



Hall County Regional Planning Commission

**Wednesday, December 7, 2022
Regular Meeting**

Item F3

**Public Hearing - Comprehensive Plan Amendment -Grand Island -
Grand Island Affordable Housing Action Plan as appendix the
2004 Grand Island Comprehensive Plan**

Staff Contact:

Agenda Item #6

PLANNING DIRECTOR RECOMMENDATION TO REGIONAL PLANNING

COMMISSION:

November 30, 2022

SUBJECT: *Adopting the Affordable Housing Action Plan as an appendix to the Grand Island Comprehensive Development Plan (C-12-23GI)*

PROPOSAL: As part of the new Comprehensive Plan, Marvin Planning Consultants and their associates were contracted to complete and write an Affordable Housing Action Plan prior to November 15, 2022 for adoption by the City Council prior to December 31, 2022. The attached plan has been completed and is ready for review and potential adoption.

OVERVIEW

LB 866 was adopted by the Unicameral and signed by Governor Ricketts in 2019. The created the Municipal Density and Missing Middle Housing Act N.R.S.S. 19-551 to 19-5506. As part of that Act cities with a population of 50,000 or more are required to adopt an Affordable Housing Action Plan prior to January 1, 2023.

The Regional Planning Commission contracted for this study as part of the updated Comprehensive Plan for the City of Grand Island.

Staff is recommending that this plan be adopted as an appendix to the 2004 Comprehensive Development Plan. An updated version of this plan will be available for adoption with the full comprehensive plan update.

The Urban Affairs Committee has requested a copy of the adopted plan and City Staff will forward a copy upon adoption.

EVALUATION:

The plan as submitted meets the requirements of the Act and if adopted will bring the City into compliance with the Act. The plan has a number of goals, strategies and recommendations for developing more housing and more affordable housing in particular. These goals and strategies will be further refined in the updated comprehensive plan.

RECOMMENDATION:

That the Regional Planning Commission recommend that the Grand Island City Council adopt the Affordable Housing Action Plan as submitted as an appendix to the 2004 Comprehensive Plan for the City of Grand Island.

_____ Chad Nabity AICP, Planning Director

GRAND ISLAND AFFORDABLE HOUSING PLAN

November 2022



Plan Participants

CITY

Roger Steele- Mayor

CITY COUNCIL

Vaughn Minton - Ward 1
Michelle Fitzke - Ward 1
Maggie Mendoza - Ward 2
Mark Stelk - Ward 2
Jason Conley - Ward 3
Bethany Guzinski - Ward 3
Mitchell Nickerson - Ward 4
Mike Paulick - Ward 4
Chuck Hasse - Ward 5
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Planning consultants:



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OVERVIEW

This plan is designed as a supplement and update to the *2020 Community Housing Study with Strategies for Affordable Housing* adopted in 2019, to address the requirements of LB 866 - the Municipal Density and Missing Middle Housing Act (Nebraska Statute 19-5501 to 19-5506). This plan will be updated during the development of the city's Comprehensive Plan.

The Missing Middle Act requires cities with populations of 50,000 or more adopt an affordable housing action plan. The statute requires each plan, at a minimum, to contain the following:

1. Goals for the construction of new affordable housing units, including multi-family housing and middle housing, with specific types and numbers of units, geographic locations, and specific actions to encourage the development of affordable housing, middle housing, and workforce housing;
2. Goals for a percentage of areas in the city zoned for residential use which permit the construction of multi-family housing and middle housing;
3. Plans for the use of federal, state, and local incentives to encourage affordable housing, middle housing, and workforce housing, including the Affordable Housing Trust Fund, the Local Option Municipal Economic Development Act, tax-increment financing, federal community development block grants, density bonuses, and other nonmonetary regulatory relief; and

4. Updates to the city's zoning codes, ordinances, and regulations to incentivize affordable housing.

TERMINOLOGY WITHIN THE PLAN

There are a number of abbreviations and terminology used throughout this plan and the Missing Middle Act.

Abbreviations

ADA - Americans With Disability Act
ADU - Accessory Dwelling Unit
AMI - Area Median Income (see table below)
CDBG - Community Development Block Grant
HUD - U.S. Department of Housing and Urban Development
SID - Sanitary Improvement District
TIF - Tax Increment Financing

Terminology and Definitions

For purposes of the Municipal Density and Missing Middle Housing Act:

- **Accessory Dwelling Unit (ADU)** means an interior, attached, or detached residential structure that is used in connection with, or that is an accessory to, a single-family dwelling and is located on the same lot or parcel as such single-family dwelling;
- **Affordable Housing** means residential dwelling units affordable to a household earning not more than eighty percent (80%)

HUD 2020 Income Limits	Persons In Family							
	1	2	3	4	5	6	7	8
30% AMI	\$15,050	\$17,240	\$21,720	\$26,200	\$30,680	\$35,160	\$39,640	\$44,120
50% AMI	\$25,100	\$28,650	\$32,250	\$35,800	\$38,700	\$41,550	\$44,400	\$47,300
80% AMI	\$40,150	\$45,850	\$51,600	\$57,300	\$61,900	\$66,500	\$71,100	\$75,650

of the income limit as set forth by the United States Department of Housing and Urban Development under its Income Limits Documentation System, as such limits existed on January 1, 2020, for the county in which the units are located and for a particular household size;

- **Cost Burdened Households** are those that pay more than 30% of their income for housing expenses.
- **Cottage Cluster** means a grouping of no fewer than four (4) detached housing units per acre with a footprint of less than nine hundred (900) square feet each and that includes a common courtyard;
- **Density Bonus** means a density increase over the otherwise maximum allowable residential density under a city's zoning codes, ordinances, and regulations;
- **Middle Housing** means:
 - a. Duplexes
 - b. Triplexes
 - c. Quadplexes
 - d. Cottage clusters
 - e. Townhouses
- **Townhouse** means a dwelling unit constructed in a row of two or more attached units where each dwelling unit is located on an individual lot or parcel and shares at least one common wall with an adjacent unit; and
- **Workforce Housing** means:
 - a. Housing that meets the needs of working families;
 - b. Owner-occupied housing units that have an after-construction appraised value of at least one hundred twenty-five thousand dollars but not more than two hundred seventy-five thousand dollars to construct;
 - c. Owner-occupied housing units for which the cost to substantially rehabilitate exceeds fifty percent of a unit's assessed value;
 - d. Upper-story housing for occupation by a homeowner;
 - e. Housing that does not receive federal or state low-income housing tax credits, community development block grants, HOME funds or funds from the Affordable Housing Trust Fund.



STAKEHOLDER ENGAGEMENT



Understanding how the public, developers and other stakeholders perceive the challenges and needs of Grand Island's housing market is a key component in developing achievable goals and strategies that are embraced by the community and lead to successful outcomes.

During the initial development of the Affordable Housing Action Plan, two weeks of stakeholder interviews were conducted, which included housing developers, builders, local officials, Realtors, property investors and residents. This plan will be updated as the city's comprehensive plan is developed and additional stakeholder input is gathered.

