizes should be 10 inches to 12 inches in diameter, and fire hydrant spacing should be approximately 500 feet.

#### Sanitary Sewer System

Extending the 18-inch sanitary sewer trunk line along Broadwell Avenue under the railroad tracks will need to be the first priority for extension of the sanitary sewer system. Once under the railroad, this trunk line should be routed west through the development within the street right-of-way. Pipe sizes can be decreased as the sewer extends from the east side of the development to the northwest. Trunk line sizes are estimated to be between 8 inches and 12 inches in diameter. South of the railroad, the existing 12-inch sanitary sewer service stubs along Capital Avenue can be utilized to serve this area.

#### Electrical Utility Service

The project area is large and will likely require an additional 13.8 kV full capacity distribution line splitting the project area with 200 amp branch lines splitting off. Future electrical lines should be run underground in the proposed street right-of-ways to serve the development. Proposed roadways should have street lights that follow Grand Island's standard cross sections.

# Storm Sewer System

Existing storm sewer systems surrounding the project area are operating at or near capacity. To offset the increased demand for storm sewer associated with future development, additional storm water storage needs to be planned. Expanding Eagle Scout Lake accomplishes this need for the portion of the development north of the railroad. This lake expansion will not only provide some of the needed storm water storage, but will also serve as additional recreational facilities within the development. Additional storm water storage is also planned south of the railroad near Webb Road. This detention will help slow the storm water runoff from the cemetery portion of the development.

The City of Grand Island owns a tract of land north of Highway 281. This parcel of land is perfectly located to be developed in to a large detention cell similar to Eagle Scout Lake that can help manage stormwater from Moore's Creek drain way. Not only will the project area benefit from additional detention, but excavations from the proposed cell may also be used for fill throughout the project area.

It is anticipated that the developed area will be served by reinforced concrete storm sewer pipe ranging in size from 15 inches to 36 inches in diameter. These storm sewer pipes along with curb and area inlets should be constructed within the street right-of-way and should outlet into the proposed storage/detention areas. An additional storm sewer crossing under the railroad may be necessary toward the center of the project area to connect the South Subarea to the expanded Eagle Scout Lake.

# **Master Plan Details**

To provide an additional level of detail each annotated master plan feature is described and illustrated through the use of precedent imagery on the following pages.

#### **Proposed Improvements/Uses**

Boathouse / Restaurants A New / Expanded Parking R Existing Baseball / Softball Fields  $\mathbf{C}$ Splash Park (in progress) D Youth Ballfields (in progress) (F Expanded Soccer Complex Fieldhouse Neighborhood Commercial Land Use H Technology / Flex Land Use Pedestrian Overpass Business Park Land Use K Existing Single Family Residential Land Use Mixed Use (Office / Dining) Land Use M Amphitheater / Entertainment Area N Community Center 0 Active Open Water Recreation / Lake Expansion Monument / Central Commons 0 Innovation Campus Land Use R Veterans Cemetery Expansion Historic Veterans Home Campus United Veterans Club Linear Water Park Local Heroes Trail System W Water Feature Site Entry Monument / Drive Lake Boulevard Z Lake Overlook AA BB Natatorium

#### Annotated Veteran's Legacy Project Master Plan



#### A Boathouse / Restaurants

A boathouse with nearby fine dining restaurants will activate the northeastern corner of the project area and serve as a welcoming, quality gateway into Grand Island. The boathouse should be oriented toward the expanded Eagle Scout Lake and integrate multiple public gathering spaces along the water and trail system. Canoes, paddleboats, and kayaks should be available for rent by the public at the boathouse. As such, the boathouse site should include docks for easy public access to the water.



Image Credit: The Knot

# C Existing Baseball / Softball Fields

The existing baseball / softball fields within the Veterans Athletic Complex should be properly maintained and updated when necessary in order to remain a regional destination. The fields are currently being connected with a pedestrian walkway on the west to the new youth ball fields, in line with the Veterans Sport Complex Master Plan. Site furnishings, including lighting, should be consistent throughout the entire Veterans Athletic Complex. Long range tournament complex upgrades include the addition of warning tracks in the playing field area and enhancing the sidewalk entry from the south parking lot.



Image Credit: The City of Grand Island, Nebraska

# B New / Expanded Parking

New and/or expanded parking should be strategically located and designed. Parking lots should not be open seas of asphalt; rather, curbed landscaped islands should be installed at the ends of each row of brightly painted parking stalls. Curb cuts should be installed in the islands, to allow for stormwater conveyance and improved water quality through vegetation filtering. Parking lots should be screened from public view along all roadways through the use of landscaping, berms, hedge plantings, and shrubs. Clearly marked or parking island pedestrian pathways should be provided within large parking lots for safety.



Image Credit: The Fair Hope Times

# D Splash Park (in progress)

A splash park, currently under construction, will be located centrally within the Veterans Athletic Complex. Splash parks are recreational areas designed for interactive water play and do not have open basins of standing water. The splash park will be integrated with a variety of colorful in-ground and aboveground features, including sprays, squirts, mists, dumps, shoots, and water "sheets." The splash park will provide a family friendly activity, specifically for younger children during sporting events.



Image Credit: JTV

# E Youth Ballfields (in progress)

Six new youth softball / baseball fields are currently under construction as part of the Veterans Athletic Complex phase two expansion effort. These ball fields should be properly maintained in order for the Complex to remain and grow as a regional destination. The fields should be connected into the proposed trail system, to ensure all destinations are connected within the project area. The new fields should be developed in line with the Veterans Sport Complex Master Plan, with a keen focus on landscaping enhancements and shade structures. Site furnishings, including lighting, should be consistent throughout the entire Complex.





Image Credit: Sports Planning Guide

#### G Fieldhouse

A new community fieldhouse with flexible multipurpose sports courts should be constructed within the Veterans Athletic Complex to provide space for indoor recreational activities, such as basketball, volleyball, soccer, or rock climbing, that can take place throughout the year. The fieldhouse should be large enough to host regional-level sports tournaments to enhance the Veterans Athletic Complex as a destination. The fieldhouse should be well integrated into the site, through convenient vehicular and pedestrian access, and the building should architecturally complement the community center.



Image Credit: Archinect

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#### Expanded Soccer Complex

Six new soccer fields and four new futsal fields will be constructed directly south of the existing baseball / softball fields. The new soccer complex should be developed in line with the Veterans Athletic Complex Master Plan, and allow adequate space for regional tournaments. The proposed trail system should wrap around the soccer fields, allowing for pedestrian access from all sides. This expanded design would be a regional tournament style upgrade to the existing soccer complex already in use in this location.



Image Credit: Visit KC

# Neighborhood Commercial Land Use

Four neighborhood commercial areas are proposed. Examples of appropriate formats include fast casual dining options, professional office space, or small-scale retailers or service providers (i.e., pharmacies, banks, convenience stores, etc.) within small commercial centers or standalone buildings. Buildings should be constructed with quality materials and oriented toward the roadway and have welcoming and defined entrances, articulated facades and roofs, highly transparent stores fronts, and landscaping (at the base of buildings and within the parking lots). Parking should be located to the side or rear of the building(s) when possible.



Image Credit: Ziegler Cooper Architects

# I Technology / Flex Land Use

Technology / flex land uses should be located along the southern border of the North Subarea. Appropriate building sizes and formats include one to three story buildings, oriented as a small-scale campus or business park, utilizing shared parking and access drives. With this set-up, this land use can accommodate large or small employers. A wide variety of uses are permitted, including medical, research, or technology. High intensity industrial uses are not suggested due to the use's proximity to residential and recreational uses. Building and site design (materials, parking, lighting, and connectivity to surrounding uses) must be considered.



Image Credit: St. John Properties

# K Business Park Land Use

A high quality, amenity-rich corporate business park should be located within the western section of the North Subarea to take advantage of the access to main roadways and the highway and interstate system. This land use is similar to Technology / Flex in that it can accommodate large and small employers, but differs in the fact that the buildings should be primarily multi-story (less than four). Large-scale industrial or residential uses are inappropriate; this land use should serve commercial (mainly office) purposes. Buildings should be architecturally complementary and oriented toward the water, with access to the trail system.



Image Credit: Oxford Business Park

## Pedestrian Overpass

A pedestrian overpass connecting the North and South Subarea should be constructed to link the innovation campus to the larger commercial uses in the North Subarea. The overpass will mitigate connection concerns caused by Old Highway 2 and the railroad. The pedestrian overpass should be ADA accessible and visually appealing. The overpass design should encompass the desired quality and character of the project area. The overpass will practically and safely link the neighborhoods south of Capital Avenue to the proposed active recreation community center by way of the proposed trail system.



Image Credit: Google Earth Pro

# Existing Single Family Residential Land Use

No changes to the current residences are proposed in this master plan. Though, to maintain compatibility, the residences should be buffered through landscape and architectural screening as the business park parcels to the east develop. The homes should be maintained property, as they act as a transition from rural to urban uses and as an entrance to Grand Island. If the existing residences were to experience disinvestment, development of higher density residential for employees within the project area or an expansion of the business park to the east would be appropriate in this area.



Image Credit: Google Earth Pro

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# M Mixed Use (Office / Dining) Land Use

Mixed (office / dining) uses should be located in the central area of the North Subarea, oriented toward and around the lake. This use should take advantage of the proximity to the lake by providing multiple pedestrian water access points, multiple outdoor public gathering areas with views of the water, and highly transparent buildings. The mixed use buildings of varying scales (dining on the first floor and office on upper floors), walkable environment, and adjacent recreational opportunities will heighten quality of life, activate the project area day and night, and provide high quality professional office space and dining variety to Grand Island.



Image Credit: Gresham Smith

# O Community Center

A community center should be constructed in the central area of the North Subarea. The community center building and site should be architecturally appealing through facade and roof articulation, high transparency, proper lighting, and environmentally-sensitive landscaping. The community center should provide a variety of uses, such as exercise facilities, community multi-use rooms, office and programming space, restrooms, a community kitchen, and an outdoor event space. The community center should be "home base" for the larger recreational area, with staff providing information on recreational opportunities, rentals, and events.



Image Credit: Social Work Degree Center

#### N Amphitheater / Entertainment Area

A new amphitheater should be terraced into the hillside from the roadway to Eagle Scout Lake. The terraces should have built-in bench style seating, accessible paths and stairways, and a raised platform. The amphitheater should be oriented toward Eagle Scout Lake, providing a natural, appealing backdrop for events. The amphitheater should be surrounded by environmentally-sensitive landscaping to provide greenery and color throughout the year and be near to the mixed use (office / dining) area that could include restaurants with patios overlooking the lake, small-scale retailers, and hotel accommodations (if demand arises).



Image Credit: BDC Network

# Active Open Water Recreation / Lake Expansion

Eagle Scout Lake should be expanded to two large open water areas connected by a narrower waterway and two smaller open water areas. Pedestrian bridges should be constructed over the narrow waterways to connect the trail system. Various water access points should be provided to allow users to load their kayaks, canoes, paddleboats, and more into the water. Primary access points should be located at the community center and boathouse. Narrow streams of water should flow from Eagle Scout Lake to the linear water park in the South Subarea and to Moore's Creek on the northern boundary of the project area.



Image Credit: Old Town Canoe



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# **Q** Monument / Central Commons

A monument honoring veterans and their service should be constructed in the center of the innovation campus, within the middle of a "central commons" to ensure visibility from all angles. As such, the monument should be visually appealing from all sides, properly lit (lighting equipment hidden from public view), and structurally sound. Pedestrian walkways should lead to the monument. The monument should be surrounded by various plantings that provide greenery and color throughout the year. Site furnishings, including benches and trash and recycling receptacles should be provided to allow users time to relax and reflect.



Image Credit: City of Green, Ohio

# S Veterans Cemetery Expansion

**This master plan fully incorporates the Veterans Cemetery Master Plan.** This cemetery should serve the needs of veterans, as well as community members. The Veterans Cemetery Master Plan acknowledges the growing need for community cemetery space, but ensures a buffer from the surrounding residential and campus uses through the use of dense tree lines and clear cemetery entry points. The proposed lake within the Veterans Cemetery should be connected to the proposed linear water park and as part of the overall site stormwater system.



Image Credit: Veterans Cemetery Master Plan

#### R Innovation Campus Land Use

An innovation campus should be located in the South Subarea, west of the historic Veterans Home campus. The innovation campus can fill multiple community needs. Therefore, it should provide smaller office suites (within a larger building), for start-ups, co-working, or community programming and education. An educational campus, with a focus on math, science, or information technology, would also be appropriate, and could be an expansion area for the potential educational campus to the east. This campus should be walkable and tie into the North Subarea by way of the pedestrian bridge.



Image Credit: Evolo

# Historic Veterans Home Campus

The historic Veterans Home campus buildings and general layout should be preserved and reused as a (1) community education and programming center or (2) a postsecondary educational campus. A community education and programming center could provide specialized skills/trade training for veterans and interested community members. A small annex campus of a larger university specializing in next generation professions would be a suitable use as well. The Career Pathways Institute trains students in a variety of trades and is an example of the type of educational facility that could be expanded on the historic campus.



# U United Veterans Club

**No changes are proposed to the United Veterans Club building or site.** This building functions as a community gathering space and should be properly maintained and buffered from incompatible uses. If will exists in the future, various building and site improvements could enhance the visual appeal and serve to modernize the building and site. These enhancements could include parking lot islands, landscaping along the right-of-way, base landscaping along the building, and an updated wall and monument sign, though such enhancements are not part of this master plan.



Image Credit: Google Earth Pro

# W Local Heroes Trail System

A "Local Heroes Trail System" should be constructed to link points of interest, including the community center, fieldhouse, amphitheater, boathouse, sports fields, and the innovation campus (by way of the pedestrian overpass). The trail system should run alongside the expanded Eagle Scout Lake and feature various scales of monuments (shown as red dots) that recognize and educate on veterans' service or Grand Island and/or regional heroes. The trail should be paved (with an environmentally-friendly and sustainable surface) and 10 feet wide to permit space for pedestrians and bicyclists.



Image Credit: Discover Spring Texas



# Linear Water Park

A linear water park should be created along the northern boundary of the South Subarea, and accessible from the expanded cemetery. The linear park should include a trail parallel to the small stream and be shaded by dense tree cover to allow for pleasant recreation and to block road noise from the adjacent Old Highway 2 and railroad. Benches and trash and recycling receptacles should be placed along the trail. The trail should connect back to the sidewalk system within the cemetery, as well as to the pedestrian bridge.



Image Credit: Proto Photo

# X Water Feature

Water features should be included in the proposed Eagle Scout Lake expansion with the goal of water movement (for the health of the lake) and visual appeal. The water features should vary in scale and design (i.e., different numbers and heights of water columns), but should be of such a height that is easily visible, specifically from the boathouse / restaurant, amphitheater, and mixed use (office / dining) buildings. It is important that the water features not be exposed to high winds. In general, the height and "throw" radius of the jets should not be higher than the distance between the nozzle and the nearest edge of the lake.



Image Credit: KC Fountains

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# Y Site Entry Monument / Drive

Three major site entry points are proposed in the North Subarea, and one in the South Subarea. These entries should be accented with large decorative monument signs, constructed of masonry and surrounded by colorful plantings. The entry drives should be separated by a landscaped median, complete with trees, attractive groundcover, and shrubs that provide for color throughout the year.



# AA Lake Overlook

A lake overlook should be incorporated into the Local Heroes Trail System north of the existing ball fields and integrated with a new expanded parking lot. The overlook should include a raised deck with safety railing directly off of the trail system. The overlook should be furnished with picnic tables, benches, small covered pavilions, and/or trash and recycling receptacles to allow for gatherings, such as a parties. The overlook should tie into the planned veterans' monument.



Image Credit: Positively Potts Town

# Z Lake Boulevard

A "lake boulevard" should be constructed as the new primary roadway through the North Subarea. The boulevard should begin at the west entry monument, head east, and then gently curve to the north Airport Road entry monument. The roadway should be wide enough to incorporate a landscaped median along its entire length, include bike lanes and street trees, and have a speed limit of no greater than 30 miles per hour to ensure the safety of pedestrians and bicyclists. The roadway should take advantage of adjacent water, providing overlooking views of the water features. Two roundabouts should be incorporated into this roadway, as well.



Image Credit: Sharper Homes

# **BB** Natatorium

A natatorium should be built to provide space for various indoor swimming activities, including competitions in different sports (swimming, diving, water polo, etc.) of different levels and recreational and therapeutic swimming. The natatorium should be designed to meet the needs of the determined user base, though a competition regulation pool should be constructed to continue to grow the project area as a regional recreational destination. The natatorium should feature convenient vehicular and pedestrian access by constructing a new parking lot and the building should architecturally complement the community center and fieldhouse.





Image Credit: Breslin Architects

# 5.0 Implementation

Grand Island has the opportunity to create a quality, amenity-rich, mixed use center and a recreational hub that serves as a welcoming gateway into the community. To take full advantage of the land conveyance by the State, Grand Island must personally invest and guide private investment in the project area through policies and projects that support the defined vision for the project area. Implementation of the Veteran's Legacy Project Master Plan will occur incrementally, as various projects are undertaken individually. The following implementation plan outlines these policies and projects that must work in concert to achieve the set forth vision.

A implementation plan provides recommendations to help City staff members, stakeholders, and elected officials make long- and short-term decisions to complete the master plan. The implementation plan provides insights on decision making, funding, marketing and communications, budget estimates, phasing, and priority projects. With these insights, the implementation plan can be used as daily reference tool to evaluate projects to be constructed, their costs, their timing, their importance, and the evaluation of new projects not contemplated or included in the master planning process.

The four following overarching elements should be kept in mind when implementing the plan:

# Day-to-Day Use

The Veteran's Legacy Project Master Plan should be used on a day-to-day basis, as the official policy guide for land use, development, reuse, and reinvestment in the project area. The plan should be regularly consulted by elected officials and City staff members to review and evaluate proposals for improvement and development within the project area. Further, Grand Island's various service providers, community organizations, and institutions should utilize the plan to guide facilities, infrastructure, and programming as it is related to the project area.

# Cooperation and Collaboration

Complete implementation of the plan will require a high level of trust, cooperation, and focused attention between the private sector, community members, stakeholders, elected officials, and City staff members—all whom must advance the plan together. Though, the City should be the leader in promoting this cooperation and collaboration to implement the plan. The City should actively work with and encourage developers and the business community to undertake improvements set forth in the plan.

# **Communication and Education**

The planning process for the Veteran's Legacy Project Master Plan has facilitated a considerable amount of public and stakeholder outreach through in-person events and a website, keeping community members involved and informed of the plan's development. Building on these efforts and to ensure that community members understand the plan's recommendations and the future vision for the project area, the plan should be made available online for free. Hard copies of the plan should be available at City Hall and the Grand Island Public Library. If questions arise, contact information should be available alongside the online and paper versions of the plan. Additionally, major milestones should be covered in the media.

Equally important is the education of newly elected officials. A full review and explanation of the plan and its current stage of implementation should be provided to each newly elected official.

# Regular Review and Update

The plan is a foundational document, as it contains recommendations that were made at the time of its creation based upon existing conditions, market analysis, and stakeholder and public input. This planning process set a clear direction for the future of the project area. Though, it is important to acknowledge that the plan cannot anticipate all of the unforeseen changes that could occur in the City's finances; the local, regional, and national economy; construction practices, or even social changes. The plan must be nimble and able to react to these changes; the plan must be a "living document." A living document can and should be continually reviewed, edited, and updated to meet the changing needs of the City. The plan provides overall direction and goals, but its relevance must be verified continually.

Although a proposal to update the plan can be brought forth at any time, the City should regularly undertake a systematic review of the plan every two to three years. This review should align with the preparation of the annual City budget and the Capital Improvement Plan. That way, recommendations in the plan can be incorporated as an upcoming commitment for the next fiscal year.

# **Next Steps**

Section 5.0 Implementation outlines dictates a clear strategy for moving the plan forward into reality. This section includes three general next steps, which should be started immediately to achieve visible gains and create a strong atmosphere capable of development as opportunities arise. The steps are as follows:

- 1. Align City Policies and Regulations
- 2. Prepare Additional Planning, Design, and Engineering Documents
- 3. Complete Priority Projects

A time frame, responsible entity, and cost impact are provided for each implementation task. These items are explained as follows:

- **Time Frame:** A general time frame is provided for each implementation task. Generally, low-cost strategies with simple implementation steps are planned for the immediate future.
  - Immediately (Start within 1 year) Low cost, ease of implementation, directly advances other strategies, or addresses critical issues
  - Short-Term (1-5 years) Fairly significant costs, but with planning can be implemented within this time frame
- **Responsible Entities:** Responsible entities are assigned to each of the implementation tasks. The identified organization, entity, or department is either currently involved with similar projects or possesses the capability and/ or authority to implement such strategies. The City, specifically the Regional Planning Department and City Council, will likely be involved in a majority of the implementation tasks. Outside expertise, such as consultancies skilled in planning, engineering, and design will also be necessary.
- Ease of Implementation: The ease of implementation is indicated y a grade scale from "A" to "C." This category is a collective indicator of the anticipated level of effort by City staff members, property owners, partnering agencies, cost and budget considerations, and general stakeholder desire.
  - A Tasks that require policy changes or partnerships with limited outside funding requirements and can largely be done in-house
  - B Tasks that require relatively affordable consulting services, infrastructure improvements, and/ or multi-agency coordination
  - *C* Tasks that require high levels of planning, engineering, or design and infrastructure expansion with significant investment

#### Align City Policies and Regulation

The following summarized administrative and regulatory actions should be completed by the City within the proposed time frames with full assistance of the identified responsible entities. In general, these changes can be completed in a short time frame and rely on little funding allocation.

#### Adopt the Master Plan

The Veteran's Legacy Project Master Plan should be adopted by the Grand Island City Council as the City's official policy guide for land use, development, and capital improvements within the project area. It is essential that the plan be used by City staff members when reviewing and evaluating all proposals for improvement within the project area. This document should be adopted as a subarea plan.

#### Time Frame: Immediately

Responsible Entities: Regional Planning Department, Regional Planning Commission, City Council Ease of Implementation: A

#### Amend Relevant Ordinances and Plans

Once the Veteran's Legacy Project Master Plan is adopted, the City should conduct a full review of the City's current development controls, including zoning, subdivision regulations, and other related codes and ordinances. It is critical that all development controls are consistent with and complement the Veteran's Legacy Project Master Plan. Following the review, the City should amend affected ordinances and plans so that they align with the vision and recommendations of this plan and to ensure the City's existing development regulations do not restrict desired uses and improvements within the project area. The update process should include a review of the following documents, but is not limited to:

- Grand Island Comprehensive Development Plan (2004)
- Figure 13B Future Land Use Northwest Quadrant, located in Grand Island Comprehensive Development Plan (2004)
- Chapter 36 Zoning Regulations, located in Grand Island City Code
- Generalized Zoning Map
- Capital Improvement Plan (2017-2022)

#### Time Frame: Immediately

Responsible Entities: Regional Planning Department, Regional Planning Commission, City Council Ease of Implementation: A

## Prepare Additional Planning, Design, and Engineering Documents

The following plans, studies, and guidelines should be developed to further the recommendations of the plan. Many of the plan, studies, and guidelines will reference the Veteran's Legacy Project Master Plan, and as such, should be implemented in concert.

#### Develop Design Standards

A design standards document should be prepared for the entire project area to ensure the site is developed with quality and connectivity in mind. Design standards should be enforced through the creation of an overlay district, adopted as part of the official zoning code. The standards should detail requirements for architectural and site design, improvements within the public right-of-way, signage (wayfinding and site signage), and connectivity. Clear and highly illustrative standards will become increasingly critical as multiple developers and businesses inhabit the site. The design standards document should be used throughout the development review process.

The design standards document should be completed and adopted prior to the design of any new buildings, sites, or signs within the project area, as both the City-led improvements and private development should meet the same standards to ensure a unified character.

#### Time Frame: Short-Term

Responsible Entities: Regional Planning Department, Consultant, Public Works Department, Regional Planning Commission, City Council, Parks and Recreation Department Ease of Implementation: B

#### Prepare a Strategic Business Recruitment Plan

The project area has the ability to support a wide mixture of uses and will become increasingly attractive as the recreational amenities are added. Therefore, these planned uses should be encouraged and incentivized to locate within the project area.

In order to take tactical steps toward attracting these businesses and necessary investors and developers, a strategic business recruitment plan should be developed. This plan will guide the City or a designated leadership body/ director through promotional efforts.

The plan should detail methods to strengthen connections with the business and development community, while also bolstering the project area's image and appeal through the addition of recreational amenities, necessary infrastructure, and financial incentives. The plan should highlight the available land, planned amenities, the overall master plan concept, community buy-in, City support, and available work force and financial incentives in order to attract both local and out-of-market businesses, investors, and developers.

The plan's goal should be to create an environment that attracts high value, quality new business, fosters innovation and entrepreneurship, and encourages job growth by emphasizing the project area's and Grand Island's strengths, commitment, and preparedness. The plan should also outline various recruitment tools, including a website that could include a mapping system that details available development sites, featured properties, navigable site analysis maps, and incentive areas. It is important that the plan target multiple industries by developing a comprehensive, flexible, and creative tool set. Examples of these tools development review fast-tracking or business counseling. Regulatory, physical, financial, and market-based incentives and resources should be paired to create cohesive, enticing strategies.

#### Time Frame: Immediately

Responsible Entities: Regional Planning Department, City Administration, Finance Department, Regional Planning Commission, City Council, Parks and Recreation Department Ease of Implementation: B

#### Prepare a Promotional Campaign

To supplement this the strategic business recruitment plan, a promotional campaign should be undertaken. Strategic marketing and promotion is critical to the realization of the plan. As such, the promotional campaign should: (1) attract both local and regional visitors; (2) improve business and property owner confidence in the long-term future of the project area; and (3) act as a promotional tool for recruiting new business, investors, and developers.

As part of the promotional campaign, a coordinated effort is needed to clearly address the project area's image, brand, and marketing program. As the project area develops, this will become increasingly important, as outreach broadens to the region; the message must be controlled and united. Elements including the development's name, logo, correspondence materials, newsletters, social media, and website should all be coordinated and designed as a family of materials utilizing the same formats, logo, colors, and message. Physical improvements should also be included in the campaign. These improvements will likely include uniform wayfinding, modern entry monuments, and more. These improvements must be bold, visible, and send a clear message of investment and vibrancy. Both these physical improvements and the nonphysical should be showcased through the use and maintenance of a project area website, social media platforms, and print material distributed through multiple communication lines. As previously mentioned, these materials must conform to the defined branding standards.

Finally, new development within the project area will likely be a hard sell to an uneducated public. As part of the promotional campaign, City staff members should create a targeted public education plan and welcome one-on-one discussions with community members. When the community understands the long-term benefits of added employment and recreational opportunities and a heightened tax base, they themselves will become champions of this plan.

#### Time Frame: Immediately

Responsible Entities: Regional Planning Department, Marketing Consultant, Public Works Department, Regional Planning Commission, City Council, Parks and Recreation Department Ease of Implementation: B

#### Prepare a Utilities and Infrastructure Improvements Plan

Utility and infrastructure improvements, while expensive, will dramatically alter the project area's functionality and physical characteristics. Because the North Subarea is largely undeveloped, utility and infrastructure improvements are necessary to encourage development and investment. As such, a strategic utilities and infrastructure improvements plan should be created to guide the improvements and ensure they are adequate and appropriate.

The plan should be based first on the recommendations within the Utilities and Infrastructure section of Section 4.0 Master Plan and second, on additional utilities and infrastructure analysis and design. The plan should prioritize such capital improvements within the project area; it should align with the proposed phasing plan.

The detailed improvements should include designs and locations of water main loops, fire hydrants, sanitary sewer trunk lines, street lights, underground electrical lines, stormwater detention, and storm sewer pipes. In addition, the plan should clearly outline roadway and sidewalk and trail designs to ensure that the needs of pedestrians, bicyclists, and automobiles are safely met.

#### Time Frame: Immediately

Responsible Entities: Utilities Department, Public Works Department, Fire Department, Regional Planning Department, Consultant, Emergency Management Department, Regional Planning Commission, City Council, Parks and Recreation Department Ease of Implementation: B

#### Conduct a Lake Expansion Feasibility Study

The proposed expansion of Eagle Scout Lake is a critical piece to the project's area's development and character. To ensure the complete viability of the lake expansion, the City should conduct a lake expansion feasibility study to determine the technical specifications of the lake's expansion and the required consulting services, engineering, construction, maintenance, and associated financial resources to make it a reality. The study should also detail the operations and management of the lake to gain a better understanding of the staff time and yearly resource allocations necessary to maintain the lake's health.

A cost/benefit analysis should be a part of the feasibility study, though it is important to note that while the lake expansion will provide the necessary fill to remove the developable parcels out of the regulatory floodplain, the ultimate purpose of the lake expansion is to create a recreational hub for the region and to increase users' quality of life, which can be difficult to quantify.

#### Time Frame: Immediately

Responsible Entities: Public Works Department, Regional Planning Department, Consultant, Regional Planning Commission, City Council, Parks and Recreation Department Ease of Implementation: B

#### Prepare an Annexation Plan

Municipalities of the first class are allowed to annex any contiguous or adjacent lands, lots, tracts, streets, or highways that are urban or suburban in character per section 16-117 of the Nebraska State Statute. The current City limits are shown in the graphic below; the majority of the project area falls within the City of Grand Island already, while most of the western portion of the North Subarea does not.

The annexation plan should detail the resolution that states the City's intent to annex and plan for the extension of City services to the land. The time, date, and location of the public hearing regarding the proposed annexation and a legal description of the proposed annexation land should also be included in the annexation plan. Furthermore, the plan should state (1) the estimated cost impact of providing the City services; (2) the method of finance and maintenance of the services; (3) the timetable for the extension of services; and (4) a scaled map delineating all boundaries in question and proposed and the proposed land uses.

The annexation plan should fully reference this master plan.

#### Time Frame: Immediately

Responsible Entities: Regional Planning Department, Utilities Department, Regional Planning Commission, City Council Ease of Implementation: A



#### Complete Priority Projects

The following projects are recommended as priority projects for two reasons: they are either manageable and/or highly visible. Through coordination with various agencies, community groups, and the private development community, each project has great potential to excite community members and spur private investment.

It is important to note that the following projects have been designated as a priority due to their high visibility, the entities involved, or their ability to excite the community and build momentum, not because of their cost. Following the lake expansion, the priority projects are in no particular order.

#### Lake Expansion

The expansion of Eagle Scout Lake is perhaps the most transformative recommendation of this master plan. Throughout the engagement process, the importance of recreational opportunities was repeatedly mentioned. The lake expansion and associated trail system provides active and passive recreational opportunities not currently conveniently available to Grand Island residents, such as kayaking and canoeing.

It is important to note that the lake expansion will also provide fill to elevate the proposed development sites up out of the regulatory floodplain. Similarly, the lake expansion also will act as the initial stormwater management for the project area.

As a priority project, the lake should be expanded in full at one time, as shown in the phasing plan. As part of this expansion, the two proposed pedestrian bridges should be constructed, as well as the part of the Local Heroes Trail System directly surrounding the proposed lake expansion. The remainder of the Local Heroes Trail System should be completed as funding permits.

Note that with a phased approach to the lake's expansion, its impact as an attractive business recruitment opportunity and recreational amenity will be limited.

#### Time Frame: Short-Term

Responsible Entities: Regional Planning Department, Utilities Department, Public Works Department, Fire Department, Consultant, Emergency Management Department, Parks and Recreation Department, Regional Planning Commission, City Council Ease of Implementation: C

#### Boathouse

The boathouse will activate the northeastern corner of the project area and play an important welcoming role to the project area, and Grand Island as a whole. For this reason, it is critical that the boathouse's building, site, and signage design set the level of expected quality within the project area, including elements such as varied and preferred exterior building materials (i.e., masonry), interesting fenestration patterns and proportions, high transparency, complementary site furnishings, landscaped parking lot medians, defined pedestrian walkways, and more.

The boathouse should be constructed during the expansion of Eagle Scout Lake, and should take advantage of the water views by incorporating floor to ceiling windows in the building design when possible. In addition, a community deck should be constructed along the backside of the boathouse so that patrons can sit and enjoy the water views outdoors. canoe, and paddleboat rental area and water loading docks for recreational users. The boathouse should function as one of the primary water entry areas, alongside the community center.

The boathouse should also include a kavak.

To complement the boathouse, a community plaza with associated restaurant pads should be constructed between the boathouse and the new parking lot. This plaza should be made of stamped concrete or pavers and accented with landscape beds and site furnishings. The architecture of the restaurants should complement that of the boathouse.

