



City of Grand Island

Tuesday, June 25, 2019

Council Session

Item E-2

Public Hearing on CRA Area #16 Blighted and Substandard Study for 569.09 Acres located North of State Street and East of Webb Road (City of Grand Island)

Council action will take place under Resolutions item I-1.

Staff Contact: Chad Nabity

Council Agenda Memo

From: Regional Planning Commission

Meeting: June 25, 2019

Subject: Veteran's Home Blight Study (Proposed Area 16)
C-24-2019GI

Presenter(s): Chad Nabity, Regional Planning Director

Background

The Grand Island Community Redevelopment Authority commissioned a Blight and Substandard Study for Proposed Redevelopment Area No. 16. The study was prepared by Marvin Planning Associates of David City, Nebraska. This study is approximately 569.09 acres of property in northern Grand Island north of State Street and east of Webb Road including the all of the Central Nebraska Veterans Home property. On April 23, 2019, council referred the attached study to the Planning Commission for its review and recommendation. The study as prepared and submitted indicates that this property could be considered blighted and substandard. The full study is attached for your review and consideration.

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

Discussion

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

18-2109. Redevelopment plan; preparation; requirements; planning commission or board; public hearing; notice; governing body; public hearing; notice.

(1) An authority shall not prepare a redevelopment plan for a redevelopment project area unless the governing body of the city in which such area is located has, by resolution adopted after the public hearings required under this section, declared such area to be a substandard and blighted area in need of redevelopment.

(2) Prior to making such declaration, the governing body of the city shall conduct or cause to be conducted a study or an analysis on whether the area is substandard and blighted

and shall submit the question of whether such area is substandard and blighted to the planning commission or board of the city for its review and recommendation. The planning commission or board shall hold a public hearing on the question after giving notice of the hearing as provided in section 18-2115.01. Such notice shall include a map of sufficient size to show the area to be declared substandard and blighted or information on where to find such map and shall provide information on where to find copies of the substandard and blighted study or analysis conducted pursuant to this subsection. The planning commission or board shall submit its written recommendations to the governing body of the city within thirty days after the public hearing.

(3) Upon receipt of the recommendations of the planning commission or board, or if no recommendations are received within thirty days after the public hearing required under subsection (2) of this section, the governing body shall hold a public hearing on the question of whether the area is substandard and blighted after giving notice of the hearing as provided in section 18-2115.01. Such notice shall include a map of sufficient size to show the area to be declared substandard and blighted or information on where to find such map and shall provide information on where to find copies of the substandard and blighted study or analysis conducted pursuant to subsection (2) of this section. At the public hearing, all interested parties shall be afforded a reasonable opportunity to express their views respecting the proposed declaration. After such hearing, the governing body of the city may make its declaration.

(4) Copies of each substandard and blighted study or analysis conducted pursuant to subsection (2) of this section shall be posted on the city's public web site or made available for public inspection at a location designated by the city.

~Reissue Revised Statutes of Nebraska 7-19-18

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

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

The city of Grand Island, as a City of the First Class, is permitted to designate an area of up to 35% of the municipal limits as blighted and substandard. As of April 1, 2019, 20.11% of the City has been declared blighted and substandard. Area 16 would add 569 acres to the total of blighted and substandard property and would, if approved, add 2.96% to the total area declared blighted and substandard bringing the total to 23.07%. The 31 acres of proposed area 29 also under consideration would add 0.17% bringing the total to 23.24%. Proposed Area 28 (Conestoga Mall) would add another 0.41% and proposed area 30 would add 0.01% bringing the total area declared to 23.66%. Both area 16 and 29 both include property that was annexed on May 28, 2019 so those number will drop slightly. It does not appear that the declaration of Area 16 would significantly impact the City's ability to declare other areas blighted and substandard

Redevelopment Area 16

Figure 1
Study Area Map



Source: Marvin Planning Consultants 2014

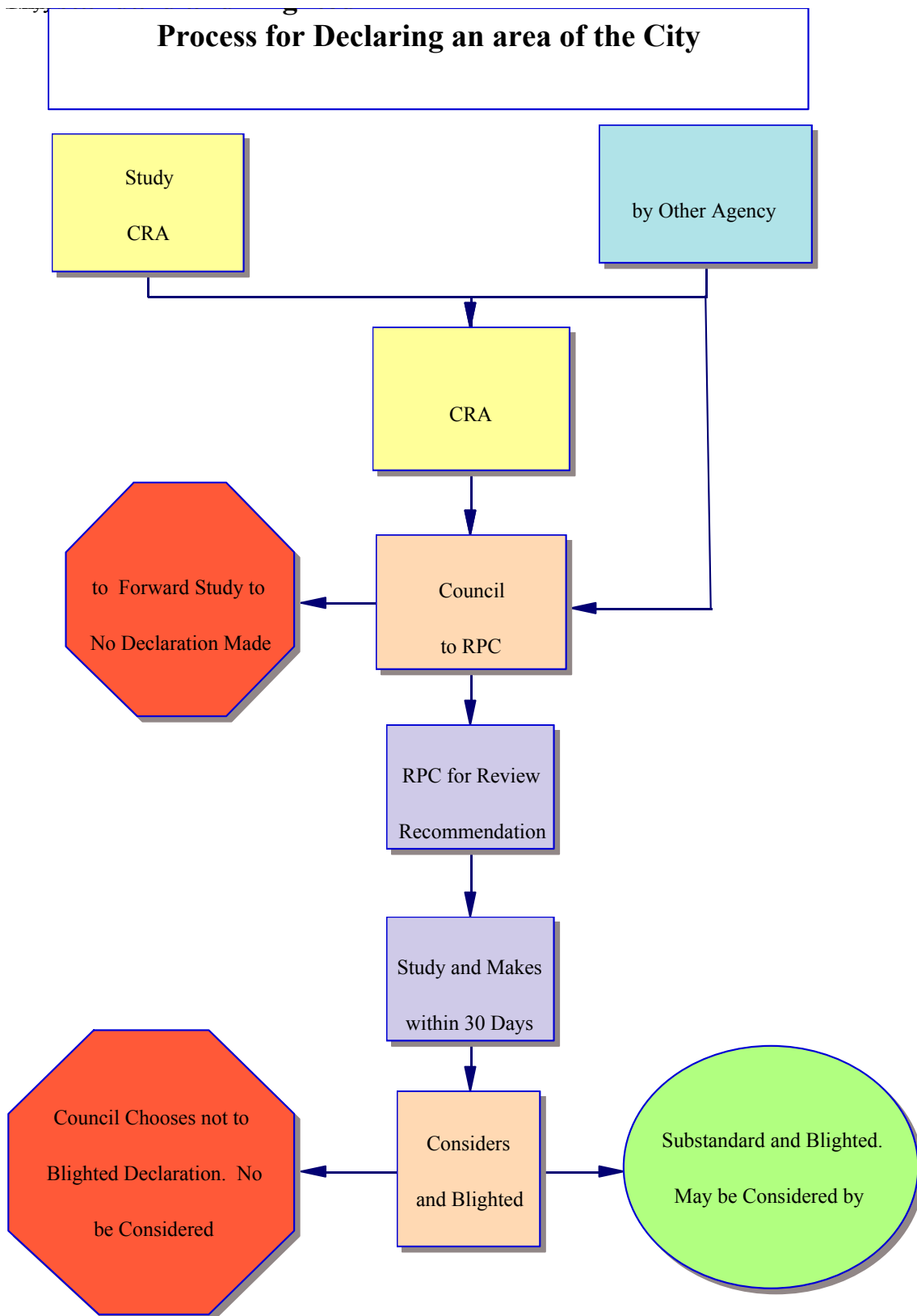


Figure 1 Blight Declaration Process (Planning Commission Recommendation is the second purple box).