The general themes and comments from the initial engagement process are summarized below.

FINDING QUALITY, AFFORDABLE HOUSING IS CHALLENGING AND AFFECTS QUALITY OF LIFE

- The housing market in Grand Island is considered tight, which means there are very few vacancies which can accelerate sales or rental costs beyond normal inflationary rates.
- Many developers and builders indicated the costs to construct housing (materials, labor, etc.) make building affordable housing a challenge without public subsidies.
- Young adults are concerned they will never be able to afford to purchase a home.

A VARIETY OF HOUSING TYPES ARE NEEDED

- Stakeholders felt there is strong demand for higher-density and "missing middle" housing in Grand Island;
- There is strong demand across the entire housing spectrum including rental and ownership.
- Accessible housing is a challenge to find, and assisting those residents wanting to age in place should be a priority.

ACTIVE MARKET ENGAGEMENT IS CRITICAL TO SOLVE THE HOUSING CHALLENGES

- Developers felt most housing projects are not feasible without public financing such as TIF.
- As interest rates rise, single-family production may stall due to increased borrowing costs and lessening affordability; allowing builders to respond with alternative housing types such as townhomes, duplex, and triplex products will be necessary over the next 5 to 10 years.
- Stakeholders indicated some surrounding communities are actively acquiring land and building housing to support Grand Island's workforce, which results in the city losing residents to those communities.
- Stakeholders felt Grand Island should be more proactive and less reactive in supporting housing construction.

HOUSING IS AN ECONOMIC DEVELOPMENT AND WORKFORCE ISSUE

- Housing is a major issue affecting talent recruitment and the ability of firms to expand.
- Businesses leaders expressed concern about future workforce availability, and housing shortages may cause some businesses to relocate.

DEVELOPING HOUSING IN GRAND ISLAND CAN BE A CHALLENGE

- Stakeholders are concerned about the lack of land for sale, or the high costs of such land.
- Participants encouraged Grand Island to proactively acquire land for development, which other communities have done to facilitate housing development.
- Excessive public infrastructure and development requirements, such as overly wide streets, add to the cost of housing.
- Some felt that Grand Island puts up small road blocks to development or other activities.
- Participants felt the local lending environment in Grand Island can be challenging, especially working with local lenders.

HOUSING CONDITIONS



This section examines the existing and projected housing market conditions for Grand Island, with a focus on affordable and missing middle housing, at risk households and how Grand Island compares to the larger State of Nebraska.

Data used in this study comes from a variety of sources including the U.S. Census Bureau, U.S. Department of Housing and Urban Development, Hall County Assessor, third-party vendors, and qualitative data from focus group participants.

Ultimately the demand analysis is based on several factors, including:

- Estimated vacancy rates
- Projected population and household change from third-party providers.
- Current structural conditions (structures needing to be replaced or improved)
- Estimated pent up demand

POPULATION AND HOUSEHOLD TRENDS

Overall, Grand Island has seen robust growth over the past two decades, both in population and households. As table 3.1 illustrates, Grand Island grew 13% between 2000 and 2010 and 9.5% between 2010 and 2020.

The ESRI current estimate and five-year projection anticipate a 1.2% increase in population and 1.1% increase in households between 2020 and 2022, and a slight decrease over the next five years.

While these projections anticipate a growth rate significantly less than historical averages, we do not anticipate Grand Island losing population based on current building permit activity. However, significant changes to the economic base of Grand Island and the Tri-Cities over the next five years will likely have an impact on the

population and household growth, and ultimately housing demand.

Current Vacancy Rates

A housing market is considered healthy when the effective vacancy rates are between 5% to 7%. This ensures an adequate product for new housing moving into a community and for existing residents to move into housing that better supports their household needs. A constrained housing market leads to price escalation, potential difficulties in attracting workers to a region, exasperating a tight labor market and hampering economic growth. The lack of available housing may also cause frustration from existing residents who may not find the desired product for their current lifestyle and may choose to leave the community in search of housing that fits their needs.

Conversely, a housing market with high vacancy rates can be problematic for a community. High vacancy rates may place downward pressure on for-sale and rental housing. While lower-cost housing is advantageous for renters and home buyers, it can result in less operating income for rental housing and less ability to borrow against a home's equity, leading to deferred maintenance and improvements.

The 2020 ACS estimates Grand Island's overall vacancy rate is 5.6%. However, the effective vacancy rate is 1.5%. The effective vacancy rate

excludes non-full-time housing units such as seasonal units, migrant housing and "other vacant units." The estimated for-sale vacancy rate is 0.98%, and the estimated rental vacancy rate is 2.37%. As a comparison, the Q3 2022 average for-sale vacancy rate was 0.9% and the rental vacancy rate for the Midwest states was 7.1%.

HOUSING AGE AND CONDITION

While the housing stock in Grand Island continues to age, the share of older units is less than the state overall. However, as each year passes the housing stock ages, and if new units are not placed in service or existing units are not maintained or renovated, neighborhoods can deteriorate, leading to disinvestment and dissatisfaction.

As Table 2 illustrates, the number of housing units by year of construction. Over half of the structures constructed in Grand Island were built before 1973, which is similar to the overall state. Just under 15% of the housing in Grand Island has been constructed in the past two decades.

Despite an aging housing stock, Grand Island housing appears to be well maintained. As Table 4 illustrates, approximately 8.1% of the residential structures are considered below average by data provided by the Hall County Assessor's Office. However, this accounts for over 1,200 structures throughout the city. If properties are allowed to fail into disrepair either because the owner does

Table 1. Grand Island Population and Households

	Population	% Change	Households	% Change
2000	42,940		16,426	
2010	48,520	13.0%	18,326	11.6%
2020	53,131	9.5%	19,981	9.0%
2022*	53,772	1.2%	20,209	1.1%
2027*	53,608	-0.3%	20,126	-0.4%

Source: U.S. Census, *ESRI estimates

Table 2. Number of Units by Year Built

	Grand Island		State of Nebraska	
	Units	Share	Units	Share
2014 or later	815	3.9%	30,647	3.6%
2010 to 2013	557	2.7%	24,500	2.9%
2000 to 2009	1,707	8.2%	93,559	11.1%
1990 to 1999	2,400	11.6%	98,093	11.6%
1980 to 1989	2,240	10.8%	79,705	9.4%
1970 to 1979	3,549	17.1%	133,254	15.8%
1960 to 1969	2,663	12.8%	93,881	11.1%
1950 to 1959	2,456	11.8%	80,073	9.5%
1940 to 1949	1,205	5.8%	40,750	4.8%
1939 or earlier	3,166	15.3%	169,786	20.1%
Total	20,758		844,248	
Median Year Built	1973		1973	

Source: 2020 ACS

not have the resources to maintain the structure or simply through neglect, properties can become highly dilapidated. At some point, if there is no intervention, it may cost more to rehabilitate the structure than is economically feasible and in many of those cases, these properties become abandoned.

In addition to a variety of housing types, the diversity of bedrooms is equally important to ensure the housing stock is appropriate for the size of a community's families and households. The mix of bedroom diversity in Grand Island is similar to the state overall as illustrated in Table 3.

