



# City of Grand Island

Tuesday, July 10, 2007

Council Session

## Item E2

**Public Hearing on Referral of Blighted and Substandard Study for  
Property Located 1/2 Mile West of South Locust Street Primarily  
Between Wildwood Drive and Schimmer Drive to the Regional  
Planning Commission**

Staff Contact: Chad Nabity



# **Council Agenda Memo**

**From:** Chad Nabity, AICP

**Meeting:** July 10, 2006

**Subject:** Public Hearing on Referral of Blighted and Substandard Study to the Regional Planning Commission

**Item #'s:** E-2 & I-1

**Presenter(s):** Chad Nabity, Director Grand Island CRA

## **Background**

Enclosed you will find a copy of a Substandard and Blight Study as prepared for the Grand Island EDC by Hanna:Keelan Associates, P.C. entitled "Grand Island, Nebraska Value Added Redevelopment Area". This area as defined by the study will be referred to as Community Redevelopment Authority (CRA) Area #7. The study as prepared and submitted indicates that this property could be considered substandard and blighted.

The CRA has forwarded this study for the review and consideration of the Grand Island City Council. The CRA is not required to make a recommendation and CRA chose not to make a recommendation on this study. The decision on whether to declare an area substandard and blighted is entirely within the jurisdiction of the City Council with a recommendation from the Planning Commission.

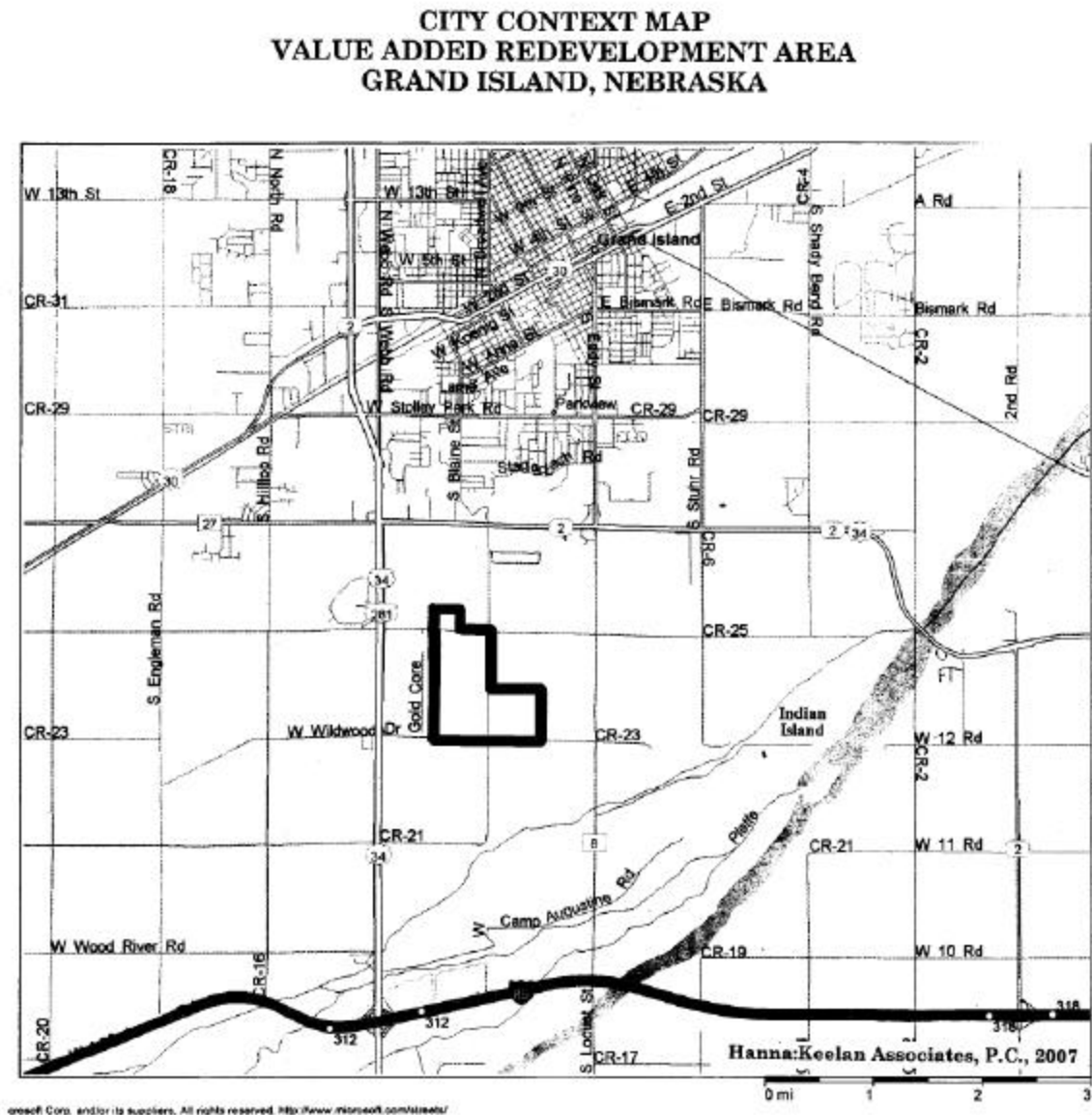
The question before Council is whether to send the Study to the Planning Commission for their review and feedback or not to send the Study to the Planning Commission. If the item is not sent to the Planning Commission the Council cannot declare the area substandard and blighted. The Planning Commission will meet on August 1<sup>st</sup> and would have a recommendation ready for one of the Council meetings in August, either the 14<sup>th</sup> or the 28<sup>th</sup>.

Once an area has been declared substandard and blighted the CRA can accept redevelopment proposals for the area that may or may not include an application for Tax Increment Financing.



## Discussion

The public hearing and action item relate to the Study for proposed CRA Area #7 located east of the Platte Valley Industrial Park primarily between Schimmer Drive and Wildwood Drive and beginning ½ mile west of South Locust Street as shown below. The study was prepared for 498.5 acres, of which approximately 440 are in the Grand Island City Limits



Wes Nespor, Assistant City Attorney has reviewed the Nebraska Statutes and case law pertaining to the declaration of property as blighted and substandard. His comments on this application are as follows:



The statutory procedures for accomplishing blight relief include the following steps: (1) the identification of a community redevelopment area consisting of portions of a city declared to be substandard or blighted in accordance with statutory definitions and in need of redevelopment, (2) the formulation of a redevelopment plan for such area or a redevelopment project within such area, and (3) the implementation of the redevelopment plan through various means including acquisition, sale, leasing, and contracting for redevelopment. Nebraska Revised State Statutes (NRSS) 18-2103, 18-2107, and 18-2109.

Under this statutory scheme, a private development project would be eligible for tax increment financing only if it is included within an area which has previously been declared blighted or substandard and is in furtherance of an existing redevelopment plan for that area. The declaration of property as blighted or substandard is not simply a formality which must be met in order to assist a private developer with tax increment financing; it is the recognition of a specific public purpose which justifies the expenditure of public funds for redevelopment. See *Monarch Chemical Works, Inc. v. City of Omaha*, 203 Neb. 33, 277 N.W.2d 423 (1979), *Fitzke v. Hastings*, 255 NEB 46 (1998)

At this point, Council is only considering point 1 of Mr. Nespor's opinion. According to NRSS §18-2109, it is clear that the City Council must send the Study to the Planning Commission prior to declaring the property substandard and blighted. If Council wishes to consider a declaration of substandard and blight State Statute requires the Council to submit the question of whether an area is substandard and blighted to the Planning Commission for its review and recommendation.

The Planning Commission recommendation should be done at the first available opportunity, as the Planning Commission has 30 days to respond to Council's request for a recommendation.

## **Alternatives**

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

1. Move to forward the Study to the Planning Commission for their recommendation.
2. Move to not forward the Study to the Planning Commission for their recommendation
3. Refer the issue to a Committee
4. Postpone the issue to future date
5. Take no action on the issue



## **Recommendation**

City Administration recommends that the Council move to forward the Study to the Planning Commission.

## **Sample Motion**

Motion to adopt Resolution #2007-159 to forward the Study to the Planning Commission for their review and recommendation.



# GRAND ISLAND, NEBRASKA

## VALUE ADDED REDEVELOPMENT AREA

### Blight / Substandard Determination Study & General Redevelopment Plan

*Prepared for:*

GRAND ISLAND AREA  
ECONOMIC DEVELOPMENT CORPORATION

*Prepared by:*

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JANUARY, 2007



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**BLIGHT AND SUBSTANDARD  
DETERMINATION STUDY**

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# A. BLIGHT AND SUBSTANDARD DETERMINATION STUDY

## *EXECUTIVE SUMMARY*

### Purpose of Study/Conclusion

The purpose of this Blight and Substandard Determination Study is to apply the criteria set forth in the Nebraska Community Development Law, Section 18-203, to the designated Value Added Industrial Facility, or Redevelopment Area in Grand Island, Nebraska, for a value added agriculture land use development, an Ethanol Production Facility. The results of this Study will assist the Grand Island Area Economic Development Corporation, the Grand Island City Council and its legal representation to compare the findings of the Study to statutory requirements as to the declaration of the Value Added Redevelopment Area as both **blighted and substandard**.