A key consideration for this project will be the boathouse's maintenance and operations plan.

#### Time Frame: Short-Term

Responsible Entities: Building Department, Parks and Recreation Department, Regional Planning Department, Utilities Department, Public Works Department, Fire Department, Consultant, Emergency Management Department, Regional Planning Commission, City Council Ease of Implementation: C

# 3 Fieldhouse and Natatorium

The City should work to identify a private developer for the proposed fieldhouse in order to provide indoor, year-round recreational space for community members and the region. The availability of indoor, tournament space will expand the recreational geographic draw for Grand Island. The fieldhouse should be privately developed, operated, and maintained.

The multi-purpose fieldhouse, shown at 100,000 square feet, should function as one part of the expanded Veterans Athletic Complex and be designed to handle both youth and adult casual and tournament-level events. At least eight indoor basketball courts, which can be converted into 10 volleyball courts, should be included. The inclusion of a rock climbing wall, batting cages, an elevated running/ walking track, and the ability to transform the courts into a turf area for soccer should also be considered.

Facilities such as restrooms, concessions, and administration offices should be provided within the fieldhouse.

To complement the fieldhouse, a natatorium, shown at 19,000 square feet, should be constructed directly north of the new community center to provide space for indoor swimming. It is recommended to construct a 25-meter pool with a diving well to accommodate most levels of swimming meets. Facilities such as concessions, restrooms, and locker rooms should be provided within the natatorium. The natatorium should be constructed by use of creative financing partnerships.

Both the fieldhouse and natatorium should be well integrated into the project area, with convenient vehicular and pedestrian access points, and the buildings should architecturally complement the community center and each other.

The wide variety of indoor sporting options provided within the project area will serve to activate the area all year round and act as a destination for regional patrons.

#### Time Frame: Short-Term

Responsible Entities: Building Department, Parks and Recreation Department, Regional Planning Department, Utilities Department, Public Works Department, Fire Department, Consultant, Emergency Management Department, Finance Department, Regional Planning Commission, City Council Ease of Implementation: C

#### 4 Pattern Book

As a priority, a signage and monumentation pattern book should be developed in order to not miss opportunities to unify the project area through complementary, high quality signage. A guide should be developed that directs the size and aesthetic of all signage types.

The preferred materials, dimensions, text font and size, lighting, base and buffer landscaping styles should each be detailed textually and graphically for each signage type. Signage types will include, but should not be limited to primary entry points, primary intersection signage, multiple sizes of monument signs, wall signs, and wayfinding signage.

The pattern book will not be regulatory in nature, though it will serve as a marketing tool for the project area, assuring the development community that a plan is in place and development and standards are high. The pattern book concepts and direction should be fully integrated into the signage section within the Design Standards, previously described.

#### Time Frame: Immediately

Responsible Entities: Regional Planning Department, Public Works Department, Consultant, Regional Planning Commission, City Council Ease of Implementation: B

#### "H" Pad Site Preparation and Marketing

The Neighborhood Commercial "H" pad site should be prioritized and readied for development due to its manageable size and location. Given the planned and currently expanding recreational uses in close proximity, this pad site should be developed as support commercial, likely as a fast casual dining option or a small-scale retailer or service provider (i.e., pharmacy, bank, convenience store, or gas station). Uses such as these will begin to activate the project area, requiring little/first phases of infrastructure.

The City should construct the necessary infrastructure to access the pad site and prepare the site for development by placing fill, completing rough grading, and ensuring sewer and water hook-ups are in place.

To market the site, the City should promote the site via the City website, consider an incentive package, and develop inroads with the development community. As an incentive, a preliminary site plan concept could be developed.

The buildings should be constructed with quality materials, be oriented toward the roadway, and have welcoming and defined entrances, articulated facades and roofs, highly transparent stores fronts, and landscaping (at the base of buildings and within the parking lots). Parking should be located to the side or rear of the building(s) when possible.

Time Frame: Short-Term Responsible Entities: Regional Planning Department, Public Works Department, Utilities Department, Finance Department, Consultant, Regional Planning Commission, City Council Ease of Implementation: B

#### 6 Quiet Zone Establishment

As a relatively simple method to increase the project's area attractiveness to developers, the City should work with the Federal Railroad Administration to establish a quiet zone for both at-grade railroad crossings within the project area (Broadwell Avenue and Webb Road).

Under the Train Horn Rule, locomotive engineers must start to sound train horns at least 15 seconds in advance of all public grade crossings. While a necessary safety precaution, the horn can act as noise pollution, limiting the site's attractiveness to developers. Without undertaking a massive infrastructure investment, such as that associated to the construction of an elevated crossing to eliminate this noise pollution, Grand Island should establish a new quiet zone.

Regulations and instructions related to this endeavor are located on the Federal Railroad Administration's website (https://www.fra.dot. gov/eLib/Details/L03055). It is important to note that a new quiet zone must (1) be at least one-half mile in length along the railroad tracks and (2) have, at a minimum, flashing lights and gates in place at each public crossing. These crossings must also be equipped with constant warning time devices and power out indicators.

Time Frame: Short-Term

Responsible Entities: Regional Planning Department, Public Works Department, Utilities Department, Finance Department, Consultant, Regional Planning Commission, City Council Ease of Implementation: A

#### Existing Residential Buffer

While the business park land use will likely not begin implementation until Phase 7, it is critical to begin widening and densifying the tree line between the future business park land uses and the existing residences along the eastern boundary of the project area within the first year to ensure adequate growth between the dissimilar uses.

The existing tree line is not seamless; the agricultural land planned for business park land uses is visible from several of the existing residences.

Multiple benefits arise from widening and densifying the tree line, including tree protection, preservation, and enhancement, as well as a strengthened shield to block potential light or noise. Trees themselves provide a wide variety of benefits to communities, such as cleaner air, increased oxygen levels, and decreased soil erosion.

It is important that the tree line visually and audibly block the business park development year-round. As a general rule, tree species chosen for screening purposes should reach a mature height of at least 20 feet.

#### Time Frame: Immediately

Responsible Entities: Regional Planning Department, Parks and Recreation Department, Public Works Department, Utilities Department, Regional Planning Commission, City Council Ease of Implementation: A

#### Project Marketing Package

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To begin educating the development community about the master plan and coming public improvements, the City should develop a complete marketing package. This package should align with the promotional campaign and strategic business recruitment plan, utilizing the same branding, logo, format, and message, though its target audience should be the development community.

Therefore, the marketing package should focus on the master plan itself, available development sites, planned infrastructure improvements, potential available incentives, and the pattern book. The marketing package should be developed for the ultimate purpose of recruiting new business, investors, and developers. In essence, the marketing package should be an easily distributable packet that fully describes the master plan, its intent, time line, and ways to get involved and invested in the project.

The marketing package should be available online and in print, and distributed through multiple communication lines. The marketing package should be created as part of the strategic business recruitment plan.

#### Time Frame: Immediately

Responsible Entities: Regional Planning Department, City Administration, Finance Department, Regional Planning Commission, Consultant, City Council, Parks and Recreation Department Ease of Implementation: B

#### **Project Coordinator** Strategic Hire

As a final note, the City should consider employing a project coordinator for the Veteran's Legacy Project Master Plan. The project coordinator's primary responsibility would be to advance the plan's recommendations. This person should have significant economic development and organizational leadership experience. The project coordinator would take direction from the Regional Planning Department, City Council, or City Administration and present updates, budgets, and ongoing projects related to the Veteran's Legacy Project Master Plan at City Council meetings.

Without a project coordinator, ownership of the plan will be limited to current City staff member time and resources.

# **Master Plan Phasing**

The following phasing graphics demonstrate the order in which the project should be implemented. The phasing graphics should be reviewed in line with the probable cost information that follows this section in order to understand the financial considerations associated to each phase.

It is important to note that Eagle Scout Lake should be fully expanded in the first phase. The lake expansion project plays a critical role in the master plan, serving as both an amenity for surrounding development and as a regionallyused recreational opportunity. Earthwork from the lake expansion also creates developable land, as described in the master plan.

In general, the phasing follows the construction of the new roadway, starting at the new proposed entry point to the North Subarea along Broadwell Avenue. Sites should be developed along both sides of the new roadway at it moves to the west, north, and back to the east.









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# **Opinion of Probable Cost**

Preliminary opinions of probable cost for the proposed and primarily public improvements are provided, broken down by each of the 10 phases.

Only construction costs are provided; the costs that follow do not include soft costs, including professional fees, testing, permits, or furnishings. All costs are in 2017 dollars.

	Description	Quantity	Unit	Unit Price	Total
Phase 1					
	Existing Baseball Fields	Existing	Existing	Existing	-
	Ballfields	Under Contract	Under Contract	Under Contract	-
	Ballfield Parking	Under Contract	Under Contract	Under Contract	-
	Splash Park	Under Contract	Under Contract	Under Contract	-
	Lake Expansion	800,000	CY	\$8.00	\$6,400,000.00
	Local Heroes Trail System	5,500	LF	\$60.00	\$330,000.00
	Water Features	1	LS	\$250,000.00	\$250,000.00
					\$6,980,000.00
Phase 2					
	Boathouse / Restaurants / Plaza and Utilities	1	LS	\$20,000,000.00	\$20,000,000.00
	Boathouse Parking	9,600	SY	\$70.00	\$672,000.00
	Sanitary up to Boathouse	5,000	LF	\$85.00	\$425,000.00
	Site Entry / Drive	455	LF	\$450.00	\$204,750.00
	Public Roadway and Utilities	285	LF	\$400.00	\$114,000.00
	Lake Overlook	1	LS	\$100,000.00	\$100,000.00
	Lake Overlook Parking	5,000	SY	\$70.00	\$350,000.00
					\$21,865,750.00
Phase 3					
	Public Roadway and Utilities	1,700	LF	\$400.00	\$680,000.00
					\$680,000.00

	Description	Quantity	Unit	Unit Price	Total
Phase 4					
(	Expanded Soccer	1	LS	\$6,000,000.00	\$6,000,000.00
	Futsal Fields	1	LS	\$250,000.00	\$250,000.00
(	Fieldhouse	1	LS	\$18,000,000.00	\$18,000,000.00
	Fieldhouse Parking	11,500	SY	\$60.00	\$690,000.00
					\$24,940,000.00
Phase 5					
(	Community Center	1	LS	\$12,000,000.00	\$12,000,000.00
	Outdoor Swimming Pool	1	LS	\$3,000,000.00	\$3,000,000.00
(	Natatorium	1	LS	\$14,000,000.00	\$14,000,000.00
	Community Center Parking / Drive	14,000	SY	\$60.00	\$840,000.00
(	Community Center Utilities	1,000	LF	\$100.00	\$100,000.00
					\$29,840,000.00
Phase 6					
	Public Roadway and Utilities	1,225	LF	\$400.00	\$490,000.00
	Pedestrian Overpass	1	LS	\$4,000,000.00	\$4,000,000.00
(	Linear Water Park	1,800	LF	\$150.00	\$270,000.00
	Public Roadway and Utilities	2,550	LF	\$400.00	\$1,020,000.00
(	Monument / Central Commons	1	LS	\$350,000.00	\$350,000.00
					\$6,130,000.00

	Description	Quantity	Unit	Unit Price	Total
Phase 7					
	Public Roadway and Utilities	1,000	LF	\$400.00	\$400,000.00
					\$400,000.00
Phase 8					
	Site Entry / Drive	600	LF	\$400.00	\$240,000.00
	Site Entry / Roundabout	1	LS	\$450,000.00	\$450,000.00
	Public Roadway and Utilities	850	LF	\$400.00	\$340,000.00
	Secondary Lake Expansion	77,000	CY	\$8.00	\$616,000.00
	Water Features	1	LS	\$80,000.00	\$80,000.00
					\$1,726,000.00
Phase 9					
	Site Entry / Drive	450	LF	\$400.00	\$180,000.00
	Site Entry / Roundabout	1	LS	\$450,000.00	\$450,000.00
	Public Roadway and Utilities	1,100	LF	\$400.00	\$440,000.00
	Lake Boulevard	2,000	LF	\$300.00	\$600,000.00
					\$1,670,000.00
Phase 10					
	Public Roadway and Utilities	400	LF	\$400.00	\$160,000.00
	Amphitheater	1	LS	\$1,000,000.00	\$1,000,000.00
					\$1,160,000.00
				GRAND TOTAL	\$95,391,750.00

# Role of the Private Sector

The role of the private sector in the project area's eventual development is critical. The private sector must be invited into the development process and fully aware of the vision for the project area. The plan relies largely on the private sector to implement many of the land uses.

Therefore, the significant public investments that are planned for the project area must be widely advertised. Public infrastructure and projects can guide private investment. To this end, the City should develop communication inroads to the regional, and even national, development community and provide regular updates on planned, in-progress, and completed projects. Practically, the City should invite the development community to any related project meetings and advertise successes on the website.

Additionally, the City should identify potential development incentives to incentivize private development within the project area, such as tax-increment financing and tax abatement.

# Closing

Implementation is arguably the most important step in the planning process, though it should not be a debilitative one. It is critical to take steps weekly to maintain and build momentum surrounding the plan. Without action, the plan will sit on the shelf. Therefore, it is vital to remain engaged with the stakeholders that guided the development of this plan. With continued engagement and frequent action, regardless of the size, the project area will become a bustling, recreational hub that Grand Island will be proud of.



# **Public Engagement Process and Findings**

Prompted by the relocation of the Central Nebraska Veterans Home, the City of Grand Island, Nebraska has the opportunity to reimagine what the Central Nebraska Veterans Home and surrounding 640 acres may become in the future. As such, the land is now undergoing a master planning process, guided by input from project stakeholders, City staff, and residents of Grand Island.

This document details an integral part of the master planning process: the charrette.

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# Project Background

In 1887, 640 acres, bounded by Highway 281/Airport Road to the north, Broadwell Avenue to the east, Capital Avenue to the south, and Webb Road to the west, were conveyed to the State of Nebraska in two parcels. Of the 640 acres, approximately 30 acres have been used to house veterans and their spouses over the past decades at what was originally known as the Nebraska Soldiers' and Sailors' Home. The rest of the land has historically been used for agricultural and recreational uses.

Today, agricultural and recreational uses still comprise the large majority of the acreage. Veterans' uses continue at what is referred to now as the Central Nebraska Veterans Home. This veterans' campus consists of multiple buildings, all which have housed veterans and provided support services. Other related uses occupy the southern half of the property, including the Veterans Cemetery on the southwest corner and the United Veterans Club and Veterans Park on the southeast corner of the site.

Given the age and condition of the current facilities, the Nebraska Department of Administrative Services and Department of Health and Human Services (operator of the Central Nebraska Veterans Home) found that the current Central Nebraska Veterans Home fails to meet current building standards, and that its design fundamentally conflicts with best practices listed in the Department of Veterans' Affairs' *Community Living Centers Design Guide* (June 2011). Therefore, the State determined that a new home should be built to meet the current Community Living Centers standards. From there, the State appointed a selection committee to receive proposals from communities to locate the new home. Following proposal review, the committee recommended a new location in Kearney to the Governor. The Governor accepted the recommendation of the committee.

Following the design process, the State sought construction bids for the new home. The new Central Nebraska Veterans Home is scheduled to open in the fall of 2018. Once opened, all veterans currently residing in the Grand Island home will transition to the Kearney home.

Given the fact that (1) the State currently owns and operates the Central Nebraska Veterans Home and surrounding 640 acres and (2) the campus holds historical and sentimental value, specifically to those residing in Grand Island, the State and the City of Grand Island entered into an agreement. Upon completion of the new home, the State intends to convey the Grand Island real estate (including the Veterans Home Campus, Veterans Cemetery, and parking area leased to the United Veterans Club) and the agricultural and recreational lands currently leased to the City.

The conveyance will happen in two phases:

- **Phase 1** Agricultural land, Eagle Scout Park, and Veterans Sport Complex
- Phase 2 Land and building currently holding the Central Nebraska Veterans Home and Veterans Cemetery

Given the size, importance, and current uses across all 640 acres, the City of Grand Island desires to develop a master plan for the revitalization and development of the former Central Nebraska Veterans Home land. It is important to note that no changes will be proposed to the Veterans Cemetery and United Veterans Club properties.

Additionally, two adjacent properties are included in the study: (1) the Stahla property, which is located directly north of Highway 281; and (2) Ashley Park. While major changes will not be proposed to either above mentioned property, the Stahla property may be used as off-site detention, a source of borrow material for construction, or as an extension of the City's hike/bike trail network. Ashley Park's recreational uses offer the potential to tie into the larger redevelopment of the project land.

To move the project forward, the City of Grand Island contracted with nationally-recognized multidisciplinary engineering firm, Olsson Associates, and its design studio, Ochsner Hare & Hare (planning team). The master plan will address the potential of the following uses:

- Continued use of the Central Nebraska Veterans Home property
- New residential and/or medical uses
- Use by other public agencies
- Redevelopment into new commercial, industrial, recreational, and/or residential uses
- Uses that commemorate or memorialize the service and/or history of State veterans (museum, interpretive center, active use of cemetery)
- No new suitable use


# **Charrette Process**

Before a master plan's vision can be crafted, it is important to meet with stakeholders and members of the public to ensure that the preliminary planning recommendations and current understanding of the project area are in line with their knowledge and desires. As an integral step in the master planning process, a charrette was held by the planning team on July 26-28, 2017 at the City of Grand Island Utilities Department Building and Bosselman Conference Center.

A charrette advances the master planning process, narrowing in on preferred redevelopment concepts as determined by the stakeholders, City staff, and the public. Over this three-day period the planning team met multiple times with stakeholders, once with city staff and infrastructure partners, and once with the public to gather insight on their overall vision for the project area, programming preferences, and critical aspects to the master plan.

In preparation for the charrette, the planning team prepared site analysis maps, created a project website and public survey, gathered preliminary demographic and economic data, and visited the project area. This information provided the necessary context for the planning team to ask the right questions, in order to unveil the consensus-driven vision for the project area. Between each session with the stakeholder groups, the public, and the City and infrastructure partners group, the planning team was able to digest, summarize, and alter the concepts according to feedback received. The schedule of events is detailed in the graphic on the following page.

With the history of the site in mind and public survey results analyzed, the planning team was able to engage the stakeholders, public, and the City and achieve the following goals:

- Clarify key issues and common concerns
- Identify positive site features
- Explore various master plan concepts and associated elements
- Narrow concepts to final concepts through prioritization exercises and consensus building

# **Day One**

The charrette began with a presentation detailing the project background, public survey findings, preliminary demographic, economic, and market findings, the planning team's efforts to date, and an overview of the charrette. From there, the group completed a series of visioning exercises generally focused on identifying the opportunities and constraints within the project area. For clarity's sake, the discussions were divided into the topics as follows:

- Land Use, Demographics, and Market
- Historic Character and Preservation
- Development and Redevelopment
- Aesthetics and Character
- Transportation and Infrastructure

The planning team split the stakeholders into five small groups and asked the groups to cycle through each station, answering specific questions related to each topic. Their responses were recorded on large post-it sheets for everyone to see. This way, each person could visibly see the thought process; this is a critical element of a charrette. Once the initial information was gathered, stakeholders completed a priortization exercise with the use of dot stickers. Each stakeholder was provided with dot stickers, first, to place on the topic(s) they found most critical to the project area, and second, to place on the responses they agreed with most for each question.

# What's the purpose of a charrette?

# **1** Assemble

Assemble key decision makers, such as City staff, elected officials, business owners, real estate developers, veterans, etc.

# Collaborate

Collaborate with the decision makers in information sharing about the project area, iterative design concepts, and feedback and revisions.

# **3** Finetune

Finetune the master plan concept through strategic conversations with stakeholders, the public, and the City.

# 4 Create

Create a community-driven, realistic plan, grounded in market and economic reality.

Another way to assess a group's opinion on a certain topic is through the use of word clouds. The stakeholders were asked to respond to two questions: (1) What are the top three site constraints to overcome? and (2) What are the top three site opportunities that should be maintained and/or enhanced? With the responses, the planning team generated two word clouds. Word clouds serve as a visualization tool; more prominence is given to repeated words. They are a useful communication and consensus-building tool as they identify similar threads of thought.

The City staff and infrastructure partners review session focused on the surrounding transportation network, site circulation, infrastructure needs within the site, and upcoming and applicable capital improvement projects.

# Day Two

To begin day two, the planning team presented the findings from the previous day's prioritization exercises. Stakeholders were asked to confirm the priorities. The primary activity scheduled for day two was initial concept development. The planning team had ample closed studio time to create master plan concepts.

After the morning closed studio session, stakeholders were asked to review all 24 concepts and provide feedback on what they liked and did not like. The planning team used the feedback to further refine the concepts during the afternoon's closed design studio.

To finish the day, members of the community were invited to the Bosselman Conference Center. The open house was publicized on the City's website, the project website, and in the Grand Island Independent. Approximately 110 community members attended the open house. The open house was setup in a circular fashion, allowing attendees to start on one side of the room and work their way around the room, station to station. The stations were as follows:

- Project Overview
- Site Analysis Maps
- Survey Findings
- Questions by Topic
- Sketch Concepts Review

Each member of the public was greeted by a member of the planning team and asked to sign in and was given a direction sheet. As the event was informal, the planning team floated around the room to clarify information, answer questions, and gather additional input through written comments and oneon-one or group conversations. Several stakeholders and City officials were in attendance, as well, in order to help explain the stations and answer any questions.

Public feedback was plentiful. While topics of interest and conversation were mixed, the necessity of reserving land for veterans' use was a sentiment shared by many attendees.

# **Day Three**

The last day of the charrette began with a review of the public open house findings with the stakeholders. Given that information, stakeholders were given six dot stickers and asked to vote for their favorite concepts and provide additional comments.

During the closed studio session the planning team assessed the prioritized concepts and proceeded to create three largescale final concepts that integrated the preferred features from each concept.

The final session of the charrette provided time for the stakeholders to review each of the three final concepts and provide final comments and direction.

# **Schedule of Events**

# Day One - Wednesday, July 26

- 9 11 Kick Off Session, Programming, Visioning *(Stakeholders)*
- 1-5 Open Design Studio Brainstorming, Comment Review, Existing Analysis *(Earlier participants are free to come and go and discuss other ideas.)*
- 2 3:30 City Staff and Infrastructure Partners Review (Invited Session)
- 5 6 Review the Day Non-Structured Open Session *(Stakeholders)*

# Day Two - Thursday, July 27

- 8 9 Programming, Prioritization, Site Analysis Review *(Stakeholders)*
- 9 12 Design Studio Concept Development (Closed)
- 12 1 Initial Concept Review (Stakeholders)
- 2 5 Design Studio Concept Development (Closed)
- 5 7:30 Public Open House

# Day Three - Friday, July 28

- 8 9 Concept Narrowing (Stakeholders)
- 9 12 Design Studio Final Concept Development (Closed)
- 1 4 Design Studio Final Concept Development (Closed)

Veteran's Legacy Project Master Plan

3:30 - 5 Final Concept Review (Stakeholders)

# **Existing Conditions Findings**

# **Public Survey**

In order to provide context for the stakeholders and public, the planning team created a survey that asked participants about the issues and opportunities and their values for the project area, to be completed by July 23. The survey was open for approximately one month. Respondents could take the survey on the project website or pick up paper copies at the library, Olsson Associates' office, and City Hall. The survey was advertised in the Grand Island Independent, on the project website, and on the City's website. The response rate was high. In total, 184 surveys were completed. Of the 184, 164 were completed online and 20 paper surveys were returned. The following text and graphics illustrate the survey findings:

#### 1 What is the greatest OPPORTUNITY to capitalize on?

Community Use				26.5%
Active Recreation				24.5%
Housing			20.7%	
Developable Land			20.0%	
Veteran Services		18.	1%	
Economic Development		16.8%		
Honor Veterans		14.2%		
Passive Recreation		13.6%		
Historical Buildings	9.0%			
Transportation Access	7.7%			
Commercial/Office	5.2%			
Industrial Employment	3.3%			

# 2 What is the biggest CONSTRAINT to overcome?



# 3 What current land uses should be preserved?

28.9%

43.0%





### **Summary of Findings**

- To survey respondents, the greatest opportunity on the project site is to make a space useable and enjoyed by the entire community.
- Following closely behind, increased and enhanced active recreation opportunities are preferred.
- Increased (affordable) housing options for veterans and Grand Island residents alike were the third most noted opportunity.
- While noted, increased industrial space and associated employment opportunities were mentioned infrequently.

### **Summary of Findings**

- The lack of a clear and unified vision for the project area, as well as the negativity surrounding the relocation of the Veteran's Home, is the largest constraint on the project.
- Following closely behind, a lack of funding was noted as a constraint to overcome.
- It is important to note that perceived City politics and distrust of elected officials is a project constraint; 18.2% of the responses received mentioned City politics.
- In general, the surrounding uses and location of the site are suitable.

### Summary of Findings

Passive Recreation

Veterans Services/

Active Recreation

Memorial

Cemeterv

Agriculture 12.7%

- The current passive recreation opportunities, including the lake, green space, etc., are the most valuable to survey respondents.
- Following closely behind, the current veteran services offered and veteran memorials should be preserved, according to survey respondents.
- While agriculture was noted as an important land use to preserve in 12.7% of the responses, it was mentioned infrequently.

#### **Summary of Findings**

- Parks and recreation is the most envisioned land use within the project area.
- Following parks and recreation, education (either high school or collegelevel) is a highly preferred land use.
- Light industrial is the least preferred land use.
- "Other" responses primarily include the following:
  - Agriculture
  - Technology
  - Veteran only housing and services

# **5** Rank the following quality of life improvements.



# 6 Keeping an eye toward the future, rank the following project goals.



#### Summary of Findings

- Survey respondents most want more attractions and destinations within the project area; community gathering areas are desired.
- Similar to other findings, survey respondents hope for more green space and recreational opportunities.
- "Other" responses primarily include the following:
  - Formal education opportunities
  - Veteran only housing and services development
  - Affordable housing options

#### Summary of Findings

- Survey respondents prioritized the creation of a recreational center within Grand Island, following closely by the creation of a economically vibrant district within the City.
- Pure economic development is the least important project goal to survey respondents.
- "Other" responses primarily include the following:
  - Increase educational opportunities
  - Increase veteran services and memorials
  - Install clean technologies

#### **Summary of Findings**

 The largest development constraint is railroad / Highway 2 that divides the project area.

WEAKNESSES: What constrains

development?

Railroad/Highway 2

Resistance to Change

Poor/Lacking Infrastructure

Age of Buildings

No Constraints

Lack of Funding

Location

Surrouding Uses 2.6%

Floodplain 1.7%

51%

- While some of the buildings may be reused and renovated, the overall age of the buildings presents high costs.
- It should be noted that 11.1% of the responses to this question stated that the site is ready for development and that no constraints are present.

#### **Summary of Findings**

8

27.4%

Natural Landscape

Veteran Services

Athletic Complex

Veterans Memorial

Buildings

Cemetery

Residences 3.0%

 The natural landscape and associated features (green space, lake, etc.) is the most important project area feature to maintain and enhance, by far.

STRENGTHS: Which area

17.3%

14.3%

9.0%

enhanced?

features should be maintained or

- Survey respondents find value in the existing buildings; opportunities for reuse/renovation will likely be supported by survey respondents.
- In general, the existing residences within the project area are not critical to maintain and enhance, though their future should be discussed.

# **Preliminary Demographic and Economic Findings**

A preliminary analysis of Grand Island's demographic and economic trends was conducted prior to the charrette to provide further context to stakeholders during visioning and design discussions. This way, a common starting point was provided for developing policy recommendations. The following demographic and economic overview is a summary of a more detailed market analysis that will be conducted and integrated into the final plan. At this stage, the following sections assess current trends and market implications.

This preliminary analysis documents trends at the City and metropolitan statistical area level to form a better understanding of Grand Island's competitive position within the market. The data for this preliminary analysis was gathered from a variety of sources, including the U.S. Census Bureau, Esri Business Analyst, the City of Grand Island, and the U.S. Bureau of Labor Statistics. The following text and graphics illustrate the preliminary demographic and economic findings:

#### Metropolitan Statistical Area (Hall, Hamilton, Howard, and Merrick Counties)





- From 1990 to 2017 the MSA population increased by nearly 21%, adding over 15,000 new residents.
- Over the next five years the MSA population is forecast to increase by 3.9% to 90,400 residents.

#### MSA Households by Income



- The average household income for the Grand Island MSA of \$66,245 compares favorably to \$52,680 for Nebraska and \$55,775 for the United States.
- High-income households with incomes of \$100,000 or more account for 15.8% of all households and represent potential demand for luxury housing and retail goods and services.
- Households with incomes of less than \$25,000 account for 21.9% of all households, suggesting a need for affordable housing.

#### MSA Population by Age



- The average age of the Grand Island MSA population is 38.8 years.
- The large adolescent population generates demand for groceries, clothing, sports apparel, and electronics.
- The large Millennial population provides demand for rental housing, clothing, electronics, entertainment, and eating and drinking establishments.
- Adults ages 35 to 54 years are in their peak spending years particularly for housing, home furnishings, home improvements, clothing, and entertainment.
- The baby boomer market provides opportunities for home downsizing, restaurants, entertainment, and travel.
- The large 65+ population creates a need for affordable senior housing and healthcare.

#### MSA Employment Growth



- After peaking in 2008, total employment in the Grand Island MSA declined during 2009 and 2010 in response to the national recession.
- Job growth rebounded from 2011 to 2013 but failed to match the pre-recession levels.
- Job loss resumed in 2014 and by 2016 total employment was at its lowest level since 2005.
- Stagnant employment levels adversely impacts commercial and industrial space absorption.

#### **Grand Island, Nebraska**

#### Grand Island FY Sales Tax Receipts



- From FY 2011-12 through FY 2015-16 sales tax receipts for the City of Grand Island increased by 12.6%.
- Through the first eight months of FY 2016-17 sales tax receipts were up just 0.49% over the same 8-month timeframe during the prior fiscal year.

#### Grand Island New Commercial Construction Permit Volumes; 2009 - 2016



- From 2009 through 2016 new commercial construction peaked in 2011 when 59 permits were issued.
- Since 2011 new commercial construction volumes have declined steadily reaching a low of just nine permits issued in 2016.

#### Grand Island Single Family Home Construction Permits Issued; 2006 - 2016



- From 2012 through 2015 the City of Grand Island new housing market was on the rebound peaking in 2015 when 133 homes were permitted for construction.
- During 2016 new single family home construction declined 14.3 percent to a total of 114 dwelling units permitted.
- During the first half of 2017 a total of 45 single family homes were permitted for construction, down 23.7 percent from the first half of 2016.

Grand Island Multi-Family Residential Units Permitted for Construction; 2006 - 2016



- From 2012 through 2016 the City of Grand Island experienced a boom in the construction of multi-family housing with a total of 688 dwelling units permitted for construction.
- Through the first half of 2017 new construction activity remained strong with 74 multi-family units being issued building permits.

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# **Existing Site Conditions**

A preliminary analysis of the project area's existing conditions, including existing zoning, future land use (based on the City's future plan use plan), floodplain, topography, parcels, and soil data, was conducted prior to the charrette to provide further context to the planning team and stakeholders. The full series of existing conditions maps and associated analysis will be included in the final plan. The maps below provide an abbreviated summary of the data to be provided in the full Existing Conditions chapter of the master plan. Key items of note include:

- Existing Zoning Districts The project area is currently zoned for Large Lot Residential and Residential Office; the site is surrounded by a mixture of business, residential, recreational, agricultural, and manufacturing uses.
- Future Land Use and Places of Interest The project area is currently envisioned completely as a public use.
- Floodplain Almost the entire project area falls within the Special Flood Hazard Area, which is a major development restriction.

**Existing Zoning Districts** 





Future Land Use (Based on City's Future Land Use Plan) and Places of Interest

#### Floodplain



Special Flood Hazard Area (Zone A or AE) City Limits HHHHHH Railroad Project Boundary

# Veterans Cemetery Master Plan



A Veterans Cemetery Master Plan (VCMP) was completed in 2016 to address the nearing capacity of the Grand Island Public Cemetery. This plan does not propose any changes to the Veterans Cemetery, but largely will integrate the VCMP. As part of the VCMP, the City agreed to maintain existing the Veterans Cemetery and provide a buffer from surrounding land uses.