HOUSING TYPE

A diverse variety of housing types within a community enables residents to more easily find housing that fits the current needs of their household. Grand Island has a more diverse housing stock compared to the overall State of Nebraska. As Table 5 illustrates, 63% of Grand Island's housing are single-family detached units, compared to 72% in the overall state.

"Missing middle" units are also better represented in Grand Island compared to the overall state. Approximately 15% of Grand Island's housing meets the definition of Missing Middle Housing, compared to just under 9% within the entire state.

Table 3. Number of Bedrooms

Bedrooms	Grand Island		Nebraska	
	Units	Share	Units	Share
0	595	2.9%	15,807	1.9%
1	2,498	12.0%	91,084	10.8%
2	5,957	28.7%	217,701	25.8%
3	7,100	34.2%	306,601	36.3%
4	3,165	15.2%	158,682	18.8%
5 +	1,443	7.0%	54,373	6.4%
Total:	20,758		844,248	

Table 4. Residential Condition by Year Built

Residential Condition	1862-1881	1882-1901	1902-1921	1922-1941	1942-1961	1962-1981	1982-2001	2002-2022	Total Structures	% Of Total
Low		18	37	24	18	15	2	4	118	0.8%
Fair	4	69	217	148	135	496	64	4	1137	7.3%
Average	28	319	1321	1239	2324	3569	1323	1718	11841	76.4%
Good	3	43	202	201	254	474	481	516	2174	14.0%
Very Good		4	43	27	32	44	27	7	184	1.2%
Excellent		1	10	6	4	11	2	1	35	0.2%
Total Structures	35	454	1830	1645	2767	4609	1899	2250	15489	
% Of Total	0.2%	2.9%	11.8%	10.6%	17.9%	29.8%	12.3%	14.5%		

Source: Hall County Assessor's Office

Table 5. Existing Housing Type

	Grand Island		State of Nebraska	
	Units	Share	Units	Share
Single-family, detached	13,096	63.1%	609,852	72.2%
Single-family, attached	1,319	6.4%	34,375	4.1%
Duplex	798	3.8%	16,877	2.0%
Tri- or Quadplex	1,513	7.3%	21,888	2.6%
5 to 9	854	4.1%	34,026	4.0%
10 to 19	777	3.7%	38,639	4.6%
20 to 49	410	2.0%	32,763	3.9%
50 or more	1,073	5.2%	28,070	3.3%
Mobile home	918	4.4%	27,504	3.3%
Boat, RV, van, etc.	0	0.0%	254	0.0%
Total	20,758		844,248	

Source: 2020 ACS

COST BURDEN AND AT-RISK HOUSEHOLDS

Other key factors to examine are those households at risk of entering into a housing crisis, becoming homeless, or due to income constraints not able to maintain their housing. The 2020 ACS poverty rate estimate for Grand Island (11.8%) is slightly higher than the overall poverty rate in Nebraska (10.8%). Those households tend to be the highest risk for homelessness because they are living on the financial edge and may have issues of income, food and housing insecurity.

Table 6 illustrates the number of Grand Island residents that may be at risk or have challenges finding appropriate housing. An estimated 5, 246 households (26.7%) in Grand Island contain at least one member with a disability. The disability may be mobility, sensory or cognitive.

As the population ages, the number of households with a person having a disability will likely continue to grow. There will likely be increased demand for additional in-home care and there will be a need to construct or renovate existing housing to be fully accessible or visitable.

A visitable home is one that can be lived in or visited by people who have trouble with steps

- or who use wheelchairs or walkers. A house is considered visitable when it meets three basic requirements:
1. One zero-step entrance
 2. Doors with 32 inches of clear passage space
 3. One bathroom on the main floor accessible by wheelchair.

Efforts should be made to ensure new home construction and publicly funded renovation programs work toward increasing the number of visitable homes in Grand Island. The additional cost to make these improvements is small, but will pay large dividends by extending the time a person can age in place and allow mobility-challenged individuals to visit friends and family.

The U.S. Department of Housing and Urban Development defines cost burdened households as those spending more than 30% of their household income on housing costs. Severely cost burdened households are those spending 50% or more of their household income on housing costs. Housing costs include mortgage or rent, and utilities.

As Table 7 illustrates, over 13.5% of Grand Island's households are cost burdened and an estimated 10.6% are severely cost burdened.

Table 6. At Risk Households

	Grand Island	Share
2020 Households Below the Poverty Level	2,313	11.8%
2020 Households with 1+ Persons with a Disability	5,246	26.7%
2020 Population with a Disability	6,461	12.8%
Hearing Difficulty	2,044	4.0%
Vision Difficulty	1,236	2.4%
Cognitive Difficulty	2,603	5.6%
Ambulatory Difficulty	2,982	6.4%
Self-Care Difficulty	1,180	2.5%
Independent Living Difficulty	1,967	5.4%
Source: Census		

Table 7. Cost Burdened Households

Cost Burden	Owner Occupied	%	Renter Occupied	%	Total	%
Greater than 30% but less than or equal to 50%	1,050	9.2%	1,550	19.5%	2,600	13.5%
Greater than 50%	480	4.2%	1,560	19.6%	2,040	10.6%
Not Cost Burdened	9,735	86.0%	4,720	59.5%	14,455	75.1%
No Income	45	0.0%	105	1.3%	150	0.8%
Grand Total	11,310	100.0%	7,935	100.0%	19,245	100.0%

Source: 2015-2019 Comprehensive Housing Affordability Strategy (CHAS)

AFFORDABLE RENTAL HOUSING

Communities can have a mismatch, or gap, between the number of units with affordable rents, versus the number of households who can afford those rents without becoming cost burdened. Table 8 estimates the number of renter households living in units that are affordable to their respective household income cohort, compared to the number of units available which are affordable for that household.

The columns are the estimated number of rental units affordable to Grand Island households by income range. For example, there are an estimated 994 rental units that are affordable to households earning less than 30% AMI.

The rows estimate the number of rental households within each income range. For example, there are an estimated 1,794 renter households who earn less than 30% AMI.

Of those households, 570 live in units that have rents affordable to those earning less than 30% AMI, 875 live in housing with rents affordable to households making between 30% and 50% AMI, 334 live in housing affordable to households making between 50% and 80% AMI, and 15 live in rental housing affordable to households making between 80% and to 100% AMI.

Taken as a whole, Table 8 illustrates there is a likely a need for approximately 800 units (1,794

Table 8. Affordable Rental Units by Household Income

Household Income	Occupied Units With Affordable Rents				
	Less than 30% AMI	30% AMI to 50% AMI	50% to 80% AMI	80% to 100% AMI	Total
Less than 30% AMI	570	875	334	15	1,794
30% AMI to 50% AMI	215	835	420	65	1,535
50% to 80% AMI	70	1,000	865	35	1,970
80% to 100% AMI	29	440	315	20	804
Greater than 100% AMI	110	775	820	115	1,820
Grand Total	994	3,925	2,754	250	7,923

Source: 2015-2019 Comprehensive Housing Affordability Strategy (CHAS)

- 994) with rents affordable for those who earn less than 30% AMI. Interestingly, an estimated 110 households earning more than 100% AMI are living in units affordable to those earning less than 30% AMI. There is likely demand for step-up rental housing, which could open up lower cost units for low- and moderate-income residents.