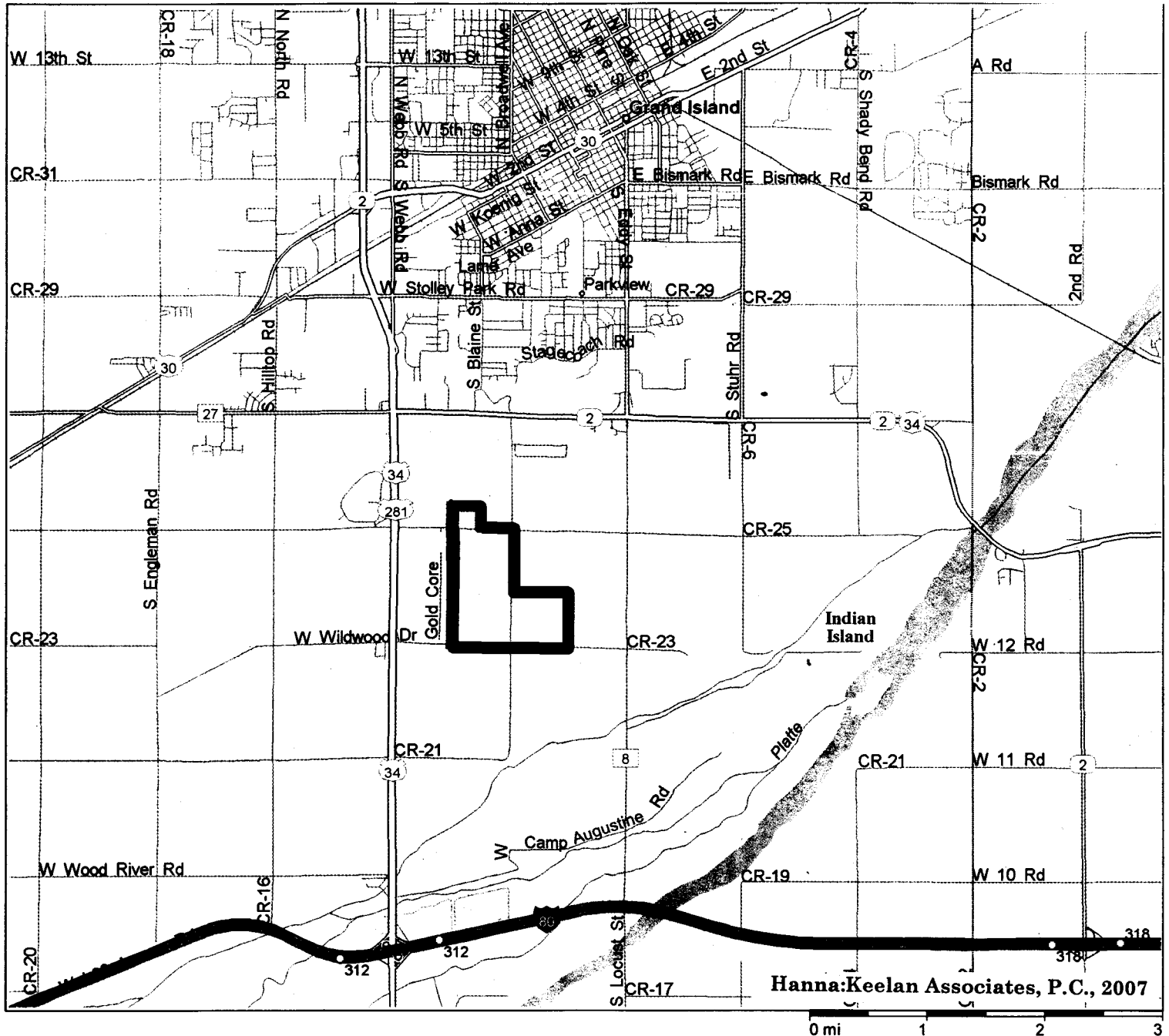
### Location

The findings presented in this Blight and Substandard Determination Study are based on surveys and analyses conducted for the, **Redevelopment Area**. In general, the Redevelopment Area consists of an area in the southern portion of Grand Island, adjacent the City's Corporate Limits, along the Highway 281 corridor. The Area is located between Schimmer and Wildwood Drives and is bound on the west by the St. Joseph Branch Railroad, which is located approximately one-half mile east of Highway 281, in Hall County, Nebraska. Beginning at the intersection of the east line of Blaine Street and the north line of Schimmer Drive West, thence south along said east line to its intersection with the north line of the southwest quarter of Section 4, Township 11 North, Range 9 West, of the 6th Principle Meridian, thence east along said north line to its intersection with the east line of the southwest quarter of Section 4, Township 11 North, Range 9 West, of the 6th Principle Meridian, thence south along said east line to its intersection with the south line of Wildwood Drive West, thence west along said south line to its intersection with the west line of the St. Joseph Branch Railroad right-of-way, thence north to the north line of Schimmer Drive West, and continuing north along the west line of the St. Joseph Branch Railroad right-of-way approximately 660' (or one-eighth of a mile), thence east approximately 660' and south approximately 660' to the north line of Schimmer Drive West, thence east along said north line to its intersection with the east line of Blaine Street, also the point of beginning.

**Illustration 1** delineates the Area in relation to the City of Grand Island. The Redevelopment Area is an estimated 498.5 acres, and includes the right-of-ways of the St. Joseph Branch Railroad and Hall County roads. The boundary of the Redevelopment Area contains land areas outside the Corporate Limits of Grand Island. Any parcels for which Tax Increment Financing is used will first need to be annexed.



# CITY CONTEXT MAP VALUE ADDED REDEVELOPMENT AREA GRAND ISLAND, NEBRASKA



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## ILLUSTRATION 1

Grand Island Value Added Redevelopment Area  
Blight and Substandard Determination Study



## ***SUBSTANDARD AREA***

As set forth in the Nebraska legislation, **a substandard area** shall mean one in which there is a predominance of buildings or improvements, whether nonresidential or residential in character, which by reason of the presence of:

1. Dilapidated/deterioration;
2. Age or obsolescence;
3. Inadequate provision for ventilation, light, air, sanitation or open spaces;
4.
  - (a) High density of population and overcrowding; or
  - (b) The existence of conditions which endanger life or property by fire and other causes; or
  - (c) Any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime, and is detrimental to the public health, safety, morals or welfare.

This evaluation included a detailed **exterior structural survey of 24 structures**, a parcel-by-parcel field inventory, conversations with pertinent City of Grand Island and Hall County department staff and a review of available reports and documents containing information which could substantiate the existence of substandard conditions.

## ***BLIGHTED AREA***

As set forth in the Section 18-2103 (11) Nebraska Revised Statutes (Cumulative Supplement 1994), **a blighted area** shall mean "an area, which by reason of the presence of:

1. A substantial number of deteriorated or deteriorating structures;
2. Existence of defective or inadequate street layout;
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
4. Insanitary or unsafe conditions;
5. Deterioration of site or other improvements;
6. Diversity of ownership;
7. Tax or special assessment delinquency exceeding the fair value of the land;



8. Defective or unusual conditions of title;
9. Improper subdivision or obsolete platting;
10. The existence of conditions which endanger life or property by fire or other causes;
11. 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
12. Is detrimental to the public health, safety, morals or welfare in its present condition and use; and in which there is at least one or more of the following conditions exists;
  1. Unemployment in the study or designated blighted area is at least one hundred twenty percent of the state or national average;
  2. The average age of the residential or commercial units in the area is at least 40 years;
  3. More than half of the plotted and subdivided property in an area is unimproved land that has been within the Village for 40 years and has remained unimproved during that time;
  4. The per capita income of the study or designated blighted area is lower than the average per capita income of the City or Village in which the area is designated; or
  5. The area has had either stable or decreasing population based on the last two decennial censuses."

While it may be concluded the mere presence of a majority of the stated Factors may be sufficient to make a finding of blighted and substandard, this evaluation was made on the basis that existing Blighted and Substandard Factors must be present to an extent which would lead reasonable persons to conclude public intervention is appropriate or necessary to assist with any development or redevelopment activities. Secondly, the distribution of Blighted and Substandard Factors throughout the Redevelopment Area must be reasonably distributed so basically good areas are not arbitrarily found to be blighted simply because of proximity to areas which are blighted.



On the basis of this approach, the Redevelopment Area is found to be eligible as "blighted" and "substandard", within the definition set forth in the legislation. Specifically:

### ***SUBSTANDARD FACTORS***

Of the four Factors set forth in the Nebraska Community Development Law, all four Factors in the Redevelopment Area were found to be present to a strong extent. The Substandard Factors, present in the Area, are reasonably distributed throughout the Redevelopment Area.

**TABLE 1  
SUBSTANDARD FACTORS  
VALUE ADDED REDEVELOPMENT AREA  
GRAND ISLAND, NEBRASKA**

1.	Dilapidated/deterioration.	☐
2.	Age or obsolescence.	☐
3.	Inadequate provision for ventilation, light, air, sanitation or open spaces.	☐
4.	Existence of conditions which endanger life or property by fire and other causes.	☐
	<b>Strong Presence of Factor</b>	☐
	<b>Reasonable Presence of Factor</b>	■
	<b>No Presence of Factor</b>	○

Source: Hanna:Keelan Associates, P.C., 2007

### ***Strong Presence of Factor -***

The Field Study method used to analyze exterior building conditions determined that 20, or 83.3 percent of the 24 total structures, in the Redevelopment Area, were ***deteriorating or dilapidated***. This Factor is of a strong presence.

Based on the results of a parcel-by-parcel Field Analysis, approximately 23 (95.8 percent) of the total 24 structures within the Redevelopment Area are ***40+ years of age*** (built prior to 1967). The Factor of **age or obsolescence** is a strong presence.



The conditions which result in ***inadequate provision for ventilation, light, air, sanitation or open space*** are strongly present and distributed throughout the Redevelopment Area. Factors such as graveled roads with open storm water ditches, were present throughout the Area.

The parcel-by-parcel Field Analysis determined that the substandard Factor ***existence of conditions which endanger life or property*** by fire and other causes was a strong presence throughout the Redevelopment Area. The primary contributing items include inadequate provisions for a means of egress (15, or 62.5 percent of the structures had substandard porches, steps and fire escapes), parcels with excessive debris (34.6 percent of the parcels had the presence of major or minor debris), and areas exist that are without water and/or sewer mains.

***The prevailing substandard conditions evident in buildings and the public infrastructure, as determined by the Field Survey, include:***

1. Aging structures;
2. Dilapidated/deteriorating structures;
3. “Fair” to “Poor” site conditions;
4. Gravel surfaced roads with open storm water drainage ditches;
5. Frame buildings and wood structural components in masonry buildings as potential fire hazards;
6. Parcels lacking adequate accessibility to industrial land use types;
7. Frame buildings and wood structural components in masonry buildings as potential fire hazards;
8. Lack of municipal water and sanitary sewer infrastructure;
9. Parcels with excessive debris; and
10. Gravel surfaced private driveways and parking surfaces.



## ***BLIGHT FACTORS***

Of the 12 Factors set forth in the Nebraska Community Development Law, **five** are present to a strong extent, in the Redevelopment Area, and **five** are present to a reasonable, but more limited extent. The Factor “tax or special assessment excluding the fair value of land” was not determined to be a blighting factor. “Defective or unusual condition of title” was not reviewed. The Blight Factors which are present are reasonably distributed throughout the Grand Island Value Added Redevelopment Area.