Substandard and Blighted Declaration vs. Redevelopment Plan



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

Figure 2 Blight and Substandard Declaration compared to a Redevelopment Plan

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

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

Blighted and Substandard Defined

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

Section 18-2103

Terms, defined.

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

(3) **Blighted area means** an area (a) which, by reason of the presence of a substantial number of deteriorated or deteriorating structures, existence of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility, or usefulness, insanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of the community, retards the provision of housing accommodations, or constitutes an economic or social liability and is detrimental to the public health, safety, morals, or welfare in its present condition and use and (b) in which there is at least one of the following conditions: (i) Unemployment in the designated area is at least one hundred twenty percent of the state or national average; (ii) the average age of the residential or commercial units in the area is at least forty years; (iii) more than half of the plotted and subdivided property in an area is unimproved land that has been within the city for forty years and has remained unimproved during that time; (iv) the per capita income of the area is lower than the average per capita income of the city or village in which the area is designated; or (v) the area has had either stable or decreasing population based on the last two decennial censuses. In no event shall a city of the metropolitan, primary, or first class designate more than thirty-five percent of the city as blighted, a city of the second class shall not designate an area larger than fifty percent of the city as blighted, and a village shall not

designate an area larger than one hundred percent of the village as blighted. A redevelopment project involving a formerly used defense site as authorized under section 18-2123.01 shall not count towards the percentage limitations contained in this subdivision;

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

~Reissue Revised Statutes of Nebraska 7-19-18

ANALYSIS-Blight and Substandard Study

The following findings are copied directly from the Study. The analysis of the substandard and blighted factors is conducted on pages 8 - 23 of the study.

FINDINGS FOR GRAND ISLAND BLIGHT STUDY AREA #16

Blight Study Area #16 has several items contributing to the Blight and Substandard Conditions. These conditions include:

Blighted Conditions

- Average age of structures is over 40 years of age
- Substantial number of deteriorating structures
- Deterioration of site or other improvements
- Dangerous conditions to life or property due to fire or other causes
- Improper Subdivision or obsolete platting
- Diversity of ownership
- Combination of factors which are impairing and/or arresting sound growth

Substandard Conditions

- Average age of the structures in the area is at least forty years.

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

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

Recommendation

Staff recommends considering the following questions as a starting point in the analysis of this Study and in making a determination. The City Council is ultimately responsible

for answering the question of whether the property included in the study is blighted and substandard **and** whether making such a designation is in the **best interest** of the City.

Recommend Questions for City Council

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

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

Planning Commission Recommendation

The Regional Planning Commission held a public hearing and took action on the blight and substandard study proposed Area 16 during its meeting on June 5, 2019. The study area includes approximately 569.09 acres referred to as CRA Area No. 16. The study area is generally located north of State Street and east of Webb Road including the all of the Central Nebraska Veterans Home property (C-24-2019GI)

O'Neill opened the public hearing.

Nabity explained this study was commissioned by the Grand Island Community Redevelopment Authority. They commissioned the study in 2014 after the decision was made that the Veteran's Home would be moving to Kearney. Keith Marvin conducted the study in 2014 and also updated the study this spring. There were several improvements. West of Eagle Scout Park was not in the city limits and it was annexed as of May 28, 2019. The CRA wanted the study to include everything between Grand Island Senior High and Houston Avenue and North of State Street. The study does indicate that the area can be blighted and substandard. Nabity recommends approval of the study.

O'Neill closed the public hearing

A motion was made by Monter and second by Maurer to approve resolution 2019-09.

The motion was carried with nine members voting in favor (Nelson, O'Neill, Ruge, Maurer, Monter, Rainforth, Rubio, Hendricksen, and Randone) and no members voting no.

Alternatives

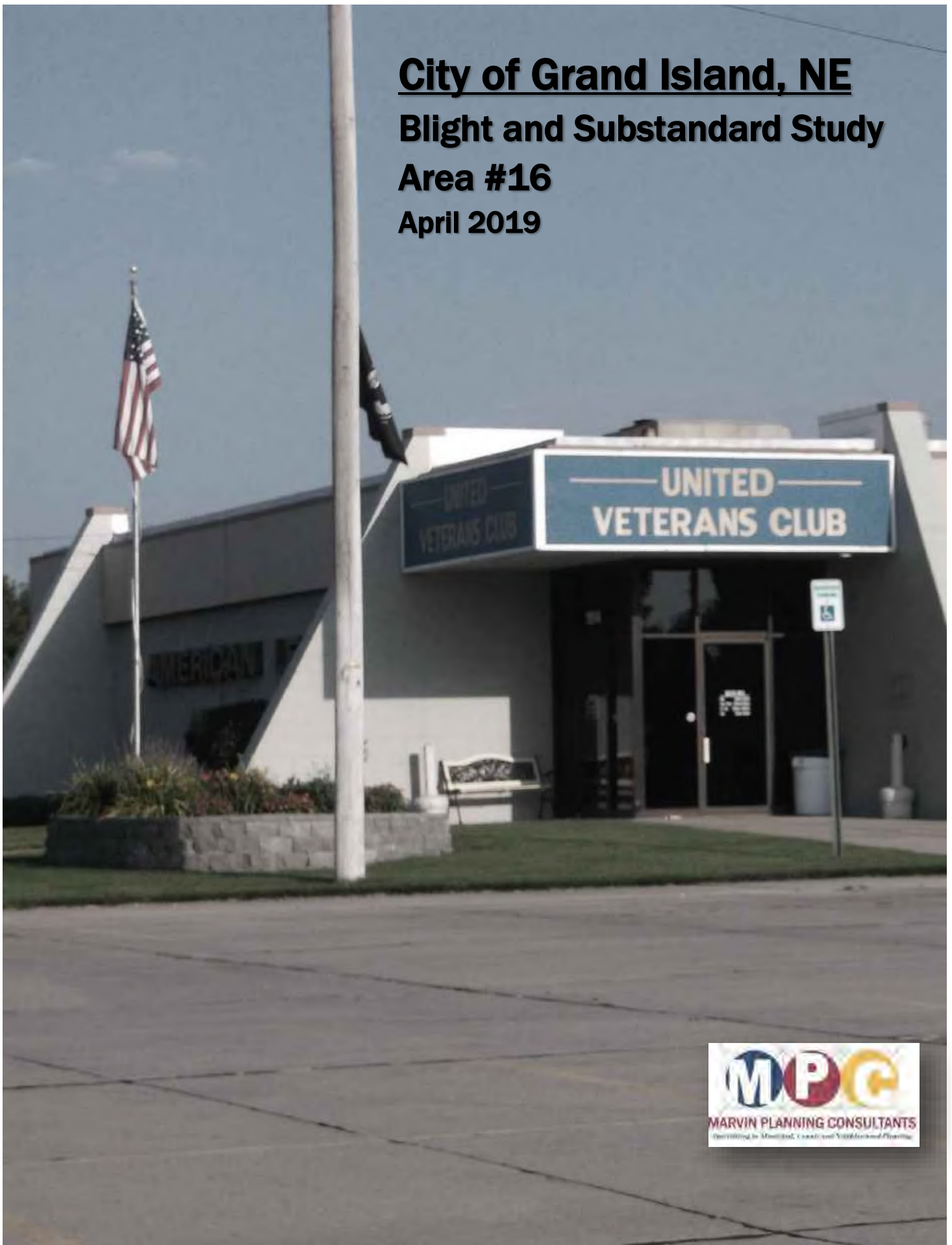
It appears that the Council has the following alternatives concerning the issue at hand. The Council may:

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

Sample Motion

If Council wishes to approve the designation of this property as blighted and substandard, an action required if Tax Increment Financing is to be used for the redevelopment of properties in this area, a motion should be made to approve the Substandard and Blight Designation for Redevelopment Area No. 16 in Grand Island, Hall County, Nebraska finding the information in the study to be factual and supporting such designation. A resolution authorizing the approval of this study has been prepared for Council consideration.