AFFORDABLE OWNERSHIP HOUSING

Similarly to renters, homeowners may be living in homes above or below what they can afford for their household income. Table 9 estimates the number of homeowners living in homes whose prices are affordable to their respective household income cohort.

As the table illustrates, an estimated 4,824 homeowners live in homes estimated to be

affordable to households earning less than 50% AMI. Approximately 1,905 of those owners earn more than 100% AMI, or well under what they might be able to afford.

The table also indicates there is likely demand for existing homeowners looking for "step-up" housing that is newer, and with more modern amenities. There are 6,484 households earning more than 100% AMI, and most are living in homes with estimated values that are significantly lower than they can afford.

Table 9. Affordable Ownership Units by Household Income

Household Ranges	Occupied Units With Affordable Prices				
	Less than 50% AMI	50% to 80% AMI	80% to 100% AMI	Greater than 100% AMI	Total
Less than 30% AMI	410	170	25	35	640
30% AMI to 50% AMI	500	230	35	30	795
50% to 80% AMI	1190	720	65	49	2,024
80% to 100% AMI	819	415	90	45	1,369
Greater than 100% AMI	1,905	3,095	704	780	6,484
Total	4,824	4,630	919	939	11,312

Source: 2015-2019 Comprehensive Housing Affordability Strategy (CHAS)

EMPLOYMENT AND JOBS

The regional economy has a direct effect on the housing market. Job growth without the corresponding increase in housing units can create upward pressures on the housing market, leading to price inflation and dissatisfaction with the perceived value of neighborhoods. Existing homeowners during these periods of price escalation may see the upward movements of prices as a great return on their investment, while renters may see the opportunities for home ownership out of reach.

In addition, potential new residents may see high housing costs as a reason to look to other communities for employment. Conversely, if there is an economic downturn and a corresponding loss of jobs within the community, there may be downward pressures on the housing market pushing values lower because the demand has lessened. Homeowners may see this as a loss in their equity, while renter households may see this as an opportunity to move into homeownership because they were previously priced out.

Employment and jobs data for this study are derived from the Census Bureau's Local Employment Dynamics (LED) Partnership program. The LED program integrates existing data from state-supplied administrative records on workers and employers with existing censuses, surveys and other administrative records. This data provides insights into where residents within a community work, their earnings, basic demographics and industry sectors. The LED program also provides data on the types of jobs within a community and the characteristics of commuters who fill those jobs.

According to the 2019 LED data, there were 30,423 jobs in Grand Island, which has remained steady over the past decade. Between 2010 and 2019, there was a slight overall job growth of 0.6%. See Table 11 on the next page.

The top five sectors with the largest growth in jobs between 2010 and 2019 included:

- Administration and Support (432)
- Accommodation and Food Service (354)
- Educational Services (197)
- Manufacturing (189)
- Transportation and Warehousing (187)

The top five sectors with the largest loss in jobs between 2010 and 2019 included:

- Retail Trade (-433)
- Healthcare and Social Assistance (-395)
- Wholesale Trade (-376)
- Other Services (-136)
- Public Administration (-132)

Despite the slight job growth in Grand Island, the number of employed residents has grown by over 12% during that same period. In 2010, there were an estimated 22,242 employed residents, compared to 25,198 in 2019. Table 10 illustrates the top five Grand Island resident employment sectors.

Table 10. Top Five Resident Employment Sectors

	Jobs	Share
Manufacturing	6,014	23.9%
Health Care and Social Assistance	3,175	12.6%
Retail Trade	2,850	11.3%
Accommodation and Food Services	2,134	8.5%
Educational Services	2,023	8.0%

Source: U.S. Census 2019 LED Program

Table 11. Jobs by Industry Sector

	2019		2015		2010		Change 2010-2019	
	Count	Share	Count	Share	Count	Share	Count	%
Agriculture, Forestry, Fishing and Hunting	47	0.2%	41	0.1%	11	0.0%	36	327.3%
Mining, Quarrying, and Oil and Gas Extraction	0	0.0%	6	0.0%	7	0.0%	-7	-100.0%
Utilities	82	0.3%	90	0.3%	115	0.4%	-33	-28.7%
Construction	1,295	4.3%	1,329	4.3%	1,284	4.2%	11	0.9%
Manufacturing	6,299	20.7%	6,004	19.4%	6,110	20.2%	189	3.1%
Wholesale Trade	1,067	3.5%	1,226	4.0%	1,443	4.8%	-376	-26.1%
Retail Trade	3,898	12.8%	4,423	14.3%	4,331	14.3%	-433	-10.0%
Transportation and Warehousing	1,384	4.5%	1,266	4.1%	1,197	4.0%	187	15.6%
Information	218	0.7%	284	0.9%	313	1.0%	-95	-30.4%
Finance and Insurance	1,227	4.0%	1,069	3.4%	1,226	4.1%	1	0.1%
Real Estate and Rental and Leasing	335	1.1%	351	1.1%	291	1.0%	44	15.1%
Professional, Scientific, and Technical Services	761	2.5%	722	2.3%	750	2.5%	11	1.5%
Management of Companies and Enterprises	459	1.5%	527	1.7%	314	1.0%	145	46.2%
Administration & Support, Waste Management and Remediation	1,609	5.3%	1,655	5.3%	1,177	3.9%	432	36.7%
Educational Services	2,530	8.3%	2,331	7.5%	2,333	7.7%	197	8.4%
Health Care and Social Assistance	4,004	13.2%	4,574	14.8%	4,399	14.5%	-395	-9.0%
Arts, Entertainment, and Recreation	572	1.9%	487	1.6%	403	1.3%	169	41.9%
Accommodation and Food Services	2,689	8.8%	2,611	8.4%	2,335	7.7%	354	15.2%
Other Services (excluding Public Administration)	840	2.8%	964	3.1%	976	3.2%	-136	-13.9%
Public Administration	1,107	3.6%	1,050	3.4%	1,239	4.1%	-132	-10.7%
Total	30,423		31,010		30,254		169	0.6%

Source: U.S. Census 2019 LED Program



HOUSING MARKET ASSESSMENT



The demand for additional housing in Grand Island is significant, and the need exists for both new ownership and rental housing units. The addition of new housing can be completed through new construction, or the substantial rehabilitation of units not currently on the market.

The current estimated rental vacancy rate is 2.37% and the estimated ownership vacancy rate is 0.98%. The effective vacancy rate is approximately 1.54%. The effective vacancy rate is a measure of the actual number of vacant properties that are available for sale or rent. A healthy housing market should have an effective vacancy rate of between 5% and 7%. Below, we discuss the potential housing demand and production needs to achieve an effective vacancy rate between 5% and 7%.