**TABLE 2  
BLIGHT FACTORS  
VALUE ADDED REDEVELOPMENT AREA  
GRAND ISLAND, NEBRASKA**

1.	A substantial number of deteriorated or deteriorating structures.	☐
2.	Existence of defective or inadequate street layout.	■
3.	Faulty lot layout in relation to size, adequacy, accessibility or usefulness.	■
4.	Insanitary or unsafe conditions.	☐
5.	Deterioration of site or other improvements.	☐
6.	Diversity of Ownership.	■
7.	Tax or special assessment exceeding the fair value of land.	○
8.	Defective or unusual condition of title.	NR
9.	Improper subdivision or obsolete platting.	■
10.	The existence of conditions which endanger life or property by fire or other causes.	☐
11.	Other environmental and blighting factors.	■
12.	One of the other five conditions.	☐
<b>Strong Presence of Factor</b>		☐
<b>Reasonable Presence of Factor</b>		■
<b>Little or No Presence of Factor</b>		○
<b>Not Reviewed</b>		NR

Source: Hanna:Keelan Associates, P.C., 2007



### ***Strong Presence of Factor -***

***Deteriorated or dilapidated structures*** are a strong presence in the Redevelopment Area. A total of 83.3 percent of the 24 structures were found to be deteriorating or dilapidated.

***Insanitary or unsafe conditions*** are strongly present throughout the Redevelopment Area. Conditions contributing to this Factor include the substandard age and condition of structures, as well as the presence of abandoned and dilapidated buildings.

***Deterioration of site or other improvements*** is a strong presence throughout the Redevelopment Area. Four primary land parcels exist in the Area. Individual parcels exist for each of the 24 structures, plus two large vacant parcels, for a total of 26 individual parcels. The parcel-by-parcel Survey identified a total of 18, or 69.2 percent of the total parcels as possessing “fair” overall site conditions. Additionally, four, or 15.4 percent of the total 26 parcels were identified as being in “poor” condition. This represents a total of 84.6 percent (22 parcels) of the total 26 parcels as being in either “fair” or “poor” condition.

The ***existence of conditions which endanger life or property*** by fire or other causes is strongly present throughout the Redevelopment Area. Conditions related to this Factor include the advanced age of wood frame buildings, many of which are abandoned and dilapidated, shelter belts and extensive tree and underbrush areas containing dead and/or damaged trees and areas of excessive debris prone to fire and vermin. A majority (62.5 percent) of the structures surveyed had substandard porches, steps and fire escapes.

***One of the required five additional blight factors*** has a strong presence throughout the Redevelopment Area. According to the field analysis, the estimated average age of residential buildings is 89.5 years.

### ***Reasonable Presence of Factor -***

***Defective or inadequate street layout*** is reasonably present, due to a lack of adequate hard surfaced road access into the proposed site, as well as gravel surfaced private entry lane roads or driveways. In addition, gravel surfaced access roads with open storm water ditches exist throughout the Redevelopment Area.

***Faulty lot layout*** exists to a reasonable extent throughout the Redevelopment Area. Conditions contributing to the presence of this Factor include inadequate lot sizes and limited accessibility.



***Improper subdivision or obsolete platting*** is a reasonable presence throughout the Redevelopment Area. Generally, lot sizes throughout the Area contain subdivisions in which individual lot sizes are too large by today's development standards. Single parcels of large land areas led owners or developers to subdivide the parcel in a piecemeal fashion, rather than as a unified subdivision.

In regards to ***other environmental and blighting factors***, the presence of economically and socially undesirable land uses and functional obsolescence is reasonably present throughout the Redevelopment Area. A majority of the rural agricultural outbuildings are underutilized, or are abandoned and dilapidated.

## **Conclusion**

It is the conclusion of the Consultant retained by the Grand Island Area Economic Development Corporation that the number, degree and distribution of Blight Factors, as documented in this Study, are beyond remedy and control solely by regulatory processes in the exercise of the police power and cannot be dealt with effectively by the ordinary operations of private enterprise without the aids provided in the Nebraska Community Development Law. It is also the opinion of the Consultant, that the findings of this Blight and Substandard Determination Study warrant designating the Redevelopment Area as **"substandard" and "blighted."**

The conclusions presented in this Study are those of the Consultant engaged by the Grand Island Area Economic Development Corporation to examine whether conditions of blight/substandard exist. The local governing body should review this report and, if satisfied with the summary of findings contained herein, may adopt a resolution making a finding of blight/substandard and this Study a part of the public record.



## ***BASIS FOR REDEVELOPMENT***

For a project in Grand Island to be eligible for redevelopment under the Nebraska Community Development Law, the subject area or areas must first qualify as both a “substandard” and “blighted” area, within the definition set forth in the Nebraska Community Development Law. This Study has been undertaken to determine whether conditions exist which would warrant designation of the Redevelopment Area as a “blighted and substandard area” in accordance with provisions of the law.

As set forth in Section 18-2103 (10) Neb. Rev. Stat. (Cumulative Supplement 1994), **substandard area** shall mean an area in which there is a predominance of buildings or improvements, whether nonresidential or residential in character, which by reason of the following:

1. Dilapidation/deterioration;
2. Age or obsolescence;
3. Inadequate provision for ventilation, light, air, sanitation or open spaces;
4.
  - (a) High density of population and overcrowding; or
  - (b) The existence of conditions which endanger life or property by fire and other causes; or
  - (c) Any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency and crime, and is detrimental to the public health, safety, morals or welfare.

As set forth in the Nebraska legislation, **a blighted area** shall mean an area, which by reason of the presence of:

1. A substantial number of deteriorated or deteriorating structures;
2. Existence of defective or inadequate street layout;
3. Faulty lot layout in relation to size, adequacy, accessibility or usefulness;
4. Insanitary or unsafe conditions;
5. Deterioration of site or other improvements;
6. Diversity of ownership;
7. Tax or special assessment delinquency exceeding the fair value of the land;



8. Defective or unusual conditions of title;
9. Improper subdivision or obsolete platting;
10. The existence of conditions which endanger life or property by fire or other causes;
11. 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;
12. Is detrimental to the public health, safety, morals, or welfare in its present condition and use; and in which there is at least one of the following conditions:
  1. Unemployment in the designated blighted area is at least one hundred twenty percent of the state or national average;
  2. The average age of the residential or commercial units in the area is at least 40 years;
  3. More than half of the plotted and subdivided property in the area is unimproved land that has been within the City for 40 years and has remained unimproved during that time;
  4. The per capita income of the designated blighted area is lower than the average per capita income of the City or Village in which the area is designated; or
  5. The area has had either stable or decreasing population based on the last two decennial censuses."

The Consultant for the Grand Island Value Added Redevelopment Area #7 Blight and Substandard Determination Study was guided by the premise that the finding of blight and substandard must be defensible and sufficient evidence of the presence of Factors should exist so members of the Grand Island City Council (local governing body), acting as reasonable and prudent persons, could conclude public intervention is necessary or appropriate. Therefore, each Factor was evaluated in the context of the extent of its presence and the collective impact of all Factors found to be present.

Also, these deficiencies should be reasonably distributed throughout the Redevelopment Area. Such a "reasonable distribution of deficiencies test" would preclude localities from taking concentrated areas of blight and expanding them arbitrarily into non-blighted areas for planning or other reasons. The only exception which should be made to this rule is where projects must be brought to a logical boundary to accommodate new development and ensure accessibility, but even in this instance, the conclusion of such areas should be minimal and related to an area otherwise meeting the reasonable distribution of deficiencies test.



## ***THE STUDY AREA***

The purpose of this Study is to determine whether all or part of the Value Added Redevelopment Area in Grand Island, Nebraska, qualifies as a **blighted and substandard area**, within the definition set forth in the Nebraska Community Development Law, Section 18-2103.

The findings presented in this Blight and Substandard Determination Study are based on surveys and analyses conducted for the, **Redevelopment Area**. In general, the Redevelopment Area consists of an area in the southern portion of Grand Island, adjacent the City's Corporate Limits, along the Highway 281 corridor. The Area is located between Schimmer and Wildwood Drives and is bound on the west by the St. Joseph Branch Railroad, which is located approximately one-half mile east of Highway 281, in Hall County, Nebraska. Beginning at the intersection of the east line of Blaine Street and the north line of Schimmer Drive West, thence south along said east line to its intersection with the north line of the southwest quarter of Section 4, Township 11 North, Range 9 West, of the 6th Principle Meridian, thence east along said north line to its intersection with the east line of the southwest quarter of Section 4, Township 11 North, Range 9 West, of the 6th Principle Meridian, thence south along said east line to its intersection with the south line of Wildwood Drive West, thence west along said south line to its intersection with the west line of the St. Joseph Branch Railroad right-of-way, thence north to the north line of Schimmer Drive West, and continuing north along the west line of the St. Joseph Branch Railroad right-of-way approximately 660' (or one-eighth of a mile), thence east approximately 660' and south approximately 660' to the north line of Schimmer Drive West, thence east along said north line to its intersection with the east line of Blaine Street, also the point of beginning.

**Illustration 1** delineates the Area in relation to the City of Grand Island. The Redevelopment Area is an estimated 498.5 acres, and includes the right-of-ways of the St. Joseph Branch Railroad and Hall County roads.

The boundary of the Redevelopment Area contains land areas outside the Corporate Limits of Grand Island. These areas will need to be annexed prior to the use of Tax Increment Financing.

**Existing land uses** within the Grand Island Value Added Redevelopment Area are identified in **Illustration 2**.



Major land uses within the Redevelopment Area include vacant agricultural, farmsteads and Hall County road and railroad right-of-ways. The Redevelopment Area contains an estimated 498.5 acres, of which approximately 22.5 acres have been developed as farmsteads. Residential uses are comprised of single family dwellings.

The principle east-west arterial within the Redevelopment Area is Wildwood Drive which intersects with Highway 281, located approximately one-half mile west of the Redevelopment Area; Blaine Street, the main north-south route into the Redevelopment Area, provides access into Area from Wildwood Drive.

**Table 3** identifies the estimated existing land uses within the Redevelopment Area, in terms of number of acres and percentage of total for all existing land uses. An estimated 90 percent of the land use throughout the Area is comprised of vacant or agricultural land.