City of Grand Island, NE
Blight and Substandard Study
Area #16
April 2019



PURPOSE OF THE BLIGHT AND SUBSTANDARD STUDY

The purpose of completing this Blight and Substandard study is to examine existing conditions within a specific part of Grand Island. The Grand Island CRA commissioned the study to analyze the possibility of declaring the area as blighted and substandard.

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

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

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

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

"Notwithstanding any other provisions of the Community Development Law, where the local governing body certifies that an area is in need of redevelopment or rehabilitation as a result of flood, fire, hurricane, earthquake, storm, or other catastrophe respecting which the Governor of the state has certified the need for disaster assistance under federal law, the local governing body may approve a redevelopment plan and a redevelopment project with respect to such area without regard to the provisions of the Community Development Law requiring a general plan for the municipality and notice and public hearing or findings other than herein set forth."

Based on the Nebraska Revised Statutes §18-2103 the following definitions shall apply:

"Blighted area" means an area (a) which, by reason of the presence of a substantial number of deteriorated or deteriorating structures, existence of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility, or usefulness, insanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, improper subdivision or obsolete platting, or the existence of conditions which

endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of the community, retards the provision of housing accommodations, or constitutes an economic or social liability and is detrimental to the public health, safety, morals, or welfare in its present condition and use and (b) in which there is at least one of the following conditions: (i) Unemployment in the designated area is at least one hundred twenty percent of the state or national average; (ii) the average age of the residential or commercial units in the area is at least forty years; (iii) more than half of the plotted and subdivided property in an area is unimproved land that has been within the city for forty years and has remained unimproved during that time; (iv) the per capita income of the area is lower than the average per capita income of the city or village in which the area is designated; or (v) the area has had either stable or decreasing population based on the last two decennial censuses. In no event shall a city of the metropolitan, primary, or first class designate more than thirty-five percent of the city as blighted, a city of the second class shall not designate an area larger than fifty percent of the city as blighted, and a village shall not designate an area larger than one hundred percent of the village as blighted. A redevelopment project involving a formerly used defense site as authorized under section 18-2123.01 shall not count towards the percentage limitations contained in this subdivision;"

"Extremely blighted area means a substandard and blighted area in which: (a) The average rate of unemployment in the area during the period covered by the most recent federal decennial census is at least two hundred percent of the average rate of unemployment in the state during the same period; and (b) the average poverty rate in the area exceeds twenty percent for the total federal census tract or tracts or federal census block group or block groups in the area;"

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

"Workforce housing means:

- (a) Housing that meets the needs of today's working families;
- (b) Housing that is attractive to new residents considering relocation to a rural community;
- (c) Owner-occupied housing units that cost not more than two hundred seventy-five thousand dollars to construct or rental housing units that cost not more than two hundred thousand dollars per unit to construct. For purposes of this subdivision (c), housing unit costs shall be updated annually by the Department of Economic Development based upon the most recent increase or decrease in the Producer Price Index for all commodities, published by the United States Department of Labor, Bureau of Labor Statistics;
- (d) Owner-occupied and rental housing units for which the cost to substantially rehabilitate exceeds fifty percent of a unit's assessed value; and
- (e) Upper-story housing."

This Blight and Substandard Study is Blighted and Substandard Area 16. The Study is intended to give the Grand Island Community Redevelopment Authority, Hall County Regional Planning Commission and Grand Island City Council the basis for identifying and declaring Blighted and Substandard conditions are existing within the City's jurisdiction and as allowed under Chapter 18. Through this process, the City and property owners will attempt to address economic and/or social liabilities which are harmful to the well-being of the entire community.

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

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

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

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

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

BLIGHT AND SUBSTANDARD ELIGIBILITY STUDY

This study targets a specific area within an established part of the community for evaluation. The area is indicated in Figure 1 of this report. The existing uses in this area include agricultural, residential, commercial, and public uses. The portion of the study containing the public uses contains the Central Nebraska Veterans Home (CNVH) which is slated to be relocated to Kearney in the coming years. If and when this move takes place, the current site will be vacated and provides an ideal opportunity for redevelopment in northern Grand Island along the frontages of Capital Avenue and Nebraska Highway 2.

Some areas within close proximity to the CNVH are currently agricultural lands, some within the corporate limits and some outside the limits. The thought is these properties may become developed at the same time the CNVH site gets redeveloped. Therefore, those areas have been included in the study area; however, those lands outside the corporate limits must be annexed into the corporate limits prior to the declaration of blight and substandard.

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

The following is the description of the designated area within Grand Island.

Study Area

POINT OF BEGINNING IS THE INTERSECTION OF THE INTERSECTION OF THE CENTERLINES OF BROADWELL AVENUE N AND CAPITAL AVENUE W; THENCE WESTERLY ALONG SAID CENTERLINE OF CAPITAL AVENUE W TO THE INTERSECTION OF THE CENTERLINES OF CAPITAL AVENUE W AND HUSTON AVENUE N; THENCE SOUTHERLY ALONG SAID CENTERLINE OF HUSTON AVENUE N TO THE CENTERLINE OF STATE STREET W; THENCE WESTERLY ALONG SAID CENTERLINE OF STATE STREET W TO THE CENTERLINE OF LAFAYETTE AVENUE N; THENCE; NORTHERLY ALONG SAID CENTERLINE OF LAFAYETTE AVENUE N TO THE CENTERLINE OF FORREST STREET; THENCE WESTERLY ALONG SAID CENTERLINE OF FORREST STREET TO THE CENTERLINE OF KRUSE AVENUE N; THENCE NORTHERLY ALONG SAID CENTERLINE OF KRUSE AVENUE N TO THE CENTERLINE OF COTTAGE STREET; THENCE WESTERLY ALONG SAID CENTERLINE OF COTTAGE STREET TO THE CENTERLINE OF HANCOCK

AVENUE; THENCE NORTHERLY ALONG SAID CENTERLINE OF HANCOCK AVENUE TO THE CENTERLINE OF CAPITAL AVENUE W; THENCE WESTERLY ALONG SAID CENTERLINE OF CAPITAL AVENUE W TO THE SOUTHERLY EXTENDED WEST PROPERTY LINE OF MISCELLANEOUS TRACTS 5-11-9 OTHERWISE REFERRED TO THE STATE OF NEBRASKA SOLDIERS HOME; THENCE NORTHERLY ALONG SAID WESTERN PROPERTY LINE TO THE NORTHEAST CORNER OF A MISCELLANEOUS TRACT 5-11-9 OTHERWISE REFERRED TO AS THE STATE OF NEBRASKA SOLDIERS HOME (CEMETERY); THENCE WESTERLY ALONG THE NORTHERN BOUNDARY OF THE CEMETERY TO THE NORTHWEST CORNER OF SAID PROPERTY; THENCE NORTHERLY ALONG THE EAST PROPERTY LINE OF A MISCELLANEOUS TRACT 6-11-9 REFERRED TO AS THE STATE OF NEBRASKA SOLDIERS HOME TO THE SOUTH RIGHT-OF-WAY OF US HIGHWAY 281; THENCE EASTERLY ALONG SAID SOUTH RIGHT-OF-WAY LINE TO THE INTERSECTION OF THE WESTERN PROPERTY LINE OF LAND CONTAINING EAGLE SCOUT PARK; THENCE SOUTHERLY ALONG THE WEST PROPERTY LINE OF EAGLE SCOUT PARK TO THE SOUTHWEST CORNER OF VETERANS BALLFIELD COMPLEX; THENCE EASTERLY ALONG THE SOUTHERN PROPERTY LINE OF SAID COMPLEX TO THE SOUTHEAST CORNER (MOST EASTERLY POINT); THENCE EXTENDING EASTERLY TO THE CENTERLINE OF BROADWELL AVENUE N; THENCE SOUTHERLY ALONG SAID CENTERLINE OF BROADWELL AVENUE N TO THE POINT OF BEGINNING.