# Veterans Sport Complex Master Plan



A Veterans Sports Complex Master Plan (VSCMP) was recently completed. The first phase was approved by the City in April 2017. The VSCMP proposes six softball fields, concessions and restrooms, and a splash pad. This plan will largely integrate the VSCMP.

# **Charrette Findings**

# **Issue Identification and Priorities**

As previously mentioned, the first exercise on day one of the charrette was focused on visioning and the identification of issues and opportunities within the project area. The planning team asked stakeholders to break out into five groups and move station to station to respond to various topical questions. Later in the day, the stakeholders were instructed to first prioritize the topics of discussion and then their responses to each question. The following tables detail the findings, and the results of the prioritization exercises following the initial exercise.

# **Topics by Priority**

Land Use, Demographics, and Market
 Development and Redevelopment
 Transportation and Infrastructure
 Historic Character and Preservation
 Aesthetics and Character

<b>1</b> Land Use, D	em	ographics, and Mark	et
What use	s are	e appropriate?	
<ol> <li>Secondary educational campus (school of math, science, and IT)</li> <li>Job creation (replacement of Veterans Home jobs with other higher paying jobs</li> <li>Use farm ground west of</li> </ol>	19 19 10	<ul> <li>2 Cemetery expansion</li> <li>3 Residential - "new urbanism" style, mixed use, walkable</li> <li>Hospitality accommodations (hotel for tournament / restaurants)</li> </ul>	10 6 1
<ul><li>2 Ose failing jourid west of fields to increase tax base</li><li>2 Recreation</li></ul>	10	Revenue generation	0
		Grand Island that could be ed on the site?	$\prec$
1 Housing	4	Higher paying jobs	1
2 Hotel / convention center (southeast corner near sports complex)	3	Specialty university Research and development	0 0
3 Quality of life	2	IT	0
3 Agriculture research	2		
Recreational opportunities (lazy river for kayaking, link to Eagle Scout Park)	1		
		es exist that the site could lize on?	
1 Educational (tie in with nearby schools)	5	Recreation can create tax base through tourism	1
2 Need to have tax base created here	4	High end dining	0
3 Cyber security	2	Residential	0

# **Development and Redevelopment**

	· · · · · ·		opment and development unities?	
I	Higher education	19	Proximity (schools, residential, etc.)	2
2		14 12	Job creation (replacement of lost Veterans home jobs)	1
	NE School of Science and Mathematics and Technology)		Accessibility (to the south)	0
3	577	12	State funds set aside for demolition	0
	Schools / education	8	Industrial development northwest to Eagle Scout	0
	Commercial development consistent with area and	5	Lake	
	needs History of being a Veterans	3	Western Nebraska Agriculture Campus	0
	History of being a veterans Home	3		
			les to development and opment?	
	Community in fighting, getting to consensus, breaking grudges	5	History of being a Veterans Home	0
	breaking grudges		RDX nlume	0

getting to consensus, breaking grudges		Home	
<u> </u>	2	RDX plume	0
Groundwater / floodplain	3	Infrastructure	0
Timing	3		
Railroad / Highway 2	1	Current projects (patchwork)	0
Broadwell expansion (4 lanes?)	1	Limited to Veterans' uses, theme, and legacy	0



2

Expansion of hike/bike trail 0

# **3** Historic Character and Preservation

-				_
	What should be preserv	/ed	or protected and enhanced?	
1	Cemetery	9	Veterans Park	1
2	Veterans Home / tribute / character	5	Recreation areas (Eagle Scout Park and ballfield complex)	1
3	VFW / United Veterans Club	4		
3	Pond / landscaping	4	Memorial spaces (wall, etc.)	1
	Existing buildings (opportunities available for	3	Military monuments / equipment	0
	funding, such as Historic Tax Credits 40%)		Development prioritized by existing infrastructure (sewer, water, streets)	0
	What areas can	be	modified or altered?	
1	Northern extension of hike/ bike trails	7	Overpass to north area / Eagle Scout ballfields	0
2	Existing building reuse	2	Railroad	0

<ol> <li>Northern extension bike trails</li> </ol>	on of hike/ 7	Overpass to north area / Eagle Scout ballfields	0
2 Existing building	reuse 2	Railroad	0
3 Drainageways	1	Adjacent areas	0
Corn fields	0	Recreational areas (lakes, sport fields)	0
Highway 2 (reloca	ate) 0	sport neids)	

# Aesthetics and Character

4

	aesthetics and cre	atin	ities for enhancing overall g and capitalizing on haracter?	
1	Amphitheater	11	United Veterans Club	0
2	Hike/bike trails	8	Recreational opportunities	0
3	Green space	7	Flags	0
	Additional activities for lake	3	Northern area of site	0
	Park at Eagle Scount Park	2	Redevelopment south of	0
	GIVH grounds	2	Capital Ave.	
	Tribute wall	2	Webb Rd.	0
	Cemetery	0	West of lake area	0
	What are negative or	obie	ectionable aesthetics and	

$\left( \right)$		-	•	onable aesthetics and ould be mitigated?	
	1	Highway 2 / Railroad	8	Clean up farm areas	0
	2	Moore's Creek enhancements	2	Commercial to south and east	0
l		Agriculture close to enhanced area	0	Boring concrete slabs in prominent areas	0

2 Surrounding utility

infrastructure

# Word Clouds

The final exercise on day one was the creation of word clouds. Words clouds were created for both of the following questions. They largely served as a summary of the day's discussions.

What are the top 3 site constraints to overcome?

What are the top 3 site opportunities that should be maintained and/or enhanced?



# **Concept Exploration**

Day two focused on initial concept development and the public open house. During the morning closed studio time, the planning team developed 24 initial master plan sketches. Stakeholders provided feedback on the initial sketches over lunch, allowing the planning team to further refine them before the public open house. The public was asked to review each of the 24 concepts, and respond to the the same issue identification and priority questions that the stakeholders were asked during day one. The public's responses to those questions are detailed on pages 21-22.

# Sketch Concepts Stakeholder and Public Findings

To record day two, each sketch concept is shown with the stakeholders' and the public's comments as follows. A summarized list of stakeholder preferences is provided after.





Stakeholder Comments	
<ul> <li>Like lakefront development</li> <li>Financially supports green space maintenance</li> <li>Connected waterways</li> </ul>	Water around business     development
South water feature is maintenance issue	
Public Sentiment	
<ul> <li>Great idea, like the water</li> <li>Expand cemetery, no more parks</li> <li>No City cemetery (x4)</li> </ul>	<ul> <li>Like it - "Pleasure Island" and more development</li> <li>Land belongs to the veterans; let them decide</li> </ul>



Stakeholder Comments	
• Like the star idea (though maybe not so large)	
Seems maintenance expensive     Star idea is too big	ve • Decades before trees grow
Public Sentiment	



	Stal	keholder Comments		
		Like water features RV Park Education campus on south side of Hwy. 2	•	Not reliant on Custer overpass
		Education campus Little corporate/business land for revenue enhancement		
	Pub	lic Sentiment		
ALE C		Love the lake expansion and green space (x2) Not enough development No shopping or strip malls	•	No City cemetery; define development (x3) Like educational space (x2) Expand sports complex; No RV





Stakeholder Comments           • Nice sports areas	
<ul><li>No education space</li><li>Little passive recreation</li></ul>	Lake is surrounded by roads
Public Sentiment	
<ul> <li>No more sports fields (x6)</li> <li>Big lake yes! (x2)</li> </ul>	<ul><li>No City cemetery (x2)</li><li>No mini malls</li></ul>





S	Stakeholder Comments					
		Not dependant on overpass (Custer over Hwy. 2) Like the Broadwell-Webb connection and Custer connection to Hwy. 2	•	Good water features Nice use of space and extension to the west		
	•	Agriculture use is use of potential Is RV park economically viable?	•	Already have manufacturing parks Custer Ave. cut through traffic		
P	ub	lic Sentiment				
	:	No / don't like this (x2) Interesting concept with south developed for veterans and north for long term community benefit Has potential	•	Yes, love it! How does this honor vets? (x3) Like the connection of Webb and Broadwell, and Capital and Old Hwy. 2		



Stakeholder Comments				
+ • Shape of lake	Grand Island			
<ul> <li>Pigeon holes education area no room to grow</li> <li>Too much water</li> <li>Public Sentiment</li> </ul>	<ul> <li>No business/commercial area</li> </ul>			
• The only thing for the veterans	<ul> <li>How does an RV park enhance</li> </ul>			



	S	tak	eholder Comments			
	Ć	:	RV park! Like lake expansion to the west	I	Bigger this lake the better!	
Rac	Ó	:	Need more development space • High maintenance costs		Balance water (borrow) with fill sites	
-	P	ub	ic Sentiment			
		•	No way! Housing for vets Too much park / not enough development No City cemetery (x2) Like this one! We don't need another campus, we need something		fun for vets no matter what their age Love the water and green space! Good mixed use concept; use excavated material to buffer rail line Lake big enough	





S	Stakeholder Comments					
Ó		Nice balance of development and sports Inviting commercial development				
Ó	•	Dependent on Custer overpass • Too much water				
F	ub	lic Sentiment				
	:	Housing for vets (x9)  • No City cemetery Vet's club; vet's home reuse Like expanded water and connection to Webb				





Stakeholder Comments					
Ð	:	Star (maybe not in that location) • Not reliant on Custer expansion	Community center - fieldhouse campus (includes library)		
P	· ·	Large amount of recreation and water = less direct revenue producing opportunities Too much water	Segregation of water		
	•	Too many ponds (x2) Farm ground for income for vets land (x2) No (x2) Vets only (x3) None of these sketches pertain to veterans!	<ul> <li>Star = Vets memorial park</li> <li>Like the idea of expanding the Vet's memorial throughout entire development</li> <li>Love the ponds and green space; not sure about the development</li> </ul>		



#### Stakeholder Comments Expands existing campus for Like park extension into lakes . education True mixed uses Not reliant on Custer expansion • Distinction between N/S areas South lake good fit for fill for Good water recreation Corporate/bus. development fields Like frontage roads All development has water view Would like to see Custer go Do not like Custer access - High School, Central Catholic, and to Hwy. 2 Too much water Walnut (too much traffic load) **Public Sentiment** Nothing for the vets (x5) All parks! No parks! . Vets only Increase cemetery for vets, also housing; forget Love it! Good access and rec areas development and water lakes No City cemetery for this site; use site for all ages of vets **Stakeholder Comments** Good water recreation Expanded, uninterupted Corporate business campus development Parks are restricted Boxy Overpass could create Above grade rail crossing undesired thru traffic











park - for vets?



Stakeholder Comments	
<ul> <li>Nice mix of uses</li> <li>Lake access off 281 is good</li> <li>Lake expansion to the west as big body of water</li> </ul>	<ul> <li>Good north/south flow</li> <li>Good west/east use</li> <li>a</li> </ul>
Thru north/south traffic could create undesired thru traffic	West lake water versus     development frontage
Public Sentiment	
Cemetery for vets only     Vets only     No parks     Perfect!     It would seem like this is way     too much of an area for a lake	<ul> <li>No way!</li> <li>I like it too!</li> <li>No lake expansion or destination park</li> </ul>

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### Grand Island







# Summarized Stakeholder Findings

To end the last stakeholder meeting of day two, the planning team led a discussion about the stakeholders' preferred features to be included in the final master plan concept. The following list and the public feedback provided the necessary direction for the planning team to narrow the master plan concepts.

- Interconnected water spaces that are not choppy and that are attractive for business development and active recreation
- Waterway views that are shared by all users (land development parcels, roadways, and park development)
- Separation of parks from education; keep each in their own respective area (north and south)
- Easy site access north of Highway 2 and its borrowed open space views
- Non-residential development that is incorporated with water
- Development with maintenance requirements and development costs in mind

- Individual tract development that avoids choppy development styles
- *Fieldhouse development* within the athletic field complex
- Keeping Custer Avenue out of parcel north of Highway 2 to maintain southern half of property's continuity
- Pedestrian bridge to tie the north and south property together
- Linked trail systems with homage to veterans through the use of stations
- Open northern half of property for development

# Additional Public Response

The public was asked to respond to the same topical questions that the stakeholders were asked during day one's exercises. The complete record of their responses is provided as follows.

What uses are appropriate on site (all 640 acres)?			
<ul> <li>A memorial park</li> <li>Community for veterans; dance hall; vote open to the public; pay reasonable price</li> <li>It doesn't belong to anyone but the veterans!</li> <li>Vet's housing, job retraining and resource center, vet's services, employment for vets</li> <li>I feel that since we are talking 640 acres of sacred grounds it should be kept as an assisted living facility</li> <li>Aquatic park; high school for math/science and technology</li> <li>Housing for low income veterans; \$600.00 per month is too high</li> <li>Use for educational for veterans; increase cemetery</li> <li>Leave the farm ground alone (it's income); a fishing pond for vets and family; large pond for fishing</li> </ul>	<ul> <li>All but manufacturing</li> <li>Let's let vets have 2 acres to build on homes</li> <li>It should be used to benefit the veterans!!!</li> <li>Grand Island Military Academy, mostly rich brat kids who need discipline, show respect, a high academics, grooming, and house keeping, parents visit, spend money, tell friends, brochures about Grand Island, Nebraska; kids get good resume; reputation spreads around world</li> <li>With housing need to see rehab center for returning and current veterans.</li> <li>A memorial park is the only appropriate use</li> <li>Since it is set in concrete anyway, build residential sites - stop expanding to the west; we vets were screwed by Governor Heineman</li> </ul>	<ul> <li>Education to include veterans. Veterans housing and veterans services.</li> <li>Maybe some could be used for low income vets or homeless vets</li> <li>Enlarge sports complex; museum for vets; enlarge cemetery</li> <li>Use buildings for vet housing, tech training; farm the agriculture land; use the profits to keep funding the projects</li> <li>Annex of City cemetery</li> <li>For veteran use only!!</li> <li>Only veteran uses. Farm the existing acres. Use the cemetery for vets. Maintain Park and Club ground.</li> <li>Low cost housing for veterans</li> </ul>	<ul> <li>This land belongs to the Veterans only; let them decide not City</li> <li>RV park with lake for pull-in and reserved area for veterans</li> <li>Higher education with other mixed uses; great opportunity for a gateway project.</li> <li>Farm income can support the veterans ongoing</li> <li>Keep farm ground in production; most vets do not play soccer or baseball; use for home development</li> <li>Housing for vets, some type of shopping for them and maybe vocational training for returning vets</li> </ul>
What uses are missing from the Grand Island area the	at could be accommodated on site?		
<ul> <li>High end business/commercial park; lake/water sports</li> <li>I think a special school for advanced high school students specializing in chemistry, math</li> <li>Large football stadium with adequate parking</li> <li>This land is to be used for another national cemetery for veterans!</li> <li>Renovate the buildings, dorms, med care, bowling alley</li> <li>Veterans input!</li> <li>Open minded thinking</li> <li>Small assisted living housing for vet for handicapped</li> <li>Military museum, vet's housing, large memorial</li> <li>Technology park with good paying jobs</li> <li>Low cost housing for veterans</li> <li>If Custer Ave. went north and was connected to Webb</li> </ul>	<ul> <li>Rd. north of the cemetery, the 1/2 of the frontage along Capital Ave. could be developed as a running course in partnership with GIPS.</li> <li>Affordable housing for veterans, educational training for vets</li> <li>Center to address veterans physical needs as well as emotional needs</li> <li>Handicapped accessible park areas</li> <li>We need housing especially for veterans. This is a perfect area for that.</li> <li>Small apartments for vets</li> <li>RV park</li> <li>Higher education</li> </ul>	<ul> <li>Housing for family, job opportunities for vets, build houses using vets to learn a skill</li> <li>Veteran apartments</li> </ul>	
What are the key development and redevelopment op	oportunities?		
<ul> <li>The wishes of the veterans</li> <li>Post secondary education</li> <li>Has any thought been given to providing housing for veterans or at least to giving any age of veterans priority for such housing</li> <li>We need our vets here in Grand Island with an assisted living facility</li> <li>Save historical buildings and make a museum of them</li> <li>Planned multiuse park - recreation, office, green space, veteran's legacy</li> <li>High school academy</li> <li>Keeping the veterans in mind since the land was originally given to the State for the veterans home</li> <li>Memorial park and housing or rehab center for veterans</li> </ul>	<ul> <li>Go big or go home - make it a massive memorial park with a very large lake</li> <li>Walkable downtown type area like the Lincoln Haymarket</li> <li>Expanding Veterans Sport Complex</li> <li>Keep the vets home here. Show your support.</li> <li>It seems the City can't wait to get its hands on this ground. Now we veterans know how the American Indians must have felt!</li> <li>Missing middle housing</li> <li>Have a memorial park between Veterans Home and cemetery to honor WWI, WWII, Korean, Vietnam, and all other veterans</li> <li>The existing veterans home buildings should be added to the National Registry and not touched</li> </ul>	<ul> <li>Save the historic buildings! Save the lake! Save the campus! Build housing exclusively for veterans, homeless, disabled, or elderly vets.</li> <li>Veteran housing</li> <li>Veteran - exercise and fishing facility, homeless and half way housing</li> <li>Save the campus with the buildings and walkways, reuse as much as possible for direct services affecting veterans! Honor the past of the home</li> <li>Please keep the historic buildings</li> <li>Veterans home land is for the veterans period! Make it into a home for homeless veterans and disabled veterans.</li> <li>Use it as a veterans training center for new skills</li> <li>Affordable housing</li> </ul>	<ul> <li>Higher eudcation wtih mixed uses with expanded veterans memorial</li> <li>Capturing the Hwy 281 frontage and entrance into the City</li> <li>Develop veterans education center; keep Memorial park and Vets Club.</li> </ul>
What are the key hurdles to development and redeve	lopment?		
<ul> <li>City and budget</li> <li>The Mayor and City Council</li> <li>Lack of funding</li> <li>The Mayor</li> <li>Tunnel vision</li> <li>Listen to what the people want</li> <li>Overcome the EDC's desire to develop and commercialize</li> <li>Listen to what the people want as we are speaking for our veterans</li> <li>City forming a committee with veterans to listen to the veterans</li> <li>Biggest hurdle is the City administration not listening to the veterans</li> </ul>	<ul> <li>We need to listen to the veterans; instead of these capital interests</li> <li>We have scads of youth ballfields in town of several various games. We don't need more!!</li> <li>Politics - the vets decide how to use the area for vets</li> <li>Not looking at the big picture</li> <li>Short sightedness</li> <li>We need to listen to the veterans</li> <li>Thinking too small and short term; think big and long term</li> <li>Who is going to pay for upkeep? No money!</li> <li>The City is the hurdle!</li> <li>We had a very difficult time finding out about this meeting - called the mayor's office and the Veteran's service office, but they had to both call me back - they didn't know.</li> </ul>		
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Are there infrastructure deficiencies that need to be add	ressed to develop the 640 acre site?	Are there infrastructure and transportation opportunities that should be capitalized on?		
<ul> <li>There isn't 640 acres; use this land as was purposed for veterans land</li> <li>The veterans cemetery should be increased</li> <li>This land is to be returned to whose donated the land or the use by veterans, a cemetery for vets only!</li> <li>None that should deter a long range plan</li> <li>If they do divide into streets they should be named after veterans conflicts.</li> <li>Use rent to pay expenses</li> <li>Road access; RR traffic</li> <li>The dead veterans died thinking they would have a place forever. Given to Veterans for veterans.</li> <li>Use the rent of the field to help keep the home and keep running for future, etc.</li> </ul>	<ul> <li>Don't need rec, need things housing national cemetery</li> <li>Overcomming the BNRR</li> </ul>	<ul> <li>Busing for veterans, not the handy bus</li> <li>Extend Custer Ave. to at least Hwy. 2. Then connect Custer to Webb, north of the cemetery. Possible name for that connection would be "Grand Island Home Ave."</li> <li>Love to see City public transport addressed</li> <li>Hike and bike trails</li> <li>Give it to the veterans. The farm income can help support the cost of operations.</li> <li>Can a service be offered to provide veterans a ride to visit friends in Kearney and provide rides from Kearney to the clinic in Grand Island?</li> <li>Moving GIHS ball stadium, soccer for visiting teams; wonderful. GIHS is landlocked and growing every year.</li> </ul>		
What are the opportunities for enhancing aesthetics and		Are there objectionable or negative views or character	r that should be mitigated?	
<ul> <li>Improving the lake area. Improve landscaping at Veterans Memorial Cemetery.</li> <li>Make Capital Ave. affected into Soldiers' and Sailors' Parkway</li> <li>Clean up lake and leave for all the veterans to use for fishing</li> <li>Memorial park honoring the veterans with statues</li> <li>Housing built by vets</li> <li>Enhance the Veterans Sport Complex</li> <li>Housing for homeless vets; job opportunities for vets</li> <li>Building a Grand Island version of New York's Central Park; no commercial development!</li> <li>Better rail line</li> <li>Use complex for education and housing of veterans</li> </ul>	<ul> <li>Remove obsolete buildings</li> <li>Keep out vets who don't want to go to Kearney here; assist living for them</li> <li>Housing for 1/2 way and homeless vets</li> </ul>	<ul> <li>City reflection of the land (i.e., low income residential)</li> <li>We need to use the soccer fields that were purchased specifically and our tax dollars for the expansion of the City cemetery. Not veterans ground!</li> <li>We expected some sort of organized meeting/ presentation. How many times do we have to say this should be for the vets</li> <li>No more ball fields. Develop what you have not on the back of the veterans.</li> </ul>		
What site areas can or should be developed, changed, o	r altered?	What areas on site should be protected, preserved, or	enhanced?	
<ul> <li>All but cemetery, vets club, and as much of the vets home property as possible</li> <li>Enlarge sports complex, football stadium, adequate parking</li> <li>Our veterans would love to learn a trait and learn how to help out with building a home for the homeless</li> <li>Bigger cemetery for all veterans</li> <li>Development for housing poor and homeless</li> <li>Lake could be opened up to all veterans</li> <li>No development for commercial or residential</li> <li>All areas for betterment of vets</li> <li>Use the area that the vets home is and have it developed for housing with an emphasis for housing for veterans.</li> <li>All areas should be used for benefits of all veterans!</li> </ul>	<ul> <li>developed in any way that will increase tax base which will serve veterans and all community.</li> <li>Only for veterans. Apartments - small "club" in the middle</li> <li>The land could expand for the cemetery for vets to be buried there.</li> <li>None</li> <li>Mixed use development - housing, office, commercial, recreational</li> <li>Housing, job training, family housing</li> <li>We need an assited living facility for the vets</li> <li>Needs to stay for veterans needs</li> <li>None of it.</li> </ul>	<ul> <li>All</li> <li>The whole area - land, buildings, etc. should be used by vets for vets. Retraining tech job skills, house them there</li> <li>All of it!</li> <li>All for veterans</li> <li>This land and buildings should be for the veterans!</li> <li>All about veterans</li> <li>For veterans use only, not ball fields</li> <li>What do the veterans want to do?</li> <li>Use some of the existing buildings for homeless vets!</li> <li>All the historic buildings</li> <li>Cemetery, Veterans Club, county memorial</li> <li>Farm ground should be left for income for the property the back of the data.</li> </ul>	<ul> <li>The Pershing Building, the lake, the gazebo</li> <li>Veteran's Cemetery larger</li> <li>Make the lake larger, many trees</li> <li>Vets cemetery, all else for community</li> <li>Use some buildings for homeless vets, preserve some buildings as part of a veteran's museum (of Neb.), preserve everything for the vet's use</li> <li>Vet's club, cemetery, existing campus</li> <li>Veteran's Sport Complex</li> <li>The frontage should be as open as possible so the cemetery expansion could begin north of a connection between Custer and Webb, north of the memorial</li> </ul>	

• The farm land space is enormous and makes sense to be

• It should all be done according to what veterans want

cemetery

# **Concept Narrowing**

# **Concept Prioritization**

Day three began with a summary of the public open house by reviewing the public's post-its notes placed on each of the 24 concepts. With those comments in mind, the stakeholders were provided with six dot stickers and asked to vote for their favorite concepts. The results of that voting exercise are summarized below.

As shown in *Stakeholder Prioritized Concepts*, the top three preferred concepts were Concept #22, #18, and #20. They are shown below:

-					
	Stakeholder Prioritized Concepts				
	Concept Number	Number of Votes			
	22	21			
	18	21			
	20	15			
	13	5			
	17	5			
	16	3			
	19	3			
	10	3			
	4	3			
	3	2			
	5	2			
	15	2			
	9	1			
	12	1			
	1	0			
	2	0			
	6	0			
	7	0			
	8	0			
	11	0			
	14	0			
	21	0			
	23	0			
	24	0			







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# Narrowed Concepts

The planning team assessed the prioritized concepts and proceeded to create three large-scale final concepts that integrated the preferred features from each concept. As the final session, stakeholders evaluated the three narrowed concepts and provided comments via sticky notes. The comments are listed by each concept.



#### Like

- Developing both sides of Webb Rd.
- Active waterway
- Multiple memorial points instead of a singular memorial site
- Boathouse restaurant
- Water layout
- Aquatics and fieldhouse
- Efficient sports and recreation
   layout
- Recreation focus
- Amount of green space

### Dislike

•

•

- Moved homes
- Development west of Webb Rd.
- Amount of shoreline to maintain Size of lake
- No pedestrian overpass
- Lazy lake concept
- Seems to be most expensive option

Narrowed Charrette Concept #1



#### Like

- Variety of options
- Cemetery design that honors
   veterans
- Educational campus layout
- North/south water flow
- Pedestrian bridge
- Support commercial
- Balance of tax revenue generating properties and green space

#### Dislike

- Lack of green space
- Location of fieldhouse and aquatics center
- Distance between soccer fields and baseball fields

Narrowed Charrette Concept #2

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#### Like

- Appropriate lake size for commercial business park use
- Good use of community center, amphitheater, and rose garden
- Use of water and site layout
- Income from development opportunities
- Business park concept
- Pedestrian bridge
- Educational campus for potential four year liberal arts college
- Cemetery
- Balance of development, education, and green space
- Water wrapped around athletic complex
- Soccer fields
- East/west connection along Broadwell Ave.

#### Dislike

- Missing housing
- The only way to enjoy is with a drive or long bike ride

# Narrowed Charrette Concept #3

# Appendix B

# **Market Feasibility Study**

# **CANYON RESEARCH SOUTHWEST, INC.**

COMMERCIAL REAL ESTATE RESEARCH AND ANALYSIS

#### MARKET FEASIBILITY STUDY GRAND ISLAND VETERANS' HOME PROPERTY CAPITAL AND BROADWELL AVENUES GRAND ISLAND, NEBRASKA

November 2017

#### MARKET FEASIBILITY STUDY GRAND ISLAND VETERANS' HOME PROPERTY CAPITAL AND BROADWELL AVENUES GRAND ISLAND, NEBRASKA

November 2017

Prepared for: Olsson Associates, Inc. dba Ochsner Hare & Hare, LLC 1801 McGee Street, Suite 101 Kansas City, MO 64108

Prepared by: Canyon Research Southwest, Inc. 475 Ellicott Street #301 Buffalo, NY 14203

PR# 17-08-02

475 ELLICOTT STREET #301 / BUFFALO, NY 14203 / (716) 551-0655

# **CANYON RESEARCH SOUTHWEST, INC.**

COMMERCIAL REAL ESTATE RESEARCH AND ANALYSIS

November 7, 2017

Ken Boone Olsson Associates, Inc. dba Ochsner Hare & Hare, LLC 1801 McGee Street, Suite 101 Kansas City, MO 64108

RE:	Market Feasibility Study
	Grand Island Veterans' Home Redevelopment; Grand Island, Nebraska

#### Mr. Boone;

The City of Grand Island, Nebraska has retained Olsson Associates, Inc. ("Olsson") dba Ochsner Hare & Hare, LLC to design a Master Plan for the redevelopment of the Grand Island Veterans' Home located at 2300 West Capital Avenue. The Grand Island Veterans' Home, originally known as the Nebraska Soldiers and Sailors Home, opened in 1887 and was the first Veterans' home in Nebraska. The Nebraska Department of Health & Human Services is currently under construction on a new Veterans' Home in Kearney, Nebraska and when completed the Grand Island Veterans' home will close with the property conveyed back to the City of Grand Island.

As a sub-consultant to Olsson, Canyon Research Southwest has prepared a Market Feasibility Study that evaluated the market potential and redevelopment opportunities for the 640-acre property. Attached is a summary of study findings and recommendations for your review.

Upon review of the report, should any questions arise or additional information requested, contact me directly at (716) 551-0655.

Respectfully submitted,

#### CANYON RESEARCH SOUTHWEST, INC.

Eric S. Lander, Principal

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# **SUMMARY OF MAJOR FINDINGS**

The City of Grand Island, Nebraska has retained Olsson Associates, Inc. ("Olsson") dba Ochsner Hare & Hare, LLC to design a *Master Plan* for the redevelopment of the Grand Island Veterans' Home located at 2300 West Capital Avenue. The Nebraska Department of Health & Human Services is currently under construction on a new Veteran's Home in Kearney, Nebraska and when completed the Grand Island Veterans' home will close with the property conveyed back to the City of Grand Island.

To assist in the master planning process Canyon Research Southwest has prepared a *Market Feasibility Study* that evaluates the market potential and redevelopment opportunities for the 640-acre property. The report's major findings are summarized in the text below.

### **Economic and Demographic Indicators**

The City of Grand Island is a rural community located in central Nebraska. A community's changing population, household types, age composition, educational attainment, and income levels have a significant impact on the local housing and commercial real estate markets.

Demographic characteristics for the Grand Island MSA were provided by Esri Business Analyst, a national demographic research firm. Quantifying these demographic characteristics will assist in projecting the future demand for commercial space and residential housing.

The Grand Island MSA's changing population demographics, growing senior population, and above average share of households earning less than \$25,000 annually suggests a rising demand for affordable rental and for-sale housing and senior housing. The growth in move-up and luxury housing will be modest. The region's below average educational levels place constraints on attainable incomes, housing values, homeownership levels, and demand for commercial space.

The loss in jobs over the past decade within the Grand Island MSA has placed a constraint on the demand for commercial and industrial space. The local economy is dominated by manufacturing, retail trade, and healthcare jobs with well below average levels of professional jobs in finance, insurance, real estate, technical, and management fields. The Veterans Home property has the opportunity to create a business park environment currently unavailable in the Grand Island area with the potential to attract more value added businesses and jobs.

#### **Population Growth Trends**

Population growth is a key component for generating continued demand for retail space as well as for-sale and rental housing.

Since 1990, the Grand Island MSA has experienced steady population growth. From 1990 to 2010 the metro population increased by 13.8 percent to 81,850 residents. The current population of the Grand Island MSA is 86,970, up 6.3 percent since 2010. By 2030 the population is projected to increase by 10.7 percent to 96,273 residents. This population base is sufficient to

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support a diverse retail market with continued population growth fueling additional demand for retail goods and services, commercial space as well as new residential housing units.

#### Household Composition

Household formation and the mix of household types have a direct impact on the composition of retail sales and housing types. According to the U.S. Census Bureau, during 2010 a reported 31,535 households resided in the Grand Island MSA with an average household size of 2.57 persons. Households with one person accounted for 27.1 percent of all households with 33.8 percent of households having children present. Married couple families accounted for 52.3 percent of all households, of which 23.1 percent had related children.

These market area household composition characteristics would suggest a propensity for detached single family housing and above average retail expenditures for household furnishings, groceries, clothing and accessories, sporting goods, books and other family-related goods and services.

#### **Population Age Distribution**

Age is unquestionably an important factor in consumer identity, since consumption patterns and financial situation change significantly throughout an individual's lifetime. Change in the relative proportions of age groups in the Grand Island MSA is expected to have an important impact on the retailing and housing industries.

From 2017 through 2022, the Grand Island MSA population is forecast to grow by 3.9 percent, adding 3,430 new residents. Over the five year timeframe the number of young adults age 20 to 34 years is forecast to decline by 179 residents with the empty nester population declining by 459 residents). Absolute population gains are forecast to be the largest for the elderly (2,433 residents), children (638 residents), and family/working adults (629 residents). These shifts in the age of the market area population will impact the future demand for retail goods, personal services, and housing.

#### Household Income Distribution

A market area's purchasing power is a function of consumer population and income levels. As a market area's incomes rise the more retail expenditures are supported.

The current median household income for the Grand Island MSA of \$66,245 exceeds both \$55,391 for Nebraska and \$55,775 for the United States. From 2017 to 2022 the forecast growth in Grand Island's median household income of 9.4 percent is expected to lag behind that of 14.5 percent for Nebraska as a whole. By 2022, the median household income for Grand Island and Nebraska are forecast to be similar.