**TABLE 3  
EXISTING LAND USE  
VALUE ADDED REDEVELOPMENT AREA  
GRAND ISLAND, NEBRASKA**

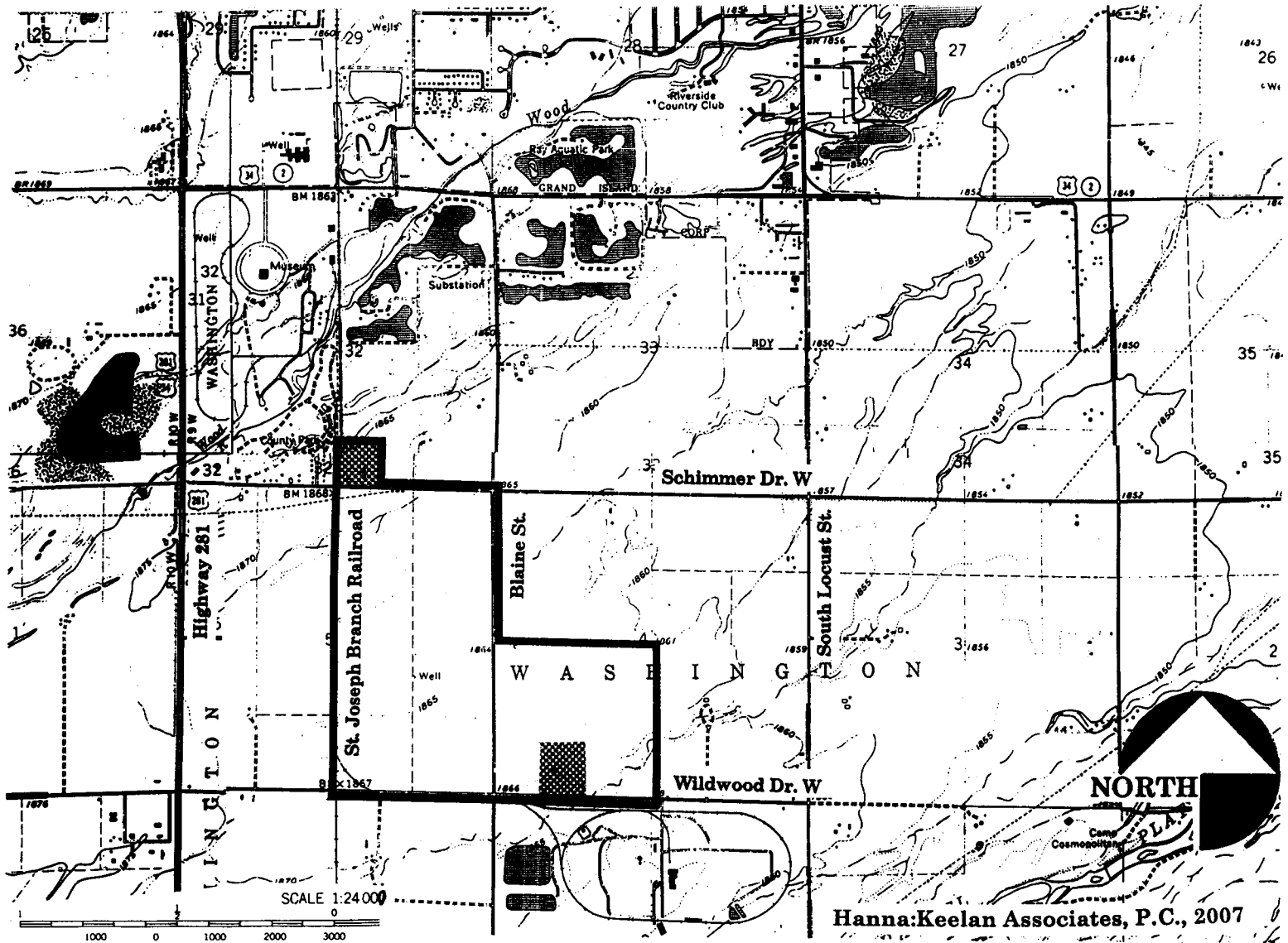
<u>LAND USE</u>	<u>ACRES</u>	<u>PERCENT</u>
Agricultural	449.2	90.1%
Farmstead	22.5	4.5%
Railroad Corridor	6.8	1.4%
Road Right-Of-Ways		
* Asphalt	16.0	3.2%
* Gravel	4.0	0.8%
<b>Total Acreage</b>	<b>498.5</b>	<b>100.0%</b>

Source: Hanna:Keelan Associates, P.C., 2007



**Illustration 3** identifies the Redevelopment Area within the Planning Jurisdiction of the City of Grand Island. Currently, the Area is zoned A-2 Secondary Agricultural District and TA Transitional Agricultural. An Ethanol Production Facility is not a permitted use in the TA District. The TA District includes non-farm residential dwellings and general agricultural uses as a rural residential transitional area between Hall County and the Corporate Limits of Grand Island. The A-2 Secondary Agricultural District allows property owners to apply for a Conditional Use Permit within the Zone, to build an Ethanol Production Facility. However, the owners and financial backers of the project may require that the Facility have out-right permissive zoning designation, where an Ethanol Production Facility is a principally permitted use in a zoning district such as an Agricultural/Industrial District.



# EXISTING LAND USE MAP VALUE ADDED REDEVELOPMENT AREA GRAND ISLAND, NEBRASKA



## LEGEND

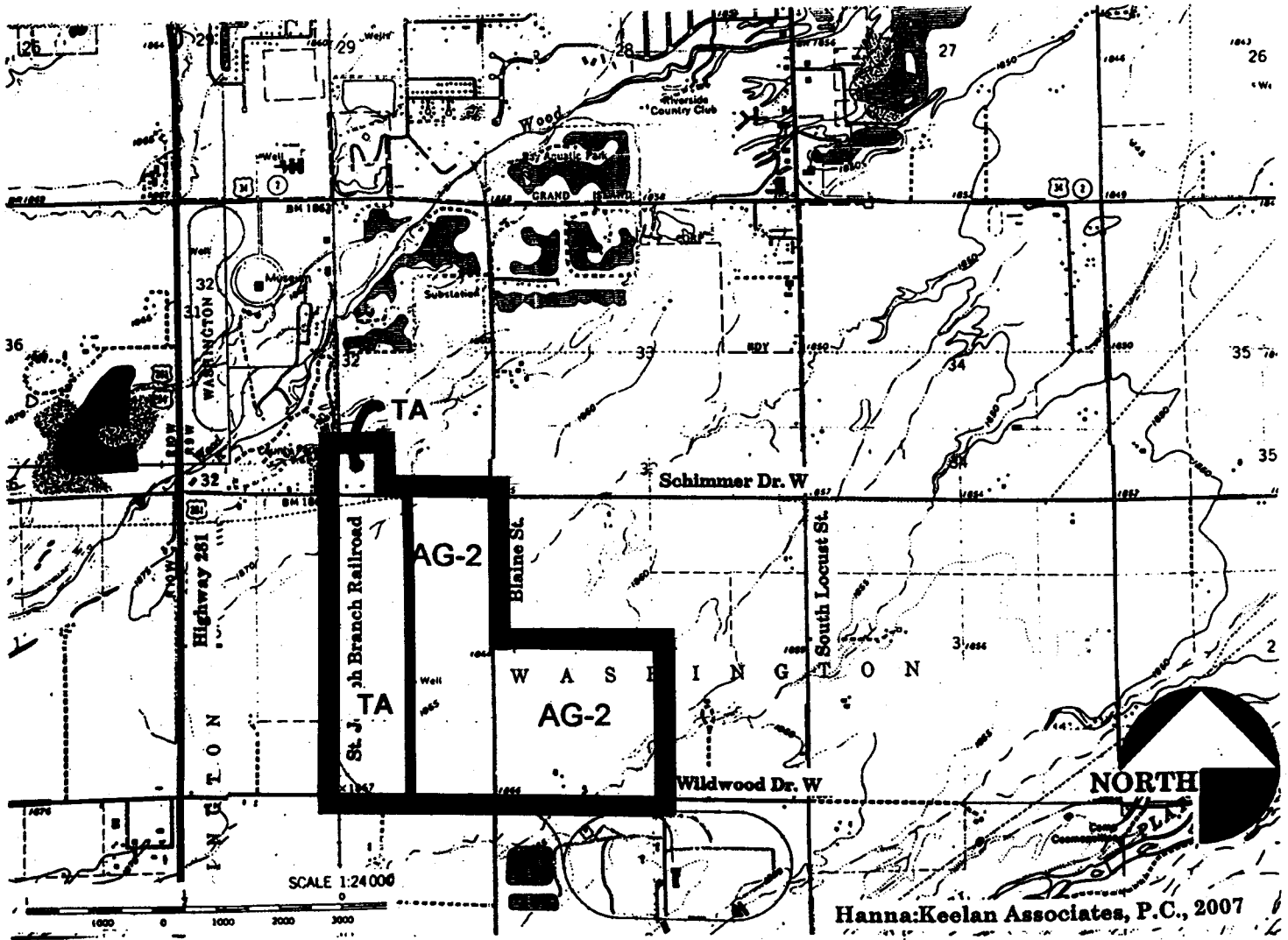
-  FARMSTEAD
-  VACANT / AGRICULTURAL

## ILLUSTRATION 2

Grand Island Value Added Redevelopment Area  
Blight and Substandard Determination Study



# **EXISTING ZONING MAP VALUE ADDED REDEVELOPMENT AREA GRAND ISLAND, NEBRASKA**



## **LEGEND**

- TA TRANSITIONAL AGRICULTURAL DISTRICT
- AG-2 SECONDARY AGRICULTURAL DISTRICT

## **ILLUSTRATION 3**

Grand Island Value Added Redevelopment Area  
Blight and Substandard Determination Study



## ***THE RESEARCH APPROACH***

The blight and substandard determination research approach implemented for the Redevelopment Area included an area-wide assessment (100 percent sample) of all Factors identified in the Nebraska Community Development Law, with the exception of “defective or unusual condition of title.” All Factors were investigated on an area-wide basis.

### **Structural Survey Process**

The rating of building conditions is a critical step in determining the eligibility of an area for redevelopment. It is important that the system for classifying buildings be based on established evaluation standards and criteria and that it result in an accurate and consistent description of existing conditions.

A structural condition survey was conducted in the month of October, 2006. A total of **24 structures** received exterior inspections. These structures were examined to document structural deficiencies in individual buildings and to identify related environmental deficiencies in the Redevelopment Area. The structural Condition Survey Form utilized in this process is provided in the **Appendix**.

### **Parcel-by-Parcel Field Survey**

A parcel-by-parcel Field Survey was conducted in the month of October, 2006. Each structure was considered to be on its own parcel.