UNIQUE CONDITIONS TO THE STUDY AREA

A portion of this describe area is currently outside the corporate limits of the city. In order for this specific area to be declared as blighted and substandard, the City Council will need to annex the property into the corporate limits.

The portions of the area is currently owned by the State of Nebraska Soldiers Home and other areas are owned by the City of Grand Island. Currently the ground contains crops but would likely meet the urban and suburban test. If this property does not become annexed and declared blighted and substandard, it will be very difficult to declare this area such as a standalone

Figure 1
Study Area Map



Source: Marvin Planning Consultants 2019

EXISTING LAND USES

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

Existing Land Use Analysis within Study Area

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

Table 1 includes the existing land uses for the entire study area. The table contains the total acres determined per land use from the survey; next is the percentage of those areas compared to the total developed land; and finally, the third set of data compare the all land uses to the total area within the Study Area.

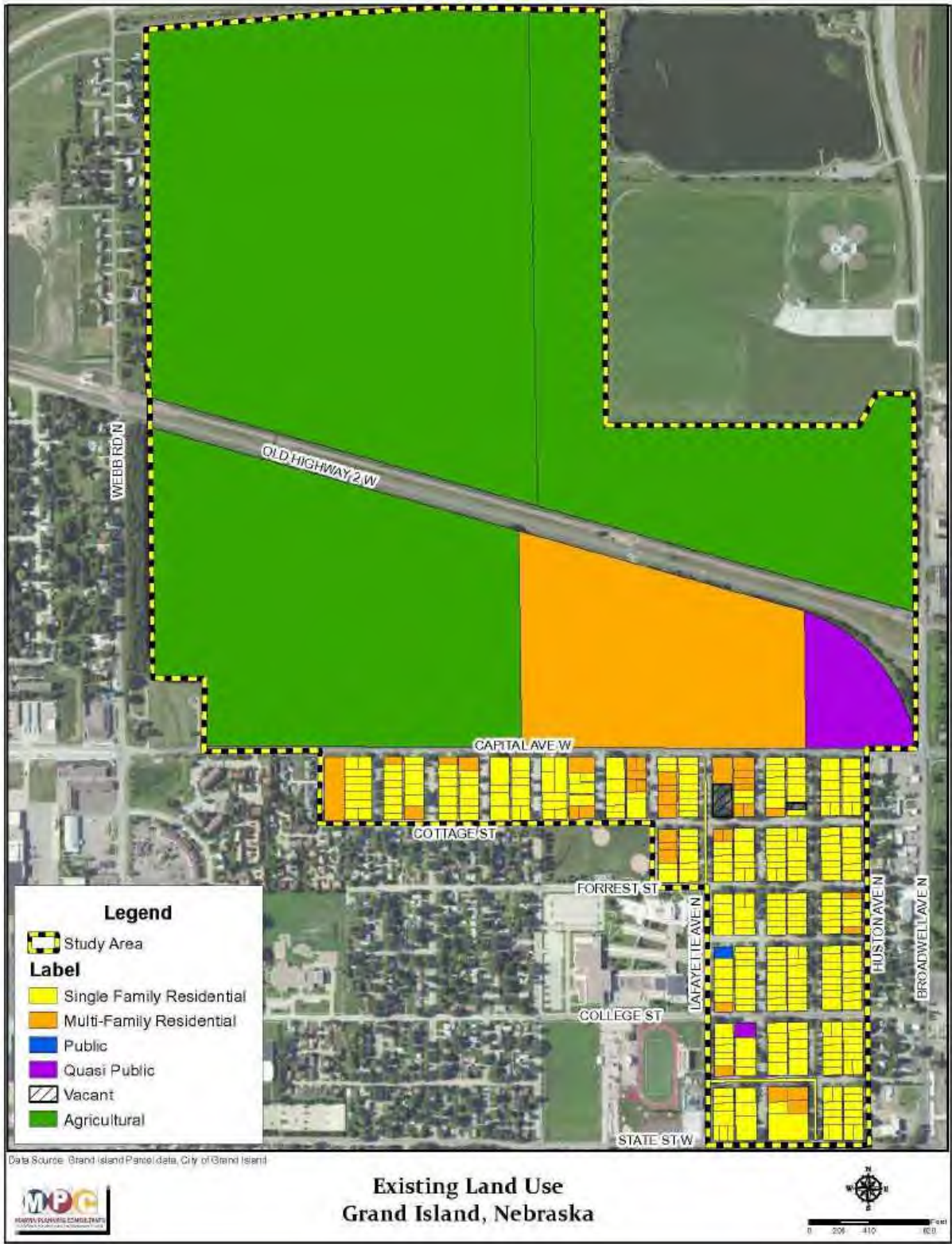
The Study Area is predominately residential and undeveloped areas, including an area of agricultural ground (needing to be annexed). Residential ground made up 59.0% of the developed area and 20.5% of the total study area. However, vacant/agricultural land made up 65.3% of the total study area. Transportation related uses were 34.9% of the developed area and 12.1% of the total study area.

TABLE 1: EXISTING LAND USE, GRAND ISLAND - 2019

Type of Use	Acres	Percent of Developed land within the Study Area	Percent of Study Area
Residential	116.5	59.0%	20.5%
Single-family	53.26	27.0%	9.4%
Multi-family	63.24	32.0%	11.1%
Manufactured Housing	0	0.0%	0.0%
Commercial	0	0.0%	0.0%
Industrial	0.00	0.0%	0.0%
Quasi-Public/Public	11.98	6.1%	2.1%
Parks/Recreation	0	0.0%	0.0%
Transportation	68.87	34.9%	12.1%
Total Developed Land	197.35	100.0%	
Vacant/Agriculture	371.74		65.3%
Total Area	569.09		100.0%

Source: 2019 Grand Island Blight Study Area 16, Marvin Planning Consultants

Figure 2
Existing Land Use Map



Source: Marvin Planning Consultants, 2019

FINDINGS OF BLIGHT AND SUBSTANDARD CONDITIONS ELIGIBILITY STUDY

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

CONTRIBUTING FACTORS

There are a number of conditions that were examined and evaluated in the field and online. There are a number of conditions that will be reviewed in detail, on the following pages, while some of the statutory conditions are present, other are not.

Structural Conditions

Where structural conditions were evaluated, structures were either rated as: Good, Average, Fair, or badly worn. The data and rating system come from the Hall County Assessor's database and is the same database used to value properties in the area. In addition, our team had to make some assumptions on the Central Nebraska Veterans Home and Legion/VFW Building since they are not addressed by the Assessor's office.

Based upon the data provided to the planning team, the following is the breakdown for structures in the study area:

- 26 (7.9%) structures rated as good
- 273 (83.2%) structures rated as average
- 28 (8.5%) structure rated as badly worn
- 1 (0.3%) structure rated as worn out

Based upon these data, an assumption has been made that average condition and less would constitute less than desirable conditions due to age and conditions. It is common that that older a structure gets the more maintenance and upkeep are required in order to maintain a good or higher condition. Even an average structure will show some signs of deteriorating which in turn can become a dilapidated structure in the future if it is not addressed over time.

Due to the stated conditions found in the Hall County Assessor's data, the condition of the structure is a contributing factor.