High-income households with incomes of \$100,000 or more account for 15.8 percent of all households in the Grand Island MSA, compared to 23.3 percent of Nebraska households. These high income households represent potential demand for luxury housing and the ability to support above average retail expenditures on such consumer items as food, personal services, apparel, household furnishings, entertainment, automobiles and healthcare.

#### **Educational Attainment**

Higher educational levels for a market area population generally translate to higher income levels and retail expenditures. The demand for office space improves at higher educational attainment levels as more residents are more likely to be employed in professional service and medical professions.

When compared to the statewide average the Grand Island MSA population is less educated. To elaborate, 32.7 percent of Grand Island MSA residents age 25 years and over, a high school degree or GED is the highest level of educational attainment, compared to 26.7 percent for the State of Nebraska. A reported 20.0 percent of residents within the Grand Island MSA have attained a bachelor's or advanced degrees, compared to 30.6 percent statewide and 30.0 percent nationally.

The Grand Island MSA's below average educational attainment levels translate into lower than average wages, reduced retail expenditures, and below average spending on such retail categories as personal services, apparel, household furnishings, entertainment, automobiles and healthcare. The educational attainment levels may also limit the demand for professional office space.

#### **Employment Trends**

Since gains in employment generally fuels growth in population, income and retail expenditures, job growth is a reliable indicator of general economic conditions and demand for housing and commercial space.

After peaking in 2008, total employment in the Grand Island MSA declined during 2009 and 2010 in response to the national recession. Job growth rebounded from 2011 to 2013 but failed to match the pre-recession levels. Job loss resumed in 2014 and by 2016 total employment was at its lowest level since 2005. Stagnant or declining employment levels adversely impacts commercial and industrial space absorption.

Compared to the statewide employment composition, Hall County supports an above average share of construction; manufacturing; retail trade; and transportation and warehousing. Sectors that Hall County lags include finance, insurance and real estate; professional, scientific and technical services; management, administrative and support services; and educational services.

## **Athletic Facilities Market**

The City of Grand Island operates the Veterans Athletic Complex within the northeast quadrant of the Veterans' Home property. The park features four baseball fields, three adult soccer fiends, concessions, restrooms, and parking. Future expansion plans for the park call for the construction of additional baseball and soccer fields.

The Grand Island Parks & Recreation collectively operates 18 baseball/softball fields and four soccer fields. Based on standards published by the National Recreation and Park Association, Grand Island is under-supplied by five soccer fields with the supply-demand balance for baseball fields at equilibrium. The shortage of local soccer fields suggests the Veterans Athletic Complex can easy support the construction of additional soccer fields. While the national standards *Canyon Research Southwest, Inc.* iv

indicate no demand for additional baseball fields currently exists in Grand Island, the six planned new fields will enable the Veterans Athletic Complex to host local and regional baseball and softball tournaments, thus servicing an expanded geographic trade area. Therefore, the findings of this study conclude that sufficient demand exists to warrant the construction of additional baseball and soccer fields within the Veterans Athletic Complex.

# **Competitive Retail Market**

The Veterans' Home property is not located within one of Grand Island's existing commercial corridors. The Highway 281 corridor is positioned approximately one-quarter mile to the west that hosts several large-scale shopping centers occupied by such prominent national retailers as Walmart, Sam's Club, Dillard's, JC Penney, Sears, Best Buy, Kohl's, and TJ Maxx, Home Depot.

Grand Island serves as a regional shopping destination that supports well above average retail sales volumes. Throughout the past five fiscal years sales tax receipts collected by the City of Grand Island have increased by 12.6 percent. By fiscal year 2015-16 taxable receipts reached \$16.4 million, equating to taxable retail sales of approximately \$1.1 billion.

Grand Island's pull factor is estimated at 2.02, translating into a retail sales capture at a rate equivalent to twice that of the statewide average. This pull factor suggests that Grand Island attracts half its customers and retail sales from outside the city boundaries.

Despite a retail sales surplus, the Grand Island MSA is capable of supporting additional retail sales for several retail categories. Within the Grand Island MSA those retail categories capable of supporting additional sales include furniture; grocery stores; beer, wine, and liquor stores; health and personal care stores; jewelry and luggage stores; books and music stores; and food services and drinking places. Again, Grand Island's strong retail pull factor yields well above average retail sales volumes and the potential to support additional retail sales.

The Grand Island MSA trade area possesses a retail sales surplus of \$210 million, suggesting the inability to support additional new retail space supply. By 2030, despite a forecast growth in annual retail sales of over \$175 million, a continued retail surplus will restrict the ability to feasibly support additional construction of new commercial space.

The site evaluation determined that the Veterans' Home property is not an appropriate location for future anchored shopping center development. While the property offers the necessary size, visibility, accessibility, exposure, and trade area demographics, site characteristics that hamper the property as a viable anchored shopping center site include the absence of a commercial corridor location and the lack of section-line corner development sites. Viable retail formats associated with the Veterans' Athletic Complex, lake and opens space network, and business park campus may include food and beverage establishments and businesses services housed in small freestanding retail buildings or incorporated into multi-tenant office and commercial buildings.

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## **Employment-Related Market**

Employment-related businesses operating in the Grand Island MSA include 399 professional services businesses, 185 health services businesses, and 563 industrial-based businesses, accounting for 28.9 percent of all businesses. Collectively, these 1,147 employment-related businesses support 18,934 jobs, or 38.2 percent of the MSA total. Leading professional businesses in the Grand Island MSA include real estate, insurance, and banks and lending institutions. Industrial-based businesses include transportation, wholesale trade, manufacturing, communications, and utilities.

When compared to the State of Kansas, the Grand Island MSA supports an above average concentration of banking, manufacturing, and transportation businesses. The higher dependence on manufacturing and transportation stems from Grand Island's central location and convenient access to highways, rail, and air service. Those business sectors where the Grand Island supports a below average percentage of businesses include insurance, real estate, and healthcare.

Six industrial parks are currently being actively marketed in the Grand Island area to prospective businesses. Approximately 200 acres remains available for future development within the two actively developing industrial parks with the four undeveloped parcels of industrial land collectively possessing approximately 1,500 acres of raw land.

From 2017 through 2030 the Grand Island MSA is projected to support the demand for approximately 68,000 to 140,000 square feet of professional office space; 167,400 to 186,000 square feet of medical office space; and 985,000 to 1.18 million square feet of industrial space.

Future employment-related redevelopment opportunities for the Veterans' Home property include a master planned business park designed to support a mix of professional office, medical office, technology, commercial, and recreational uses. Such development would distinguish itself from active industrial parks in Grand Island by providing a more upscale urban environment capable of attracting higher value-added businesses. Benefits of the property for such employment-related development include sufficient land area to accommodate master planning, adequate access and infrastructure, and the ability of on-site land uses to enhance the attractiveness of the property to businesses.

# **Residential Housing Market**

The Grand Island MSA housing stock totals 36,023 dwelling units operating at an overall occupancy rate of 92.1 percent. Of the total housing stock owner-occupied units account for 61.2 percent with renter-occupied at 30.9 percent.

The Grand Island MSA's housing stock is relatively old with nearly two-thirds of the existing inventory built prior to 1960. The oldest housing built prior to 1940 accounts for 20 percent of the MSA's total housing stock, or 6,340 dwelling units. Newer housing built since 2010 represents just 4.0 percent of the MSA's total inventory, or only 1,268 dwelling units.

The Grand Island MSA supports a strong demand for affordable housing for both owneroccupied and rental housing. Nearly 45 percent of owner-occupied housing units possess a monthly cost of just \$300 to \$799 with just 6.3 percent having a cost of \$2,000 or more per *Canyon Research Southwest, Inc.* vi month. The average monthly cost for owner-occupied housing in the Grand Island MSA is just \$788. Rental housing in the Grand Island MSA supports even a higher percentage of affordable housing. Over two-thirds of all rental housing possesses monthly housing costs of under \$800. The median renter-occupied housing cost is just \$682.

From 2017 through 2030 the Grand Island MSA population is forecast to increase by 9,303 residents, equating to the demand for 3,620 new occupied housing units. Given the region's household income levels and existing housing stock, the housing demand is estimated to be segmented 65 percent owner-occupied and 35 percent renter-occupied.

The Veterans' Home property possesses the location and site characteristics to facilitate construction of single family subdivisions and/or apartment communities. The demographic characteristics within the Grand Island MSA are also representative of the primary target market for both for-sale and rental housing.

# **Study Conclusions and Recommendations**

Based on the findings of the *Market Feasibility Study*, potential redevelopment opportunities for the Veterans' Home property are identified. Study recommendations include the following:

- Identify appropriate mix of land uses that could take advantage of site's location, physical characteristics, and existing land uses; and
- Quantify reasonably achievable absorption rates for new development.

#### **Recommended Land Use Mix**

The Veterans' Home property's large inventory of land, location at the edge of urban growth, utility infrastructure in place, and existing buildings and recreational facilities create a unique opportunity to promote comprehensive planning and mixed-use development. The priority of the master plan should be to foster economic development through attracting more value added enterprises and jobs. The conceptual plan outlined on the following page provides a context from which to discuss the land use recommendations for the Veterans' Home property.

The Veterans' Home property offers the locational and site characteristics to accommodate mixed-use development. Based on the findings of the *Market Feasibility Study* prospective land uses include an athletic complex, business park campus, educational campus, limited retail, and recreation/open space.

A goal of the master plan should be to create a major sports and recreation complex capable of catering to local and regional soccer, baseball and softball teams, leagues and tournaments, serving as an economic engine. The Veterans' Athletic Complex's master plan calling for expansion of the athletic and support facilities will enable the facility to support an expanded geographic trade area and promote economic development. As part of the expansion plans the existing lake should be enlarged and a trail network incorporated. These improvements will both enhance Grand Island's quality of life, but create a unique setting for establishing employment-related uses on the property.



Excellent opportunity to create a unique business park campus environment that elevates what currently exists in the market. The most suitable location for a business park campus is at the northwest quadrant of the property, providing sufficient parcel size, adequate visibility, and convenient access to U.S. Highway 281. Expansion of the existing lake and addition of a trail network into the business park campus site will create a unique setting for employment-based development currently not available in the Grand Island MSA. Prospective tenants would include professional office, medical office, light industrial, and limited retail businesses.

A possible goal of the Veterans' Home master plan is to create an opportunity to link on-site educational training with employers and jobs. The benefits would include improving the workforce, retaining residents, and attracting new businesses. Attracting a 4-year university campus onto the property may not be viable, but a small annex campus specializing on trades and next generation professions may be. The Career Pathways Institute trains high school students in a variety of trades and is an excellent example of the type of educational facility that could be expanded on at the property. An appropriate location for an educational campus would

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be along the north side of Capital Avenue immediately east of the Veterans' Cemetery. Adaptive re-use of some of the existing buildings should also be evaluated.

The *Market Feasibility Study* determined that the Veterans' Home property is not an appropriate location for future anchored shopping center development. Viable retail formats associated with the Veterans' Athletic Complex, lake and open space network, and business park campus may include food and beverage establishments and businesses services housed in small freestanding retail buildings or incorporated into multi-tenant office and commercial buildings.

The Community Housing Study with Strategies for Affordable Housing 2019 identified the Veterans' Home property as a potential housing development site. While the Veterans' Homer property offers all the necessary locational and site characteristics to support residential development, this land use does not present the property's highest-and-best use. As an option as well as to allow for a flexible master plan, development parcels could be designed within the business park component that could be suitable for detached or attached housing should the long-term market demand dictate such uses.

#### **Projected Absorption**

A long-term development time horizon for the Veterans' Home property is anticipated given the large inventory of land. By providing a unique mixed-use setting the Veterans' Home property could garner above average market shares of office, medical, and light industrial space absorption. Through 2030, the Veterans' Home property is forecast to absorb an estimated 122,000 to 195,000 square feet of commercial and light industrial space.

#### Forecast Commercial Space Absorption Veterans' Home Property; 2017-2030

	Moderate	Optimistic
	Scenario	Scenario
Professional Office	13,600	35,000
Medical Office	33,500	46,500
Light Industrial	70,000	103,250
Retail	5,000	10,000
Totals	122,100	194,750

Near-term redevelopment opportunities include adaptive re-use of selective buildings on the Veteran's Home campus, continued expansion of the Veterans' Athletic Complex, and construction of an expanded lake system, open space, and trail network.

## INTRODUCTION

Canyon Research Southwest has prepared the attached *Market Feasibility Study* that evaluates the market area demographic and competitive real estate environment influencing future redevelopment of the Grand Island Veterans' Home in Grand Island, Nebraska.

# Study Objective and Scope of Work

The City of Grand Island, Nebraska has retained Olsson Associates, Inc. ("Olsson") dba Ochsner Hare & Hare, LLC to develop a *Master Plan* for the redevelopment of the 640-acre Grand Island Veterans' Home located at 2300 West Capital Avenue.

As a sub-consultant, Canyon Research Southwest, Inc. has prepared a *Market Feasibility Study* evaluating future commercial, employment, residential, and recreational redevelopment opportunities for the Veterans' Home property. The study includes a Demographic Analysis of the surrounding market area as well as a Market Analysis examining the directly competitive residential, commercial, industrial, and recreational market trends.

The *Demographic Analysis* is designed to assist in quantifying future demand for both housing and commercial space. Examples of demographic characteristics discussed include population growth, household composition, age distribution, household income, and educational attainment.

The Market Analysis portion of the report evaluated directly competitive recreational, retail, employment, and residential market trends impacting the Veterans' Home property. The market trends for each prospective land use were evaluated by identifying directly competitive properties, quantifying such market forces as the current inventory of housing units and commercial space, construction activity, and development trends. The study also quantified the market area's short-term need for additional housing units and commercial/industrial space to determine the ability of the Veterans' Home property to support future real estate development. A site evaluation was conducted to determine the Veterans' Home property's ability to accommodate recreational, commercial, industrial, and residential development formats.

Based on the findings of the *Market Feasibility Study*, potential redevelopment opportunities for the 640-acre Veterans' Home property are identified. Study recommendations include the following:

- Identify appropriate mix of land uses that could take advantage of site's location, physical characteristics, and existing land uses; and
- Quantify reasonably achievable absorption rates for new development given current directly competitive market trends.

#### MARKET FEASIBILITY STUDY GRAND ISLAND VETERANS HOME PROPERTY CAPITAL AND BROADWELL AVENUES GRAND ISLAND, NEBRASKA

November 2017

## **Property Description**

The Veterans' Home property consists of approximately 640 acres of land located at the northern boundary of the city at the northwest corner of Capital and Broadwell Avenues in Grand Island, Nebraska. The property is bounded by Airport Road to the north, Capital Avenue to the south, Broadwell Avenue to the east and Webb Road to the west. Capital Avenue is a major arterial improved with four lanes of traffic, a left turn lane, curb and gutters, sidewalks, and overhead lighting. Old Highway 2 runs through the property. An aerial photographic on page 3 illustrates the land uses on and surrounding the Veterans' Home property.

Much of the Veterans' Home property is vacant and undeveloped. Existing development on the property includes the main campus, surrounded by the Veterans' Club, Veterans' Cemetery, and Veterans Athletic Complex.

The main campus supports a host of medical and residential buildings constructed during various phases since 1887. Accessed from Capital Avenue via a loop road (American Avenue, Old Glory Road, and Soldiers & Sailors Road), principal buildings on the main campus include two single-story buildings, 3-story administration building, and 3-story Phillips/WWII Memorial along the north side of Old Glory Road and the 3-story Pershing residence hall and 1-story Anderson building (Alzheimer's unit) along the west side of American Avenue. Open space is located on the inside of the ring road and on the south side of Old Highway 2.

The Veterans Club is located at the northwest corner of Capital and Broadwell Avenues while the Veterans Cemetery is located at the northeast corner of Capital Avenue and Webb Road.

The City of Grand Island operates the Veterans Athletic Complex within the northeast quadrant of the Veterans' Home property. The park features four baseball/softball fields, three adult soccer fiends, concessions, restrooms, and parking. Future expansion plans for the park call for the construction of additional baseball/softball fields and adult soccer fields. A pond is present at the southwest corner of Airport Road and Broadwell Avenue.

The Grand Island VA Medical Center is located at the southeast corner of Capital and Broadwell Avenues and includes a Community Living Center, Residential Substance Abuse Unit and a Community-Based Outpatient Clinic. The Community Living Center is a 65-bed facility. Services provided by the Community Living Center include extended care, rehabilitation, geriatric care, palliative care, respite care, supportive/restorative and long-term care, and general nursing home care.



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# ECONOMIC AND DEMOGRAPHIC ANALYSIS

This section of the report examines the economic and demographic factors impacting real estate development trends for the market area surrounding the Veterans' Home property. It includes an analysis of population growth trends and projections, household composition, age distribution, household income, educational attainment, and employment trends. Current demographic trends and 5-year demographic projections were provided by Esri Business Analyst, a national demographic research firm. Quantifying these economic and demographic characteristics will assist in projecting the future demand for commercial space and housing units in the market area.

# **Market Area Defined**

In order to examine the Veterans' Home property's prospective commercial and residential development opportunities a market area economic and demographic analysis was prepared. Market areas are usually divided into three categories or zones of influence, including primary, secondary and tertiary. Demographic characteristics immediately surrounding a site have the greatest impact of supportable real estate development patterns, with the level of influence diminishing gradually as the distance increases.

For the purpose of evaluating the Veterans' Home property's real estate development potential the market area is defined as the Grand Island MSA comprised of four counties including Hall, Hamilton, Howards, and Merrick. Market area demographic characteristics are summarized in the table on page 5.



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#### Grand Island MSA Demographic Trends

	Demographic
Demographic Characteristic	Characteristic
Population	
2010 Census	81,850
2017 Estimate	86,970
2022 Forecast	90,400
Households by Type (2010)	
Total Households	31,535
Family Households	67.5%
Married Couple Family	53.2%
With Own Children	23.1%
Other Family (No Spouse Present)	14.3%
With Own Children	10.1%
Nonfamily Households	5.4%
Tornalmy risasonsias	
Distribution of Population by Age (2017)	
0-14 Years	18,194
15-19 Years	5,448
20-34 Years	15,837
35-44 Years	10,278
45-64 Years	22,617
65+ Years	14,596
Distribution in Household Income (2017)	
• •	10.00
Less than \$15,000	10.3%
\$15,000 - \$24,999	11.6%
\$25,000 - \$34,999	10.6%
\$35,000 - \$49,999	16.4%
\$50,000 - \$74,999	20.7%
\$75,000 - \$99,999	12.7%
\$100,000 - \$149,999	10.7%
\$150,000 - \$199,999	3.4%
\$200,000+	2.7%
Median Household Income	\$50,882
Educational Attainment for Residents 25+ Years (2017)	
Total	58,385
Less than 9th Grade	6.0%
9th - 12th Grade, No Diploma	7.5%
High School Graduate	29.7%
GED/Alternative Credential	3.0%
Some College, No Degree	24.2%
Associate Degree	9.6%
Bachelor's Degree	13.5%
Graduate/Professional Degree	6.5%

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## **Population Growth Trends**

Population growth is a key component for generating continued demand for commercial space and housing. Since 1990, the Grand Island MSA has experienced steady population growth. From 1990 to 2010 the metro population increased by 13.8 percent to 81,850 residents. The current population of the Grand Island MSA is 86,970, up 6.3 percent since 2010. By 2022 the population is projected to increase by 3.9 percent to 90,400 residents. This population base is sufficient to support a diverse retail market with continued population growth fueling additional demand for retail goods and services, commercial space as well as new residential housing units.



With 61,705 residents, Hall County supports over 72% of the Grand Island MSA population. Hamilton County is the second largest population center with 9,186 residents, or nearly 11% of the MSA population.



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#### **Household Composition**

Household formation and the mix of household types have a direct impact on the composition of retail sales and housing types. According to the U.S. Census Bureau, during 2010 a reported 31,535 households resided in the Grand Island MSA with an average household size of 2.57 persons. Households with one person accounted for 27.1 percent of all households with 33.8 percent of households having children present. Married couple families accounted for 52.3 percent of all households, of which 23.1 percent had related children.

When compared to statewide averages, the Grand Island MSA population possesses a below average number of one person households and above average number of married couple households with children present.

These market area household composition characteristics would suggest a propensity for detached single family housing and above average retail expenditures for household furnishings, groceries, clothing and accessories, sporting goods, books and other family-related goods and services.

#### Grand Island MSA Households by Type - 2010

	Grand	% of
Household Type	Island MSA	Total
Households with 1 Person	8,546	27.1%
Households with 2+ People	22,989	72.9%
Total Households	31,535	100.0%
Family Households	21,286	67.5%
Married Couple Family	16,493	52.3%
With Own Children	7,285	23.1%
Other Family (No Spouse Present)	4,509	14.3%
With Own Children	3,185	10.1%
Nonfamily Households	1,703	5.4%
All Households with Children	10,659	33.8%
Multigenerational Households	851	2.7%
Unmarried Partner Households	2,050	6.5%
Average Household Size	2.57	
Average Family Size	3.14	

Source: Esri Business Analyst.

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## **Population Age Distribution**

The Grand Island MSA population for 2017 and 2022 are summarized in the table below by six primary age groups, including children (0-14 years), adolescent (15-19 years), young adults (20 to 34 years), family/working adults (35-44 years); empty nesters (45-64 years) and elderly (65+ years). Each of the six age groups possesses distinctively different consumption and housing needs.

#### Grand Island MSA Distribution of Population by Age

Age Group	2017 Estimate	% of Total	2022 Forecast	% of Total	2017-22 Change	% Change
Grand Island MSA						
0-14 Years	18,194	20.9%	18,832	20.8%	638	3.5%
15-19 Years	5,448	6.3%	5,816	6.4%	368	6.8%
20-34 Years	15,837	18.2%	15,658	17.3%	-179	-1.1%
35-44 Years	10,278	11.8%	10,907	12.1%	629	6.1%
45-64 Years	22,617	26.0%	22,158	24.5%	-459	-2.0%
65+ Years	14,596	16.8%	17,029	18.8%	2,433	16.7%
Totals	86,970	100.0%	90,400	100.0%	8,765	3.9%

Source: Esri Business Analyst.

Age is unquestionably an important factor in consumer identity, since consumption patterns and financial situation change significantly throughout an individual's lifetime. Change in the relative proportions of age groups throughout the United States is expected to have an important impact on the retailing and housing industries.

From 2017 through 2022, the Grand Island MSA population is forecast to grow by 3.9 percent, adding 3,430 new residents. Over the five year timeframe the number of young adults age 20 to 34 years is forecast to decline by 179 residents with the empty nester population declining by 459 residents. Absolute population gains are forecast to be the largest for the elderly (2,433 residents), children (638 residents), and family/working adults (629 residents). These shifts in the age of the market area population will impact the future demand for retail goods, personal services, and housing.

Children ages 0 to 14 years aren't generally consumers per say, but their presence within a household generates retail expenditures on such items as apparel and accessories, groceries, and consumer electronics. From 2017 to 2022 the population of children ages 0 to 14 years residing in the Grand Island MSA is forecast to increase by 638 residents. By 2022, children are estimate to be the second largest demographic group within the Grand Island MSA with 18,832 residents, representing a significant consumer group.

The adolescent population ages 15 to 19 is key for supporting the sales of apparel and accessories, groceries, sporting goods, music, consumer electronics, eating and drinking places, and general merchandise. By 2022, an estimated 5,816 adolescents will reside within the Grand Island MSA, up 6.8 percent of the current level.

Young adults aged 20 to 34 years generally are either college aged or are new to the workforce. These tech savvy young adults are heavy consumers of electronics, apparel and accessories, entertainment, and rental housing. By 2022, the young adult population within the Grand Island MSA is forecast to decline by 179 residents to a 17.3 percent market share. Despite the decline in population young adults will continue to be major consumers of retail goods and rental housing.

The population ages 35 to 44 are in their child raising and principal consumer years, with expenditures favoring hardware; furniture and home furnishings; home electronics; department stores; and eating and drinking places. This age group is more tech savvy than the baby boomer generation and is more apt to participate in online shopping. By 2022, the population of this age group within the Grand Island MSA is forecast to increase by 629 residents which is expected to have a positive impact on sales of home furnishings and entertainment. By 2022, this age group will account for 12.1 percent of the market area population.

Among the six major age groups, those ages 35 to 64 possess the highest incomes and per capita consumer spending levels. According to the U.S. Department of Labor, people ages 35 to 64 possess an annual income 51 percent greater than those under the age of 35 years.

From 2017 to 2022 the population of empty nesters ages 45 to 64 years within the Grand Island MSA is forecast to decline by 459 residents. People aged 45+ years are generally less consumers of apparel, consumer electronics, furniture, home furnishings and entertainment than are younger consumers.

According to the U.S. Department of Labor, per capita retail expenditures by seniors 65+ years old is 18 percent lower than those under the age of 35 years and 41 percent lower than people ages 35 to 64 years. From 2017 to 2022 the population of residents 65+ years of age within the Grand Island MSA is forecast to increase by 16.7 percent, adding 2,433 residents. The growing senior population will generate increased demand for medical goods and services as well as senior housing.

# **Household Income Distribution**

A market area's purchasing power is a function of consumer population and income levels. According to the U.S. Census Bureau *Average Annual Expenditures of all Consumer Units by Income Level 2014*, average annual expenditures increased from \$35,438 for incomes of less than \$70,000 to a high of \$127,836 for incomes exceeding \$150,000. Therefore, it can be concluded that as a market area's incomes rise the more retail expenditures are supported.



The table on the following page summarizes household income estimates for the Grand Island MSA published by Esri Business Analyst.

Esri Business Analyst estimated the current median household income for the Grand Island MSA of \$66,245 exceeds both \$55,391 for Nebraska and \$55,775 for the United States. The higher income levels may result in above average per capita retail expenditures. However, the Grand Island MSA's average household income lags behind both the state and national averages.

High-income households with incomes of \$100,000 or more account for 15.8% of all households in the Grand Island MSA and represent potential demand for luxury housing and retail goods and services. Households with incomes of less than \$25,000 account for 21.9% of all households, suggesting a need for affordable housing. By comparison, 23.3 percent of Nebraska households possess incomes of \$100,000 or more with 19.0 percent of households earning less than \$25,000 annually.

From 2017 to 2022 the forecast growth in Grand Island's median household income of 9.4 percent is expected to lag behind that of 14.5 percent for Nebraska as a whole. By 2022, the median household income for Grand Island and Nebraska are forecast to be similar.

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#### Grand Island MSA Distribution in Household Income

	2017	% of	2022	% of	% Change
Income Bracket	Estimate	Total	Projection	Total	2017-2022
Grand Island MSA					
Less than \$15,000	1,680	6.3%	1,551	5.5%	-7.7%
\$15,000 - \$24,999	1,815	6.8%	1,313	4.6%	-27.7%
\$25,000 - \$34,999	2,100	7.9%	1,772	6.3%	-15.6%
\$35,000 - \$49,999	4,624	17.4%	4,499	15.9%	-2.7%
\$50,000 - \$74,999	7,113	26.7%	7,737	27.3%	8.8%
\$75,000 - \$99,999	4,227	15.9%	5,035	17.8%	19.1%
\$100,000 - \$149,999	3,510	13.2%	4,490	15.9%	27.9%
\$150,000 - \$199,999	992	3.7%	1,295	4.6%	30.5%
\$200,000+	541	2.0%	626	2.2%	15.7%
Median Household Income	\$57,998		\$63,464		9.4%
Average Household Income	\$70,466		\$77,906		10.6%
Per Capita Income	\$26,455		\$29,334		10.9%
Nebraska					
Median Household Income	\$55,391		\$63,450		14.5%
Average Household Income	\$74,318		\$85,353		14.8%
Per Capita Income	\$29,563		\$33,870		14.6%

Source: U.S. Census Bureau and Esri Business Analyst.



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## **Educational Attainment**

Education levels of an area's labor pool are becoming increasingly important in the ability to attract and retain knowledge-based industries as well as the ability to support above average wages. The table below provides current educational attainment levels for both the Grand Island MSA and State of Nebraska provided by Esri Business Analyst.

#### Grand Island MSA Educational Attainment for Residents 25+ Years

Educational Attainment	Grand Island MSA	State of Nebraska
Total Population 25+ Years Old	58,385	
Less than 9th Grade	6.0%	3.7%
9th to 12th Grade, No Diploma	7.5%	5.0%
High School Graduate	29.7%	23.3%
GED / Alternative Credential	3.0%	3.4%
Some College, No Degree	24.2%	23.8%
Associate Degree	9.6%	10.2%
Bachelor's Degree	13.5%	19.8%
Graduate / Professional Degree	6.5%	10.8%

Higher educational levels for a market area population generally translate to higher income levels and retail expenditures. The demand for office space improves at higher educational attainment levels as more residents are more likely to be employed in professional service and medical professions.

When compared to the statewide average the Grand Island MSA population is less educated. To elaborate, 32.7 percent of Grand Island MSA residents age 25 years and over, a high school degree or GED is the highest level of educational attainment, compared to 26.7 percent for the State of Nebraska. A reported 20.0 percent of residents within the Grand Island MSA have attained a bachelor's or advanced degrees, compared to 30.6 percent statewide and 30.0 percent nationally.

The Grand Island MSA's below average educational attainment levels translate into lower than average wages, reduced retail expenditures, and below average spending on such retail categories as personal services, apparel, household furnishings, entertainment, automobiles and healthcare. The educational attainment levels may also limit the demand for professional office space.

## **Employment Trends**

Since gains in employment generally fuels growth in population, income and retail expenditures, job growth is a reliable indicator of general economic conditions and demand for housing and commercial space. Typically, households prefer to live near work for convenience. Affordable housing costs, reduced commute times and superior quality of life can also motivate employees to relocate from elsewhere in a metropolitan area to the community where job exists.

According to statistics published by the U.S. Bureau of Labor Statistics, after peaking in 2008, total employment in the Grand Island MSA declined during 2009 and 2010 in response to the national recession. Job growth rebounded from 2011 to 2013 but failed to match the pre-recession levels. Job loss resumed in 2014 and by 2016 total employment was at its lowest level since 2005. Stagnant or declining employment levels adversely impacts commercial and industrial space absorption.



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According to the *County Business Patterns 2015* published by the U.S. Census Bureau, during 2015 the leading employment sectors in Hall County included manufacturing (6,936 jobs); retail trade (5,189 jobs); health and social services (4,236 jobs); and accommodations and food services (2,718 jobs).

	# of	% of	Nebraska
Industry Classification	Jobs	Total	Average
Total Employment All Sectors	30,377		870,279
Agriculture, forestry, fishing and hunting, and mining		0.00%	0.14%
Construction	1,720	5.66%	5.14%
Utilities			0.11%
Manufacturing	6,936	22.83%	10.70%
Wholesale trade	1,568	5.16%	4.87%
Retail trade	5,189	17.08%	12.97%
Transportation and warehousing	1,593	5.24%	3.40%
Information	305	1.00%	2.41%
Finance, insurance, real estate, and rental and leasing	1,525	5.46%	8.41%
Professional, scientific and technical services	640	2.11%	11.37%
Management, administrative and support services	1,518	5.00%	9.34%
Health and social services	4,236	13.94%	14.42%
Arts, entertainment and recreation	430	1.24%	1.63%
Educational services	240	0.80%	2.16%
Accommodations and food services	2,718	8.95%	8.54%
Other services (except public administration	1,597	5.26%	4.23%

Hall County, MO Employment by NAICS Code; 2015

Source: U.S. Census Bureau.

Compared to the statewide employment composition, Hall County supports an above average share of construction; manufacturing; retail trade; and transportation and warehousing. Sectors that Hall County lags include finance, insurance and real estate; professional, scientific and technical services; management, administrative and support services; and educational services.

## **Business Development Factors**

Interviews were conducted with several local economic development, government, and real estate professionals to gain an understanding of the assets/opportunities and constraints/limitations in fostering business development in Grand Island. The bullet points below summarize the content of those interviews.

#### Assets / Opportunities

- Grand Island is the largest urban area in central/west Nebraska;
- Grand Island supports a strong existing industrial base;
- Close proximity to several major metropolitan areas/markets;
- The availability of economic incentives to businesses;
- Availability of Tax Increment Financing to assist development projects;
- Sufficient utility capacity and competitive costs;
- A productive workforce and low wages;
- Affordable cost of living;
- Convenient availability of healthcare services;
- Convenient access to highways, rail, and airport;
- Good school system;
- Strong retail market supporting national and regional retailers;
- Large inventory of available industrial land;
- Low housing costs for both owner-occupied and rental housing;
- Grand Island supports a 50+ mile radius trade area for employment, business, and shopping;
- Presence of Career Pathways Institute that educates high school students in trades; and
- High real property taxes.