GRAND ISLAND DEMAND ANALYSIS

The housing demand for Grand Island is determined by a four major elements: Current needs, projected household change, pent up demand, and commuter capture.

- 1. Current Needs** are the net number of housing units needed to bring the housing market into a healthy vacancy rate. It is the difference between units needed and existing units that are for-sale or for rent.
- 2. Projected Household Change** is the forecasted change in the number of households in Grand Island. The five-year projection indicates a small decrease in housing units are expected.

3. **Commuter Capture** is the potential demand from those commuting into Grand Island for work.
4. **Pent-Up Demand** is demand that exists within existing households whose housing situation is less than ideal. Pent-up demand is comprised of three main sources: those who are living in substandard conditions (overcrowding, poor condition, etc.), cost-burdened households looking for a more affordable housing alternative, and lastly those households who may be looking to "move up" to a more expensive home.
5. **Pipeline Projects** are housing projects that are currently underway or in the final planning stages and likely to move forward in the next 12 - 18 months.

As Table 12 illustrates, over the next five years Grand Island's population is expected to remain relatively flat and may decrease to 53,608 persons, within 21,603 households. This is a relatively flat growth prediction when the margin of error is considered and the population may in fact increase slightly.

Based on the current low homeownership and rental vacancy rates, and historic absorption rates of new housing units, this population projection is likely low, and Grand Island will increase in both households and population.

While the number of households is projected to decline, the number of vacant units is projected to increase. A rehabilitation incentive program should be an element of the housing strategy to decrease the growing number of vacant structures.

Table 14 illustrates current and projected estimated households by income range. The first two columns are the current HUD Area Median Income ranges and associated incomes. In 2020, 21% of the households earn less than 30% AMI, and 41% earn more than 100% AMI. As the table indicates, much of the household growth will occur in households earning over 100% AMI. However, this can change based on inflationary pressures and changes in wages throughout the area.

Table 12. Current and Projected Housing Units by Tenure

	2020 Census		2022 Estimate		2027 Projection		2022 -2027
	Number	%	Number	%	Number	%	% Change
Population	53,131		53,772		53,608		-0.3%
Total Housing Units	20,758	100.0%	21,364	100.0%	21,603	100.0%	1.1%
Occupied Units	19,601	94.4%	20,209	94.6%	20,126	93.2%	-0.4%
Owner	11,528	58.8%	12,027	59.5%	12,167	60.5%	1.2%
Renter	8,073	41.2%	8,182	40.5%	7,959	39.5%	-2.8%
Vacant Units	1,157	5.6%	1,155	5.4%	1,477	6.8%	21.8%

Source: ESRI, Census

Table 13. Current Housing Needs

	Current Rates	Current Needs			Current Demand		
		Low vacancy	Average Vacancy	High Vacancy	Low vacancy	Average Vacancy	High Vacancy
Rental Vacancy Rate	2.37%	6%	8%	10%	6%	8%	10%
Ownership Vacancy Rate	0.98%	1.0%	1.5%	2%	1.0%	1.5%	2%
Effective Vacancy Rate	1.54%						
(Rates based on Sherman County)							
For Sale Units	118	120	180	241	2	62	122
Rental Units	194	491	655	818	297	461	624
Total Available Units	312	611	835	1059	299	523	747
Effective Vacancy Rate		3%	4%	5%			

Source: ESRI, CPI

Table 13 illustrates the current needs and demand based on existing vacancy rates in Grand Island. The rental housing vacancy rate is estimated to be 2.37% and the estimated homeowner vacancy rate is 0.98%.

Based on these rates, at any given time, there are approximately 118 for-sale units and 194 for-rent units available. The Current Needs columns illustrate the number of needed for sale or rental

units to satisfy the current needs by vacancy rate. In other words, it's the number of units that should currently be available in a healthy housing market.

The Current Demand columns illustrate the potential demand, which is calculated as (current needs - current supply). A positive number indicates demand for net new units, and negative number indicates a housing surplus. These needs are based on current vacancy rates.

Table 14. Median Income by Household

		Households				
Area Median Income Range		2020		2027		Change
0% - 30%	Less than \$26,200	4175	21%	3635	18%	-540
31% - 50%	\$26,201 - \$35,800	1720	9%	953	5%	-767
51% - 80%	\$35,801 - \$57,300	4089	21%	3339	17%	-750
81% - 100%	\$57,301 - \$66,300	1471	8%	1403	7%	-68
101% - 150%	\$66,301 - \$99,450	3982	20%	4993	25%	1011
Greater than 150%	Greater than \$99,541	4164	21%	5623	28%	1459
	Total Households	19,601		19,946		345

Source: ESRI, CPI

Potential Housing Demand

There is very high demand for new housing units in Grand Island. Table 15 illustrates the estimated potential housing demand generated through current needs, pent up demand, and potential commuter capture.

There is an estimated potential demand for between 1,720 and 2,073 new housing units. Most of this demand is for rental housing, and it is important to note that a significant amount of demand is driven by the ability to attract existing commuters to Grand Island.

The demand for additional housing over the next five years is not anticipated to grow much more than the current demand, as illustrated in Table 16.

The ESRI population and household projections indicate relatively flat growth, thus the five-year housing demand projections are nearly identical to the current needs. These population projects are likely low given the current vacancy rates and historic growth. Additionally, a positive change in the employment base should induce housing demand above the current projections.

Table 15. Current Housing Demand

	Current Demand		
Effective Ownership Vacancy Rate	1.0%	1.5%	2%
New For Sale Units	2	62	122
10% Substandard Ownership Units	27	27	27
5% COMMUTER CAPTURE	437	437	437
"STEP UP" DEMAND	95	95	95
PIPELINE PROJECTS	140	140	140
Potential Ownership Demand	421	386	446
Effective Rental Vacancy Rate	6%	8%	10%
New Rental Units	297	461	624
15% Cost Burdened Renters	419	419	419
10% Substandard Rental Units	64	64	64
10% Commuter Capture	874	874	874
Pipeline Projects	354	354	354
Potential Rental Demand	1,299	1,463	1,626
Total Potential Demand	1,720	1,849	2,073

Source: CPI

Table 16. Future Demand - 2027

	2027 Demand		
Effective Ownership Vacancy Rate	1.5%	2.0%	2.5%
New For Sale Units	4	64	125
10% Substandard Ownership Units	27	27	27
5% COMMUTER CAPTURE	437	437	437
"STEP UP" DEMAND	95	95	95
PIPELINE PROJECTS	140	140	140
Potential Ownership Demand	423	484	544
Effective Rental Vacancy Rate	6%	8%	10%
New Rental Units	284	443	602
15% Cost Burdened Renters	419	419	419
10% Substandard Rental Units	95	95	95
10% Commuter Capture	874	874	874
Pipeline Projects	354	354	354
Potential Rental Demand	1,318	1,477	1,636
Total Potential Demand	1,740	1,960	2,180

Source: CPI

Workforce Housing Needs

The previous section discussed the overall housing demand presently and in 2027. This section examines the portion of the demand focused on workforce and affordable housing.