Sidewalk Conditions

The sidewalk conditions were analyzed in the Study Area. The sidewalks were rated on four categories; adequate, deteriorating, dilapidating, and missing completely.

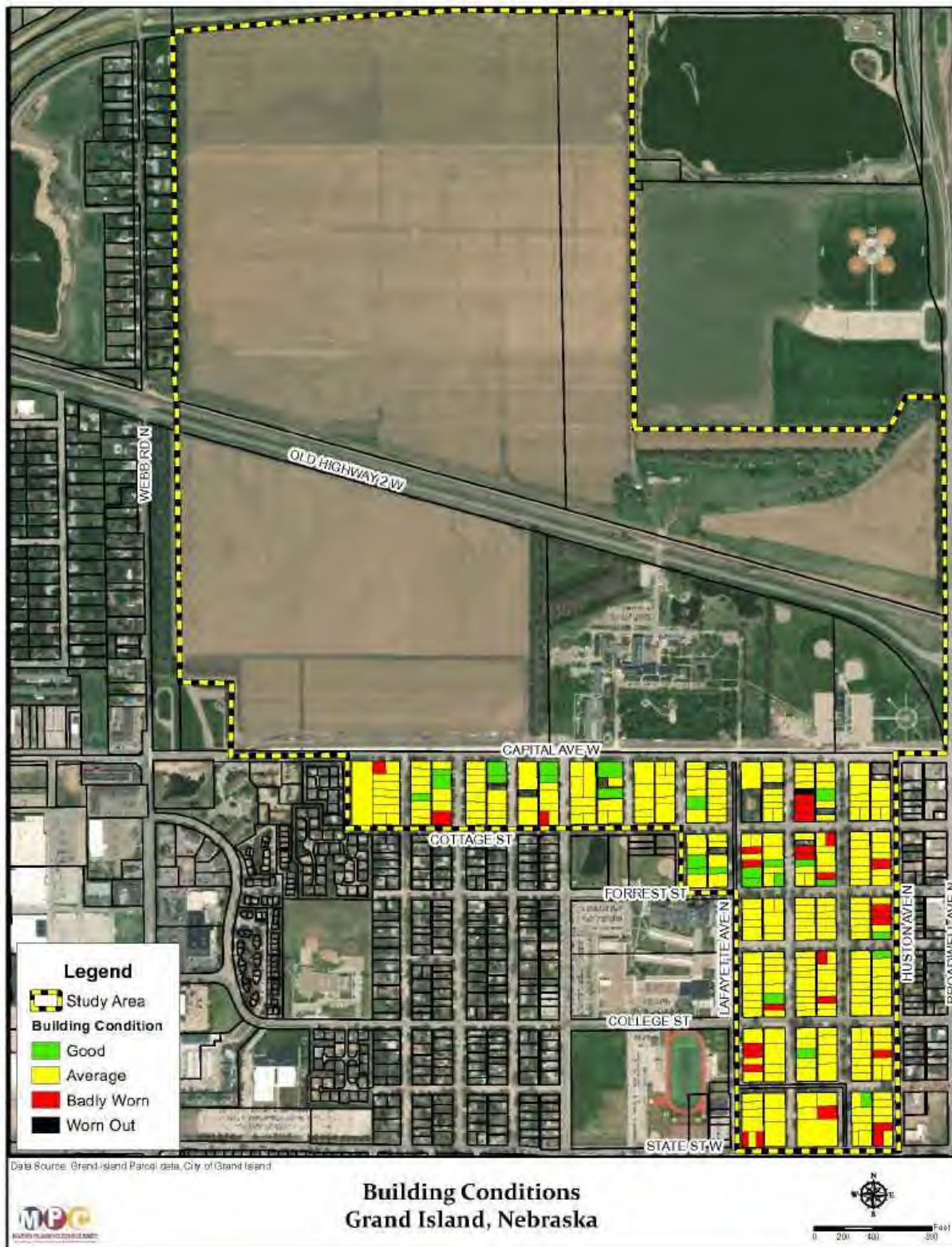
Within the study area there is approximately 53,465 lineal feet of sidewalk possible. After reviewing the conditions in the field, the following is how the sidewalk conditions breakdown within the study area:

- 7,776 (14.5%) lineal feet of good sidewalk
- 12,739 (23.8%) lineal feet of adequate sidewalk
- 21,410 (40.0%) lineal feet of deteriorating sidewalk
- 11,540 (21.7%) lineal feet of no sidewalk.
- There was no sidewalk deemed to be dilapidated.

Overall, 61.7% of the sidewalks are in either a deteriorating state or completely missing. Missing sidewalk is as bad as dilapidated or deteriorating sidewalk since there is no safe place to walk other than across someone else's property or in the street. The safest sidewalks appeared to be along routes that ran north and



Figure 3
Structural Conditions



Source: Marvin Planning Consultants, 2019

Figure 4
Sidewalk Conditions



Source: Marvin Planning Consultants, 2019

south and directly connected into the Senior High School, just outside the study area. See Figure 5 for the locations of these sidewalks.

Due to the large amount of deteriorating and missing sidewalk, the sidewalk conditions would be a direct contributing factor.

Street Conditions

The street conditions were analyzed in the Study Area. The streets were also rated on four categories; adequate, deteriorating, dilapidating, and missing completely. The following is the breakdown for the area.

Within the study area there is approximately 42,562 lineal feet of street. After reviewing the conditions in the field, the following is how the street conditions breakdown within the corporate limits:

- 3,745 (8.8%) lineal feet of good street
- 5,795 (13.6%) lineal feet of adequate street
- 21,969 (51.6%) lineal feet of deteriorating street
- 11,053 (26.0%) lineal feet of dirt/gravel/unimproved streets.
- There was no street deemed to be dilapidated.

Overall, 77.6% of the streets are in either a deteriorating state or were paved with dirt/gravel, thus an obsolete material for an urban area. See Figure 5 for the locations of these streets.

Due to the large amount of deteriorating and missing street, the street conditions would be a direct contributing factor.

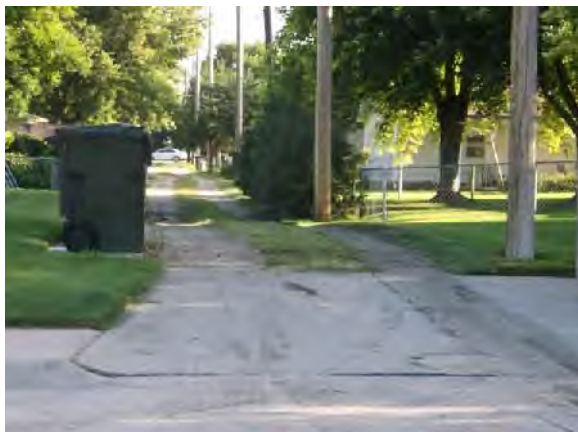


Figure 5
Street Conditions



Source: Marvin Planning Consultants, 2019

Curb and Gutter

Curb and Gutters have a number of direct and indirect roles in neighborhoods. Their primary functions is to be a barrier that collects and directs water to be drained away. On a secondary level, they can help define where the streets start and stop, and they act as a physical barrier between pedestrian and vehicular traffic.

Curb and gutter for the Study Area were examined similarly to streets and sidewalks. The curb and gutter will be graded as either adequate, deteriorating, dilapidated, or missing. In addition, curb and gutter will be examined based upon their location, within the incorporated area or within the county industrial park.

Within the study area there is approximately 54,401 lineal feet of curb and gutter possible. After reviewing the conditions in the field, the following is how the curb and gutter conditions breakdown within the corporate limits:

- 7,817 (14.4%) lineal feet of good curb and gutter
- 7,894 (14.5%) lineal feet of adequate curb and gutter
- 27,488 (50.5%) lineal feet of deteriorating curb and gutter
- 11,202 (20.6%) lineal feet of no curb and gutter or rural section.
- There was no curb and gutter deemed to be dilapidated.