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#### **Constraints / Limitations**

- Less educated population with a below average percentage of educated professional;
- Low wages creates high demand for affordable housing and social services;
- 40% of high school students reside in households were English is a second language;
- Blue collar perception;
- The lack of a 4-year university;
- A low unemployment rate places a constraint on the available workforce; and
- Grand Island suffers from an old housing stock with a limited inventory of quality forsale housing priced from \$150,000 to \$250,000;

Grand Island possesses ample advantages for attracting businesses, jobs, and development activity. The large manufacturing base is a favorable asset for attracting additional industry. Other community assets include convenient access, affordable cost of living, large inventory of available industrial land, adequate public utilities, availability of economic incentives, and presence of medical services. Challenges facing future economic development of Grand Island include a less educated workforce, lack of a 4-year university, and a low unemployment rate that places constraints on the available labor force.

### **Conclusions**

The City of Grand Island is a rural community located in central Nebraska. A community's changing population, household types, age composition, educational attainment, and income levels have a significant impact on the local housing and commercial real estate markets.

The Grand Island MSA's changing population demographics, large senior population, and above below average share of households earning less than \$25,000 annually suggests a rising demand for affordable rental and for-sale housing and senior housing. The growth in move-up and luxury housing will be modest. The region's below average educational levels place constraints on attainable incomes, housing values, homeownership levels, and demand for commercial property.

The loss in jobs over the past decade within the Grand Island MSA has placed a constraint on the demand for commercial and industrial space. The local economy is dominated by manufacturing, retail trade, and healthcare jobs with well below average levels of professional jobs in finance, insurance, real estate, technical, and management fields. The Veterans Home property has the opportunity to create a business park environment currently unavailable in the Grand Island area with the potential to attract more value added businesses.

#### MARKET ANALYSIS

The *Market Analysis* portion of the study evaluated directly competitive residential, commercial, industrial, and recreational market trends impacting the Veterans' Home property. The market trends for each prospective land use were evaluated and the market area's long-term need for additional housing units and commercial/industrial space was quantified to determine the ability of the Veterans' Home property to support future real estate development. A site evaluation was conducted to determine the Veterans' Home property's ability to accommodate residential, commercial, industrial, and recreational development formats.

#### Athletic Facilities Market Analysis

The City of Grand Island operates the Veterans Athletic Complex within the northeast quadrant of the Veterans' Home property. The park features four baseball fields, three adult soccer fiends, concessions, restrooms, and parking. Future expansion plans for the park call for the construction of additional baseball and soccer fields. This section of the report provides statistics on sports participation in the United States, an inventory of athletic facilities operated by the Grand Island Parks & Recreation Department, and a facilities need assessment based on the *Park, Recreation, Open Space & Greenway Guidelines* published by the National Recreation and Park Association.

#### **Sports Participation**

The vast majority of Americans participate in some fitness or recreational physical activity. The Physical Activity Council released the 2011 Sports, Fitness and Recreation Participation Overview Report based on a survey that measured participation in 117 sports, fitness and recreation activities. The report concluded that 76 percent of Americans age six and over (216.5 million people). The report also determined that many Americans engaged in socially based exercise activities at health clubs.

The table on the following page identifies 10-year trends in sports participation among Americans seven years of age and older as reported by the National Sporting Goods Association Sports Participation in 2010. During 2010 those sports and recreation activities enjoying the highest level of participation included exercising walking (114.1 million); aerobic exercising (58.6 million); running/jogging (49.4 million); bicycle riding (39.3 million); exercising with equipment (38.6 million); and hiking (32.5 million). Sports and recreational activities that showed the greatest gains in participation from 2000 to 2010 included running/jogging (57.4%); tennis (45.7%); exercise walking (25.4%);band exercising with equipment (20.1%).

Those sports and recreational activities that will be expanded within the Veterans Athletic Complex are highlighted in gray. Participation levels in 2010 were reported at nearly 14.1 million for soccer, 14.7 million for baseball, and 8.4 million for slow pitch softball. These participation rates bode well for the need/demand for the athletic facilities planned for expansion of the Veterans Athletic Complex.

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#### Ten-Year History of Sports Participation Among Americans Seven Years of Age and Older

	Participation	(in 000's)	%	
Sport	2010	2000	Change	
Exercise Walking	114,068	90,982	25.4%	
Exercising with Equipment	38,618	32,144	20.1%	
Swimming	17,145	16,141	-1.7%	
Camping	30,996			
Bicycle Riding	39,320			
Bowling	55,877	51,938	7.6%	
Aerobic Exercising	58,648	55,960	4.8%	
Hiking (Day)	32,496	30,051	8.1%	
Running/Jogging	49,408	31,398	57.4%	
Fishing	38,860	43,696	-11.1%	
Weight Lifting	27,339	24,800	10.8%	
Basketball	26,304	26,215	0.3%	
Billiards/Pool	39,385	46,336	-15.0%	
Golf	26,122	28,844	-9.4%	
Yoga	21,886			
Sailing	3,869	4,405	-12.2%	
Hunting and Firearms	18,212			
Soccer	14,075			
Table Tennis	19,446	12,712	53.0%	
Baseball	14,661	15,848	-8.1%	
Tennis	18,903	12,974	45.7%	
Backpack	8,349	6,637	9.2%	
Softball (Slow Pitch)	8,429	13,577	-37.9%	
Volleyball (Court)	7,346			
Football (Tackle)	6,905	8,229	-16.1%	
Skateboarding	6,808	9,859	-30.9%	
In-Line Roller Skating	7,980	21,912	-63.3%	
Alpine Skiing	11,504			
Mountain Biking	7,161			
Archery	6,319	6,285	0.5%	
Snowboarding	8,196			
Kayaking	6,465			
Hunting with Bow & Arrow	3,908	4,633	-15.6%	
Water Skiing	4,836	8,768	-44.8%	
Gymnastics	4,815	4,876	-1.2%	
Ice Hockey	2,145	2,432	-11.8%	
Wrestling	2,089	3,743	-44.2%	
Cross Country Skiing	4,530			

Source: National Sporting Goods Association Sports Participation in 2010.

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#### Soccer Participation

Over the past 25 years soccer participation in America has grown significantly and now trails only football, baseball, and basketball in nearly all statistical measures of popularity. According to *FIFA World Football Big Count*, nearly 24.5 million people play soccer at some level in the United States, second only to China. U.S. Youth Soccer published that 3,055,148 youth players officially registered with U.S. Soccer in 2014, up 89 percent since 1990. During 2014, 21,787 players in Nebraska were registered with U.S. Youth Soccer.



According to Statista, the number of participants in United States high school soccer increased from 747,955 in 2009-10 to 821,851 by 2015-16, an increase of 9.9 percent. Boy's high school soccer participation during this seven year period rose by 12.4 percent.



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The increasing popularity of soccer and high participation rates in the United States bodes well for the potential of building and supporting the soccer facilities planned for the Veterans Athletic Complex.

#### **Baseball and Softball Participation**

Research conducted by the Sports and Fitness Industry Association (SFIA) revealed that during 2016 baseball and softball had nearly 25 million combined individuals participating in the sports. This is the highest participation number of any sport in the United States. SFIA also reported that during 2016, overall baseball participation increased by 7.7 percent and slow-pitch softball participation increased by 8.1 percent, with casual participation in both baseball and slow-pitch softball showing the highest growth.

#### **Existing Athletic Facilities**

The Grand Island Parks & Recreation Department was consulted to identify public athletic facilities in Grand Island. As summarized in the table below, the twelve existing athletic facilities operated by Grand Island Parks & Recreation collectively include 18 baseball/softball fields, four soccer fields, eight basketball courts, 16 tennis courts, and four volleyball courts.

Park Facility	Baseball Fields	Soccer Fields	Basketball Courts	Tennis Courts	Volleyball Courts
Fark Facility	TIERUS	Tielus	Courts	Courts	Courts
Ashley Park	1				
Buechler Park				2	
Cedar Hills Park			1		
Community Fieldhouse		1	2		4
George Park	4		1	2	
Grace Park	1			2	
Lions Club Park			1		
Pier Park	2			2	
Ryder Park	6			5	
Sothman Park			2	1	
Stolley Park			1	2	
Veterans Athletic Complex	4	3			
Totals	18	4	8	16	4

**Grand Island Parks & Recreation Athletic Facilities** 

Source: Grand Island Parks & Recreation.

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#### **Facilities Needs Assessment**

The Veterans Athletic Complex is designed for the construction of additional baseball and soccer fields. The lighting for the baseball fields has already been installed.

National standards are useful to ensure a minimum standard is achieved in the provision of parks and recreation areas. The *Park, Recreation, Open Space and Greenway Guidelines* published by the National Recreation and Park Association ("NRPA") are the most commonly used spatial and need standards for determining the needs and design of recreational facilities. The standards are based on a national survey of American municipalities of all sizes and geographic regions. These standards provide a measure for determining the amount of park and recreation space required to meet the needs and desires of residents and visitors.

Facility needs assessment is quantified based on the number of facilities per 1,000 residents. According to the *Park, Recreation, Open Space and Greenway Guidelines* athletic facility need standards include 1.0 baseball per 10,000 residents and 1.0 soccer field per 10,000 residents.

The 2017 population of Hall County is estimated at 61,705 people. Grand Island serves as central Nebraska's principal economic and retail center. Esri Business Analyst estimates the current population on the Grand Island MSA at 86,970 residents. Based on the *Park, Recreation, Open Space and Greenway Guidelines* the trade area can currently support 18 baseball fields, nine soccer fields, 18 basketball courts, 44 tennis courts, and 18 volleyball courts. These demand forecasts do not take into consideration tournament play originating from outside of the Grand Island MSA.

The existing supply of athletic facilities in Grand Island was compared to facility needs standards to determine whether additional athletic facilities can be supported. As the table below illustrates, Grand Island is under-supplied by five soccer fields, ten basketball courts, 28 tennis courts, and 18 volleyball courts. The shortage of local soccer fields suggests the Veterans Athletic Complex can easy support the construction of additional soccer fields. While the national standards indicate no demand for additional baseball fields currently exists in Grand Island, the six planned new fields will enable the Veterans Athletic Complex to host local and regional baseball and softball tournaments, thus servicing an expanded geographic trade area. Therefore, the findings of this study conclude that sufficient demand exists to warrant the construction of additional baseball and soccer fields within the Veterans Athletic Complex.

#### Grand Island Sports Facilities Supply/Demand Analysis

Athletic Facility	Existing Facilities	Demand Standard	Trade Area Population	Supportable Facilities	Surplus/ Shortage
Baseball Field	18	1 per 5,000	86,970	18	0
Soccer Field	4	1 per 10,000	86,970	9	-5
Basketball Court	8	1 per 5,000	86,970	18	-10
Tennis Court	16	1 per 2,000	86,970	44	-28
Volleyball Court	4	1 per 5,000	86,970	18	-14

#### **Retail Market Analysis**

The *Retail Market Analysis* portion of the report evaluates directly competitive retail market trends impacting the Veterans Home property, with the intent of quantifying future demand for commercial space and identifying possible redevelopment opportunities.

#### **Grand Island Retail Market Overview**

The City of Grand Island provided actual sales tax receipts for fiscal years 2011-2012 through 2016-2017. The bar chart below provides an illustration of historical fiscal year trends in the City's sales tax receipts.



Throughout the past five fiscal years sales tax receipts collected by the City of Grand Island have increased by 12.6 percent. Sales tax collections for the City of Grand Island were reported at approximately \$14.6 million in fiscal year 2011-12. By fiscal year 2015-16 taxable receipts reached a high of \$16.4 million. Through the first eight months of fiscal year 2016-17 sales tax receipts were up just 0.49 percent over the same 8-month timeframe during the prior fiscal year. The steady gains in sales tax collections are an indication of Grand Island's regional retail draw.

Historically retail sales volumes in the City of Grand Island have remained relatively stable throughout the year. The bar chart on the following page depicts monthly sales tax collections for fiscal year 2015-16 (accounts for a 2-month lag from the month the sales taxes are collected and the month they are received by the City). On a quarterly basis there was little variation in sales tax collections ranging from a low of \$3.8 million during the first quarter (23.0% annual share) to a high of \$4.24 million during the fourth quarter (25.9% annual share) which is the traditional holiday season marked by above average retail sales. December generated the highest sales tax collections of \$1.7 million.

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The City of Grand Island supports two principal retail corridors. Locust Avenue south of Bismark Road represents the older commercial corridor featuring a mix of chain restaurants, strip centers, and hotels. Highway 281 on the far west side of Grand Island from U.S. Highway 30 north to Capital Avenue represents the new retail corridor with large-scale shopping centers such as Northwest Commons, Eagle Run, Grand Corners, and Conestoga Mall anchored by national big-box retailers. Notable retailers operating along Highway 281 include Walmart, Sam's Club, Dillard's, JC Penney, Sears, Best Buy, Kohl's, TJ Maxx, Home Depot, and Menards. While some redevelopment activity has occurred along the south Locust Avenue Corridor, the Highway 281 corridor remains the preferred location for new retailers entering the Grand Island market.

#### Highway 281 Corridor Major Retailers

Department Stores	Major Anchors	Junior Anchors	Restaurant Chains
Dillard's	Walmart	Dick's Sporting Goods	Applebee's
JC Penney	Sam's Club	Hibbett Sports	Buffalo Wild Wings
Sears	Home Depot	Petco	Perkins
Younkers	Menard's	Kohl's	Red Lobster
		TJ Maxx	Ruby Tuesday
		Gordmans	Sonic
		Golf USA	Taco Bell
		Ashley Homestore	Texas Roadhouse
		Best Buy	Wendy's
		Burlington	
		Hobby Lobby	
		Office Max	

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Located on Highway 281 between State Street and Capital Avenue, Northwest Commons is a redevelopment of the original enclosed Grand Island Mall. In addition to three new outparcels, the development includes in excess of 150,000 square feet of junior anchor and shops space designed with a "main street" layout. The center is anchored by Dick's Sporting Goods, Hibbett Sports, Shopko, Petco, Harbor freight, and Burlington (coming soon).

The Eagle Run shopping center at Highway 281 and Faidley Avenue is anchored by Home Depot and Gordmans, and Ashley Homestore. Outparcels are occupied by Buffalo Wild Wings, Olive Garden, Panda Express, Panera Bread, and Ruby Tuesday.

The 545,000 square foot Conestoga Mall located at Highway 281 and 13<sup>th</sup> Street is anchored by Dillard's, JC Penney, Sears, Younkers, and Best Buy. Conestoga Mall is the largest regional mall between Lincoln, Nebraska and Denver, Colorado, attracting 3.7 million shoppers annually.

#### **Trade Area Capture**

Information about a community's retail trade area can help assess the ability of local merchants to attract and capture the retail business of local residents. The trade area capture ("TAC") is an estimate of the number of people who shop in the local area during a certain period. TAC assumes that local residents will buy goods at the same rate as the state average, and that the only force that causes a variation in spending patterns is income. The formula for calculating TAC is:

TAC = <u>Community's Actual Retail Sales</u> State Per Capita Sales X Community's Per Capita Income/State Per Capita Income

If the TAC estimate is larger than the community's population two explanations are possible: 1) the community is attracting customers outside its boundaries or 2) residents of the community are spending more than the state average. If the estimate is smaller than the community's population: 1) the community is losing its customers to other regions for retail purchases or 2) residents of the community are spending less than the state average.

According to the U.S. Census Bureau, Grand Island's July 1, 2016 population was estimated at 51,517 residents with a per capita income of \$23,144. Annual retail sales and population levels equate to per capita sales for Grand Island of \$27,662.

The U.S. Census estimated the July 1, 2016 population for Nebraska at 1,907,116 residents, per capita income of \$27,822, and per capita retail sales of \$16,422.

Trade Area Capture = 
$$\frac{\$1.425.080,239}{\$16,422 x (\$23,144 / \$27,822)} = 104,319$$
 Residents

The City of Grand Island's resident population of 51,517 and estimated TAC of 104,319 residents illustrates the city's regional retail draw. Grand Island's large concentration of big-box retailers that operate along the Highway 281 corridor and distance to alternative shopping destinations in Lincoln and Omaha accounts for the high trade area capture.

#### **Retail Pull Factor**

Pull factors ("PF") measure a community's ability to attract shoppers, residents and nonresidents alike, to make retail purchases within the community. A pull factor is a measure of the strength of a community's retail trade, based on a comparison of local spending in relation to that of a wider geographic area (e.g. the state), with a measure of 1.0 representing a perfect balance. A pull factor greater than 1.0 indicates that the community is pulling in retail sales from beyond its boundaries and the balance of trade is favorable. Alternatively, a pull factor less than 1.0 indicates that the community is not capturing local shoppers and is experiencing retail sales leakage. Pull factors are calculated by dividing the TAC by the community's population.

> PF = <u>Trade Area Capture</u> Community Population

Grand Island's pull factor was calculated by dividing the TAC population of 104,319 by the estimated resident population of 51,517. The net result is a pull factor of 2.02, translating into a retail sales capture at a rate equivalent to twice that of the statewide average. This pull factor suggests that Grand Island attracts half its customers and retail sales from outside the city boundaries.

#### **Retail Sales Gap Analysis**

The *Retail MarketPlace Profile* published by Esri Business Analyst identifies opportunities for additional retail store types in the Grand Island MSA. The report data is derived from two major sources. The demand data is derived from the Consumer Expenditure Survey published by the U.S. Bureau of Labor Statistics while the supply data is provided by the Census of Retail trade. Retail establishments are classified into 27 industry groups in the retail trade sector and four industry groups within the food services and drinking establishments. The difference between demand and supply represents the opportunity gap or surplus available for each retail category in the specified reporting geography. When the demand is greater than the supply there is an opportunity gap for that retail category. A positive value signifies an opportunity gap, while a negative value signifies a surplus.

The *Retail MarketPlace Profile* indicates that the Grand Island MSA supports a retail sales surplus of approximately \$437 million. The surplus in sales is a result of the Highway 281 corridor's large inventory of retail space and strong regional draw, and does not suggest additional sales aren't supportable. The estimated retail potential and actual retail sales by retail category for the Grand Island MSA are identified in the table on the following page.

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#### Opportunity Gap by Retail Category Grand Island MSA, Nebraska

	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap/Surplus
	(notain rotoritiary	(Notali Galocy	Capiourpius
Total Retail Trade	\$1,027,016,240	\$1,463,620,066	-\$436,603,826
Total Retail Trade and Food & Drink	\$1,127,729,576	\$1,559,380,349	-\$431,650,773
Total Food & Drink	\$100,713,336	\$95,760,283	\$4,953,053
Industry Group (Leakage/Surplus)			
Furniture	\$19,397,443	\$15,915,443	\$3,482,000
Home Furnishings	\$6,481,679	\$9,515,591	-\$3,033,912
Electronics & Appliances	\$36,835,098	\$46,083,830	-\$9,248,732
Building Materials	\$65,726,407	\$117,209,142	-\$51,482,735
Lawn & Garden	\$7,712,884	\$12,703,525	-\$4,990,641
Grocery Stores	\$168,272,493	\$86,413,383	\$81,859,110
Beer, Wine & Liquor	\$9,579,765	\$4,850,962	\$4,728,803
Health & Personal Care	\$64,312,581	\$50,240,028	\$14,072,553
Clothing Stores	\$23,596,661	\$25,673,575	-\$2,076,914
Shoes Stores	\$4,733,021	\$10,130,295	-\$5,397,274
Jewelry & Luggage	\$7,327,707	\$4,629,363	\$2,698,344
Books & Music Stores	\$3,698,805	\$0	\$3,698,805
Department Stores	\$132,543,952	\$155,239,188	-\$22,695,236
Florists	\$1,705,447	\$2,704,038	-\$998,591
Office Supplies	\$12,119,009	\$5,800,511	\$6,318,498
Food Services & Drinking Places	\$100,713,336	\$95,760,283	\$4,953,053

Within the Grand Island MSA those retail categories capable of supporting additional sales include furniture; grocery stores; beer, wine, and liquor stores; health and personal care stores; jewelry and luggage stores; books and music stores; and food services and drinking places. Again, Grand Island's strong retail pull factor yields well above average retail sales volumes and the potential to support additional retail sales.

#### **Retail Space Demand Estimates**

A *Retail Market Analysis* quantifies a particular trade area's potential to increase its inventory of occupied shop space over a specified period of time. This section of the study provides retail space demand estimates from 2017 to 2030 for the Grand Island MSA.

Supportable retail sales are a function of consumer population and income levels. A trade area's total income is calculated by multiplying the total trade area population by the per capita personal income. Purchasing power, or total sales potential of the trade area, is then quantified by applying average retail expenditures as a percentage of total income.

Esri Business Analyst estimated the current Grand Island MSA population at 86,970 residents and per capita income at \$25,596, yielding total personal income of approximately \$2.2 billion. Based on the U.S. retail and food services (excluding automobile and parts sales) spending rate equivalent to 30 percent of total personal income as reported by the U.S. Census Bureau Annual Retail Trade Survey, retail sales supportable by Grand Island MSA residents are estimated at approximately \$244 million annually. By applying the FY 2016 retail pull factor for Grand Island of 2.02, retail sales attributed to both residents and out-of-town visitors are estimated at approximately \$1.35 billion.

Retail sales for the Grand Island MSA trade area are estimated at approximately \$1.56 billion in 2016, translating into retail sales surplus of \$210 million and the inability to support additional new retail space supply. By 2030, despite a forecast growth in annual retail sales of over \$175 million, a retail surplus estimated at \$35 million will continue to restrict the ability to feasibly support additional construction of new commercial space over the next five years.

#### Estimated Retail Space Demand; 2017 - 2022 Grand Island MSA Trade Area

		Growth
Retail Sales Formula	2017	2017-22
Resident Population	86,970	9,303
Per Capita Income	\$25,596	\$31,056
Total Gross Personal Income	\$2,226,084	\$288,913,968
% Income Spent on Goods & Food Services	0.30	0.30
Supportable Non-Automotive Retail Sales by Grand Island MSA Residents	\$667,825,236	\$86,674,190
Grand Island FY 2016 Retail Full Factor	2.02	2.02
Supportable Retail Sales by Out-of-Town Visitors	\$681,181,741	\$88,407,675
Total Supportable Non-Automotive Retail Sales	\$1,349,006,977	\$175,081,865
Less: CY 2016 Grand Island MSA Non-Automotive Retail Sales	(\$1,559,380,349)	
Potential Capture of Additional Non-Automotive Retail Sales	(\$210,373,372)	(\$35,291,507)
Average Retail Sales Per Sq. Ft.	\$225	\$273
Supportable Additional Retail Space (Sq. Ft.)	0	0

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#### **Site Evaluation**

Retail developers and major retailers evaluate potential sites based on a series of site specific criteria. Common selection criteria when evaluating prospective development sites include parcel size, visibility and exposure, accessibility, traffic counts, trade area demographics, and direct competition. Using these site selection criteria the Veterans' Home property was evaluated for the potential for support retail development.

#### Parcel Size

The Veterans' Home property consists of approximately 640 acres of land. Based on retail format criteria published by the International Council of Shopping Centers the property possesses sufficient size to accommodate development of a wide variety of shopping center formats, including strip center, neighborhood center, community center, and power center. The constraint in facilitating anchored shopping center development is that all four section-line corners possess existing land uses that will remain, including the Veterans' Cemetery at the corner of Capital Avenue and Webb Road, the Veterans' Club at Capital Avenue and Broadwell Avenue, a pond/lake at Airport Road and Broadwell Avenue, and single family housing at Airport Road and Webb Road. Old Highway 2 through the property also does not provide a viable development site for an anchored shopping center.

#### **Visibility**

Visibility and exposure have a significant influence on a shopping center's achievable retail sales volumes. All shopping center types should possess major arterial frontage with lifestyle and power centers preferring a freeway or highway location. National and regional big-box retailer, restaurant, convenience store and bank chains also require major arterial frontage.

The Veterans' Home property occupies a full section of land bounded by four major arterials, including Airport Road to the north, Capital Avenue to the south, Broadwell Avenue to the east, and Webb Road to the west. In addition, Old Highway 2 runs east-west through the center of the property. Frontage onto these major arterial roads will provide the Veterans' Home property with the necessary visibility and exposure to accommodate construction of a variety of anchored shopping center formats.

#### **Accessibility**

Strip centers and outparcels rely on an efficient local transportation network that typically includes a mix of major and minor arterial streets.

The Veterans' Home property location via the adjacent major arterial roads and Highway 281 one-quarter mile to the west provides the necessary local and on-site access to support anchored shopping center development.

#### **Traffic Counts**

The vehicular traffic counts on arterial streets that flow past the site are important when evaluating a potential lifestyle center site. Average daily traffic counts for 2013 reported by the Nebraska Department of Transportation past the Veterans' Home property are 8,935 to 9,270 vehicles on Capital Avenue between Webb Road and Broadwell Avenue; 4,640 vehicles on Broadwell Avenue north of Capital Avenue; and 1,890 vehicles on Webb Road north of Capital Avenue.

#### Trade Area Demographics

The Grand Island MSA supports a current population of 86,970 residents and a median household income of \$50,882. The large and growing adolescent population is sufficient for supporting the sales of apparel and accessories; groceries; sporting goods; music; home electronics; eating and drinking places; and general merchandise. The large population ages 25 to 44 are in their principal consumer years, favors hardware; furniture and home furnishings; home electronics; department stores; and eating and drinking places. The growing senior population generates demand for medical goods and services. Over 30 percent of households earn \$75,000 or more per year that is ideal for supporting above average per capita retail sales. These consumption patterns and demographic characteristics bode well for the potential of Grand Island to support a diverse retail market.

#### **Competition**

The Veterans' Home property is located with the City of Grand Island that serves as central Nebraska's principal retail destination. Highway 281 located just west of the Veterans' Home property is the city's premiere retail corridor housing such major national retailers as Walmart, Sam's Club, Kohl's, JC Penney, Sears, Dick's Sporting Goods, Home Depot, Menard's, Best Buy, and TJ Maxx.

#### **Conclusions**

The site evaluation determined that the Veterans' Home property is not an appropriate location for future anchored shopping center development. While the property offers the necessary size, visibility, accessibility, exposure, and trade area demographics, site characteristics that hamper the property as a viable anchored shopping center site include the absence of a commercial corridor location and the lack of section-line corner development sites. Viable retail formats associated with the Veterans' Athletic Complex and a possible on-site business park would be limited to food and beverage and businesses services housed in small freestanding retail buildings or incorporated into multi-tenant office and light industrial buildings.

#### **Employment Market Analysis**

This section of the study evaluates directly competitive employment-related market conditions in the Grand Island by identifying the mix of office and industrial businesses operating in the primary market area; quantifying employment-related space demand; and evaluating prospective development sites. The goal is to identify current and future opportunities to support employment-related development at the Veterans' Home property.

#### **Employment-Related Business Mix**

According to *Esri Business Analyst*, a total of 3,975 businesses operate within the Grand Island MSA employing 49,588 workers. For the purpose of this analysis employment-related businesses are defined as professional services, healthcare services, and industrial-related businesses.

Employment-related businesses operating in the Grand Island MSA include 399 professional services businesses, 185 health services businesses, and 563 industrial-based businesses, accounting for 28.9 percent of all businesses. Collectively, these 1,147 employment-related businesses support 18,934 jobs, or 38.2 percent of the MSA total. Leading professional businesses in the Grand Island MSA include real estate, insurance, and banks and lending institutions. Industrial-based businesses include transportation, wholesale trade, manufacturing, communications, and utilities.



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The table below provides a comparison of the primary market area's professional, healthcare and industrial business mix by NAICS Code with that of the State of Nebraska. An estimated 28.9 percent of all businesses operating in the Grand Island MSA are employment-related, compared to 29.0 percent for the State of Nebraska.

When compared to the State of Kansas, the Grand Island MSA supports an above average concentration of banking, manufacturing, and transportation businesses. The higher dependence on manufacturing and transportation stems from Grand Island's central location and convenient access to highways, rail, and air service. Those business sectors where the Grand Island supports a below average percentage of businesses include insurance, real estate, and healthcare.

#### Comparison of Employment-Related Business Mix Grand Island MSA vs. State of Nebraska

	Grand Islan	Grand Island MSA		raska
	# of	% of	# of	% of
NAICS Code	Businesses	Total	Businesses	Total
Professional Office Businesses				
Banks & Lending Institutions	88	2.2%	1,619	2.0%
Securities	41	1.0%	879	1.1%
Insurance	103	2.6%	2,268	2.8%
Real Estate	126	3.2%	2,821	3.5%
Legal Services	41	1.0%	1,045	1.3%
Medical Office Businesses				
Healthcare Services	185	4.7%	4,520	5.6%
Industrial-Related Businesses				
Manufacturing	144	3.6%	2,483	3.1%
Transportation	196	4.9%	3,046	3.8%
Communications	39	1.0%	725	0.9%
Utilities	16	0.4%	471	0.6%
Wholesale Trade	168	4.2%	3,493	4.3%
Totals	1,147	28.9%	23,370	29.0%

Source: Esri Business Analyst.

The Grand Island MSA supports several key industries, including transload and logistics, distribution and warehousing, manufacturing, and agriculture and agribusiness.

Grand Island's central location within the United States and convenient highway and rail access provides opportunities for transload and logistics operations. Major hubs such as Chicago, Dallas, Denver, Minneapolis, and St. Louis can be reached by vehicle within one business day and by railroad within two to five days. Central Nebraska Transload, GIX Logistics, Grand Island Express, and Sunrise Express are examples of transloading and logistics companies operating in the Grand Island MSA.

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For the same reasons that the Grand Island MSA supports transloading and logistics operations distribution and warehousing companies play a major role in the local economy. Eagle Distributing, Nebraskaland Distributors, TOBA Inc., the Thompson Company, FedEx, and Eakes Office Plus are examples of distribution centers in Grand Island.

Manufacturing represents a growing segment of the Grand Island MSA economy. Notable manufacturing companies operating in the Grand Island MSA include JBS, Hornady Manufacturing, Chief Industries, and McCain Foods.

The largest private-sector employers in Grand Island include JBS (3,200 employees), CHI Health St. Francis (1,300 employees), Hornady Manufacturing (751 employees), CNH Industrial America (722 employees), Walmart (662 employees), Chief Industries (650 employees), McCain Foods (550 employees), and Principal (484 employees).

To illustrate the level of recent employment-related construction activity annual trends in commercial building permit activity are depicted in the bar chart below. It must be noted that the commercial building permit activity also includes retail businesses. From 2009 through 2016 new commercial construction peaked in 2011 when 59 permits were issued. Since 2011 new commercial construction volumes have declined steadily reaching a low of just nine permits issued in 2016.



#### **Industrial and Business Parks**

Several active and proposed industrial parks operate within the Grand Island MSA. Business parks featuring an integrated master plan featuring a mix of light industrial, flex space, office space, and common area amenities currently do not exist in the Grand Island MSA. The text to follow identifies active and proposed industrial parks in the Grand Island area.

#### **Platte Valley Industrial Park**

Located at the northeast corner of U.S. Highway 281 and Wildwood Drive at the south end of Grand Island, the Platte Valley Industrial Park is owned by the Grand Island Area Economic Development Corporation. The industrial park is improved with roads and utilities with 16 businesses in operation, including Eagle Distributing, Nebraskaland Distributors, Nebraska Truck Center, Cleary Building Corporation and Midway Wholesale. Three lots totaling 18.24 acres remain available for sale and development within the Platte Valley Industrial Park.

#### **Platte Valley Industrial Park East**

Also owned by the Grand Island Area Economic Development Corporation, the Platte Valley Industrial Park East is located immediately adjacent to the Platte Valley Industrial Park. City infrastructure such as water, sewer, electricity and a paved road are available to the 433-acre parcel, but the site has yet to be subdivided and improved with on-site streets and utilities. Rail lined serviced by Union Pacific Railroad are adjacent to the site allowing for rail expansion and utilization. The property has been declared blighted and substandard, allowing for the use of tax increment financing. Henricks has purchased a 20-acre parcel within the park and is planning a 60,000 square foot building.

#### Platte Valley Industrial Park Homestead

Across the street from the Platte Valley Industrial Park East is the 158-acre Homestead property. City infrastructure is also available to the property which is currently under agricultural use.