Workforce housing demand is similar to the overall housing demand, but accounts for households in certain income ranges. Pent-up demand is limited to those households earning over 80% AMI. Commuter capture is limited to those workers earning more than \$3,333/month for owner occupied demand, and more than \$1,251/month for rental housing demand.

Table 17 and Table 18 illustrate the potential workforce housing demand. Table 17 is the current demand; while, Table 18 is the anticipated demand in 2027.

The current potential workforce housing demand, ranges from 715 total units to 1,163 total units. These numbers account for between 41.5% to 75.6%% of the total housing demand in Grand Island.

There are currently 202 housing units within two pipeline projects that meet the definition of workforce housing. There is great demand in the rental side of the housing market.

By 2027, the estimated workforce housing demand remains unchanged. The potential housing demand is heavily influenced by the lack of existing rental units and the number of commuters working in Grand Island.

Affordable Housing Needs

Affordable housing means residential dwelling units affordable to a household earning not more than eighty percent (80%) of the Area Median Income (AMI). In 2020, there were approximately 9,984 households who met this definition.

As discussed in the previous section, there are a significant number of cost burdened households, particularly rental households, and there is a lack of rental housing affordable to those make less than 30% AMI.

There are approximately 5,299 renter households earning 80% AMI or less, and there are approximately 7,673 rental units that are meet the definition of affordable housing. While there are technically enough affordable units compared to overall households, an estimated 1,794 extremely low-income households are living in non-affordable units.

The affordable rental housing gap is approximately 800 rental units targeted to those who earn less than 30% AMI. If additional affordable, or "step-up" units were developed, this may free up existing affordable units

Within the ownership market, there are approximately 3,459 homeowner households earning at or below 80% AMI. According to HUD estimates, within Grand Island, there are approximately 9,454 occupied ownership units that are considered "affordable".

While technically there is no affordable housing "gap" in the ownership market, many focus group participants raised concerns about ongoing affordability due to high property taxes, and concerns about being able to age in place due to a lack of ADA accessible housing.

Given that nearly a quarter of Grand Island's households have at least one person with a disability, efforts should be made to encourage accessible or visitable housing in all future developments, particularly those that receive public assistance.

Table 17. Current Workforce Housing Demand

Effective Ownership Vacancy Rate	Net Demand		
	1.0%	1.5%	2%
New For Sale Units	2	62	122
10% Substandard Ownership Units (80% AMI)	9	9	9
5% COMMUTER CAPTURE (earning \$3,333+ / month)	193	193	193
"Step Up" Demand	95	95	95
Pipeline Projects	202	202	202
Total Ownership Demand	96	156	216
Effective Rental Vacancy Rate	6%	8%	10%
New Rental Units	297	461	624
15% Cost Burdened Renters	8	8	8
10% Substandard Rental Units	12	12	12
10% Commuter Capture (earning \$1,251+ / month)	302	302	302
Pipeline Projects	0	0	0
Total Rental Demand	619	782	946
Total Potential Demand	715	939	1,163

Source: CPI

Table 18. Future Workforce Housing Demand

Effective Ownership Vacancy Rate	Net Demand (2027)		
	1.0%	1.5%	2%
New For Sale Units	4	64	125
10% Substandard Ownership Units (80% AMI)	9	9	9
5% COMMUTER CAPTURE (\$3,333+ / month)	193	193	193
"Step Up" Demand	95	95	95
Pipeline Projects	202	202	202
Total Ownership Demand	98	158	219
Effective Rental Vacancy Rate	6%	8%	10%
New Rental Units	284	443	602
15% Cost Burdened Renters	8	8	8
10% Substandard Rental Units	12	12	12
10% Commuter Capture (\$1,251+ / month)	302	302	302
Pipeline Projects	0	0	0
Total Rental Demand	605	765	924
Total Potential Demand	703	923	1,143

Source: CPI

HOUSING CHALLENGES, GOALS AND STRATEGIES



HOUSING CHALLENGES

The housing challenges faced in Grand Island are not unique, and are found in one form or another across the Midwest and throughout the country. Housing production has not kept up with demand and most markets tight which affects economic development, community prosperity and financial security for millions of residents.

Through analysis and focus group discussions, the biggest housing challenges within Grand Island include:

- High cost burden for renter households
- Difficulty finding available housing
- Lack of housing type variety
- High development costs

The first two issues have been thoroughly discussed in previous chapters. Zoning and other building and development regulations can play a part in the perception or reality that housing is too costly to construct and there is little housing diversity.

Table 19 illustrates the major districts which support residential zoning and the percent of acreage that district represents. Under the current zoning code, technically, "missing middle" housing can be constructed in any residential district because the code requirements are based on density, not housing type. However, in practical terms building missing middle housing in the R-1 and R-2 Districts, which is 35% of the residentially zoned land, is not cost effective. To build a duplex or triplex in the R-1 district would require nearly