In total, 71.1% of the curb and gutters are in either a deteriorating state or are missing. See Figure 6 for the locations of these curb and gutter.

Due to the large amount of deteriorating and missing curb and gutter, the curb and gutter conditions would be a direct contributing factor.

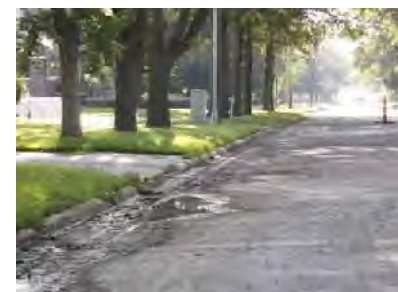
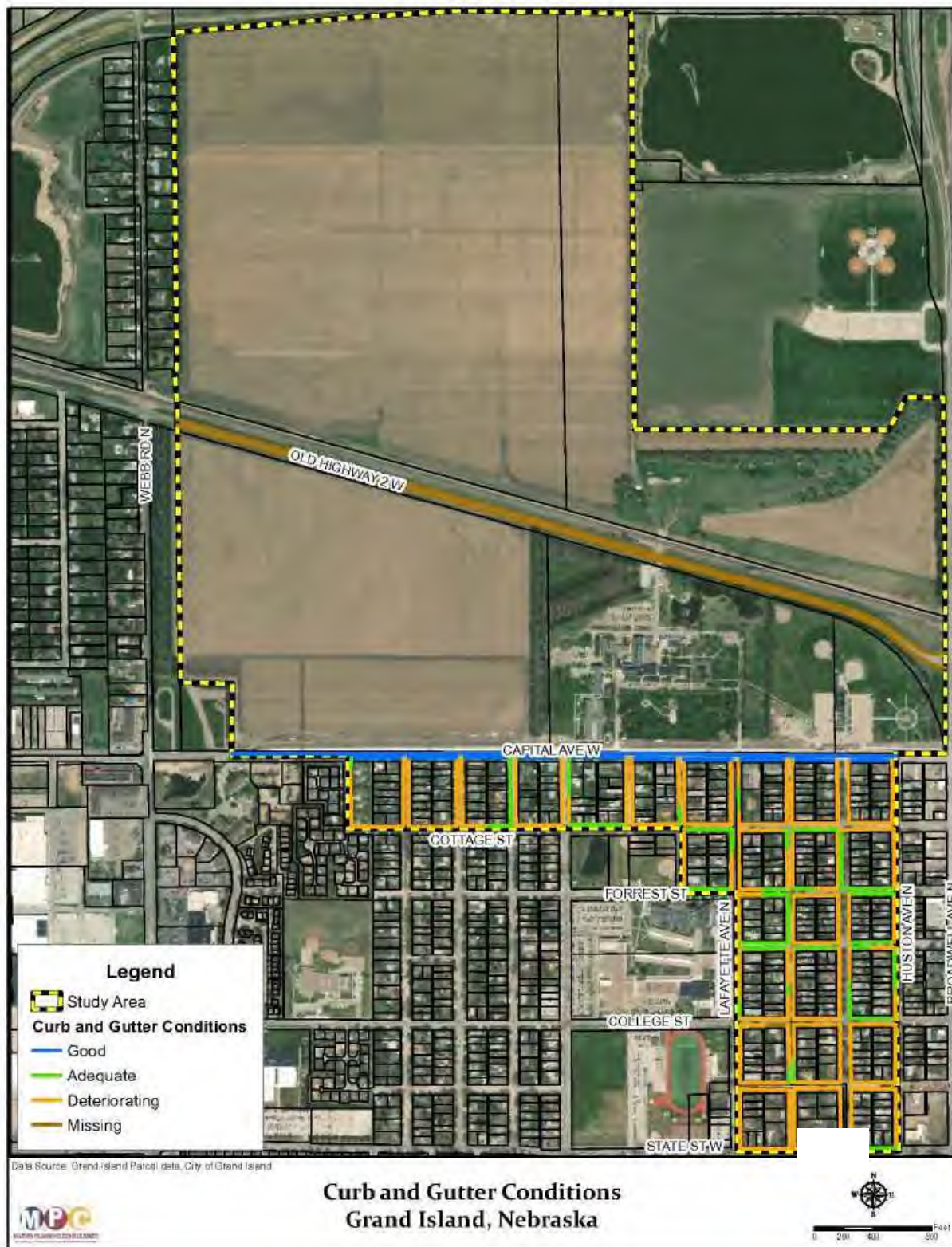


Figure 6
Curb and Gutter Conditions



Source: Marvin Planning Consultants, 2014

Deterioration of site or other improvements

Throughout this Area, there is a large portion of sidewalk that is either deteriorating or missing. In addition, a large portion of the curb and gutter has been determined to be either deteriorating or missing.

Finally, the area has a large number of deteriorating streets. The streets have been patched over and over due to large amounts of cracking that has been occurring in the pavement.

There are numerous apartment complexes within the study area and nearly all of them have driveways and parking areas that are deteriorating and in some need of repair. In addition, the parking areas and driveways within the former Central Nebraska Veterans Home and the Legion/VFW have issues with deteriorating pavement.

Based upon the field analysis, there are sufficient elements present to meet the definition of deterioration of site and other improvements in the Study Area.



Figure 7
Deterioration of Site or Other Improvements



Source: Marvin Planning Consultants, 2014

Dangerous conditions to life or property due to fire or other causes

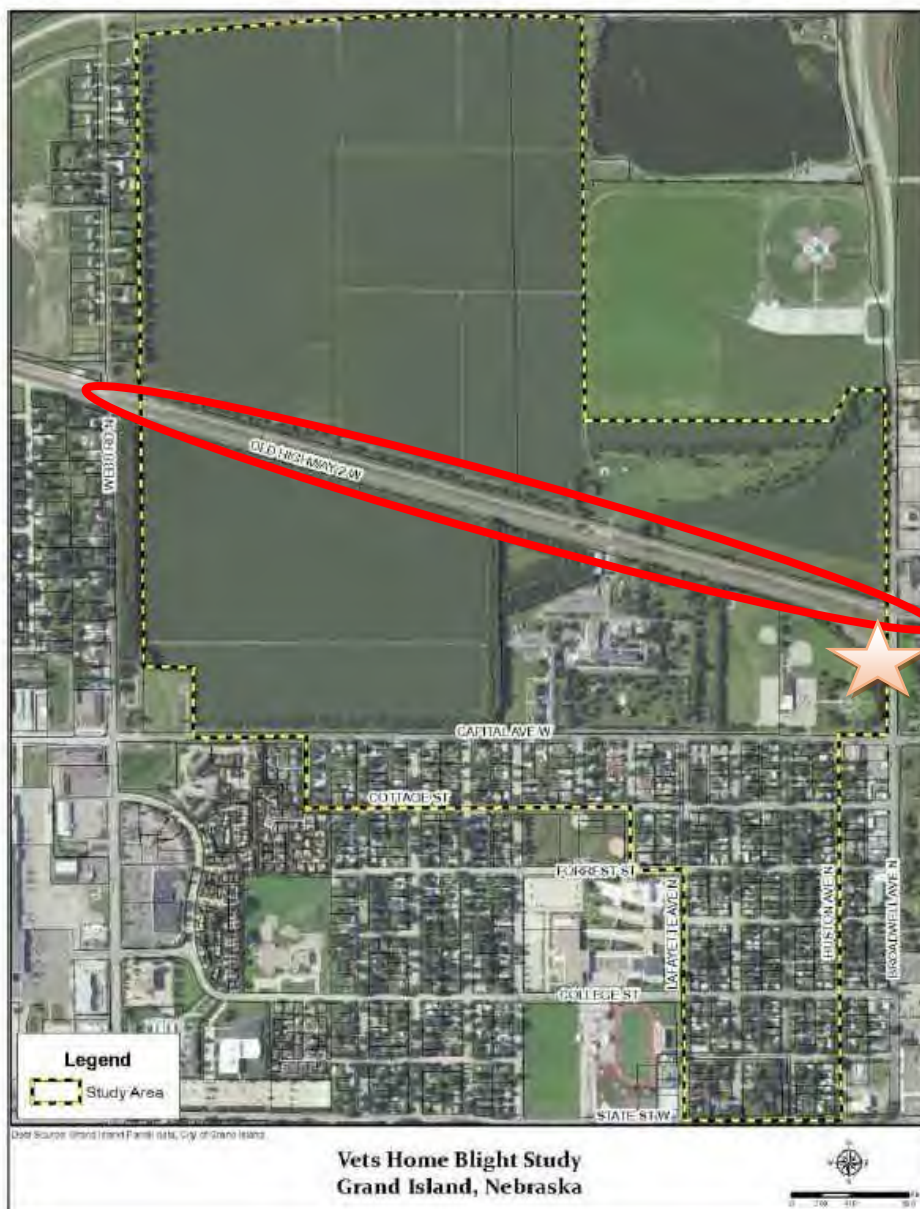
The conditions within this study area are not the typical "Dangerous conditions to and property due to fire or other causes" but they are being deemed relevant in this study. Within the study area there are three major transportation issues that can be dangerous, these are Old Nebraska Highway 2, US Highway 281, and the Burlington Northern Santa Fe (BNSF) Railroad mainline. All of these bisect the study area, and all are relatively close to one another. In addition, the proximity in which all of these converge are in a very narrow area which can and does create congestion and hazardous conditions.