#### Cornhusker Industrial Park

The Grand Island Area Economic Development Corporation has ownership of this 260-acre parcel located outside of the Grand Island city limits approximately a 15 minute drive west of downtown. The property is the former site of the Cornhusker Army Ammunition Plant and is currently under agricultural use. The site is serviced by both the Burlington Northern Santa Fe and Union Pacific rail roads with a short line connecting the two.

#### Energy Park

The Southern Power District owns 652 acres available for development at the former Cornhusker Ammunition Plant located on West Old Potash Highway two miles west of Grand Island. The property has been cleaned up by the U.S. Army Corps of Engineers. The Southern Power District's vision is to develop the property with companies that possess significant energy needs.

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#### Airport Business and Technology Park

The Hall County Airport Authority is owner of the Airport Business and Technology Park located adjacent to the Central Nebraska Regional Airport. On-site infrastructure is in place and rail service to the property is provided by Union Pacific. The park is currently home to over 20 businesses. Approximately 185 acres of land remains available for development within the Airport Business and Technology Park.

To conclude, six industrial parks are currently being actively marketed in the Grand Island area to prospective businesses. The Platte Valley Industrial Park and the Airport Business and Technology are the only properties that have been subdivided, improved and house businesses. Both are standard industrial parks with no comprehensive planning, mixed-use development, or common amenities. Approximately 200 acres remains available for future development within these two industrial parks. The four undeveloped parcels of industrial land in the Grand Island area collectively possess approximately 1,500 acres of raw land.

#### **Forecast Space Demand**

Professional office, medical office, and industrial space demand projections for the Grand Island MSA through the year 2030 provide an understanding of future market conditions directly impacting the feasibility of new employment-related development supportable on the Veterans' Home property.

#### **Professional Office Space**

The demand for professional office space is closely correlated with expansion in office space using employment sectors. Future demand for professional office space was forecast utilizing an occupational employment-driven model. This model was designed using the variables of increased employment in categories of economic activity typically associated with demand for office space and average space requirements per employee. A share of regional demand is assigned to the submarket (and specific project) on the basis of location, competition, access, project scale, etc.

The U.S. Department of Labor defines office employment as jobs in the information, financial activities, and professional and business services industries. According to the *County Business Pattern* published by the U.S. Census Bureau, as of July 2015 employment in Hall County for the office using sectors of information; finance, insurance and real estate; legal; professional, scientific and technical services; management; and administrative and support services was reported at 3,988 jobs, or 13.1 percent of total employment. According to the *Business Summary Report* published by Esri Business Analyst, the office-based jobs currently account for 13.4 percent of the Grand Island MSA employment, or 6,653 jobs.

According to the *County Business Patterns* from 2002 through 2015 the Grand Island MSA added just 325 new office-related sector jobs. Hall County accounted for over 83 percent of the MSA office-related job growth over the 14 year timeframe. Based on these historic employment trends, forecast population growth and demographic characteristics, from 2017 through 2030 office-related job growth in the Grand Island MSA is projected to increase at an average annual rate of 0.5 to 1.0 percent, yielding approximately 340 to 700 new jobs.

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#### Office-Based Employment Trends Grand Island MSA; 2002 to 2015

	Employment			
Employment Sector	2002	2015	Variance	
Information	527	312	-215	
Finance & Insurance	1,843	1,546	-297	
Real Estate	185	346	161	
Professional Services	624	803	179	
Management	0	119	119	
Administrative & Support	1,149	1,527	378	
Totals	4,328	4,653	325	

Source: County Business Patterns, U.S. Census Bureau.

Office space demand created by the future growth in office-related employment was forecast by applying standard job creation ratio outlined in the *Development Impact Assessment Handbook* published by the Urban Land Institute ("ULI") of 1.0 job per 250 square feet of office space. This job creation rates account for both owner-occupied and speculative office space. Recent office space planning trends has resulted in a decline in the average space per employee of approximately 200 square feet.

Based on a per capita space requirement of 200 square feet, from 2017 through 2030 officerelated job growth in the Grand Island MSA is projected to support the demand for approximately 68,000 to 140,000 square feet of both owner-occupied and speculative office space. The table below depicts the professional office space demand projections for the Grand Island MSA through 2030.

#### Forecast Professional Office Space Demand Grand Island MSA; 2017 to 2030

	Moderate Scenario	Optimistic Scenario
Grand Island MSA		
Office-Related Employment Growth	340	700
Net Office Space Demand (Sq. Ft.)	 68,000	140,000

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#### Medical Office Space

Strong demand for medical services has created a boom in medical office buildings that carried beyond the peaking of the traditional commercial office market in 2007. Medical office construction has spilled over into fast-growing suburbs and has followed the outmigration of hospitals and the growth in outpatient facilities. Indeed, medical office buildings are somewhat tethered to hospital facilities providing convenience for physicians and patients alike. The demand for new medical office space is also being driven by advances in medical technology that require infrastructure not available in many existing office buildings.

Medical office space demand is a function of expansion in medical practices and associated needs, which is related to growth in population. While population growth trends are associated with economic trends, the fluctuations are less pronounced and demand for this market segment is considered to be less cyclical. The demand for medical office space is typically highly specific geographically, with healthcare services gravitating to locations at or near hospitals.

Demand for medical office space is forecast via a methodology that includes a determination of medical employment per capita for the trade area which is then multiplied by the average square footage required per medical employee to derive a total medical office square footage per capita coefficient. This local area coefficient is applied to current (future) estimates of area population to generate an estimate of current (future) medical space demand, excluding demand related to acute care hospitals and other more specialized surgical centers.

According to the *Business Summary Report* published by Esri Business Analyst, current healthcare employment in the Grand Island MSA totals 6,765 jobs, or 13.6 percent of total employment. Esri Business Analyst forecasts the Grand Island MSA's current resident population of 86,970 people to reach 90,400 by 2022. The *Development Impact Assessment Handbook* publishes a job creation rate of 1.0 job per 250 square feet of medical office space. These economic indicators translate to an average of 19.4 square feet of medical office space per every resident of the Grand Island MSA. For the purpose of this report, a per capita rate of 18 to 20 square feet was utilized.

The Grand Island MSA population is forecast to increase by 9,300 residents through 2030, generating the demand for an estimated 167,400 to 186,000 square feet of medical office space.

#### Forecast Medical Office Space Demand Grand Island MSA; 2017 to 2030

	Moderate Scenario	Optimistic Scenario
Grand Island MSA		
Forecast Population Growth	9,300	9,300
Medical Office Space Demand (Sq. Ft.)	167,400	186,000

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#### **Industrial Space**

The demand for industrial space is a function of employment, investment and technology. The U.S. Department of Labor defines industrial employment as jobs in the manufacturing, wholesale trade, and transportation and warehousing industries.

According to the *Business Summary Report* published by Esri Business Analyst, industrial-based jobs currently account for 19.4 percent of the Grand Island MSA employment, or 9,617 jobs.

The majority of the region's industrial-based employment is located in the City of Grand Island (Hall County). To illustrate, according to the *County Business Patterns 2015* published by the U.S. Census Bureau, during 2015 in Hall County the manufacturing, wholesale trade, and transportation and warehousing sectors accounted for one-third of total employment.

According to the *County Business Patterns* from 2002 through 2015 the Grand Island MSA County added 1,725 new industrial-based jobs. Hall County accounted for all the job growth, adding 1,932 industrial based jobs over the 14-year timeframe. Based on these historic employment trends, forecast population growth, and demographic characteristics, from 2017 through 2030 industrial-based job growth in the Grand Island MSA is projected to increase at an average annual rate of 1.1 percent to 1.3 percent, yielding approximately 1,970 to 2,360 new jobs.

#### Industrial-Based Employment Trends Grand Island MSA; 2002 to 2015

	Employment				
Employment Sector	2002	2015	Variance		
Manufacturing	6,887	7,816	929		
Transportation & Warehousing	1,205	1,877	672		
Wholesale Trade	2,083	2,207	124		
Totals	10 175	11 900	1 725		

Source: County Business Patterns, U.S. Census Bureau.

Space demand created by the future growth in industrial-related employment was forecast by applying standard job creation ratio of 1.0 job per 500 square feet of industrial park space. This job creation rates account for both owner-occupied and speculative industrial space.

Based on a per capita space requirement of 2,500 square feet, from 2017 through 2030 industrialbased job growth in the Grand Island MSA is projected to support the demand for approximately 985,000 to 1,180,000 square feet of both owner-occupied and speculative industrial space.

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#### Industrial Space Demand Forecasts Grand Island MSA; 2017 to 2030

	Moderate	Optimistic
	Scenario	Scenario
Grand Island MSA		
Industrial-Based Employment Growth	1,970	2,360
Industrial Space Demand (Sq. Ft.)	985,000	1,180,000

#### Site Evaluation

A feasible employment-related development site possesses the following characteristics: excellent location and access; appropriate parcel size and shape; availability to a large and diverse labor pool; proximity to customers; and compatibility with surrounding land uses. Suburban office development tends to gravitate to convenient freeway locations and/or mixed-use environments that provide the needed support services (i.e., restaurants, retail goods, lodging and entertainment) and prestigious business image. Industrial development also tends to concentrate adjacent to major hospitals. The Veterans' Home property has been evaluated for its potential to support employment-related development.

#### Location and Access

The Veterans' Home property is located at the northern edge of Grand Island in the path of urban growth. Despite convenient access to U.S. Highway 281, the property's northern location places constraints for attracting manufacturing, distribution, and warehousing companies. The southern portion of Grand Island remains the area's dominant industrial location given the convenient access to Interstate 80 and rail service. The property location as a technology and office business location is suitable, particularly if a business park environment is created. The property's close proximity to the Veterans' Hospital is not expected to generate significant demand for on-site medical uses.

The U.S. Highway 281 retail corridor is located one-quarter mile to the west providing convenient access to shopping, entertainment, and personal and business services. Both for-sale and rental housing is available within the immediate neighborhood.

Vehicular access to the property is excellent with on-site access provided by the adjacent major arterial street with regional access provided via U.S. Highway 281 and Interstate 80. The Central Nebraska Regional Airport is also within convenient access providing both commercial and private air service.

#### Site Characteristics

As a prospective employment-related development site the Veterans' Home property benefits from a large inventory of land, availability of infrastructure, presence of adjacent major arterial roads, and on-site recreational uses. The property's large inventory of land provides the opportunity to support mixed-use development within a master planned setting.

#### Access to Labor

The Grand Island MSA is the largest population and business center in central Nebraska supporting a population of 86,970 and a workforce of over 30,000. The current employment composition favors manufacturing, distribution, and warehousing positions. The Grand Island MSA supports below average levels of professional and medical services employment. The local population is also on average less educated than the state and national norms. There is no 4-year accredited university in Grand Island.

#### **Proximity to Customers**

Grand Island's central location within the United States and convenient highway and rail access provides opportunities for transload and logistics operations. Major hubs such as Chicago, Dallas, Denver, Minneapolis, and St. Louis can be reached by vehicle within one business day.

#### Adjacent Land Uses

The Veterans' Home property is surrounded by a mix of land uses including attached and detached housing, medical, retail and recreational. The land uses that will have the greatest impact on the development potential for the property are actually located on-site. The Veterans' Athletic Complex provides the opportunity to construction additional sports and recreation facilities. The ability to expand the existing water feature will create the opportunity to provide for a desirable common amenity for more intense urban uses such as technology and professional office buildings. The potential re-use of some of the existing buildings on the Veterans' Home campus should be evaluated with potential uses including educational, medical and housing.

#### **Conclusions**

Future employment-related redevelopment opportunities for the Veterans' Home property include a master planned business park designed to support a mix of professional office, medical office, technology, commercial, and recreational uses. Such development would distinguish itself from active industrial parks in Grand Island by providing a more upscale urban environment capable of attracting higher value-added businesses. Benefits of the property for such employment-related development include sufficient land area to accommodate master planning, adequate access and infrastructure, and the ability of on-site land uses to enhance the attractiveness of the property to businesses.

#### **Residential Housing Market Analysis**

This section of the report evaluates the Grand Island MSA's existing housing stock by identifying such characteristics as total inventory of dwelling units, occupancies, age and type of the existing housing inventory as well as recent trends in new home construction activity. The goal is to identify current and future opportunities to support new housing stock in Grand Island.

#### **Housing Stock Characteristics**

The 2010 Census reported the Grand Island MSA housing stock at 30,198 dwelling units, with 92.6 percent of the housing stock occupied and 7.4 percent vacant. According to the *American Community Survey*, from the 2010 Census through 2015 the Grand Island MSA's housing stock increased to 31,703 dwelling units.



The table on the following page compares the age of the Grand Island MSA housing stock with that of the State of Nebraska as reported by the *2015 American Community Survey* published by the U.S. Census Bureau. The Grand Island MSA's housing stock is relatively old with nearly two-thirds of the existing inventory built prior to 1960. The oldest housing built prior to 1940 accounts for 20 percent of the MSA's total housing stock, or 6,340 dwelling units. Newer housing built since 2010 represents just 4.0 percent of the MSA's total inventory, or only 1,268 dwelling units.

The age of the Grand Island MSA's housing stock is relatively consistent with that of the State of Nebraska. While the Grand Island MSA possesses a slightly larger share of homes built since 2010, its stock of housing built prior to 1960 represents a larger share.

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#### Housing Stock by Year Built Grand Island MSA vs. Nebraska

	Grand	
Year Structure Built	Island MSA	Nebraska
Total Housing Units		744,159
Built 2014 or Later	0.6%	0.5%
Built 2010 to 2013	3.4%	2.9%
Built 2000 to 2009	10.3%	12.2%
Built 1980 to 1999	21.3%	22.1%
Built 1960 to 1979	27.0%	27.4%
Built 1940 to 1959	17.3%	14.9%
Built 1939 or Earlier	20.0%	19.9%

Source: U.S. Census.

The table below identifies the Grand Island MSA's housing stock by unit type as reported by the 2015 American Community Survey. The Grand Island MSA's housing stock is dominated by detached single family homes that account for 72.6 percent of the total inventory. This preference for detached housing is more common in outlying and rural areas.

Grand Island MSA Occupied Housing Stock by Type – 2015

Units in Structure	# of Units	% of Total	Nebraska %
1-Unit, Detached	23,016	72.6%	73.6%
1-Unit, Attached	1,553	4.9%	3.9%
2 Units	761	2.4%	1.8%
3 or 4 Units	1,427	4.5%	2.5%
5 to 9 Units	1,300	4.1%	4.1%
10 or more	1,934	6.1%	11.2%
Mobile Home and other Types of Housing	1,712	5.4%	2.9%
Total Housing Units		100.0%	100.0%

Source: U.S. Census Bureau.

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Another common characteristic of outlying and rural area's housing mix is a modest inventory of multi-family housing units. Grand Island MSA multi-family structures with 10 or more dwelling units account for just 6.1 percent of the total housing stock, compared to 11.2 percent for all of Nebraska. The Grand Island MSA's share of mobile homes and other housing types is nearly twice that of the statewide average.

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As indicated by the table below, homeowners in the Grand Island MSA are more likely to occupy detached single family housing while renters generally occupy multi-family housing.

Grand Island MSA Occupied Housing Stock by Type – 2015 Owner-Occupied vs. Renter-Occupied Housing

Housing Type	MSA Total	Owner- Occupied	Renter- Occupied
Occupied Housing Units	31,703	20.507	11,196
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Units in Structure			
1-Unit, Detached	72.6%	92.9%	35.5%
1-Unit, Attached	4.9%	2.1%	10.1%
2 Units	2.4%	0.7%	5.5%
3 to 4 Units	4.5%	0.3%	12.1%
5 to 9 Units	4.1%	0.0%	11.7%
10+ Units	6.1%	0.2%	16.9%
Mobile Home or Other	5.4%	3.8%	8.3%

Source: American Community Survey 2015.

For 2015, the U.S. Census Bureau estimated that 20,507 owner-occupied housing units in the Grand Island MSA were occupied. Detached single family homes accounted for 92.9 percent of all occupied owner-occupied housing units. Meanwhile, an estimated 11,196 rental housing units were occupied. Renters were much less likely to occupy detached single family homes accounting for 35.5 percent of all occupied rental units.

Properties with 10+ rental units were the most popular attached housing product for renters accounting for 16.9 percent of all renter-occupied units. Properties with 3 to 4 dwelling units account for 12.1 percent of all renter-occupied units. Meanwhile, structures with 5 to 9 rental units accounted for 11.7 percent of all renter-occupied units.

The table of the following page segments monthly housing costs in the Grand Island MSA for both homeowners and renters as provided by the American Community Survey 2015. The data illustrates a strong demand for affordable housing for both owner-occupied and rental housing. For owner-occupied housing units nearly 45 percent of the occupied inventory possesses a cost of just \$300 to \$799 per month. Just 6.3 percent of owner-occupied housing has a cost of \$2,000 or more per month. The average monthly cost for owner-occupied housing in the Grand Island MSA is just \$788.

Rental housing in the Grand Island MSA supports a much higher percentage of affordable housing. Over two-thirds of all rental housing possesses monthly housing costs of under \$800. The median renter-occupied housing cost is just \$682.

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#### Grand Island MSA Monthly Housing Costs – 2015 Owner-Occupied vs. Renter-Occupied Housing

Housing Type	MSA Total	Owner- Occupied	Renter- Occupied
Occupied Housing Units	31,703	20,507	11,196
Less than \$300	5.9%	6.5%	4.8%
\$300 to \$499	17.7%	21.4%	11.1%
\$500 to \$799	32.0%	23.2%	48.2%
\$800 to \$999	14.5%	11.1%	20.6%
\$1,000 to \$1,499	17.0%	22.1%	7.5%
\$1,500 to \$1,999	6.1%	9.3%	0.3%
\$2,000 to \$2,499	4.3%	5.1%	2.8%
\$2,500 to \$2,999	0.5%	0.6%	0.4%
\$3,000 or more	0.4%	0.6%	0.0%

Source: American Community Survey 2015.

The Grand Island MSA's current demographics and mix of housing suggests that additional emphasis must be placed on affordable multi-family rental and for-sale housing that is needed to foster a more diverse housing market that meets the needs of a wider range of household types.

Since 2006, the City of Grand Island has supported an active new home construction market. Following a slight downturn in single family home construction from 2008 through 2011, by 2012 the new housing market was on the rebound peaking in 2015 with 133 homes permitted for construction. During 2016 new single family home construction declined 14.3 percent to a total of 114 dwelling units permitted. During the first half of 2017 a total of 45 single family homes were permitted for construction, down 23.7 percent from the first half of 2016.



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From 2012 through 2016 the City of Grand Island experienced a boom in the construction of multi-family housing with a total of 688 dwelling units permitted for construction. Through the first half of 2017 new construction activity remained strong with 74 multi-family units being issued building permits.



Three large-scale apartment properties are currently under construction within the City of Grand Island.

The Lund Company is developing The Sterling Apartments located at 3721 West Capital Avenue just west of U.S. Highway 281 at the north end of Grand Island. The 3-story residential buildings include studio, 1-, 2- and 3-bedroom apartment models renting for \$690 to \$1,310 per month. Community amenities include garages, elevators, clubhouse, business center, fitness center, and swimming pool. Some of the residential buildings are completed and occupied.

Talon Apartment are under construction at the northeast corner of Locust Street and U.S. Highway 34 in the southern edge of Grand Island. Two, 3-story building are completed with 1- and 2-bedroom units renting for \$745 to \$845 per month. Buildings on the north end of the property now under construction are renting for \$745 to \$995 per month. The property includes detached garages.

Hoppe Homes is under construction on East Park on Stuhr Apartments located on the west side of Stuhr Road north of Bismark Road on the east side of Grand Island. Seven, 2-story residential buildings are under construction totaling 88 apartment units.

#### **Forecast Housing Demand**

Residential housing demand estimates for the Grand Island MSA through the year 2030 were forecast based on anticipated demographic and economic trends for the community. Key input to the model includes historical patterns in annual residential building permit activity and projected population and household growth, average household formation rates, households by income levels, and population by age. Demographic characteristics for the Grand Island MSA through 2022 were provided by Esri Business Analyst, a leading provider of global demographic and economic data.

According to the 2010 Census, the Grand Island MSA maintained 34,166 residential housing units, operating at an overall occupancy rate of 92.3 percent. The occupied housing units included 21,420 owner-occupied units and 10,115 renter-occupied units. A total of 2,631 vacant housing units were reported.

By 2017, the Grand Island MSA's housing stock was estimated at 36,073 dwelling units, an increase of 1,907 housing units over the 2010 Census. The share of renter-occupied housing units increased to 30.9 percent, representing an increase of 1,036 occupied housing units. The share of owner-occupied housing units declined to 61.2 percent with 655 dwelling units absorbed since the 2010 Census.

Esri Business Analyst estimates that from 2017 through 2022 the Grand Island MSA will support 1,215 additional occupied housing units. Through 2022, the renter-occupied housing units stock will continue to capture an increasing share of the housing market. By 2022, renter-occupied housing is forecast to account for 31.0 percent of all housing units with owner-occupied housing accounting for 61.1 percent. Therefore, by 2022 the mix of housing demand is estimated at 22,858 owner-occupied units and 11,583 rental units.

#### Forecast Housing Demand by Product Type Grand Island MSA; 2017-2022

	Census # of Units	2010 % of Total	2017 # of Units	Estimate % of Total	2022 # of Units	Forecast % of Total
Total Housing Units Occupied Housing Units	34,166 31,535	100.0% 92.3%	36,073 33,226	100.0% 92.1%	37,398 34,441	100.0% 92.1%
Owner-Occupied Renter-Occupied Vacant Housing Units	21,420 10,115 2,631	62.7% 29.6% 7.7%	22,075 11,151 2,847	62.1% 30.9% 7.9%	22,858 11,583 2,957	61.1% 31.0% 7.9%

Source: U.S. Census Bureau and Esri

From 2017 through 2030 the Grand Island MSA population is forecast to increase by 9,303 residents, equating to the demand for 3,620 new occupied housing units. Given the region's household income levels and existing housing stock, the housing demand is estimated to be segmented 65 percent owner-occupied and 35 percent renter-occupied.

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#### **Site Evaluation**

The Veterans' Home property was evaluated for the ability to facilitate development of residential housing based on the following site criteria: physical attributes of the site; visibility and exposure; access; and proximity to housing demand generators and services.

#### **Physical Attributes**

A potential large-scale single family subdivision or apartment site should be fully serviced utilities available. A prospective single family subdivision site should possess the size to accommodate a minimum of 50 housing units with the presence of a natural tree cover or water features desirable in creating value. For a prospective apartment site a rectangular shape with the capacity to facilitate a minimum of 100 dwelling units is desirable to promote efficient and financially viable land planning.

The Veterans' Home property offers the necessary infrastructure, parcel size, and dimensions to facilitate construction of either a large-scale single family subdivision or apartment community. The ability to expand the existing water feature and create an open space network would create a unique setting for residential development.

#### Visibility and Exposure

Potential large-scale single family subdivision and apartment sites should possess visibility via a major arterial so that an adequate marketing window can be provided. High traffic counts past the site also improve the site's market exposure.

The Veterans' Home property is surrounded by four major arterial streets and bisected by a highway, providing the necessary visibility and exposure to accommodate construction of a large-scale single family subdivision and apartment community.

#### Accessibility

Regional, local and on-site vehicular access is important when assessing a prospective largescale single family home subdivision or apartment site.

The Veterans' Home property benefits from excellent regional, neighborhood and on-site access via a transportation network that features a mix of freeways, highways and major arterial streets. Direct on-site access is provided via four adjacent major arterial streets and Old Highway 2.

#### **Proximity to Housing Demand Generators**

Close proximity to such housing demand generators as employment centers, colleges and urban cores is critical when evaluating a potential apartment site. Grand Island supports a large employment base that in turn attracts a resident population and demand for for-sale and rental housing.

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#### Availability of Community Services

A prospective residential development site should afford convenient access to such community services as shopping, dining, entertainment, recreation and schools.

Shopping, dining, entertainment, recreation and schools are conveniently located in close proximity to the Veterans' Home property. The property's close proximity to the U.S. Highway 281 corridor provides convenient vehicular access to restaurants, banking, grocery shopping, and a wide selection of retail goods and services.

#### **Conclusions**

The Veterans' Home property possesses the location and site characteristics to facilitate construction of a large-scale single family subdivision and/or apartment community, including the necessary parcel size, infrastructure, access, visibility, and proximity to shopping, dining, entertainment, recreation, and employment. The demographic characteristics within the Grand Island MSA are also representative of the primary target market for both for-sale and rental housing.

#### **STUDY RECOMMENDATIONS**

The primary objective of the *Market Feasibility Study* was to evaluate future commercial, employment, residential, and recreational redevelopment opportunities for the 640-acre Veterans' Home property located at the northwest corner of Capital and Broadwell Avenues in Grand Island, Nebraska. Based on the study findings potential redevelopment opportunities for the Veterans' Home property were identified. Study recommendations include the following:

- Identify appropriate mix of land uses that could take advantage of site's location, physical characteristics, and existing land uses; and
- Quantify reasonably achievable absorption rates for new development given current directly competitive market trends.

#### **Recommended Land Use Mix**

The Veterans' Home property's large inventory of land, location at the edge of urban growth, utility infrastructure in place, and existing buildings and recreational facilities create a unique opportunity to promote comprehensive planning and mixed-use development. The priority of the master plan should be to foster economic development through attracting more value added enterprises and jobs. The conceptual plan outlined on the following page provides a context from which to discuss the land use recommendations for the Veterans' Home property.

The Veterans' Home property offers the locational and site characteristics to accommodate mixed-use development. Based on the findings of the Market Feasibility Study prospective land uses include an athletic complex, business park campus, educational campus, limited retail, and recreation/open space.

Create a major sports and recreation complex capable of catering to local and regional soccer, baseball and softball teams, leagues and tournaments, serving as an economic engine. The Veterans' Athletic Complex located at the northeast quadrant of the property features baseball and soccer fields. The park's master plan calls for expansion of the athletic and support facilities. The expansion will enable the Veterans Athletic Complex to host local and regional baseball and softball tournaments, thus servicing an expanded geographic trade area and promoting economic development. As part of the expansion plans the existing lake should be enlarged and a trail network incorporated. These improvements will both enhance Grand Island's quality of life, but create a unique setting for establishing employment-related uses on the property.

Excellent opportunity to create a unique business park campus environment that elevates what currently exists in the market. The most suitable location for a business park campus is at the northwest quadrant of the property, providing sufficient parcel size, adequate visibility, and convenient access to U.S. Highway 281. Expansion of the existing lake and addition of a trail network into the business park campus site will create a unique setting for employment-based development currently not available in the Grand Island MSA. Prospective tenants would include professional office, medical office, light industrial, and limited retail businesses.

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A possible goal of the Veterans' Home master plan is to create an opportunity to link on-site educational training with employers and jobs. The benefits would include improving the workforce, retaining residents, and attracting new businesses. A common disadvantage discussed by stakeholders was the absence of a 4-year university in Grand Island. Attracting a 4-year university campus onto the property may not be viable, but a small annex campus specializing on trades and next generation professions could be. The Career Pathways Institute trains high school students in a variety of trades and is an excellent example of the type of educational facility that could be expanded on at the property. An appropriate location for an educational campus would be along the north side of Capital Avenue immediately east of the Veterans' Cemetery. Adaptive re-use of some of the existing buildings should also be evaluated.

The Market Feasibility Study determined that the Veterans' Home property is not an appropriate location for future anchored shopping center development. While the property offers the necessary size, visibility, accessibility, exposure, and trade area demographics, site characteristics that hamper the property as a viable anchored shopping center site include the

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absence of a commercial corridor location and the lack of section-line corner development sites. Viable retail formats associated with the Veterans' Athletic Complex, lake and open space network, and business park campus may include food and beverage establishments and businesses services housed in small freestanding retail buildings or incorporated into multi-tenant office and commercial buildings.

The Community Housing Study with Strategies for Affordable Housing 2019 identified the Veterans' Home property as a potential housing development site. While the Market Feasibility Study determined that the Veterans' Homer property offers all the necessary locational and site characteristics to support residential development, this land use does not present the property's highest-and-best use. As an option as well as to allow for a flexible master plan, development parcels could be designed within the business park component that could be suitable for detached or attached housing should the long-term market demand dictate such uses.

#### **Projected Absorption**

A long-term development time horizon for the Veterans' Home property is anticipated given the large inventory of land. By providing a unique mixed-use setting the Veterans' Home property could garner above average market shares of office, medical, and light industrial space absorption. Through 2030, the Veterans' Home property is forecast to absorb an estimated 122,000 to 195,000 square feet of commercial and light industrial space.

#### Forecast Commercial Space Absorption Veterans' Home Property; 2017-2030

	Moderate Scenario	Optimistic Scenario
Professional Office	13,600	35,000
Medical Office	33,500	46,500
Light Industrial	70,000	103,250
Retail	5,000	10,000
Totals	122,100	194,750

Near-term redevelopment opportunities include adaptive re-use of selective buildings on the Veteran's Home campus, continued expansion of the Veterans' Athletic Complex, and construction of an expanded lake system, open space, and trail network.

Veteran's Legacy Project Master Plan 119



Tuesday, March 13, 2018 Council Session

# Item E-1

## Public Hearing on Request from Casey's Retail Company dba Casey's General Store #1768, 420 No. Broadwell Avenue for a Class "D" Liquor License

Council action will take place under Consent Agenda item G-5.

# **Council Agenda Memo**

From:	RaNae Edwards, City Clerk
Meeting:	March 13, 2018
Subject:	Public Hearing on Request from Casey's Retail Company dba Casey's General Store for a Class "D" Liquor License for the Following Locations: #1768, 420 No. Broadwell Avenue #2737, 1814 No. Eddy Street #2742, 2223 South Locust Street #2903, 3428 W. Capital Avenue
	#2707, 806 North Eddy Street
Presenter(s):	RaNae Edwards, City Clerk

### **Background**

Section 4-2 of the Grand Island City Code declares the intent of the City Council regarding liquor licenses and the sale of alcohol.

### **Declared Legislative Intent**

It is hereby declared to be the intent and purpose of the city council in adopting and administering the provisions of this chapter:

- (A) To express the community sentiment that the control of availability of alcoholic liquor to the public in general and to minors in particular promotes the public health, safety, and welfare;
- (B) To encourage temperance in the consumption of alcoholic liquor by sound and careful control and regulation of the sale and distribution thereof; and
- (C) To ensure that the number of retail outlets and the manner in which they are operated is such that they can be adequately policed by local law enforcement agencies so that the abuse of alcohol and the occurrence of alcohol-related crimes and offenses is kept to a minimum.

### **Discussion**

Casey's Retail Company dba Casey's General Store (see above locations) has submitted an application for a Class "D" Liquor License. A Class "D" Liquor License allows for the sale of alcohol off sale only inside the corporate limits of the city. City Council action is required and forwarded to the Nebraska Liquor Control Commission for issuance of all licenses. This application has been reviewed by the Clerk, Building, Fire, Health, and Police Departments.

This location currently has a Class "B" Liquor License which is for beer off sale only. Since there is no change in ownership or manager, the Police Department doesn't object to the above listed Casey's General Stores having a Class "D" Liquor License.

Also submitted was a request for Liquor Manager Designation for Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska. Ms. Krings is the current liquor manager at all these locations and has completed a state approved alcohol server/seller training program. Staff recommends approval contingent upon final inspections.

### **Alternatives**

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

- 1. Approve the application.
- 2. Forward to the Nebraska Liquor Control Commission with no recommendation.
- 3. Forward to the Nebraska Liquor Control Commission with recommendations.
- 4. Deny the application.

### **Recommendation**

Based on the Nebraska Liquor Control Commission's criteria for the approval of Liquor Licenses, City Administration recommends that the Council approve this application.

### **Sample Motion**

Move to approve the applications for Casey's Retail Company dba Casey's General Store for the following locations:

#1768, 420 No. Broadwell Avenue #2737, 1814 No. Eddy Street #2742, 2223 South Locust Street #2903, 3428 W. Capital Avenue #2707, 806 North Eddy Street

for a Class "D" Liquor License contingent upon final inspections and Liquor Manager Designation for Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska.

Class "D" Liquor License Application: Casey's General Store #1768.





Tuesday, March 13, 2018 Council Session

# Item E-2

## Public Hearing on Request from Casey's Retail Company dba Casey's General Store #2737, 1814 No. Eddy Street for a Class "D" Liquor License

Council action will take place under Consent Agenda item G-6.

Class "D" Liquor License Application: Casey's General Store #2737.