*As an example, an imaginary farmstead containing one farmhouse and 12 outbuildings, with two distinct agricultural tracts of land, all included on an 80-acre tract of land, equals 15 individual surveyed parcels.*

Thus, in this Study, a total of four overall parcels, containing **26 individual parcels**, with 24 structures and two large vacant tracts of land, were inspected for existing and adjacent land uses, overall site conditions, existence of debris, parking conditions and street, sidewalk and alley surface conditions. The Condition Survey Form is included in the **Appendix**, as well as the results of the Survey.

### **Research on Property Ownership and Financial Assessment of Properties**

Public records and Cadastral Maps or aerial photographs of all parcels in the Redevelopment Area were analyzed to determine the number of property owners in each block.

An examination of public records was conducted to determine if tax delinquencies existed for properties in the Redevelopment Area. The valuation, tax amount and any delinquent amount was examined for each of the properties.



## ***ELIGIBILITY SURVEY AND ANALYSIS FINDINGS***

An analysis was made of each of the Blighted and Substandard Factors listed in the Nebraska legislation to determine whether each or any were present in the Redevelopment Area and, if so, to what extent and in what locations. The following represents a summary evaluation of each Blight and Substandard Factor presented in the order of listing in the Law.

### ***SUBSTANDARD FACTORS***

#### **(1) Dilapidation/Deterioration of Structures**

The rating of building conditions is a critical step in determining the eligibility of a substandard area for redevelopment. The system for classifying buildings must be based on established evaluation standards and criteria and result in an accurate and consistent description of existing conditions.

This section summarizes the process used for assessing building conditions in the Grand Island Value Added Redevelopment Area, the standards and criteria used for evaluation and the findings as to the existence of dilapidation/deterioration of structures.

The building condition analysis was based on an exterior inspection of all **24** existing structures, within the Redevelopment Area, to note structural deficiencies in individual buildings and to identify related environmental deficiencies for individual sites or parcels within the area.

#### **1. Structures/Building Systems Evaluation**

During the on-site field analysis, each component of a structure/building was examined to determine whether it was in sound condition or had minor, major, or critical defects. Structures/building systems examined included the following types, **one, Primary** and **two, Secondary**.

**Structural Systems (Primary Components).** These include the basic elements of any structure/building: roof structure, wall foundation, and basement foundation.

**(Secondary Components)**

**Building Systems.** These components include: roof surface condition, chimney, gutters/down spouts, and exterior wall surface.



**Architectural Systems.** These are components generally added to the structural systems and are necessary parts of the structure/building, including exterior paint, doors, windows, porches, steps, and fire escape, and driveways and site conditions.

The evaluation of each individual parcel of land included the review and evaluation of: adjacent land use, street surface type, street conditions, sidewalk conditions, parking, railroad track/right-of-way composition, existence of debris, existence of vagrants, and overall site condition, and the documentation of age and type of structure/building.

## **2. Criteria for Rating Components for Structural, Building and Architectural Systems**

The components for the previously identified Systems, are individually rated utilizing the following criteria.

**Sound.** Component that contains no defects, is adequately maintained, and requires no treatment outside of normal ongoing maintenance.

**Minor - Defect.** Component that contains minor defects (loose or missing material or holes and cracks over a limited area) which often can be corrected through the course of normal maintenance. The correction of such defects may be accomplished by the owner or occupants, such as pointing masonry joints over a limited area or replacement of less complicated systems. Minor defects are considered in rating a structure/building as deteriorating/dilapidated.

**Major - Defect.** Components that contain major defects over a widespread area and would be difficult to correct through normal maintenance. Structures/buildings having major defects would require replacement or rebuilding of systems by people skilled in the building trades.

**Critical Defect.** Components that contain critical defects (bowing, sagging, or settling to any or all exterior systems causing the structure to be out-of-plumb, or broken, loose or missing material and deterioration over a widespread area) so extensive the cost of repairs would be excessive in relation to the value returned on the investment.



### 3. Final Structure/Building Rating

After completion of the **Exterior Rating** of each structure/building, each individual structure/building is placed in one of four categories, based on the combination of defects found with Components contained in Structural, Building and Architectural Systems. Each final rating is described below

**Sound**. Defined as structures/buildings that can be kept in a standard condition with normal maintenance. Structures/buildings, so classified, **have less than six points**.

**Deficient-Minor**. Defined as structures/buildings classified as deficient--requiring minor repairs--**having between six and 10 points**.

**Deteriorating**. Defined as structures/buildings classified as deficient--requiring major repairs--**having between 11 and 20 points**.

**Dilapidated**. Defined as structurally substandard structures/buildings containing defects that are so serious and so extensive that it may be most economical to raze the structure/building. Structures/buildings classified as dilapidated will **have at least 21 points**.

An individual ***Exterior Rating form*** is completed for each structure/building. The results of the ***Exterior Rating*** of all structures/buildings are presented in a ***Table format***.

<b><u>Primary Components</u></b>	<b><u>Secondary Components</u></b>
One Critical = 11 pts	One Critical = 6 pts
Major Deteriorating = 6 pts	Major Deteriorating = 3 pts
Minor = 2 pts	Minor = 1 pt

\_\_\_\_ Major deficient buildings are considered to be the same as deteriorating buildings as referenced in the Nebraska legislation; substandard buildings are the same as dilapidated buildings. The word “building” and “structure” are presumed to be interchangeable.



#### **4. Field Survey Conclusions**

The condition of the total 24 buildings within the Redevelopment Area was determined based on the finding of the Exterior Survey. These surveys indicated the following:

- None (0) of the structures were classified as structurally sound;
- Four (4) structures were classified as deteriorating with minor defects;
- Ten (10) structures were classified as deteriorating with major defects; and
- Ten (10) structures were classified as dilapidated.

The results of the Exterior Structural Survey identified the conditions of the structures, throughout the Redevelopment Area. A total of 20 (83.3 percent) of the total 24 structures, within the Area, are either deteriorating or dilapidated to a substandard condition.

#### **Conclusion**

**The results of the Structural Survey indicate dilapidated and deteriorating structures are present to a strong extent throughout the Redevelopment Area. Table 4 identifies the results of the structural rating process per building type.**



**TABLE 4**  
**EXTERIOR SURVEY FINDINGS**  
**VALUE ADDED REDEVELOPMENT AREA**  
**GRAND ISLAND, NEBRASKA**

Exterior Structural Rating

<u>Activity</u>	<u>Sound</u>	<u>Deficient Minor</u>	<u>Deteriorating</u>	<u>Dilapidated</u>	<u>Number of Structure</u>	<u>Deteriorating or Dilapidated</u>
Single Family	0	2	0	0	2	0
<u>Agricultural/ Other</u>	<u>0</u>	<u>2</u>	<u>10</u>	<u>10</u>	<u>22</u>	<u>20</u>
<b>Totals</b>	<b>0</b>	<b>4</b>	<b>10</b>	<b>10</b>	<b>24</b>	<b>20</b>
Percent	0.0%	16.7%	41.7%	41.7%	100.0%	83.3%

Source: Hanna:Keelan Associates, P.C., 2007

**(2) Age and Obsolescence**

As per the results of the Field Survey, the estimated average age of residential structures in the Redevelopment Area is 89.5 years of age. The Survey also estimates that of the total 24 structures, 23 (95.8 percent) are 40+ years of age, or were built prior to 1967.

**Conclusion**

**The age and obsolescence of structures is a strong presence throughout the Redevelopment Area.**



### **(3) Inadequate Provision for Ventilation, Light, Air, Sanitation or Open Spaces**

The results from the Exterior Structural Survey, along with other field data, provided the basis for the identification of insanitary and unsafe conditions in the Grand Island Value Added Redevelopment Area. Factors contributing to insanitary and unsafe conditions are discussed below.

The Survey determined that 83.3 percent of the total 24 structures, in the Redevelopment Area, were deteriorated or dilapidated. When not adequately maintained or upgraded to present-day occupancy standards, buildings that are deteriorating or dilapidated pose special safety and sanitary problems. There is a significant number of wood-framed, one- and two story farm or residential buildings in need of structural repair or fire protection. There is a substantial number of structures with substandard doors (25 percent) and windows (21 percent).

The parcel-by-parcel Survey identified a total of 18, or 69.2 percent of the total parcels as possessing “fair” overall site conditions. Additionally, four, or 15.4 percent of the total 26 parcels were identified as being in “poor” condition. This represents a total of 84.6 percent (22 parcels) of the total 26 parcels as being in either “fair” or “poor” condition.

Vacant parcels within the Redevelopment Area, presently lack modern municipal infrastructure and utility systems, including water and sewer systems, however, these utilities are adjacent the Area and can be extended into the Area upon annexation by the City. Lands associated with agricultural production within the Redevelopment Area are located within Lamoure Clay Loam Soils associated with the Wood River bottom lands.

### **Conclusion**

**The inadequate provision for ventilation, light, air, sanitation or open spaces in the Grand Island Value Added Redevelopment Area is strongly sufficient to constitute a Substandard Factor.**



4) **The Existence of Conditions Which Endanger Life or Property by Fire and Other Causes**

**1. Inadequate Provisions, or a Lack of a Means of Egress**

Potential life-threatening conditions exist in each of the existing structures. The Field Survey identified that approximately 15 (or 62.5 percent) of the 24 total structures in the Redevelopment Area have substandard porches, steps and fire escapes.

**2. Frame Buildings**

There were wood-framed buildings with wooden structural elements throughout the Redevelopment Area, in need of structural repair or fire protection. These buildings have been determined to be deteriorating or dilapidated, amounting to nearly 82 percent of the structures surveyed.

**3. Lack of adequate utilities**

The Redevelopment Area is served by the City of Grand Island electrical system, but lacks modern municipal water and sanitary sewer systems needed to support future industrial development. As portions of this Area are annexed and planned for industrial development, all utility systems will need to be extended from the Corporate Limits of Grand Island to service the Redevelopment Area.

Specific data relating to the Redevelopment Area is discussed in the following paragraphs.

Minor and major debris located on nine parcels (34.6 percent) is significant and poses a potential fire hazard, as well as a place to harbor pests, which can be detrimental to the public's overall health and safety.

Approximately 96 percent of the structures in the Redevelopment Area were built prior to 1967, thus 40+ years of age.

There are masonry buildings with wooden structural elements, located within the Area, in need of structural repair or fire protection. Several of these buildings have been determined to be deteriorating or dilapidated.