The major thoroughfares create potential hazards regarding the walkability and "bicycle ability" of the area. The railroad line creates the potential for derailments and potential spills, including hazardous conditions which can be dangerous to life and/or property.

Based upon the field analysis, there are sufficient elements present to meet the definition of dangerous conditions within the Study Area.

Figure 8

Dangerous conditions to life or property due to fire or other causes



Source: Marvin Planning Consultants, 2019

Improper Platting or Obsolete Platting

The majority of this area was platted, especially south of Capital Avenue, in the late 19th Century as the city began to grow. The vast number of the lots, as they are platted today, will be difficult to redevelop.

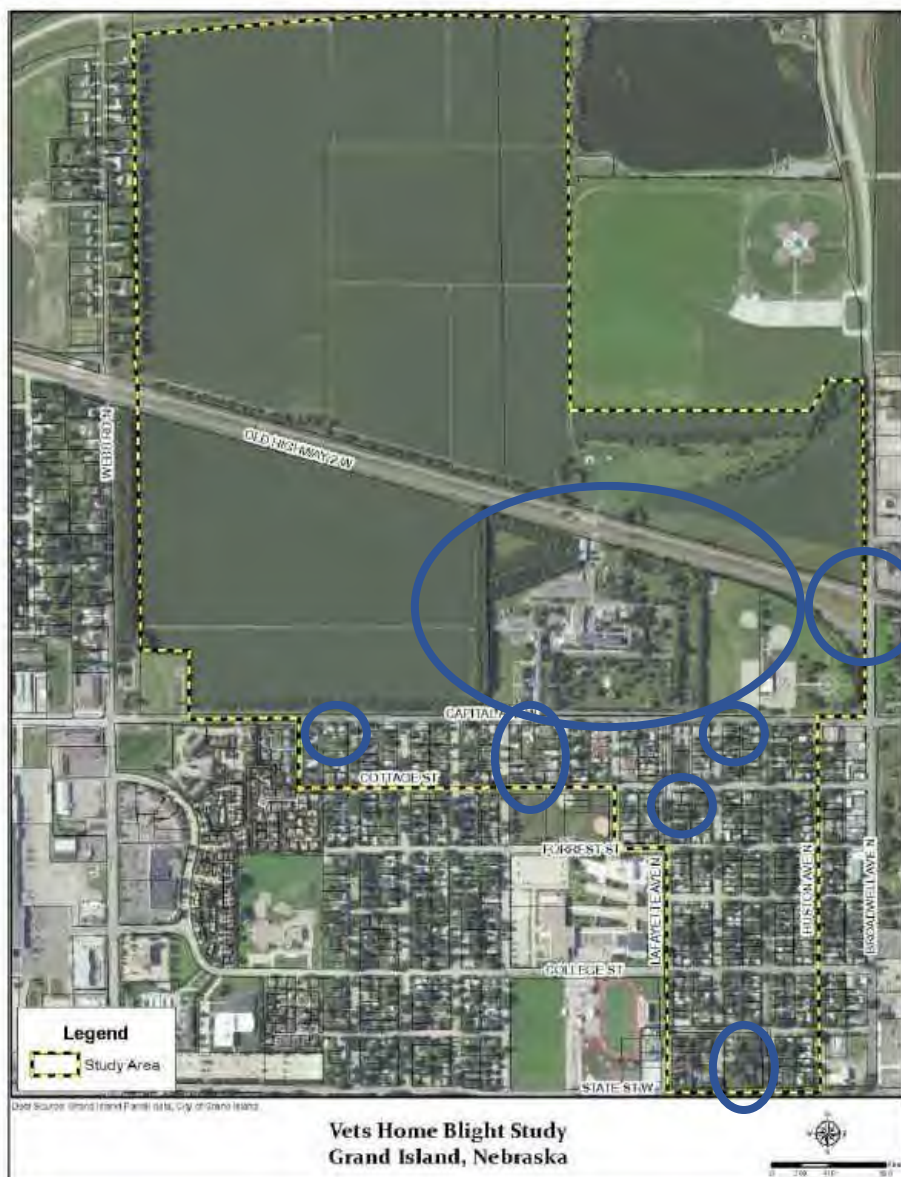
Over the years, lots south of Capital Avenue have been allowed to reconfigure, combine together, or split apart into a fraction of the original layout. Even though they create some issues with platting, they are not as critical as the following areas:

- The land north of Capital Avenue given to the State of Nebraska for the Central Nebraska Veterans Home over 100 years ago. The land has recently been given back to the City of Grand Island.
- The configuration of land around old Nebraska Highway 2, the BNSF and Broadwell intersections.

Based upon the review of the plat of the area, there are sufficient elements present to meet the definition of improper platting or obsolete platting within the Study Area.