Tuesday, March 13, 2018 Council Session

# Item E-3

## Public Hearing on Request from Casey's Retail Company dba Casey's General Store #2742, 2223 South Locust Street for a Class "D" Liquor License

Council action will take place under Consent Agenda item G-7.

Class "D" Liquor License Application: Casey's General Store #2742.





Tuesday, March 13, 2018 Council Session

# Item E-4

## Public Hearing on Request from Casey's Retail Company dba Casey's General Store #2903, 3428 W. Capital Avenue for a Class "D" Liquor License

Council action will take place under Consent Agenda item G-8.

Class "D" Liquor License Application: Casey's General Store #2903.





Tuesday, March 13, 2018 Council Session

# Item E-5

## Public Hearing on Request from Casey's Retail Company dba Casey's General Store #2707, 806 North Eddy Street for a Class "D" Liquor License

Council action will take place under Consent Agenda item G-9.

Class "D" Liquor License Application: Casey's General Store #2707.





Tuesday, March 13, 2018 Council Session

# Item F-1

## **#9680 - Consideration of Annexation of Property Located at 3406 and 3412 South Blaine Street - Gard Subdivision (Second Reading)**

Staff Contact: Chad Nabity

# **Council Agenda Memo**

From:	Regional Planning Commission
Meeting:	March 13, 2018
Subject:	An Ordinance to include Gard Subdivision as an Addition to the City of Grand Island, Nebraska and the adjoining right-of -way
Presenter(s):	Chad Nabity, AICP Planning Director

### **Background**

The Annexation Component of the Grand Island Comprehensive Development Plan as adopted by the Grand Island City Council on July 13, 2004 sets as the policy of Grand Island that any and all property subdivided adjacent to the Corporate Limit of the City of Grand Island be annexed into the City at the time of subdivision approval.

Randy L. Gard and Vicki J. Gard as the owners of the property, submitted Gard Subdivision as an Addition to the City of Grand Island. The Hall County Regional Planning Commission recommended approval of the subdivision at their meeting on February 7, 2018. This ordinance was approved on first reading by the Grand Island City Council at their meeting on February 27, 2018.

### **Discussion**

Staff has prepared an ordinance in accordance with the requirements of Nebraska Revised Statute §16-117. Annexation ordinances must be read on three separate occasions. This is the first reading of the ordinance. This ordinance includes exhibits showing the property to be considered for annexation and the legal descriptions of that property.

Annexation of this property will not result in the extension of the Grand Island Zoning Jurisdiction.

One existing residence would be added to the City as a result of this annexation and two additional building lots will be added.

### **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

### **Recommendation**

City Administration recommends that the Council pass the annexation ordinance.

### **Sample Motion**

Move to approve the annexation ordinance on first reading.



\* This Space Reserved For Register of Deeds \*

#### **ORDINANCE NO. 9680**

An ordinance to extend the boundaries and include within the corporate limits of, and to annex into the City of Grand Island, Nebraska, a tract of land comprised of Gard Subdivision and all adjoining right-of-way in Hall County, Nebraska as more particularly described hereinafter and as shown on Exhibit "A" attached hereto; to provide service benefits thereto; to repeal any ordinance or resolutions or parts of thereof in conflict herewith; to provide for publication in pamphlet form; and to provide the effective date of this ordinance.

WHEREAS, after Randy L. Gard and Vicki J. Gard, as owners of the property submitted a plat of Gard Subdivision an Addition to the City of Grand Island for approval; and

WHEREAS, the Annexation Component of the Comprehensive Development Plan for the City of Grand Island requires that owners of property proposed for subdivision adjacent to the Corporate Limits submit such subdivisions as additions to the City; and

WHEREAS, according to NRSS §16-177 the City of Grand Island can upon petition of the property owner(s) of property contiguous and adjacent to the City Limits annex said property by ordinance; and

WHEREAS, on February 27, 2018 the City Council of the City of Grand Island approved such annexation on first reading and on March 13, 2018 approved such annexation on second reading and on March 27, 2018 approved such annexation on third and final reading.

Approved as to Form	¤	
March 14, 2018	¤	City Attorney

#### ORDINANCE NO. 9680 (Cont.)

# BE IT ORDAINED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA:

SECTION 1. It is hereby found and determined that:

(A) The above-described tracts of land are urban or suburban in character, and that the subject properties are contiguous or adjacent to the corporate limits of said City.

(B) The subject lands will receive the material benefits and advantages currently provided to land within the City's corporate limits including, but not limited to police, fire, emergency services, street maintenance, and utilities services upon annexation to the City of Grand Island, Nebraska, and that City electric, water and sanitary sewer service is available, or will be made available, as provided by law.

(C) The various zoning classifications of the land shown on the Official Zoning Map of the City of Grand Island, Nebraska, are hereby confirmed and that this annexation does not extend the extraterritorial zoning jurisdiction.

(D) There is unity of interest in the use of the said tract of land, lots, tracts, highways and streets (lands) with the use of land in the City, and the community convenience and welfare and in the interests of the said City will be enhanced through incorporating the subject land within the corporate limits of the City of Grand Island.

SECTION 2. The boundaries of the City of Grand Island, Nebraska, be and are hereby extended to include within the corporate limits of the said City the contiguous and adjacent tract of land located within the boundaries described above.

SECTION 3. The subject tract of land is hereby annexed to the City of Grand Island, Hall County, Nebraska, and said land and the persons thereon shall thereafter be subject

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Grand Island
#### ORDINANCE NO. 9680 (Cont.)

to all rules, regulations, ordinances, taxes and all other burdens and benefits of other persons and territory included within the City of Grand Island, Nebraska.

SECTION 4. The owners of the land so brought within the corporate limits of the City of Grand Island, Nebraska, are hereby compelled to continue with the streets, alleys, easements, and public rights-of-way that are presently platted and laid out in and through said real estate in conformity with and continuous with the streets, alleys, easements and public rights-of-way of the City.

SECTION 5. That a certified copy of this Ordinance shall be recorded in the office of the Register of Deeds of Hall County, Nebraska and indexed against the tracts of land.

SECTION 6. Upon taking effect of this Ordinance, the services of said City shall be furnished to the lands and persons thereon as provided by law, in accordance with the Plan for Extension of City Services adopted herein.

SECTION 7. That all ordinances and resolutions or parts thereof in conflict herewith are hereby repealed.

SECTION 8. This ordinance shall be in full force and effect from and after its passage, approval and publication, in pamphlet form, as provided by law.

Enacted: March 27, 2018.

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Grand Island

ORDINANCE NO. 9680 (Cont.)





Tuesday, March 13, 2018 Council Session

# Item G-1

### **Approving Minutes of February 27, 2018 City Council Regular Meeting**

Staff Contact: RaNae Edwards

#### CITY OF GRAND ISLAND, NEBRASKA

#### MINUTES OF CITY COUNCIL REGULAR MEETING February 27, 2018

Pursuant to due call and notice thereof, a Regular Meeting of the City Council of the City of Grand Island, Nebraska was conducted in the Council Chambers of City Hall, 100 East First Street, on February 27, 2018. Notice of the meeting was given in *The Grand Island Independent* on February 21, 2018.

Mayor Jeremy L. Jensen called the meeting to order at 7:00 p.m. The following City Council members were present: Mitch Nickerson, Mark Stelk, Jeremy Jones, Chuck Haase, Julie Hehnke, Linna Dee Donaldson, Vaughn Minton, Roger Steele, and Mike Paulick. Councilmember Fitzke was absent. The following City Officials were present: City Administrator Marlan Ferguson, City Clerk RaNae Edwards, Interim Finance Director William Clingman, City Attorney Jerry Janulewicz, and Public Works Director John Collins.

Mayor Jensen introduced Community Youth Council member Maddy Oskeson.

<u>INVOCATION</u> was given by Bishop Duane Fuller, Church of Jesus Christ of Latter-day Saints, 212 West 22<sup>nd</sup> Street followed by the <u>PLEDGE OF ALLEGIANCE</u>.

<u>BOARD OF EQUALIZATION:</u> Motion by Minton, second by Nickerson to adjourn to the Board of Equalization. Motion adopted.

#2018-BE-2 - Consideration of Determining Benefits and Levy Special Assessments for Sidewalk Installation at 4194 Norseman Avenue. Public Works Director John Collins reported that work had been completed on the sidewalk installation at 4194 Norseman Avenue for a total cost of \$3,025.00 to be assessed to the adjacent property owner. Staff recommended approval.

Motion by Donaldson, second by Stelk to approve Resolution #2018-BE-2. Upon roll call vote, all voted aye. Motion adopted.

<u>RETURN TO REGULAR SESSION:</u> Motion by Minton, second by Nickerson to return to Regular Session. Motion adopted.

#### PUBLIC HEARINGS:

<u>Public Hearing on Request from GIPH Restaurants, LLC dba Pizza Hut, 1023 West 2nd Street</u> <u>for a Class "D" Liquor License.</u> City Clerk RaNae Edwards reported that an application for a Class "D" Liquor License had been received GIPH Restaurants, LLC dba Pizza Hut, 1023 West 2<sup>nd</sup> Street. Ms. Edwards presented the following exhibits for the record: application submitted to the Liquor Control Commission and received by the City on February 5, 2018; notice to the general public of date, time, and place of hearing published on February 17, 2018; notice to the applicant of date, time, and place of hearing mailed on February 5, 2018; along with Chapter 4 of the City Code. Staff recommended approval. No public testimony was heard. Public Hearing on Request from Mid-Country Trading, LLC on behalf of USA Communications for a Conditional Use Permit to Place a 100' Self Supporting Telecommunications Tower Located at 3539 West 13th Street, Suite A. Building Department Director Craig Lewis reported that an application was received from Mid-Country Trading, LLC on behalf of USA Communications for a Conditional Use Permit to construct a telecommunication tower at 3539 West 13<sup>th</sup> Street. Staff recommended approval. No public testimony was heard.

Public Hearing on Request from Kristy Cavanaugh for a Conditional Use Permit to Place a Modular Home while Living in the Current Structure Located at 3318 E. Seedling Mile Road. Building Department Director Craig Lewis reported that Kristy Cavanaugh had submitted an application for a Conditional Use Permit to place a modular home while living in the current structure located at 3318 E. Seedling Mile Road. The proposed construction was anticipated to take up to 6 months to complete and allowing 60 to 90 days to remove the existing dwelling an expiration date for the conditional use permit appeared reasonable for February 28, 2019 or within 90 days after a certificate of occupancy was issued for the new dwelling. Staff recommended approval. No public testimony was heard.

<u>Public Hearing on Request from Marsha Mars for a Conditional Use Permit for a Day Care</u> <u>Facility located at 2524 West Division Street.</u> Building Department Director Craig Lewis reported that Marsha Mars had submitted an application for a Conditional Use Permit to allow for the operation of a day care facility within the existing single family dwelling located at 2524 West Division Street. Staff recommended approval. No public testimony was heard.

<u>Public Hearing on Adoption of the Grand Island Zoning Map.</u> Regional Planning Director Chad Nabity reported that a new map incorporating changes made since the last re-adoption and including other proposed changes had been prepared. Staff recommended approval. No public testimony was heard.

<u>Public Hearing on Annexation of Property Located at 3406 and 3412 South Blaine Street (Gard Subdivision)</u>. Regional Planning Director Chad Nabity reported that any and all property subdivided adjacent to the Corporate Limit of the City of Grand Island be annexed into the City at the time of subdivision approval. Randy L. Gard and Vicki J. Gard, as the owners of the property located at 3406 and 3412 South Blaine Street, submitted Gard Subdivision as an Addition to the City of Grand Island. One existing residence would be added to the City as a result of this annexation and two additional building lots would be added. Staff recommended approval. No public testimony was heard.

<u>Public Hearing on Acquisition of Public Right-of-Way in Windolph's Subdivision (Villanueva).</u> Public Works Director John Collins reported that the City had approached Marcos A. and Josefina Villanueva, owners of 2725 E Seedling Mile Road, in regards to acquiring an additional 13.5 foot of public right-of-way (half of the 27 foot needed to gain a full 60 foot width) on the northern end of Museum Drive to move towards gaining consistency in the width of such public roadway. During negotiations with the property owners interest was expressed in irrigating the currently dry farm land they own at such location. An agreement was reached between City staff and such property owners to transfer the City's rights in the certified irrigated acres adjacent to 450 Museum Drive, on the southern end of Museum Drive. Staff recommended approval. No public testimony was heard.

#### ORDINANCES:

Councilmember Minton moved "that the statutory rules requiring ordinances to be read by title on three different days are suspended and that ordinances numbered:

#9677 - Consideration of Assessments for Sidewalk Installation at 4194 Norseman Avenue
#9678 - Consideration of Adoption of the Grand Island Zoning Map
#9679 - Consideration of Addendum for Sale of Property at 4808 Gold Core Drive

be considered for passage on the same day upon reading by number only and that the City Clerk be permitted to call out the number of these ordinances on second reading and then upon final passage and call for a roll call vote on each reading and then upon final passage." Councilmember Nickerson seconded the motion. Upon roll call vote, all voted aye. Motion adopted.

#9677 - Consideration of Assessments for Sidewalk Installation at 4194 Norseman Avenue

This item was related to the aforementioned Board of Equalization hearing.

Motion by Stelk, second by Jones to approve Ordinance #9677.

City Clerk: Ordinance #9677 on first reading. All those in favor of the passage of this ordinance on first reading, answer roll call vote. Upon roll call vote, all voted aye. Motion adopted.

City Clerk: Ordinance #9677 on second and final reading. All those in favor of the passage of this ordinance on second and final reading, answer roll call vote. Upon roll call vote, all voted aye. Motion adopted.

Mayor Jensen: By reason of the roll call votes on first reading and then upon second and final readings, Ordinance #9677 is declared to be lawfully adopted upon publication as required by law.

#9678 - Consideration of Adoption of the Grand Island Zoning Map

This item related to the aforementioned Public Hearing.

Motion by Donaldson, second by Minton to approve Ordinance #9678.

City Clerk: Ordinance #9678 on first reading. All those in favor of the passage of this ordinance on first reading, answer roll call vote. Upon roll call vote, Councilmembers Paulick, Steele,

Minton, Donaldson, Hehnke, Jones, Stelk, and Nickerson voted aye. Councilmember Haase voted no. Motion adopted.

City Clerk: Ordinance #9678 on second and final reading. All those in favor of the passage of this ordinance on second and final reading, answer roll call vote. Upon roll call vote, Councilmembers Paulick, Steele, Minton, Donaldson, Hehnke, Jones, Stelk, and Nickerson voted aye. Councilmember Haase voted no. Motion adopted.

Mayor Jensen: By reason of the roll call votes on first reading and then upon second and final readings, Ordinance #9678 is declared to be lawfully adopted upon publication as required by law.

#### #9679 - Consideration of Addendum for Sale of Property at 4808 Gold Core Drive

Utilities Director Tim Luchsinger reported that the executed Farm, Land and Ranch Agreement executed by the City and Lyne Realty, L.P., the buyer, on December 12, 2017 indicated both the legal lot description and the lot size. The lot size of 9.03 acres was obtained from the County Assessor's office and used in the advertisement of the property. The agreement also included the provision for a Phase 1 environmental survey and a boundary survey by the Buyer. The completed boundary survey resulted in an actual lot size of 8.91 acres. The Buyer subsequently requested consideration of a pro-rated deduction of the purchase price of \$4,336.00, for a final price of \$320,664.00. Staff recommended approval.

Motion by Jones, second by Paulick to approve Ordinance #9679.

City Clerk: Ordinance #9679 on first reading. All those in favor of the passage of this ordinance on first reading, answer roll call vote. Upon roll call vote, all voted aye. Motion adopted.

City Clerk: Ordinance #9679 on second and final reading. All those in favor of the passage of this ordinance on second and final reading, answer roll call vote. Upon roll call vote, all voted aye. Motion adopted.

Mayor Jensen: By reason of the roll call votes on first reading and then upon second and final readings, Ordinance #9679 is declared to be lawfully adopted upon publication as required by law.

#9680 – Consideration of Annexation of Property Located at 3406 and 3412 South Blaine Street - Gard Subdivision (First Reading)

This item was related to the aforementioned Public Hearing.

Motion by Haase, second by Minton to approve Ordinance #9680 on first reading. Upon roll call vote, all voted aye. Motion adopted.

<u>CONSENT AGENDA</u>: Consent Agenda item G-4 was pulled from the agenda. Motion by Paulick, second by Hehnke to approve the Consent Agenda excluding item G-4. Upon roll call vote, all voted aye. Motion adopted.

Approving Minutes of February 13, 2018 City Council Regular Meeting.

#2018-47 - Approving Request from GIPH Restaurants, LLC dba Pizza Hut, 1023 West 2nd Street for a Class "D" Liquor License and Liquor Manager Designation for Brett Klanecky, 2123 No. Wheeler Avenue.

<u>#2018-48 - Approving Preliminary/Final Plat and Subdivision Agreement for Lassonde Third</u> <u>Subdivision.</u> It was noted that Grand Island Area Habitat for Humanity, owners, had submitted the Preliminary/Final Plat and Subdivision Agreement for Lassonde Third Subdivision located south of Capital Avenue and west of the Central Nebraska Railroad line for the purpose of creating 23 lots on 3.593 acres.

#2018-49 - Approving NACE Coating Inspection Services for the Elevated Water Storage Tower with REOD, LLC of Wentzville, Missouri. This item was pulled at the request of the Utilities Department.

#2018-50 - Approving Bid Award - Transmission Circuit Breaker Inspection Services with Power Delivery Services, Inc. of Omaha, Nebraska in an Amount of \$76,641.00.

#2018-51 - Approving Bid Award - GT3 Modified Hot Gas Path Inspection with General Electric International, Inc. of Omaha, Nebraska in an Amount of \$494,261.00.

#2018-52 - Approving Change Order #1 for Water Main District 469T - Engleman Road from Stolley Park Road North 1/2 Mile with The Diamond Engineering Company of Grand Island, Nebraska for an Increase of \$2,150.23 and a Revised Contract Amount of \$287,056.79.

#2018-53 - Approving Certificate of Final Completion for Water Main District 469T - Engleman Road from Stolley Park Road North 1/2 Mile with The Diamond Engineering Company of Grand Island, Nebraska.

#2018-54 - Approving Request from Grand Island Substance Abuse Prevention Coalition/Tobacco Free Hall County for Permission to Use City Streets/Trails and State Highway for the Outrun Addiction Family Fun Run.

#2018-55 - Approving Acquisition of Public Right-of-Way in Windolph's Subdivision (Villanueva).

#2018-56 - Approving Transferring Certified Irrigated Rights from the City of Grand Island to Marcos A. and Josefina Villanueva (2725 E Seedling Mile Road).

#2018-57 - Approving Amendment No. 1 for Engineering Consulting Services Related to Lift Station No. 11 Relocation and Force Main Reroute with Olsson Associates of Lincoln, Nebraska for an Increase of \$131,705.00 and a Revised Contract Amount of \$260,047.00.

#2018-58 - Approving Bid Award for 13th Street Paving Improvements; Project No. 2018-P-1 and 13th Street Water Main Improvements; Project No. 2018-W-5 with Blessing Construction of Kearney, Nebraska in an Amount of \$1,975,887.43.

#2018-59 - Approving Amendment No. 2 to Engineering Consulting Agreement for 13th Street Roadway Improvements; Project No. 2018-P-1 with Alfred Benesch & Company of Lincoln, Nebraska for an Increase of \$255,896.97 and a Revised Contract Amount of \$412,178.22.

#2018-45 - Approving Amendment to Resolution for Change Order #1 for the Grand Island Veteran's Athletic Field Construction Phase 2 with Nemaha Landscape Construction, Inc. of Lincoln, Nebraska for an Increase of \$21,907.00 and a Revised Contract Amount of \$5,599,255.00.

#### REQUESTS AND REFERRALS:

<u>Consideration of Request from Mid-Country Trading, LLC on behalf of USA Communications</u> for a Conditional Use Permit to Place a 100' Self Supporting Telecommunications Tower <u>Located at 3539 West 13th Street, Suite A.</u> This item was related to the aforementioned Public Hearing. Tyler Cretacci representing USA Communications answered questions regarding the type of tower and type of service. Franchise fees and occupation taxes were discussed.

Motion by Minton, second by Stelk to approve the request. Upon roll call vote, all voted aye. Motion adopted.

Consideration of Request from Kristy Cavanaugh for a Conditional Use Permit to Place a Modular Home while Living in the Current Structure Located at 3318 E. Seedling Mile Road. This item was related to the aforementioned Public Hearing.

Motion by Hehnke, second by Minton to approve the request. Upon roll call vote, all voted aye. Motion adopted.

Consideration of Request from Marsha Mars for a Conditional Use Permit for a Day Care Facility located at 2524 West Division Street. This item was related to the aforementioned Public Hearing. Discussion was held concerning fire codes.

Motion by Paulick, second by Jones to approve the request. Upon roll call vote, all voted aye. Motion adopted.

#### PAYMENT OF CLAIMS:

Motion by Minton, second by Donaldson to approve the payment of claims for the period of February 14, 2018 through February 27, 2018 for a total amount of \$3,409.996.95. Upon roll call

vote, Councilmembers Minton, Steele, Donaldson, Hehnke, Haase, Jones, Stelk, and Nickerson voted aye. Councilmember Paulick abstained. Motion adopted.

ADJOURNMENT: The meeting was adjourned at 7:45 p.m.

RaNae Edwards City Clerk



Tuesday, March 13, 2018 Council Session

## Item G-2

## Approving Appointments of Russell Rerucha and Dave Koubek to the Citizens Advisory Review Committee Board

Mayor Jensen has submitted the appointments of Russell Rerucha and Dave Koubek to the Citizens Advisory Review Committee Board to replace Ray O'Connor who resigned and Dean Renter whose term expired. The appointments would become effective immediately upon approval by the City Council and would expire on September 30, 2018 and September 30, 2019 respectively.

Staff Contact: Mayor Jeremy Jensen



Tuesday, March 13, 2018 Council Session

## Item G-3

### **Approving Appointment of Amos Anson to the Downtown Business Improvement District 2013 Board**

Mayor Jensen has submitted the appointment of Amos Anson to the Downtown Business Improvement District 2013 Board to replace Bradley Kissler who resigned. The appointment would become effective immediately upon approval by the City Council and would expire on September 30, 2018.

Staff Contact: Mayor Jeremy Jensen



Tuesday, March 13, 2018 Council Session

## Item G-4

## Approving Liquor Manager Request for Corky Anderson, 16320 Madison Street, Omaha, Nebraska for Fresh Thyme Farmers Market, 3535 West 13th Street, Suite 113

Staff Contact: RaNae Edwards

# **Council Agenda Memo**

From:	RaNae Edwards, City Clerk
Meeting:	March 13, 2018
Subject:	Request from Corky Anderson, 16320 Madison Street, Omaha, NE for Liquor Manager Designation with Fresh Thyme Farmers Market, 3535 West 13 <sup>th</sup> Street, Suite 113
Presenter(s):	RaNae Edwards, City Clerk

### **Background**

Corky Anderson, 16320 Madison Street, Omaha, NE has submitted an application with the City Clerk's Office for a Liquor Manager Designation in conjunction with Fresh Thyme Farmers Market, 3535 West 13<sup>th</sup> Street, Suite 113.

This application has been reviewed by the Police Department and City Clerk's Office. See Police Department report attached.

### **Discussion**

City Council action is required and forwarded to the Nebraska Liquor Control Commission for issuance of all liquor manager designations. All departmental reports have been received. Staff recommends approval contingent upon completion of a state approved alcohol server/seller training program.

### **Alternatives**

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

- 1. Approve the requests.
- 2. Forward the requests with no recommendation.
- 3. Take no action on the requests.

### **Recommendation**

City Administration recommends that the Council approve the request for Liquor Manager Designation.

### **Sample Motion**

Move to approve the request from Corky Anderson, 16320 Madison Street, Omaha, NE for Liquor Manager Designation in conjunction with the Class "C-122214" Liquor License for Fresh Thyme Farmers Market, 3535 West 13<sup>th</sup> Street, Suite 113 with the stipulation that Mr. Anderson complete a state approved alcohol server/seller training program.

03/05/18 14:10

Incident number Sequence number Name Date Narrative 318

#### Grand Island Police Department LAW SUPPLEMENTAL NARRATIVE

: L18030361 : 1 : Vitera D : 13:27:20 03/05/2018 : (see below)

#### Grand Island Police Department Supplemental Report

Date, Time: Mon Mar 05 13:27:32 CST 2018 Reporting Officer: Vitera Unit- CID

Corky Anderson is applying to become the liquor manager at Fresh Thyme Farmers' Market. According to his application, Corky is married to Lori Anderson. No personal identifying information was submitted on Lori. She signed a Spousal Affidavit of Non-Participation form. Corky has lived in Nebraska since 2016. Before that, he lived in Indiana and Michigan. Corky disclosed a few speeding tickets and a stop sign violation between 1987 and 1998. No other criminal convictions were disclosed.

I could not locate Corky in Spillman, and his only entry in NCJIS was in 2016 when he received his Nebraska driver's license. According to the NLCC's web site, Corky is also applying to become the liquor manager at a Fresh Thyme store in Lincoln and three in Omaha. I checked Corky through a law enforcement-only database which tends to provide mostly personal identifying information and information about civil issues and didn't find anything out of the ordinary. Corky has a valid Nebraska driver's license and does not have any outstanding warrants for his arrest.

The Grand Island Police Department has no objection to Corky Anderson becoming the liquor manager for Fresh Thyme Farmers' Market.

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Page:



Tuesday, March 13, 2018 Council Session

## Item G-5

### #2018-60 - Approving Request from Casey's Retail Company dba Casey's General Store #1768, 420 No. Broadwell Avenue for a Class "D" Liquor License and Liquor Manager Designation for Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska

This item relates to the aforementioned Public Hearing item E-1.

Staff Contact: RaNae Edwards

#### RESOLUTION 2018-60

WHEREAS, an application was filed by Casey's Retail Company doing business as Casey's General Store #1768, 420 No. Broadwell Avenue for a Class "D" Liquor License; and

WHEREAS, a public hearing notice was published in the *Grand Island Independent* as required by state law on March 3, 2018; such publication cost being \$8.58; and

WHEREAS, a public hearing was held on March 13, 2018 for the purpose of discussing such liquor license application.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that:

- \_\_\_\_\_ The City of Grand Island hereby recommends approval of the aboveidentified liquor license application contingent upon final inspections.
- \_\_\_\_\_ The City of Grand Island hereby makes no recommendation as to the above-identified liquor license application.
- The City of Grand Island hereby makes no recommendation as to the above-identified liquor license application with the following stipulations:
- \_\_\_\_\_ The City of Grand Island hereby recommends denial of the aboveidentified liquor license application for the following reasons:\_\_\_\_\_\_
- The City of Grand Island hereby recommends approval of Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska as liquor manager of such business.

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

- - -

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form ¤ March 14, 2018 ¤ City Attorney



Tuesday, March 13, 2018 Council Session

## Item G-6

## #2018-61 - Approving Request from Casey's Retail Company dba Casey's General Store #2737, 1814 No. Eddy Street for a Class "D" Liquor License and Liquor Manager Designation for Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska

This item relates to the aforementioned Public Hearing item E-2.

Staff Contact: RaNae Edwards

#### RESOLUTION 2018-61

WHEREAS, an application was filed by Casey's Retail Company doing business as Casey's General Store #2737, 1814 N. Eddy Street for a Class "D" Liquor License; and

WHEREAS, a public hearing notice was published in the *Grand Island Independent* as required by state law on March 3, 2018; such publication cost being \$8.58; and

WHEREAS, a public hearing was held on March 13, 2018 for the purpose of discussing such liquor license application.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that:

- \_\_\_\_\_ The City of Grand Island hereby recommends approval of the aboveidentified liquor license application contingent upon final inspections.
- \_\_\_\_\_ The City of Grand Island hereby makes no recommendation as to the above-identified liquor license application.
- \_\_\_\_\_ The City of Grand Island hereby makes no recommendation as to the above-identified liquor license application with the following stipulations:
- \_\_\_\_\_ The City of Grand Island hereby recommends denial of the aboveidentified liquor license application for the following reasons:\_\_\_\_\_\_
- The City of Grand Island hereby recommends approval of Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska as liquor manager of such business.

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

- - -

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form ¤ March 14, 2018 ¤ City Attorney



Tuesday, March 13, 2018 Council Session

## Item G-7

## #2018-62 - Approving Request from Casey's Retail Company dba Casey's General Store #2742, 2223 South Locust Street for a Class "D" Liquor License and Liquor Manager Designation for Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska

This item relates to the aforementioned Public Hearing item E-3.

Staff Contact: RaNae Edwards

#### RESOLUTION 2018-62

WHEREAS, an application was filed by Casey's Retail Company doing business as Casey's General Store #2742, 2223 South Locust Street for a Class "D" Liquor License; and

WHEREAS, a public hearing notice was published in the *Grand Island Independent* as required by state law on March 3, 2018; such publication cost being \$8.58; and

WHEREAS, a public hearing was held on March 13, 2018 for the purpose of discussing such liquor license application.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that:

- \_\_\_\_\_ The City of Grand Island hereby recommends approval of the aboveidentified liquor license application contingent upon final inspections.
- \_\_\_\_\_ The City of Grand Island hereby makes no recommendation as to the above-identified liquor license application.
- \_\_\_\_\_ The City of Grand Island hereby makes no recommendation as to the above-identified liquor license application with the following stipulations:
- \_\_\_\_\_ The City of Grand Island hereby recommends denial of the aboveidentified liquor license application for the following reasons:\_\_\_\_\_\_
- The City of Grand Island hereby recommends approval of Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska as liquor manager of such business.

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

- - -

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form ¤ March 14, 2018 ¤ City Attorney



Tuesday, March 13, 2018 Council Session

## Item G-8

## #2018-63 - Approving Request from Casey's Retail Company dba Casey's General Store #2903, 3428 W. Capital Avenue for a Class "D" Liquor License and Liquor Manager Designation for Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska

This item relates to the aforementioned Public Hearing item E-4.

Staff Contact: RaNae Edwards

#### RESOLUTION 2018-63

WHEREAS, an application was filed by Casey's Retail Company doing business as Casey's General Store #2903, 3428 W. Capital Avenue for a Class "D" Liquor License; and

WHEREAS, a public hearing notice was published in the *Grand Island Independent* as required by state law on March 3, 2018; such publication cost being \$8.58; and

WHEREAS, a public hearing was held on March 13, 2018 for the purpose of discussing such liquor license application.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that:

- \_\_\_\_\_ The City of Grand Island hereby recommends approval of the aboveidentified liquor license application contingent upon final inspections.
- \_\_\_\_\_ The City of Grand Island hereby makes no recommendation as to the above-identified liquor license application.
- The City of Grand Island hereby makes no recommendation as to the above-identified liquor license application with the following stipulations:
- \_\_\_\_\_ The City of Grand Island hereby recommends denial of the aboveidentified liquor license application for the following reasons:\_\_\_\_\_\_
- The City of Grand Island hereby recommends approval of Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska as liquor manager of such business.

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

- - -

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form ¤ March 14, 2018 ¤ City Attorney



Tuesday, March 13, 2018 Council Session

## Item G-9

## #2018-64 - Approving Request from Casey's Retail Company dba Casey's General Store #2707, 806 North Eddy Street for a Class "D" Liquor License and Liquor Manager Designation for Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska

This item relates to the aforementioned Public Hearing item E-5.

Staff Contact: RaNae Edwards

#### RESOLUTION 2018-64

WHEREAS, an application was filed by Casey's Retail Company doing business as Casey's General Store #2707, 806 North Eddy Street for a Class "D" Liquor License; and

WHEREAS, a public hearing notice was published in the *Grand Island Independent* as required by state law on March 3, 2018; such publication cost being \$18.49; and

WHEREAS, a public hearing was held on March 13, 2018 for the purpose of discussing such liquor license application.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that:

- \_\_\_\_\_ The City of Grand Island hereby recommends approval of the aboveidentified liquor license application contingent upon final inspections.
- \_\_\_\_\_ The City of Grand Island hereby makes no recommendation as to the above-identified liquor license application.
- The City of Grand Island hereby makes no recommendation as to the above-identified liquor license application with the following stipulations:
- \_\_\_\_\_ The City of Grand Island hereby recommends denial of the aboveidentified liquor license application for the following reasons:\_\_\_\_\_\_
- The City of Grand Island hereby recommends approval of Tina Krings, 1212 Blue Stem Circle, Norfolk, Nebraska as liquor manager of such business.