Overall site conditions, throughout the Redevelopment Area, were generally found to be in “fair” condition. The Field Survey determined that 18 parcels, or 69.2 percent of the total 26 parcels, are in “fair” condition, while an additional four parcels (15.4 percent) were determined to be in “poor” condition. This overall condition rating indicates that 84.6 percent, or 22 of the total 26 properties were found to be in “fair” or “poor” overall site condition. This includes the general condition of structures and an evaluation of the land with improvements, such as culverts, bridges, highways, county roads, driveways, parking areas and landscaping.

### **Conclusion**

**The conditions which endanger life or property by fire and other causes are strongly present throughout the Redevelopment Area.**



## ***BLIGHT FACTORS***

### **(1) Dilapidation/Deterioration of Structures**

The rating of building conditions is a critical step in determining the eligibility of a substandard area for redevelopment. The system for classifying buildings must be based on established evaluation standards and criteria and result in an accurate and consistent description of existing conditions.

This section summarizes the process used for assessing building conditions in the Grand Island Value Added Redevelopment Area, the standards and criteria used for evaluation and the findings as to the existence of dilapidation/deterioration of structures.

The building condition analysis was based on an exterior inspection of all **24** existing structures, within the Redevelopment Area, to note structural deficiencies in individual buildings and to identify related environmental deficiencies for individual sites or parcels within the area.

#### **1. Building Systems Evaluated**

During the on-site field analysis, each component of a structure/building will be examined to determine whether it is in sound condition or has minor, major, or critical defects. Structures/building systems to be examined will include the following three types, **one Primary** and **two Secondary**.

Structural Systems (Primary Components). These include the basic elements of any structure/building: roof structure, wall foundation, and basement foundation.

#### **(Secondary Components)**

**Building Systems**. These components include: roof surface condition, chimney, gutters/down spouts, and exterior wall surface.

**Architectural Systems**. These are components generally added to the structural systems and are necessary parts of the structure/building, including exterior paint, doors, windows, porches, steps, and fire escape, and driveways and site conditions.



The evaluation of each individual parcel of land includes the review and evaluation of: adjacent land use, street surface type, street conditions, sidewalk conditions, parking, railroad track/right-of-way composition, existence of debris, existence of vagrants, and overall site condition, and the documentation of age and type of structure/building.

## **2. Criteria for Rating Components for Structural, Building and Architectural Systems**

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### 3. Final Structure/Building Rating

After completion of the **Exterior Rating** of each structure/building, each individual structure/building is placed in one of four categories, based on the combination of defects found with Components contained in Structural, Building and Architectural Systems. Each final rating is described below

**Sound**. Defined as structures/buildings that can be kept in a standard condition with normal maintenance. Structures/buildings, so classified, **have less than six points**.

**Deficient-Minor**. Defined as structures/buildings classified as deficient--requiring minor repairs--**having between 6 and 10 points**.

**Deteriorating**. Defined as structures/buildings classified as deficient--requiring major repairs-- **having between 11 and 20 points**.

**Dilapidated**. Defined as structurally substandard structures/buildings containing defects that are so serious and so extensive that it may be most economical to raze the structure/building. Structures/buildings classified as dilapidated will **have over 21 points**.

An individual ***Exterior Rating form*** is completed for each structure/building. The results of the ***Exterior Rating*** of all structures/buildings are presented in a ***Table format***.

<b><u>Primary Components</u></b>	<b><u>Secondary Components</u></b>
One Critical = 11 pts	One Critical = 6 pts
Major Deteriorating = 6 pts	Major Deteriorating = 3 pts
Minor = 2 pts	Minor = 1 pt



Major deficient buildings are considered to be the same as deteriorating buildings as referenced in the Nebraska legislation; substandard buildings are the same as dilapidated buildings. The word “building” and “structure” are presumed to be interchangeable.

#### **4. Field Survey Conclusions**

The condition of the total 24 buildings within the Redevelopment Area were determined based on the finding of the Exterior Survey. These surveys indicated the following:

- None (0) of the structures were classified as structurally sound;
- Four (4) structures were classified as deteriorating with minor defects.
- Ten (10) structures were classified as deteriorating with major defects; and
- Ten (10) structures were classified as dilapidated,

The results of the Exterior Structural Survey identified the conditions of the structures, throughout the Redevelopment Area. A total of 20 (83.3 percent) of the total 24 structures, within the Area, are either deteriorating or dilapidated to a substandard condition.

#### **Conclusion**

**The results of the Structural Survey indicates dilapidated and deteriorating structures are present to a strong extent throughout the Redevelopment Area. Table 5 identifies the results of the structural rating process per building type.**



**TABLE 5**  
**EXTERIOR SURVEY FINDINGS**  
**VALUE ADDED REDEVELOPMENT AREA**  
**GRAND ISLAND, NEBRASKA**

**Exterior Structural Rating**

<u><b>Activity</b></u>	<u><b>Sound</b></u>	<u><b>Deficient (Minor)</b></u>	<u><b>Deteriorating</b></u>	<u><b>Dilapidated</b></u>	<u><b>Number of Structure</b></u>	<u><b>Deteriorating or Dilapidated</b></u>
Single Family	0	2	0	0	2	0
<u>Agricultural/Other</u>	<u>0</u>	<u>2</u>	<u>10</u>	<u>10</u>	<u>22</u>	<u>20</u>
<b>Totals</b>	<b>0</b>	<b>4</b>	<b>10</b>	<b>10</b>	<b>24</b>	<b>20</b>
Percent	0.0%	16.7%	41.7%	41.7%	100.0%	83.3%

Source: Hanna:Keelan Associates, P.C., 2007



## **(2) Existence of Defective or Inadequate Street Layout**

The street pattern within the Grand Island Value Added Redevelopment Area consists of Wildwood and Schimmer Drives, bordering the Area on the south and north, respectively, and Blaine Street, running north to south through the center of the Redevelopment Area. The only existing roads within the Redevelopment Area are private gravel surfaced drives, which provide access to the hard surfaced Hall County roads for the farmsteads located within the Redevelopment Area. Major problem conditions that contribute to the Factor of existence of defective or inadequate street layout are discussed below.

### **1. Conditions of Rural Roads**

The Redevelopment Area is primarily accessed by asphalt surfaced rural County roads, all of which were observed to be in “good” or “fair” condition. Generally, the Area has good access to transportation networks along its perimeter, but little or no access for motorized vehicles into the Area. Blaine Street, the main north-south road into the site, is a gravel surfaced County road with open storm water ditches. Periods of inclement weather, coupled with heavy truck traffic associated with farm vehicles and semi-trucks, during harvest, can be detrimental to unpaved road conditions. Lands identified for future value added industrial development (Ethanol Production Facility) typically need hard surfaced roads for access to processing facilities.

### **2. Lack of Adequate Access**

The Redevelopment Area is not currently serviced by roads within the site of the proposed Ethanol Production Facility. Future development in the Area will require road improvements that include asphalt-surfaced access roads with integral concrete box culverts, small scale bridges and other road systems to allow the area to be accessible to semi-truck and other heavy machinery associated with an Ethanol Production Facility.

The St. Joseph Branch Railroad generally runs north to south along the western portion of Redevelopment Area #7, and Wildwood Drive, which connects to Highway 281, approximately one-half mile west of the Redevelopment Area, runs east to west along the southern border of the Area. A rail spur from the existing St. Joseph Branch Railroad tracks, into the Redevelopment Area, will enhance accessibility to markets for the proposed Ethanol Production Facility.

## **Conclusion**

**The existence of defective or inadequate street layout in the Redevelopment Area is present to a reasonable degree and constitutes a Blighted Factor.**



**(3) Faulty Lot Layout in Relation to Size, Adequacy, Accessibility or Usefulness**

Building use and condition surveys, the review of property ownership and subdivision records and Field Survey resulted in the identification of conditions associated with faulty lot layout in relation to size, adequacy and accessibility, or usefulness of land within the Redevelopment Area. The problem conditions include:

**1. Inadequate Lot Size**

Large lot sizes and configurations are present throughout the Area. Generally, the Area is subdivided into three 160 acre tracts of un-platted land, with a farmstead adjacent the St. Joseph Branch Railroad corridor north of Schimmer Drive, and another on the north side of Wildwood Drive, east of Blaine Street.

No hard surfaced roads provide access from either Wildwood Drive or Blaine Street into the Redevelopment Area. The north/south St. Joseph Branch Railroad generally borders the proposed Ethanol Plant site along the western boundary of the Redevelopment Area. This further complicates the use, adequacy and accessibility of the individual parcels. Furthermore, some of the parcels are not supportive of standard agricultural practices, where farm equipment and potentially irrigation systems are not accessible to modern equipment, so their effectiveness is reduced.

**Conclusion**

**Problems relating to faulty lot layout are present to a reasonable extent in the Redevelopment Area.**



#### **(4) Insanitary and Unsafe Conditions**

The results of the Field Survey, along with information from various City and County departments, provided the basis for the identification of insanitary and unsafe conditions in the Grand Island Value Added Redevelopment Area.

##### **1. Age of structure**

The analysis of all 24 structures, in the Redevelopment Area, identified approximately 96 percent of the structures as being 40+ years of age, built prior to 1967. This results in the potential for substandard single family dwellings and associated agricultural outbuildings.

##### **2. Dilapidated/Deteriorating Buildings**

The deteriorating or dilapidated conditions cited in this Study were prevalent in existing structures (approximately 83% of all structures). The structures can harbor or promote hazards which endanger adjacent properties.

##### **3. Existence of Debris**

Two of the four large parcels, with excessive debris, are associated with abandoned farm outbuildings. These abandoned structures and adjacent areas with debris harbor pests and vermin, as well as being a threat to the health, safety and welfare of trespassers. The existence of these abandoned structures and associated areas with debris are a detriment to the appearance and development potentials of the Redevelopment Area.

##### **4. Overall site condition**

The Field Survey determined that 18 (69.2 percent) of the total 26 parcels had overall site conditions that were in “fair” condition and four (15.4 percent) in “poor” condition.

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#### **Conclusion**

**Insanitary and unsafe conditions are present to a strong extent throughout the Redevelopment Area.**



## **(5) Deterioration of Site or Other Improvements**

Field observations were conducted to determine the condition of site improvements within the Grand Island Value Added Redevelopment Area, including County Roads, storm water drainage ditches, traffic control devices and off-street parking. The **Appendix** documents the present condition of these improvements. The primary problems in the Redevelopment Area are age and condition of public utilities, debris and inadequate public improvements.