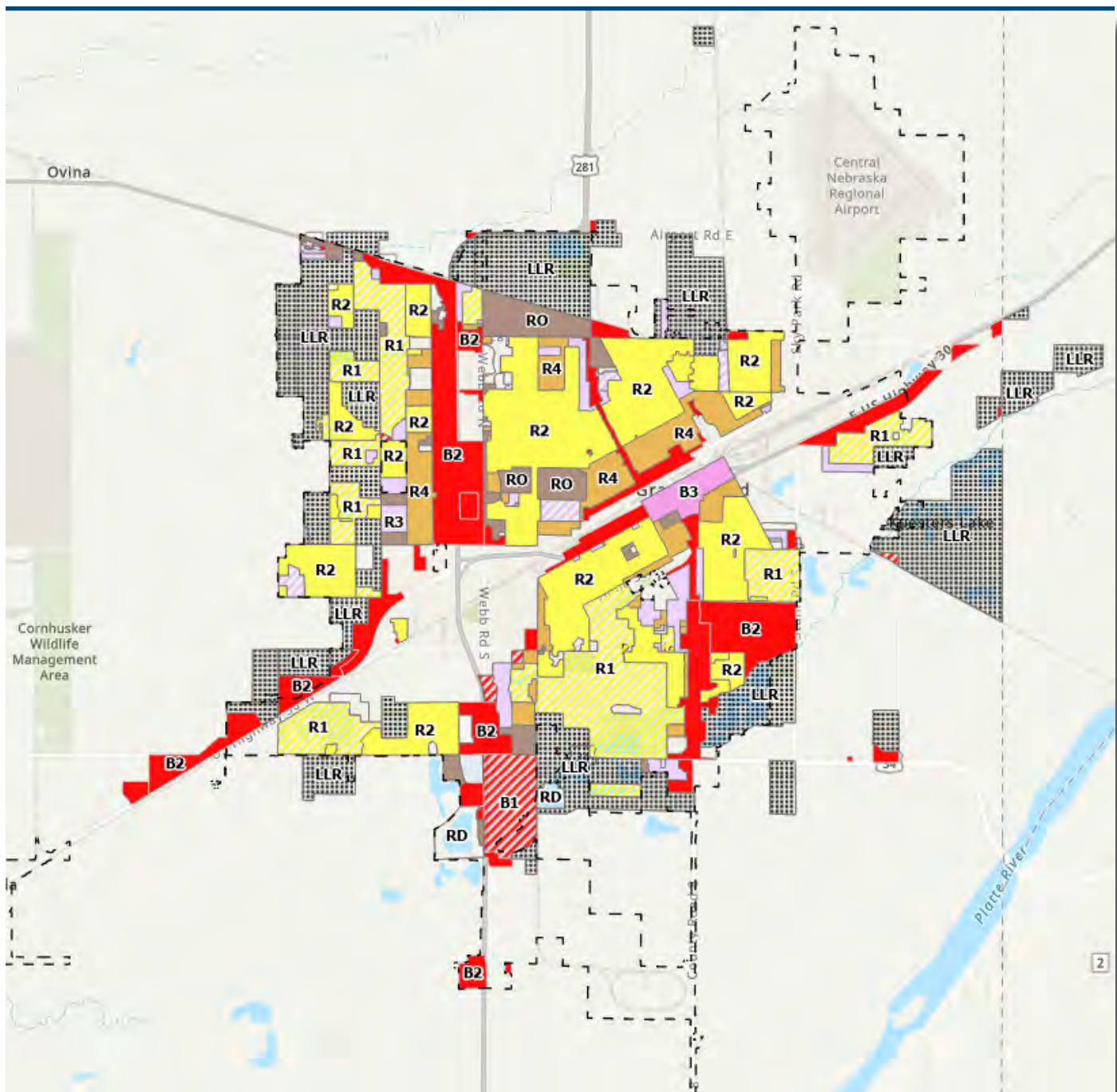


Table 19. Residential Zoned Land

District	Acres	Share	District	Acres	Share
LLR - Large Lot Residential	4379.3	29%	RO - Residential Office	620.0	4%
R-1 - Suburban Residential	2087.7	14%	RD - Residential Development Zone	444.2	3%
R-2 - Low Density Residential	3197.1	21%	B1 - Light Business Zone	351.3	2%
R-3 - Medium Density Residential	504.8	3%	B2 - General Business Zone	2427.1	16%
R-3SL Medium Density Small Lot Residential	144.8	1%	B3 - Heavy Business Zone	152.2	1%
R-4 High Density Residential	981.6	6%			
Source: Grand Island / CPI					

a 1/2 acre or 2/3 acre respectively. To build a double or triplex in the R-2 district, near where many of the schools are located, would require nearly a 1/3 acre or 1/2 acre respectively. It would take nearly 1 acre of land to build a duplex and 1.5 acres for a triplex in the LLR district.

HOUSING GOALS AND STRATEGIES

The housing challenges Grand Island faces are not new and have taken decades to manifest themselves. The strategies outlined in this study should be re-evaluated on a regular basis to ensure resident needs are being met and the implementation of this plan is being carried out by all stakeholders in the development arena.

It should also be noted that economic cycles will play an impact in the housing market, and those cycles are often out of the control of local leaders and housing advocates and developers. .

The goals of the strategy recommendations are to facilitate the transition to a balanced housing market that supports the needs of Grand Island's households at all stages of their lives.

Goal #1: Increase the number and types of housing units to meet the needs of Grand Island's current and future residents.

Outcomes:

- **Residents have access to a variety of housing options:**
 - Missing Middle housing will account for 20% of the housing types, up from 17.5% today.
- **Working households have access to housing that meets their budget**
 - 20% of new housing construction meets the definition of "Workforce housing".
- **Vacancy rates will reflect a healthy housing market**
 - Homeownership vacancy rates will be between 1.0% and 1.5%, up from 0.98% today.

- Rental vacancy rates will be between 6% and 8%, up from 2.37% today.

Strategies:

1. **Prioritize public funding for projects that incorporate affordable, missing middle and/or workforce housing.**
 - 1.1 - Consider performance requirements as a condition for TIF approval such as a minimum set-aside requirement for affordable or workforce housing units.
 - 1.2 - Incorporate missing middle housing in a portion of Rural Workforce Housing Fund applications.
 - 1.3 - Waive building permit and tap fees for affordable housing projects which are restricted to those earning less than 80% AMI.
2. **Explore creating a Community Land Trust**
 - 2.1 - Community Land Trusts are designed to ensure the long-term affordability of housing within a particular development. A community land trust is a development where the underlaying land is owned, typically, by a trust or community non-profit whose mission is to create affordable housing. The home buyer owns the improvement and is usually granted a long-term lease that is at least the term of the mortgage or 99 years. The key distinction is there is a deed restriction or restrictive covenant running with the land, thus, ensuring affordability by limiting the income of the subsequent home buyers, thus ensuring long-term affordability.

The Land Trust is established to enforce the restrictions, which are civil matters and not under the jurisdiction of the City or County. In lieu of establishing a single-purpose entity for administration of the trust, that function could be carried out by a local Community Development Corporation.
3. **Explore Shared Risk Loan Pools for higher-risk workforce and affordable housing projects**

Many communities have recently funded targeted shared-risk loan pools that are used to spread the risk in emerging markets. The

concept revolves around a loan fund that is seeded through contributions by local banks, businesses, or federal programs such as the Community Development Financial Institutions Fund (CDFI Fund).

Shared risk pools are designed to invest in all types of housing, not just single-family for-sale housing. The loan fund can invest in various housing projects as determined by a governing board. The investment capital would be structured as patient capital that is in a subordinate position to the primary debt. **This is not a grant.** The purpose of the investment is to lower the amount of primary debt the project needs to service, thus making the project more financially feasible. When a project is refinanced, in the future, the fund would recoup its investment. Alternatively, the fund could be the primary lender and each investor in the fund would only risk a pro-rata share of the investment.

4. [Revise zoning regulations to encourage housing variety and affordability.](#)

While the zoning code does not prohibit missing middle housing in the most widely zoned districts, the minimum density requirements are uneconomical.

Grand Island should explore encouraging affordable or missing middle housing by amending the code to:

1. Conditionally permit missing middle housing (townhouse, duplex, triplex) under certain conditions such as:
 - Infill lots in the R-1 and R-2 districts
 - When within 1/2 to 1-mile of an existing elementary or middle school
2. Reduce parking requirements for units with 2 or fewer bedrooms to 1 space per unit.

[Goal #2: Improve and preserve existing affordable housing.](#)

Outcomes:

- **Existing affordable housing will remain**

affordable for the most vulnerable residents.

- **The overall quality of housing in Grand Island will improve**

Strategies:

1. [Target redevelopment strategies toward vacant and abandoned properties.](#)

The 2020 ACS indicates that of the 1,157 vacant units, 531 (45.8%) are "vacant-other". These units are neither for sale, or for rent, are likely abandoned structures, and can quickly become dilapidated which may lead to neighborhood deterioration and loss of confidence by area residents. These structures can also be rehabilitated and placed in service if the deterioration is not too far along, and should be prioritized as part of any neighborhood revitalization effort.