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

- - -

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form ¤ March 14, 2018 ¤ City Attorney



Tuesday, March 13, 2018 Council Session

## Item G-10

### #2018-65 - Approving Bid Award - Precipitator Bottom Ash and Boiler Industrial Cleaning - Spring 2018 Outage

Staff Contact: Tim Luchsinger, Stacy Nonhof

# **Council Agenda Memo**

From:	Timothy G. Luchsinger, Utilities Director Stacy Nonhof, Assistant City Attorney
Meeting Date:	March 13, 2018
Subject:	Precipitator, Bottom Ash and Boiler Industrial Cleaning – Spring 2018
Presenter(s):	Timothy G. Luchsinger, Utilities Director

The electrostatic precipitator at the Platte Generating Station is the air quality control equipment used to remove coal ash particulates from the plant's boiler flue gas stream. Proper performance of this equipment is required as part of the plant's operating permit. Due to volume and characteristics of the coal ash, the precipitator must be grit blasted twice a year to remove ash build-up to allow the plant to remain below permitted emission levels. In addition to maintaining performance, removal of the ash deposits also allows an inspection of the precipitator internal surfaces and components.

The next outage is scheduled for May of this year. Specifications were developed by the plant maintenance staff for the removal of ash deposits throughout the precipitator and boiler including grit blasting of the electrostatic precipitator, bulk vacuuming of the associated ductwork and hoppers, blasting deposits from boiler tubing and high pressure water wash of the bottom ash system and air heater.

### **Discussion**

The specifications for the Precipitator, Bottom Ash and Boiler Industrial Cleaning -Spring 2018 Outage, were advertised and issued for bid in accordance with the City Purchasing Code. Bids were publicly opened on February 22, 2018. Specifications were sent to seven potential bidders and two responses were received as listed below. The engineer's estimate for this project was \$160,000.00.

Bidder	Bid Amount
Meylan Enterprises, Inc., Omaha, Nebraska	\$141,281.73
W-S Industrial Service, Inc., Council Bluffs, Iowa	\$162,687.51

The bids were reviewed by Utility Engineering staff. All bids were in compliance with the specifications and had no exceptions. The bid from Meylan Enterprises is compliant with the specifications and less than the engineer's estimate.

### **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

### **Recommendation**

City Administration recommends that the Council approve the bid of Meylan Enterprises of Omaha, Nebraska, as the low responsive bidder, with a bid in the amount of \$141,281.73.

### **Sample Motion**

Move to approve the bid in the amount of \$141,281.73 from Meylan Enterprises for the Precipitator, Bottom Ash and Boiler Industrial Cleaning – Spring 2018 Outage.

### Purchasing Division of Legal Department INTEROFFICE MEMORANDUM



Stacy Nonhof, Purchasing Agent

Working Together for a Better Tomorrow, Today

#### **BID OPENING**

<b>BID OPENING DATE:</b>	February 22, 2018 at 2:00 p.m.
FOR:	Precipitator, Bottom Ash & Boiler Industrial Cleaning – Spring 2018
DEPARTMENT:	Utilities
ESTIMATE:	\$160,000.00
FUND/ACCOUNT:	520
PUBLICATION DATE:	February 3, 2017
NO. POTENTIAL BIDDERS:	7

#### **SUMMARY**

Bidder: Bid Security: Exceptions:	<u>Meylan Enterprises, Inc.</u> Omaha, NE Universal Surety Co. None			
Bid Price:	Precipitator Abrasive	Air Heater	Vacuum	Hydro-blast
	Cleaning	Wash	Services	Services
Material:	\$ 4,876.00	\$20,705.00	\$22,615.00	\$20,670.00
Labor:	\$28,613.00	\$ 5,640.00	\$19,080.00	\$ 9,840.00
Sales Tax:	<u>\$ 2,344.23</u>	<u>\$ 1,844.15</u>	<u>\$ 2,918.65</u>	<u>\$ 2,135.70</u>
Base Bid:	\$35,833.23	\$28,189.15	\$44,613.65	\$32,645.70
Total Bid	\$144,281.73			

Bidder:	W-S Industrial Services,	Inc.		
	Council Bluffs, IA			
<b>Bid Security:</b>	<b>Merchants Bonding Co.</b>			
<b>Exceptions:</b>	None			
Bid Price:				
Dia Trice.	Precipitator Abrasive	Air Heater	Vacuum	Hydro-blast
	Cleaning	Wash	Services	Services
Material:	\$20,212.00	\$23,520.00	\$12,240.00	\$17,280.00
Labor:	\$17,772.00	\$ 9,606.80	\$33,840.90	\$17,622.70
Sales Tax:	<u>\$ 2,655.38</u>	<u>\$2,318.88</u>	<u>\$ 3,225.66</u>	<u>\$ 2,443.19</u>
Base Bid:	\$40,589.38	\$35,445.68	\$49,306.56	\$37,345.89
Total Bid	\$162,687.51			

cc:	Tim Luchsinger, Utilities Director
	William Clingman, Interim Finance Director
	Pat Gericke, Utilities Admin. Assist.

Darrell Dorsey, PGS Plant Superintendent Stacy Nonhof, Purchasing Agent Karen Nagel, Utilities Secretary

P2037

#### RESOLUTION 2018-65

WHEREAS, the City of Grand Island invited sealed bids for Precipitator, Bottom Ash and Boiler Industrial Cleaning – Spring 2018 Outage, according to plans and specifications on file with the Utilities Department; and

WHEREAS, February 22, 2018, bids were received, opened and reviewed; and

WHEREAS, Meylan Enterprises, Inc., of Omaha, Nebraska, submitted a bid in accordance with the terms of the advertisement of bids and plans and specifications and all other statutory requirements contained therein, such bid being in the amount of \$141,281.73; and

WHEREAS, the bid of Meylan Enterprises, Inc., is less than the estimate for Precipitator, Bottom Ash and Boiler Industrial Cleaning – Spring 2018 Outage.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that the bid of Meylan Enterprises, Inc., in the amount of \$141,281.73, for Precipitator, Bottom Ash and Boiler Industrial Cleaning – Spring 2018 Outage, is hereby approved as the lowest responsible bid.

- - -

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form	¤	
March 14, 2018	¤ City Attorney	



Tuesday, March 13, 2018 Council Session

## Item G-11

# **#2018-66 - Approving NACE Coating Inspection Services for the Elevated Water Storage Tower**

Staff Contact: Tim Luchsinger, Stacy Nonhof

# **Council Agenda Memo**

From:	Timothy G. Luchsinger, Utilities Director Stacy Nonhof, Assistant City Attorney
Meeting:	March 13, 2018
Subject:	Elevated Water Storage Tower Construction - NACE Coating Inspection Services
Presenter(s):	Timothy G. Luchsinger, Utilities Director

### **Background**

The City's water system consists of 21 low pressure wells, located on a 1,200 acre island in the Platte River, which supplies water to an on-site collection and pumping station. This pumping station transfers water through transmissions mains to several reservoir stations in the City. These pumping stations provide water for residential and industrial use as well as fire protection for the City.

In early 2015, a Water Master Plan study was completed identifying the need for elevated storage, and for a zoned distribution system. The tank will be painted during the construction. To ensure the paint will last, it is important to monitor the contractor to ensure proper application of the coating to the paint manufacturer's specification. A NACE qualified inspector will observe, test, verify conformance to the specification, and provide a written report for warranty issues.

### **Discussion**

The request for proposal for NACE qualified coating inspection services for the Elevated Water Storage Tower Construction for the City's municipal water system was publically advertised in accordance with the City Purchasing Code. Proposals from the following firms were received:

•

Using a matrix of the Department's established evaluation criteria, which included Company Experience, Personnel Experience, Proposal Responsiveness, Pricing and Commercial Terms, the proposals were reviewed by Utility Engineers. A tabulation of the evaluations factors indicated a consensus for REOD, LLC of Wentzville, Missouri. That firm's proposal was ranked #1 by each evaluator.

### **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

### **Recommendation**

City Administration recommends that the Council award the Proposal for the Elevated Water Storage Tower Construction-NACE Coating Inspection Services to REOD, LLC of Wentzville, Missouri, with the price not to exceed \$62,420.00.

### **Sample Motion**

Move to approve the proposal from REOD, LLC of Wentzville, Missouri, for the Elevated Water Storage Tower Construction - NACE Coating Inspection Services with the price not to exceed \$62,420.00.

### Purchasing Division of Legal Department INTEROFFICE MEMORANDUM



Stacy Nonhof, Purchasing Agent

Working Together for a Better Tomorrow, Today

#### REQUEST FOR PROPOSAL FOR ELEVATED WATER STORAGE TANK CONSTRUCTION – NACE COATING INSPECTION SERVICES

RFP DUE DATE: January 23, 2018 at 4:00 p.m.

**DEPARTMENT:** Utilities

PUBLICATION DATE: December 21, 2017

NO. POTENTIAL BIDDERS: 4

#### SUMMARY OF PROPOSALS RECEIVED

Omnitech Construction Services Breaux Bridge, LA <u>REOD, LLC</u> Wentzville, MO

<u>B & N Inspection & Supply</u> Chesterfield, MO

<u>McGill Restoration</u> Omaha, NE

<u>Olsson Associates</u> Omaha, NE

cc: Tim Luchsinger, Utilities Director Marlan Ferguson, City Administrator Stacy Nonhof, Purchasing Agent Karen Nagel, Utilities Secretary Pat Gericke, Utilities Admin. Assist. Renae Jimenez, Finance Director Lynn Mayhew, Assist. Utilities Director

P2027
WHEREAS, the City of Grand Island advertised a Request for Proposals for Elevated Water Storage Tower Construction – NACE Coating Inspection Services, according to plans and specifications on file with the Utilities Department; and

WHEREAS, on January 23, 2018, proposals were received, opened and reviewed;

and

WHEREAS, REOD, LLC, of Wentzville, Missouri submitted a proposal for Elevated Water Storage Tower Construction – NACE Coating Inspection Services for a price not to exceed \$62,420.00.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that the proposal from REOD, LLC, is hereby approved for a price not to exceed \$62,420.00.

- - -

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form	¤	
March 14, 2018	¤ City Attorney	



Tuesday, March 13, 2018 Council Session

### Item G-12

### **#2018-67 - Approving Bid Award - Transmission Circuit Breaker Inspection Services**

Staff Contact: Tim Luchsinger, Stacy Nonhof

From:	Tim Luchsinger, Utilities Director Stacy Nonhof, Assistant City Attorney
Meeting:	March 13, 2018
Subject:	Rescinding of Resolution 2018-50 and award of Transmission Circuit Breaker Inspection Services, Contract #18-PCC-01
Presenter(s):	Tim Luchsinger, Utilities Director

#### **Background**

The Grand Island electric system utilizes eight 115,000 volt substations at various locations around the City and a 115,000 volt transmission loop to provide reliable power to the City. These substations contain, among other components, transmission circuit breakers that interrupt power to a transmission line when trouble on that line occurs. Ninety-five percent of the circuit breakers are at least fifteen years old. Manufacturers recommend performing an internal inspection of the breakers based upon the number of operations. Records indicate that they are due for that inspection.

Due to the concern of introducing contaminants into the breakers as well as creating gas leaks by physically opening them up, the industry has moved to a radiological inspection that essentially x-rays the internal components. Technicians with specialized software can then determine if the breakers are in need of additional maintenance.

On February 27, 2018, Council approved Resolution 2018-50 awarding a contract for Transmission Circuit Breaker Inspection Services to Power Delivery Services, Inc. Power Delivery Services, Inc. (also known as PDS, Inc.), in Omaha is the authorized regional representative of ABB, Inc. In preparing the contract documents for execution, it became apparent that the resolution authorizing the contract award should have designated ABB, Inc., as the contractor instead of Power Delivery Services, Inc.

#### **Discussion**

Based upon discussions with the Legal Department, City administration recommends rescinding Resolution 2018-50 and awarding the bid for Transmission Circuit Breaker Inspection Services to ABB, Inc., Mount Pleasant, PA in the amount of \$76,641.00 as the lowest responsible bid received.

#### **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 a future date
- 4. Take no action on the issue

#### **Recommendation**

City Administration recommends that the Council rescind Resolution 2018-50 and approve the bid for Transmission Circuit Breaker Inspection Services to ABB, Inc., Mount Pleasant, PA, in the amount of \$76,641.00.

#### **Sample Motion**

Move to rescind Resolution 2018-50 and approve the bid for Transmission Circuit Breaker Inspection Services to ABB, Inc., Mount Pleasant, PA, in the amount of \$76,641.00.

#### Purchasing Division of Legal Department INTEROFFICE MEMORANDUM



Stacy Nonhof, Purchasing Agent

Working Together for a Better Tomorrow, Today

#### **BID OPENING**

BID OPENING DATE:February 13, 2018 at 2:00 p.m.FOR:Transmission Circuit Breaker Inspection Services #18-PCC-01DEPARTMENT:UtilitiesESTIMATE:\$200,000.00FUND/ACCOUNT:520PUBLICATION DATE:January 17, 2018NO. POTENTIAL BIDDERS:6SUMMARY

 Bidder:
 Power Delivery Services, Inc. representing ABB, Inc.

 Omaha, NE
 Omaha, NE

 Bid Security:
 Westchester Fire Insurance Co.

 Exceptions:
 Noted

 Bid Price:
 Noted

Diu I lice.	
Inspections:	\$62,631.00
Mobilization:	\$14,010.00
Sales Tax:	
Total:	\$76,641.00

cc: Tim Luchsinger, Utilities Director Marlan Ferguson, City Administrator Stacy Nonhof, Purchasing Agent Pat Gericke, Utilities Admin. Assist. William Clingman, Interim Finance Director Travis Burdett, Assist. Utilities Director

P2032

WHEREAS, the City of Grand Island invited sealed bids for Transmission Circuit Breaker Inspection Services, according to plans and specifications on file with the Utilities Department; and

WHEREAS, on February 13, 2018, bids were received, opened and reviewed; and

WHEREAS, Power Delivery Services, Inc., of Omaha, Nebraska, an authorized regional representative of ABB Inc., submitted a bid in accordance with the terms of the advertisement of bids and plans and specifications and all other statutory requirements contained therein, such bid being in the amount of \$76,641.00; and

WHEREAS, the bid of Power Delivery Services, Inc., was approved by Council Resolution #2018-50 on February 27, 2018; and

WHEREAS, the bid award should contractually be with ABB, Inc., of Mount Pleasant, PA instead of Power Delivery Services, Inc.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that Resolution #2018-50 awarding the bid to Power Delivery Services, Inc., be rescinded and the bid of ABB, Inc., Mount Pleasant, PA, in the amount of \$76,641.00, for Transmission Circuit Breaker Inspection Services, is hereby approved as the lowest responsible bid.

- - -

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form ¤ March 14, 2018 ¤ City Attorney



Tuesday, March 13, 2018 Council Session

### Item G-13

### **#2018-68 - Approving Contract Renewal for Annual Pavement** Markings for the Streets Division of the Public Works Department

Staff Contact: John Collins, P.E. - Public Works Director

From:	Shannon Callahan, Streets Superintendent	
Meeting:	March 13, 2018	
Subject:	Approving Contract Renewal for Annual Pavement Markings for the Streets Division of the Public Works Department	
Presenter(s):	John Collins, Public Works Director	

#### **Background**

Pavement markings are a critical part of maintaining safety of the City's roadways and have strict standards on size, location, color, and reflectivity set by the Manual on Uniform Traffic Control. Since the 2014 striping season a contractor has been utilized for painted pavement marking maintenance which has allowed the Streets Division to reorganize its labor force and focus on the storm sewer cleaning program. Another benefit of utilizing contractor services is a reduction in traffic disruption accomplished by "night work", conducted during off-peak hours, and faster completion times due to the use of specialized equipment.

In February of 2017 (bid summary below), the City of Grand Island City Council authorized the award of a pavement marking maintenance contract to Straight-Line Striping, Inc. of Grand Island, NE. The renewable contract was written as a three year agreement, which includes the original term plus two opportunities to renew for an additional one-year period.

Dia Sammary Homi i Cordary	.,		
Bidder	Sub-Contractor(s)	Exceptions	Total Bid
Straight-Line Striping, Inc. Grand Island, NE	County Line Striping, LLC Grand Island, NE	None	\$86,690.95
Highway Signs, Inc. Omaha, NE	None	None	\$125,470.00
Trafcon, Inc. Lincoln, NE	None	None	\$162,520.00

Bid Summary from February 7, 2017.

A change order was approved in 2017 for a total contract amount of \$93,690.35.

#### **Discussion**

2018 will be the first renewal period under the existing contract with Straight-Line Striping. The one-year renewal term is contingent upon mutual agreement, by the City and the Contractor, of the original contract terms and any unit price changes.

The Streets Division and Straight-Line Striping, Inc. both have an interest in renewing the contract for the 2018 striping season.

The Streets Division increased the estimated quantities to align better with actual striping that needs completed per the change order approved in 2017; Straight-Line Striping has proposed a \$0.003 per linear foot unit price increase for 4" lane lines for a total contract amount of \$102,339.00. Straight-Line Striping has also proposed the use of the same subcontractor as last year, County Line Striping, for pavement marking symbols.

Public Works staff compared the proposed unit prices to the original bids received in 2017 and Straight-Line Striping's new unit prices are still below the other bidder(s). Therefore, Public Works considers these prices to be fair and justified.

#### 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

#### **Recommendation**

City Administration recommends that the Council approve the first contract renewal period of *Annual Pavement Markings 2017* to Straight-Line Striping, Inc. of Grand Island, Nebraska in the amount of \$102,339.00.

#### **Sample Motion**

Move to approve the first contract renewal period of *Annual Pavement Markings 2017* to Straight-Line Striping, Inc. of Grand Island, Nebraska in the amount of \$102,339.00.

WHEREAS, the City of Grand Island City Council authorized a contract for Annual Pavement Markings 2017 with Straight-Line Striping, Inc. of Grand Island, Nebraska on February 28, 2017; and

WHEREAS, the contract allowed for two additional one-year terms pending mutual agreement between the City and the Contractor, including negotiated unit price adjustments; and

WHEREAS, Straight-Line Striping, Inc. of Grand Island, Nebraska submitted justified unit price changes and proposed County Line Striping as a subcontractor for the 2018 contract renewal period, and has fulfilled other statutory requirements contained therein; and

WHEREAS, based on the City's estimated quantities and the proposed unit prices the total estimated cost for the 2018 contract renewal period is \$102,339.00; and

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that the unit prices and subcontractor proposed by Straight-Line Striping, Inc. of Grand Island, Nebraska for the Annual Pavement Markings 2017 first contract renewal period is mutually agreeable.

BE IT FURTHER RESOLVED, that a contract renewal for such project between the City and such contractor be entered into, and the Mayor is hereby authorized and directed to execute such contract on behalf of the City of Grand Island.

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form ¤ March 14, 2018 ¤ City Attorney



Tuesday, March 13, 2018 Council Session

### Item G-14

### #2018-69 - Approving Purchase of a New ½ Ton, Four-Wheel Drive, Extended Cab Pick-up for the Streets Division of the Public Works Department

Staff Contact: John Collins, P.E. - Public Works Director

From:	Shannon Callahan, Street Superintendent	
Meeting:	March 13, 2017	
Subject:	Approving Purchase of a New ½ Ton, Four-Wheel Drive, Extended Cab Pick-up for the Streets Division of the Public Works Department	
Presenter(s):	John Collins PE, Public Works Director	

#### **Background**

The Streets Division of the Public Works Department budgeted \$32,000 in fiscal year 2017/2018 for a new ½ Ton, Four-Wheel Drive, Extended Cab Pick-up.

Foreman's vehicles have the most miles placed on them each year; this new unit will replace a foreman vehicle and the vehicle currently used as a foreman vehicle will be replacing work truck, Unit 210. The extended cab is needed for additional room to keep work items accessible, such as maps and safety gear, and still transport passengers.

Unit 210 is a 1999 Ford F-150 with approximately 6,050 hours on the engine; the odometer does not work so exact mileage is unknown but would be assumed between 48,000 and 58,000 miles. Unit 210 has a repair cost to purchase price ratio of 0.99 and Fleet Services has identified several repairs that will need completed, including new tires, if this vehicle is not replaced. This vehicle will be offered to other Divisions before being sold at auction.

#### **Discussion**

The vehicle specifications awarded under State of Nebraska Contract No. 14853 OC to Husker Auto Group of Lincoln, Nebraska meet all of the requirements for the Streets Division. The purchase price of the 2018 Chevrolet Silverado 1500 extended cab with four-wheel drive under the State of Nebraska Contract will be \$28,578.00.

#### **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

#### **Recommendation**

City Administration recommends that the Council approve the purchase of a New ½ Ton, Four-Wheel Drive, Extended Cab Pick-up using the State of Nebraska Contract No. 14853 OC awarded to Husker Auto Group of Lincoln, Nebraska for a purchase price \$28,578.00.

#### **Sample Motion**

Move to approve the resolution.



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WHEREAS, the Streets Division of the Public Works Department for the City of Grand Island, budgeted for a vehicle in the 2017/2018 fiscal year; and

WHEREAS, the State of Nebraska Contract No. 14853 OC meets all equipment specifications and all statutory bidding requirements; and

WHEREAS, the State of Nebraska awarded said contract to Husker Auto Group of Lincoln, Nebraska.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that a purchase order and subsequent payment is authorized for a New ½ Ton, Four-Wheel Drive, Extended Cab Pick-up in the amount of \$28,578.00 from Husker Auto Group of Lincoln, Nebraska.

- - -

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form ¤\_\_\_\_\_ March 14, 20182 ¤ City Attorney



Tuesday, March 13, 2018 Council Session

### Item G-15

# **#2018-70 - Approving Change Order No. 1 for Concrete Pavement and Storm Sewer Repair 2018, Various Locations**

Staff Contact: John Collins, P.E. - Public Works Director

From:	Shannon Callahan, Street Superintendent
Meeting:	March 13, 2018
Subject:	Approving Change Order No. 1 for Concrete Pavement and Storm Sewer Repair 2018, Various Locations
Presenter(s):	John Collins PE, Public Works Director

#### **Background**

The Diamond Engineering Company of Grand Island, NE was awarded a \$796,309.60 contract by the City Council on January 11, 2018, via Resolution No. 2018-11, for Concrete Pavement and Storm Sewer Repair 2018, Various Locations.

#### **Discussion**

Change Order No. 1 is for the addition of a line item, Reconstruct Manhole, to the current contract. Approximately 36 manholes were lowered with the 2017-AC-1 project on the Capital Avenue and North Road sections of work. This line item will be used to rebuild the top of these manholes and will include traffic control, labor, and tools required to complete the work. This change will not have a net impact on the contract amount.

#### <u>Alternatives</u>

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

#### **Recommendation**

City Administration recommends that the Council approve Change Order No. 1 for Concrete Pavement and Storm Sewer Repair 2018, Various Locations.

#### **Sample Motion**

Move to approve the resolution.

#### City of Grand Island 100 East 1st Street Grand Island, Nebraska 68801

#### **CHANGE ORDER NUMBER 1**

Date of Issuance: March 13, 2017

PROJECT: Concrete Pavement and Storm Sewer Repair 2018, Various Locations

**CONTRACTOR:** The Diamond Engineering Company

#### CONTRACT DATE: January 23, 2018

Change order to add an additional line item of Reconstruct Manhole to current contract. Approximately 36 manholes were lowered with the 2017-AC-1 project on the Capital Avenue and North Road sections of work. This line item will be used to rebuild the top of these manholes and will include traffic control, labor, and tools required to complete the work. This change will not impact the total contract amount.

		<u>Quantity</u>	<u>Unit Price</u>	Total Price
1.	Reconstruct Manhole	36 EA	\$2,000.00	\$72,000.00
то	TAL OF CHANGE ORDER NO. 1			\$72,000.00
Cor	ntract Price Prior to This Change Order			\$ 796,309.60
Net Increase/Decrease Resulting from this Change Order				\$ no net change
Rev	vised Contract Price Including this C	hange Order		\$ 796,309.60
Ар	proval Recommended:			
By_	John Collins PE, Public Works Direct	or		
Dat	e			

The Above Change Order Accepted:

The Diamond Engineering Company Contractor

By

Approved for the City of Grand Island:

Ву\_\_\_\_\_

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Date \_\_\_\_\_

Date\_\_\_\_\_

WHEREAS, The Diamond Engineering Company of Grand Island, NE was awarded a \$796,309.60 contract by the City Council on January 11, 2018, via Resolution No. 2018-11, for Concrete Pavement and Storm Sewer Repair 2018, Various Locations; and

WHEREAS, it has been determined that a modification is needed to be made to allow for the addition of a line item, Reconstruct Manhole; and

WHEREAS, such modifications have been incorporated into Change Order No. 1;

and

WHEREAS, the result of such modification will not impact the net contract amount.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that the Mayor be, and hereby is, authorized and directed to execute Change Order No. 1 between the City of Grand Island and The Diamond Engineering Company of Grand Island, Nebraska to provide the modification.

- - -

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form	¤	
March 14, 2018	¤ Citv Attornev	



Tuesday, March 13, 2018 Council Session

### Item I-1

### **#2018-71 - Consideration of Approving Contract with Cornerstone Bank for Banking Services**

Staff Contact: William Clingman, Interim Finance Director

From:	William Clingman, Interim Finance Director	
Meeting:	March 13, 2018	
Subject:	Consideration of Approving Contract with Cornerstone Bank for Banking Services	
Presenter(s):	William Clingman, Interim Finance Director	

#### **Background**

On December 29, 2017 the City advertised an RFP for Banking Services. On January 25, 2018 this RFP closed and 7 banks submitted proposals. Staff from the Finance Department reviewed all submitted bids and then selected Cornerstone Bank because of the evaluation process.

#### **Discussion**

The City of Grand Island has utilized our current bank for at least the last decade and because it has not been formally evaluated for such a long time, an RFP was issued for banking services. These two primary drivers led to the selection of Cornerstone Bank. The estimated impact of the change to Cornerstone bank will be at least a net gain of \$700,000 on an annual basis to the total City of Grand Island cash balance; however, based on our current balance as of early March 2018, the net impact would be closer to \$950,000.

A secondary result of this change in banks will be the elimination of lockbox services for utility related payments. This is because of two primary reasons. First, the Finance Department for the last several months evaluated the benefit of lockbox services for utility payments. It was determined that we currently have staff to process these payments in house and that by bringing them in house we will eliminate some of the errors in payment processing that have been attributed to the City's use of the lockbox services. Second, Cornerstone Bank does not offer lockbox services, nor do they have plans to offer them. The elimination of the lockbox will not be immediate, but will be phased out over the next several months.

#### **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

#### **Recommendation**

City Administration recommends that the City Council approve the resolution to establish banking services with Cornerstone Bank.

#### **Sample Motion**

Move to approve the resolution.

#### Purchasing Division of Legal Department INTEROFFICE MEMORANDUM



Stacy Nonhof, Purchasing Agent

Working Together for a Better Tomorrow, Today

#### REQUEST FOR PROPOSAL FOR BANKING SERVICES

**RFP DUE DATE:** 

January 25, 2018 at 4:00 p.m.

**DEPARTMENT:** 

PUBLICATION DATE: December 29, 2017

Finance

NO. POTENTIAL BIDDERS: 10

#### **SUMMARY OF PROPOSALS RECEIVED**

Wells Fargo Denver, CO

York, NE

**Cornerstone Bank** 

**Great Western Bank** 

**Grand Island**, NE

<u>UMB Bank</u> Kansas City, MO

<u>Equitable Bank</u> Grand Island, NE

Five Points Bank Grand Island, NE

<u>Union Bank & Trust</u> Lincoln, NE

Marlan Ferguson, City Administrator Stacy Nonhof, Purchasing Agent Renae Jimenez, Finance Director William Clingman, Assist. Finance Director

P2029

Grand Island

cc:

WHEREAS, the Finance department advertised a Request for Proposals (RFP) for Banking Services in December of 2017; and

WHEREAS, the RFP closed on January 25, 2018; and

WHEREAS, a committee reviewed all proposals that were received; and

WHEREAS, Cornerstone Bank was selected to provide the primary banking services to the City.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that the agreements with Cornerstone Bank for banking and deposit services is approved.

- - -

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form ¤\_\_\_\_\_ March 14, 2018 ¤ City Attorney



Tuesday, March 13, 2018 Council Session

### Item I-2

### #2018-72 - Consideration of Approving one (1) Full-Time Equivalent Park Maintenance Worker for the Parks & Recreation Department

Staff Contact: Todd McCoy, Parks & Recreation Director

From:	Todd McCoy, Parks and Recreation Director
Meeting:	March 13, 2018
Subject:	Consideration to Approve Hiring Park Maintenance Position
Presenter(s):	Todd McCoy, Parks and Recreation Director

#### **Background**

It was decided during the 2017-18 City Budget discussions that two park maintenance positions would be reduced. Plans were formed to offset staff reductions by reducing athletic field preparation and outsourcing certain park maintenance functions such as emptying trash barrels.

On December 17, 2017 the Parks and Recreation Department advertised for proposals to empty trash barrels during the busy parks season. Businesses were asked to provide pricing for empting 269 trash barrels in 28 locations twice per week starting in April and ending October 15, 2018. Five companies responded to the trash barrel service Request for Proposal.

#### **Discussion**

Proposals were reviewed by Parks and Recreation, Legal, Administration, Finance, and Human Resources staff. After further review it was determined that the City would have a higher value and be better served by hiring an additional full-time Park Maintenance position rather than accepting the proposals.

The estimated annual cost for a first year Park Maintenance employee with family benefits is approximately \$60,346.00. Parks staff would manage park trash pickup and parks spraying requirement as they did in prior years. We have \$80,000 available in contract services that we could use to cover the cost of an employee.

Staff recommends not accepting the trash barrel service proposal and immediately hire one (1) full-time Park Maintenance position.

#### **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

#### **Recommendation**

City Administration recommends that the City Council approve the addition of one (1) full-time Park Maintenance Worker.

#### **Sample Motion**

Move to approve the addition of one (1) full-time Park Maintenance Worker position in the current City budget.

WHEREAS, in the fiscal budget of 2017-2018 two (2) full-time FTE's were eliminated from the Parks and Recreation Department; and

WHEREAS, plans were formed to offset staff reductions by outsourcing certain park maintenance functions; and

WHEREAS, proposals were received for such functions and after review of proposals by city administration it was determined the City would have a higher value and be better served by hiring an additional full-time Park Maintenance position rather than accepting the proposals; and

WHEREAS, the City Parks and Recreation Department is asking for an increase of 1.0 Full-Time Equivalent Employee (FTE).

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that the budget be revised to include an additional 1.0 FTE for a Park Maintenance position in the general fund.

- - -

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form	¤	
March 14, 2018	¤ City Attorney	



Tuesday, March 13, 2018 Council Session

### Item I-3

### #2018-73 – Consideration of Adopting Veteran's Legacy Project Master Plan Phase 1

This item relates to the aforementioned Presentation item C-1.

Staff Contact: Marlan Ferguson

WHEREAS, In 2016, the State of Nebraska conveyed to the City of Grand Island various tracts of real estate that were a part of the Central Nebraska Veterans Home; and

WHEREAS, The property conveyed includes tracts north of Nebraska Highway 2 between Broadwell Avenue and Webb Road and South of Highway 281 as well as the agricultural lands south of Highway 2 and north of Capital Avenue; and

WHEREAS, The City issued an RFP seeking proposals from a qualified consulting firm to assist in the development of a reuse plan for these lands; and

WHEREAS, Olsson Associates, Inc. was selected as the preferred consultant for providing the services requested. As such, Olsson Associates, Inc. and their partner Ochsner Hare and Hare underwent a master planning process, guided by input from project stakeholders, City staff members, and residents of Grand Island. This document details that master planning process, the basis for the master plan's recommendations, and the master plan itself. The plan is not a static document. While it was compiled as a reflection of existing conditions and stakeholders' and the public's interests at the time, the plan will have important implications for future site redevelopment, growth, and development projects.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that the Veterans Legacy Master Plan be adopted as presented.

Adopted by the City Council of the City of Grand Island, Nebraska, March 13, 2018.

Jeremy L. Jensen, Mayor

Attest:

RaNae Edwards, City Clerk

Approved as to Form ¤ March 14, 2018 ¤ City Attorney



Tuesday, March 13, 2018 Council Session

### Item J-1

### **Approving Payment of Claims for the Period of February 28, 2018** through March 13, 2018

The Claims for the period of February 28, 2018 through March 13, 2018 for a total amount of \$3,976,633.37. A MOTION is in order.

Staff Contact: William Clingman