A total of 18, or 69.2 percent of the total 26 parcels, within the Redevelopment Area, received an overall site condition rating of “fair”, while four parcels (15.4 percent) received a “poor” rating, as per the results of the Field Survey.

All parcels within the Redevelopment Area currently lack municipal infrastructure and utility systems. Private wells and septic tanks handle the water and sewer needs for the existing properties on the proposed Ethanol Production Facility site. The developers of the Ethanol Production Facility would need to access municipal water and sewer services from the City of Grand Island, which maintains modern water and sewer mains adjacent the Redevelopment Area. Lands associated with agricultural production within the Redevelopment Area are located within Lamoure Clay Loam Soils associated with the Wood River bottom lands.

## **Conclusion**

**Deterioration of site or other improvements is present to a strong extent in the Redevelopment Area.**



**(6) Diversity of Ownership**

The total number of unduplicated owners within the Redevelopment Area, is estimated to be nine individuals, partnerships or corporations. There are no publicly owned lands within the Area, with the exception of the Hall County road public right-of-ways.

**Conclusion**

**Problems resulting from diversity of ownership are a reasonable presence in the Redevelopment Area.**



(7) **Tax or Special Assessment Delinquency Exceeding the Fair Value of the Land**

A thorough examination of public records was conducted to determine the status of taxation of properties located in the Redevelopment Area. It should be noted, real estate is taxed at approximately 98 percent of fair value, rendering it almost impossible for a tax to exceed value in a steady real estate market. If a badly dilapidated property was assessed/valued too high, a public protest system is designed to give the owner appropriate relief and tax adjustment.

1. **Real estate taxes.**

Public records were examined for the purposes of determining if delinquent taxes currently outstanding on parcels within the Redevelopment Area. The records indicated that **none** of the parcels were classified as tax delinquent by Hall County.

2. **Real Estate Taxes**

The tax values within the Redevelopment Area generally appeared to be equal to or greater than the market value of the properties. **The total assessed valuation of properties was \$779,961.**

3. **Tax Exempt**

None of the lands associated with the Redevelopment Area were classified as tax exempt.

**Conclusion**

**Examination and analysis of public records, leads to the conclusion that taxes or special assessments delinquency were of no presence throughout the Redevelopment Area.**



## **(8) Defective or Unusual Condition of Title**

Whenever land is sold, mortgaged, or both, a title insurance policy is typically issued, at which time any title defects corrected. Once title insurance has been written, all other titles in the same subdivision or addition will only have to be checked for the period of time subsequent to the creation of the addition or subdivision, as everything previous is the same and any defects will already have been corrected. Thus, the only possibility for title problems are from improper filings, since platting on properties that have not been mortgaged or sold is very small. Thus, the only possibility for title problems are from improper filing, since platting on properties that have not been mortgaged or sold is very small.

## **Conclusion**

**Examination of public records does not provide any basis for identifying any defective or unusual conditions of title. Such few conditions as may exist would contribute to neither any existing problems nor to difficulty in acquisition for redevelopment and are therefore not found to exist at a level nearly large enough to constitute a blighted factor in the Redevelopment Area.**



**(9) Improper Subdivision or Obsolete Platting**

An analysis of the subdivision conditions in the Redevelopment Area indicates that improper subdivision and obsolete platting is prevalent throughout the Area.

The Redevelopment Area is subdivided into two large parcels of approximately 290 and 160 acres each, plus two farmstead sites in the northwest and the southeast. The land has not been subdivided or platted for any purpose other than agricultural uses. As such, the tracts of land within the Area remain large and without platted streets, in order to maximize the current, agricultural utilization of the land.

The above referenced issues are inhibiting factors to development and redevelopment efforts throughout the Redevelopment Area. Inadequately sized parcels and development without regard for existing platted subdivisions has and will continue to inhibit development without publicly supported programs that provide incentives for reinvestment in this Area.

**Conclusion**

**A reasonable presence of improper subdivision or obsolete platting exists throughout the Redevelopment Area.**



**(10) The Existence of Conditions Which Endanger Life or Property by Fire and Other Causes**

Specific data relating to the Redevelopment Area is discussed in the following paragraphs.

Approximately 96 percent of the structures in the Redevelopment Area were built prior to 1967, thus 40+ years of age. There are frame buildings and masonry buildings with wooden structural elements located throughout the Area, in need of structural repair or fire protection. Several of these buildings, 20 structures (or 83.3 percent), have been determined to be deteriorating or dilapidated.

Overall site conditions on properties throughout the Redevelopment Area were generally found to be in “fair” condition. The Field Survey determined that seven parcels, or 69.2 percent of the total 26 parcels, are in “fair” condition, while an additional four parcels (15.4 percent) were determined to be in “poor” condition. This overall condition rating includes the general condition of structures and an evaluation of the land with improvements, such as roads, private driveways, storm water drainage ditches and shelter belts.

**Conclusion**

**The conditions which endanger life or property by fire and other causes are strongly present throughout the Redevelopment Area.**



## **(11) Other Environmental and Blighting Factors**

The Nebraska Community Development Law includes in its statement of purpose an additional criterion for identifying blight, viz., "economically or socially undesirable land uses." Conditions which are considered to be economically and/or socially undesirable include: (a) incompatible uses or mixed-use relationships, (b) economic obsolescence, and (c) functional obsolescence. For purpose of this analysis, functional obsolescence relates to the physical utility of a structure and economic obsolescence relates to a property's ability to compete in the market place. These two definitions are interrelated and complement each other.

No public improvements have occurred in the Redevelopment Area in the past several years. Efforts should be planned. Without some type of public assistance and coordination of effort, difficult challenges will be rendered for future private projects to be successful ventures. Numerous problems or obstacles exist for comprehensive redevelopment efforts by the private sector in the project area; problems that only public assistance programs can help remedy. These include removal of substantially dilapidated structures and socially undesirable land uses. These types of programs are proven stimulants to the creation of successful private developments.

Vacant parcels within the Redevelopment Area, lack modern municipal infrastructure and utility systems, including water and sewer systems. These utilities, however, are located adjacent the Area and could be extended into the Area upon annexation by the City. Lands associated with agricultural production, within the Redevelopment Area, are located within Lamoure Clay Loam Soils associated with the Wood River bottom lands.

The Redevelopment Area lacks the necessary infrastructure required to facilitate value-added developments. No hard surfaced roads provide access into the site. Open storm water drainage ditches exist and will need to be improved prior to development activities.

## **Conclusion**

**Other environmental, blighted factors are present to a reasonable extent throughout the Redevelopment Area. The Redevelopment Area also contains a fair amount of functionally obsolete structures.**



## **(12) Additional Blighting Conditions**

According to the definition set forth in the Nebraska Community Development Law, Section 18-2102, in order for an area to be determined "blighted" it must (1) meet the eleven criteria by reason of presence and (2) contain at least one of the five conditions identified below:

1. Unemployment in the designated blighted and substandard area is at least one hundred twenty percent of the state or national average;
2. The average age of the residential or commercial units in the area is at least 40 years;
3. More than half of the plotted and subdivided property in the area is unimproved land that has been within the City for forty years and has remained unimproved during that time;
4. The per capita income of the designated blighted and substandard area is lower than the average per capita income of the City or Village in which the area is designated;  
or
5. The area has had either stable or decreasing population based on the last two decennial censuses.

**One of the aforementioned criteria is prevalent throughout the designated blighted areas.**

**The average age of the residential or commercial units in the area is at least forty (40) years.**

Based on the results of the Field Survey, **the estimated average age of the residential structures is 89.5 years of age.**

## **Conclusion**

**The criteria of one of five additional blighting conditions is average age of residential units is over 40 years of age and is strongly present throughout the Redevelopment Area.**



## ***DETERMINATION OF REDEVELOPMENT AREA ELIGIBILITY***

The Grand Island Value Added Redevelopment Area meets the requirements of the Nebraska Community Development Law for designation as both a "blighted and substandard area." There is at least a reasonable distribution of all **four** Factors that constitute an area as substandard in the Redevelopment Area. Of the 12 possible Factors that can constitute an area blighted, **10** are at least reasonably present in the Area. Factors present in each of the criteria are identified below.

### **Substandard Factors**

1. Dilapidated/deterioration.
2. Age or obsolescence.
3. Inadequate provision for ventilation, light, air, sanitation, or open spaces.
4. Existence of conditions which endanger life or property by fire and other causes.

### **Blighted Factors**

1. A substantial number of deteriorated or deteriorating structures.
2. Existence of defective or inadequate street layout.
3. Faulty lot layout in relation to size, adequacy, accessibility or usefulness.
4. Insanitary or unsafe conditions.
5. Deterioration of site or other improvements.
6. Diversity of ownership.
7. Improper subdivision or obsolete platting.
8. The existence of conditions which endanger life or property by fire or other causes.
9. Other environmental and blighting factors.
10. One of the other five conditions.



Although all of the previously listed Factors are reasonably present throughout the Redevelopment Area, the conclusion is that the average age of the structures, lack of a modern infrastructure system, and the deterioration of site or other improvements are a sufficient basis for designation of the Redevelopment Area as blighted and substandard.

The extent of Blight and Substandard Factors in the Redevelopment Area addressed in this document are presented in **Tables 1 and 2**, located on **Pages 5 and 7**, respectively. The eligibility findings indicate the Redevelopment Area is in need of revitalization and strengthening to ensure it will contribute to the physical, economic and social well-being of the City of Grand Island. Indications are, the Area, on the whole, has not been subject to comprehensive, sufficient growth and development through investment by the private sector nor would the areas be reasonably anticipated to be developed without public action or public intervention.