2. [Target CDBG funds toward property improvement for low and moderate income residents.](#)

Many low- and moderate-income residents, particularly seniors, struggle to maintain their homes due to rising costs. Additionally, many older homes are not designed for those who may become physically disabled.

3. [Develop programs to promote the private renovation of vacant homes. Encourage the promotion of existing programs such FHA 203K loans.](#)

A FHA 203K loan combines the cost of the initial purchase plus the cost of renovations or expansions into one loan product that is insured by FHA. This unique loan product is particularly well suited for those interested in purchasing a vacant house, or one needing substantial renovations. The benefit of the loan product is the interest rates are fixed, and the loan amount is based on the current purchase price, plus the cost of the improvements. The program also protects lenders by allowing them to have the loan insured before the condition and value of the property may offer adequate security.

Despite the benefits, this loan product is not well utilized throughout Nebraska. There were no Nebraska lenders who originated a 203K loan in 2021, however five lenders originated 203K loans in 2020:

- First National Bank - Omaha
- Guild Mortgage Company - Omaha
- Movement Mortgage LLC - Omaha
- Prime Lending (A Plains Capital CO) - Lincoln
- Regent Financial Group, Inc - Omaha

The FHA 203K loan product could be a very useful tool for those who wish to purchase and rehabilitate a home in Grand Island. Since the program has not been utilized here, there will be a learning curve for all parties involved.

Goal #3 Reduce development costs where possible.

Outcomes:

- **The amount of housing that meets the definition of "workforce housing" will increase.**

Strategies:

1. Explore partnerships with the Nebraska Manufactured Housing Association to work with local housing manufactures to develop a palette of neighborhood context sensitive home plans that can be constructed on infill lots;

Today's modular and manufactured housing factories can modify almost any set of plans and home design to be constructed in an off-site manufacturing facility. Designs can be contemporary or modern. All of the pictures on this page are examples of modular homes constructed in Indiana.

One of the many concerns expressed was the high cost of construction and lack of quality subcontractors. Modular and manufactured housing (industrialized units) can help bridge this gap. Typically, there are two types of industrialized housing products: modular



housing, which is constructed using a state adopted building code, and manufactured housing, which is constructed using a HUD approved building code. For the purposes of this report we will use the generic term "industrialized housing" to refer to both.

Generally speaking, industrialized housing can cost between 10% - 20% less than conventional site-built housing, and depending on the type of product, can be more energy-efficient than conventionally constructed housing.

Note however, the customization options are significantly limited, so this is probably not a product for the upper-end price points, but is a good option for entry-level and moderately priced new construction.



2. Proactively extend public utilities to reduce the costs of development and encourage development in appropriate areas.

The cost of extending water and sewer utilities is expensive and significantly adds to the cost of developing land. The city could proactively finance and extend the main lines which would 1) reduce development costs, and 2) actively direct where development will occur in a more planned and orderly manner.

Goal #4 Improve household stability

Outcomes:

- **The number of severely cost burdened renters are reduced**
- **Very low income households are appropriately housed and the risk of homelessness is reduced**

Strategies:

1. Work with existing subsidized housing owners to ensure their properties are well maintained and the affordable units are preserved.

Within Grand Island, there are approximately 365 subsidized units within six non-public housing developments that serve very low income residents and persons with disabilities. These developments provide housing for some of the most vulnerable populations and should be preserved.

2. Work with affordable housing developers to create additional rental housing for very-low income families.

The affordable rental housing gap is approximately 800 rental units targeted to those who earn less than 30% AMI. These households tend to be large families with one wage-earner and may be on the edge of homelessness.

Affordable housing projects seeking public assistance should have a portion of their units targeted toward this income cohort.



Implementation Matrix			
Public Policy Action Items	Partners	Funding	Timeframe
Goal #1: Increase the number and types of housing units to meet the needs of Grand Island's current and future residents			
1. Prioritize public funding for projects that incorporate affordable, missing middle and/or workforce housing.	1, 2, 3, 4	1, 3	1 to 3 years
1.1 - Consider performance requirements as a condition for TIF approval such as a minimum set-aside requirement for affordable or workforce housing units.	1		1 to 3 years
1.2 - Incorporate missing middle housing in a portion of Rural Workforce Housing Fund applications.	1, 3	1, 3	1 to 3 years
1.3 - Waive building permit and tap fees for affordable housing projects which are restricted to those earning less than 80% AMI.	1, 2	7	1 to 3 years
2. Explore creating a Community Land Trust	1, 2	1, 4, 5	3 to 5 years
3. Explore Shared Risk Loan Pools for higher-risk workforce and affordable housing projects	1, 5	4, 5	3 to 5 years
4. Revise zoning regulations to encourage housing variety and affordability.	1, 2	7	1 to 3 years
4.1 - Conditionally permit missing middle housing (townhouse, duplex, triplex) under certain conditions such as: <ul style="list-style-type: none"> • Infill lots in the R-1 and R-2 districts • When within 1/2 to 1-mile of an existing elementary or middle school 	1	7	1 to 3 years
4.2 - Reduce parking requirements for units with 2 or fewer bedrooms to 1 space per unit.	1	7	1 to 3 years

Organization:

1. Grand Island
2. Hall County
3. Grand Island Economic Development Corporation (EDC)
4. Grand Island CRA
5. Local Developers / Home Builders

Incentive Sources:

1. General Funds
2. Bonding
3. TIF
4. Grants
5. Private Funds
6. Sales Tax/Occupational Tax
7. Non-monetary

Implementation Matrix			
Public Policy Action Items	Partners	Funding	Timeframe
Goal #2: Improve and preserve existing affordable housing.			
1. Target redevelopment strategies toward vacant and abandoned properties.	1, 5	1, 2, 4, 5	1 to 3 years
2. Target CDBG funds toward property improvement for low and moderate income residents.	1	4	1 to 3 years
3. Develop programs to promote the private renovation of vacant homes. Encourage the promotion of existing programs such as FHA 203K loans.	1, 5	5	1 to 3 years
Goal #3 Reduce development costs where possible.			
1. Explore partnerships with the Nebraska Manufactured Housing Association to work with local housing manufactures to develop a palette of neighborhood context sensitive home plans that can be constructed on infill lots;	1, 3, 5	1, 4, 5	3 to 5 years
2. Proactively extend public utilities to reduce the costs of development and encourage development in appropriate areas.	1	1, 2, 3, 4	3 to 5 years
Goal #4 Improve household stability			
1. Work with existing subsidized housing owners to ensure their properties are well maintained and the affordable units are preserved.	1, 2, 5	3, 4, 5	5 or more years
2. Work with affordable housing developers to create additional rental housing for very-low income families.	1, 3, 5	1, 3, 4, 7	3 to 5 years

Organization:

1. Grand Island
2. Hall County
3. Grand Island Economic Development Corporation (EDC)
4. Grand Island CRA
5. Local Developers / Home Builders

Incentive Sources:

1. General Funds
2. Bonding
3. TIF
4. Grants
5. Private Funds
6. Sales Tax/Occupational Tax
7. Non-monetary