Figure 9

Dangerous conditions to life or property due to fire or other causes



Source: Marvin Planning Consultants, 2019

Figure 10
Unit Age Map



Source: Marvin Planning Consultants, 2019

TABLE 2: AVERAGE STRUCTURAL AGE, BY METHOD - 2019

Year Built	Number of Structures	Age	Cumulative Age
1890	1	129	129
1894	1	125	254
1895	2	248	502
1900	6	714	1216
1905	3	342	1558
1910	3	327	1885
1911	1	108	1993
1915	4	416	2409
1916	1	103	2512
1920	7	693	3205
1922	1	97	3302
1924	1	95	3397
1925	6	564	3961
1926	4	372	4333
1930	5	445	4778
1931	2	84	5038
1935	1	84	5038
1936	9	747	5785
1940	2	158	5943
1941	2	156	6099
1942	1	77	6176
1944	2	150	6326
1945	1	74	6400
1946	8	584	6984
1947	6	432	7416
1948	7	497	7913
1949	7	490	8403
1950	19	1311	9714
1951	18	1224	10938
1952	14	938	11876
1953	11	726	12602
1954	6	390	12992
1955	5	320	13312
1956	3	189	13501
1957	3	186	13687
1958	3	183	13870
1959	2	120	13990
1960	7	413	14403
1961	4	232	14694
1962	11	627	15321
1963	4	224	15545
1964	7	385	15930
1965	4	216	16146
1966	7	371	16517
1967	6	312	16829
1968	1	51	16880
1969	6	600	17180
1970	2	98	17278
1971	1	48	17326
1973	1	46	17372
1975	4	176	17548
1976	2	86	17634
1977	1	42	17676
1978	4	164	17840
1979	7	280	18120
1980	12	468	18588
1981	10	380	18968
1982	3	111	19079
1983	5	180	19259
1984	4	140	19399
1985	2	68	19467
1991	1	28	19495
1993	1	26	19521
1994	3	75	19596
1995	1	24	19620
1996	2	46	19666
1999	1	20	19686
2000	1	19	19705
2001	2	36	19741
2003	3	48	19789
2005	2	28	19817
2006	1	13	19830
2007	1	12	19842
2009	1	10	19852
2014	1	5	19857
2018	1	1	19858
Totals	316	19858	19858
Average Age/Structure			62.84 years

Source: Hall County Assessor's Office/MPC 2019

Diversity of Ownership

After reviewing the information on the Hall County Assessor's website, the study area was found to have 100's of different property owners. In order for future redevelopment to occur it may require some of these tracts to get into common ownership.

Based upon the fact, so many individuals, corporations, etc. own property in this area, it is determined that the high diversity of property ownership could easily be a barrier to redevelopment.

Age of Structure

Age of structures can be a contributing factor to the blighted and substandard conditions in an area. Statutes allow for a predominance of structures 40 years of age or older to be a contributing factor regardless of their condition. The following paragraphs document the structural age of the structures within the Study Area. Note the age of structure was determined from the Appraisal data within the Hall County Assessor's website data. Table 2 indicates the cumulative approach to average age. Based upon Table 2, there are 316 primary structures which have a cumulative age of 19,858 years, or an average of 62.84 years.

Within the study area there is a total of 316 primary structures. After researching the structural age on the Hall County Assessor's and Treasurer's websites, the following breakdown was determined:

- 248 (78.5%) units were determined to be 40 years of age or older
- 68 (21.5%) units were determined to be less than 40 years in age

The age of the structures would be a direct contributing factor.

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

Within this study area there are a number of factors that are impairing or arresting sound growth. A couple of these include:

- The location of the Central Nebraska Veteran's Home
- The BNSF Railroad mainline
- Old Nebraska Highway 2
- The inability to construct grade separated intersections between Broadwell Avenue, old Nebraska Highway 2 and the BNSF railroad mainline.
- Large tract of undeveloped (agricultural ground) that is surrounded by the corporate limits and development considered to be urban and suburban in character.

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

Blighting Summary

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

Average age of structures is over 40 years of age

- Within the Study Area 78.5% of the structures meet the criteria of 40 years of age or older.
- The average age of the primary structures in this study area is 62.84 years

Substantial number of deteriorating structures

- 92.0% of the structures identified within the Study Area, were deemed to be in a state less than good as defined by the Hall County Assessor's Office.

Deterioration of site or other improvements

- 61.7% of sidewalk was either in a deteriorated state or missing from properties in the area.
- 26.0% of the public streets and alleys were gravel or dirt.
- 51.6% of the streets in the area were showing signs of deterioration.
- 20.6% of the area had rural section (drainage ditches and no curb and gutter)
- 50.5% of the curb and gutter areas were showing signs of deterioration.

- Several properties in the study area have gravel parking areas, deteriorating parking lots, and/or deteriorating driveways.

Dangerous conditions to life or property due to fire or other causes

- Major highways and carrying capacity
- BNSF railroad
- Intersection of BNSF, Broadwell Avenue, and old Nebraska Highway 2

Improper Subdivision or obsolete platting

- The land north of Capital Avenue given to the State of Nebraska for the Central Nebraska Veterans Home over 100 years ago. The land has recently been given back to the City of Grand Island.
- The configuration of land around old Nebraska Highway 2, the BNSF and Broadwell intersections.

Diversity of ownership

- There are 100's of different property owners within the study area.

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

- The location of the former Central Nebraska Veteran's Home
- The BNSF Railroad mainline
- Old Nebraska Highway 2
- The inability to construct grade separated intersections between Broadwell Avenue, old Nebraska Highway 2 and the BNSF railroad mainline.
- Large tract of undeveloped (agricultural ground) that is surrounded by the corporate limits and development considered to be urban and suburban in character.

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

- Unsanitary / Unsafe conditions
- Defective/Inadequate street layouts,
- Faulty lot layout,
- Defective or unusual condition of title,
- Economic or social liability detrimental to health, safety and welfare,
- Conditions provision of housing accommodations,
- One-half of unimproved property is over 40 years old,
- Inadequate provisions for ventilation, light, air, open spaces or sanitation, and

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

Substandard Conditions

Average age of the residential or commercial units in the area is at least forty years

Age of structures can be a contributing factor to the blighted and substandard conditions in an area. Statutes allow for a predominance of units that are 40 years of age or older to be a contributing factor regardless of their condition. Note that the age of structure was determined from the Appraisal data within the Hall County Assessor's website data.

Based upon Table 2, there are 316 primary structures which have a cumulative age of 19,858 years, or an average of 62.84 years. Within the study area there is a total of 316 primary structures. After researching the structural age on the Hall County Assessor's and Treasurer's websites, the following breakdown was determined:

- 248 (78.5%) units were determined to be 40 years of age or older
- 68 (21.5%) units were determined to be less than 40 years in age

The age of the structures would be a direct contributing factor.

Substandard Summary

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

This Study Area in Grand Island meets the definition with the average age of the structures being more than 40 years of age. In addition, the area meets the criteria for the existence of conditions which endanger life or property by fire and other causes.

FINDINGS FOR GRAND ISLAND BLIGHT STUDY AREA #16

Blight Study Area #16 has several items contributing to the Blight and Substandard Conditions. These conditions include:

Blighted Conditions

- Average age of structures is over 40 years of age
- Substantial number of deteriorating structures
- Deterioration of site or other improvements
- Dangerous conditions to life or property due to fire or other causes
- Improper Subdivision or obsolete platting
- Diversity of ownership
- Combination of factors which are impairing and/or arresting sound growth

Substandard Conditions

- Average age of the structures in the area is at least forty years.

Resolution Number 2019-09

HALL COUNTY REGIONAL PLANNING COMMISSION

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

WHEREAS, the Grand Island City Council at its April 23, 2019 meeting, referred **the Blight and Substandard Study for CRA Area 16, commissioned by The Grand Island Community Redevelopment Authority** to the Hall County Regional Planning Commission, (the "**Commission**") for review and recommendation as to its conformity with the general plan for the development of the City of Grand Island, Hall County, Nebraska, pursuant to the Nebraska Community Development Law, Chapter 18, Article 21, Reissue Revised Statutes of Nebraska, as amended (the "**Act**"); and

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

- This property as presented in the study meets the requirements to be declared substandard,
- This property as presented in the study meets the requirements to be declared blighted,
- The factors are necessary to declare the property blighted and substandard are sufficiently distributed to impact development across the entire site,
- That development of this property to its full potential is in the best interest of the City of Grand Island and the entire region,
- That there are projects ready to develop at this site if they can meet the financial goals of the developers,

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

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

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

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

DATED: June 5, 2019.

HALL COUNTY REGIONAL PLANNING COMMISSION

ATTEST:

By:
Chair



By:


Secretary