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## APPENDIX

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**Structural/Site Conditions  
Survey Form**

Parcel # \_\_\_\_\_

Address: \_\_\_\_\_

**Section I:**

1. Type of Units: ☐ SF ☐ MF ☐ Mixed Use ☐ Duplex ☐ No. of Units
2. Units: ☐ Under construction/rehab ☐ For Sale ☐ Both
3. Vacant Units: ☐ Inhabitable ☐ Uninhabitable
4. Vacant Parcel: ☐ Developable ☐ Undevelopable
5. Non-residential Use: ☐ Commercial ☐ Industrial ☐ Public  
☐ Other/Specify: \_\_\_\_\_

**Section II: Structural Components**

	Primary Components	(Critical) Dilapidated	(Major) Deteriorating	Minor	None	Sound
1	Roof					
2	Wall Foundation					
3	Foundation					
<input type="checkbox"/> Concrete <input type="checkbox"/> Stone <input type="checkbox"/> Rolled Asphalt <input type="checkbox"/> Brick <input type="checkbox"/> Other						
	Secondary Components	(Critical) Dilapidated	(Major) Deteriorating	Minor	None	Sound
4	Roof					
<input type="checkbox"/> Asphalt Shingles <input type="checkbox"/> Rolled Asphalt <input type="checkbox"/> Cedar <input type="checkbox"/> Combination <input type="checkbox"/> Other						
5	Chimney					
6	Gutters, Downspouts					
7	Wall Surface					
<input type="checkbox"/> Frame <input type="checkbox"/> Masonry <input type="checkbox"/> Siding <input type="checkbox"/> Combination <input type="checkbox"/> Stucco <input type="checkbox"/> Other						
8	Paint					
9	Doors					
10	Windows					
11	Porches, Steps, Fire Escape					
12	Driveways, Side Condition					

**Final Rating:**

☐ Sound ☐ Deficient-Minor ☐ Deteriorating ☐ Dilapidated

**Built Within:** ☐ 1 year ☐ 1-5 years ☐ 5-10 years  
☐ 10-20 years ☐ 20-40 years ☐ 40-100 years ☐ 100+ years

**Section III: Revitalization Area**

1. Adjacent Land Usage: \_\_\_\_\_
2. Street Surface Type: \_\_\_\_\_
3. Street Condition: ☐ E ☐ G ☐ F ☐ P
4. Sidewalk Condition: ☐ N ☐ E ☐ G ☐ F ☐ P
5. Parking (Off-Street): ☐ N ☐ # of Spaces \_\_\_\_\_ Surface \_\_\_\_\_
6. Railroad Track/Right-of Way Composition: ☐ N ☐ E ☐ G ☐ F ☐ P
7. Existence of Debris: ☐ MA ☐ MI ☐ N
8. Existence of Vagrants: ☐ MA ☐ MI ☐ N
9. Overall Site Condition: ☐ E ☐ G ☐ F ☐ P



**GRAND ISLAND, NEBRASKA VALUE ADDED REDEVELOPMENT AREA  
BLIGHT/SUBSTANDARD DETERMINATION STUDY**

**TOTAL    PERCENT    RESIDENTIAL    COMMERCIAL    INDUSTRIAL    VACANT    OTHER**

**AGE OF STRUCTURE**

1-5 years	0	0.0%	0	0	0	NA	0
5-10 years	0	0.0%	0	0	0	NA	0
10-20 years	0	0.0%	0	0	0	NA	0
20-40 years	1	4.2%	0	0	0	NA	1
40-100 years	19	79.2%	2	0	0	NA	17
100+ years	4	16.7%	0	0	0	NA	4
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>22</b>

**FINAL STRUCTURAL RATING**

sound	0	0.0%	0	0	0	NA	0
deficient minor	4	16.7%	2	0	0	NA	2
deteriorating	10	41.7%	0	0	0	NA	10
dilapidated	10	41.7%	0	0	0	NA	10
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>22</b>

**STREET CONDITION**

none	0	0.0%	0	0	0	0	0
excellent	0	0.0%	0	0	0	0	0
good	26	100.0%	2	0	0	2	22
fair	0	0.0%	0	0	0	0	0
poor	0	0.0%	0	0	0	0	0
<b>TOTAL</b>	<b>26</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>22</b>

**SIDEWALK CONDITION**

none	26	100.0%	2	0	0	2	22
excellent	0	0.0%	0	0	0	0	0
good	0	0.0%	0	0	0	0	0
fair	0	0.0%	0	0	0	0	0
poor	0	0.0%	0	0	0	0	0
<b>TOTAL</b>	<b>26</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>22</b>

**DEBRIS**

major	0	0.0%	0	0	0	0	0
minor	9	34.6%	0	0	0	1	8
none	17	65.4%	2	0	0	1	14
<b>TOTAL</b>	<b>26</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>22</b>

**OVERALL SITE CONDITION**

excellent	0	0.0%	0	0	0	0	0
good	4	15.4%	1	0	0	0	3
fair	18	69.2%	1	0	0	1	16
poor	4	15.4%	0	0	0	1	3
<b>TOTAL</b>	<b>26</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>22</b>



**GRAND ISLAND, NEBRASKA VALUE ADDED REDEVELOPMENT AREA  
BLIGHT/SUBSTANDARD DETERMINATION STUDY**

**TOTAL PERCENT RESIDENTIAL COMMERCIAL INDUSTRIAL VACANT OTHER**

**DOORS**

sound	5	20.8%	2	0	0	N/A	3
none	1	4.2%	0	0	0	N/A	1
minor	12	50.0%	0	0	0	N/A	12
substandard	5	20.8%	0	0	0	N/A	5
critical	1	4.2%	0	0	0	N/A	1
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**WINDOWS**

sound	6	25.0%	2	0	0	N/A	4
none	4	16.7%	0	0	0	N/A	4
minor	9	37.5%	0	0	0	N/A	9
substandard	4	16.7%	0	0	0	N/A	4
critical	1	4.2%	0	0	0	N/A	1
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**STREET TYPE**

none	0	0.0%	0	0	0	0	0
concrete	0	0.0%	0	0	0	0	0
asphalt	26	100.0%	2	0	0	2	22
gravel	0	0.0%	0	0	0	0	0
dirt	0	0.0%	0	0	0	0	0
brick	0	0.0%	0	0	0	0	0
<b>TOTAL</b>	<b>26</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>22</b>

**PORCHES...**

sound	0	0.0%	0	0	0	N/A	0
none	0	0.0%	0	0	0	N/A	0
minor	9	37.5%	2	0	0	N/A	7
substandard	14	58.3%	0	0	0	N/A	14
critical	1	4.2%	0	0	0	N/A	1
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**PAINT**

sound	3	12.5%	1	0	0	N/A	2
none	3	12.5%	0	0	0	N/A	3
minor	10	41.7%	1	0	0	N/A	9
substandard	5	20.8%	0	0	0	N/A	5
critical	3	12.5%	0	0	0	N/A	3
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**DRIVEWAY**

sound	0	0.0%	0	0	0	N/A	0
none	0	0.0%	0	0	0	N/A	0
minor	3	12.5%	0	0	0	N/A	3
substandard	20	83.3%	2	0	0	N/A	18
critical	1	4.2%	0	0	0	N/A	1
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>



**GRAND ISLAND, NEBRASKA VALUE ADDED REDEVELOPMENT AREA  
BLIGHT/SUBSTANDARD DETERMINATION STUDY**

**TOTAL    PERCENT    RESIDENTIAL    COMMERCIAL    INDUSTRIAL    VACANT    OTHER**

**ROOF STRUCTURE**

sound	0	0.0%	0	0	0	N/A	0
none	0	0.0%	0	0	0	N/A	0
minor	17	70.8%	2	0	0	N/A	15
substandard	6	25.0%	0	0	0	N/A	6
critical	1	4.2%	0	0	0	N/A	1
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**WALL FOUNDATION**

sound	1	4.2%	1	0	0	N/A	0
none	0	0.0%	0	0	0	N/A	0
minor	18	75.0%	1	0	0	N/A	17
substandard	4	16.7%	0	0	0	N/A	4
critical	1	4.2%	0	0	0	N/A	1
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**FOUNDATION**

sound	10	41.7%	2	0	0	N/A	8
none	0	0.0%	0	0	0	N/A	0
minor	9	37.5%	0	0	0	N/A	9
substandard	4	16.7%	0	0	0	N/A	4
critical	1	4.2%	0	0	0	N/A	1
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**FOUNDATION TYPE**

Concrete	22	91.7%	2	0	0	N/A	20
Stone	2	8.3%	0	0	0	N/A	2
Rolled Asphalt	0	0.0%	0	0	0	N/A	0
Brick	0	0.0%	0	0	0	N/A	0
Other	0	0.0%	0	0	0	N/A	0
None	0	0.0%	0	0	0	N/A	0
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**ROOF SURFACE**

sound	3	12.5%	2	0	0	N/A	1
none	0	0.0%	0	0	0	N/A	0
minor	12	50.0%	0	0	0	N/A	12
substandard	8	33.3%	0	0	0	N/A	8
critical	1	4.2%	0	0	0	N/A	1
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**ROOF TYPE**

Asphalt Shingles	15	62.5%	2	0	0	N/A	13
Rolled Asphalt	0	0.0%	0	0	0	N/A	0
Cedar	2	8.3%	0	0	0	N/A	2
Combination	0	0.0%	0	0	0	N/A	0
Other	7	29.2%	0	0	0	N/A	7
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>



**GRAND ISLAND, NEBRASKA VALUE ADDED REDEVELOPMENT AREA  
BLIGHT/SUBSTANDARD DETERMINATION STUDY**

**TOTAL PERCENT RESIDENTIAL COMMERCIAL INDUSTRIAL VACANT OTHER**

**CHIMNEY**

sound	2	8.3%	2	0	0	N/A	0
none	22	91.7%	0	0	0	N/A	22
minor	0	0.0%	0	0	0	N/A	0
substandard	0	0.0%	0	0	0	N/A	0
critical	0	0.0%	0	0	0	N/A	0
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**GUTTER, DOWNSPOUTS**

sound	1	4.2%	1	0	0	N/A	0
none	22	91.7%	0	0	0	N/A	22
minor	1	4.2%	1	0	0	N/A	0
substandard	0	0.0%	0	0	0	N/A	0
critical	0	0.0%	0	0	0	N/A	0
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**WALL SURFACE**

sound	4	16.7%	2	0	0	N/A	2
none	0	0.0%	0	0	0	N/A	0
minor	12	50.0%	0	0	0	N/A	12
substandard	7	29.2%	0	0	0	N/A	7
critical	1	4.2%	0	0	0	N/A	1
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**WALL SURFACE TYPE**

Frame	18	75.0%	0	0	0	N/A	18
Masonry	1	4.2%	0	0	0	N/A	1
Siding	3	12.5%	1	0	0	N/A	2
Combination	0	0.0%	0	0	0	N/A	0
Stucco	0	0.0%	0	0	0	N/A	0
Other	2	8.3%	1	0	0	N/A	1
<b>TOTAL</b>	<b>24</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>		<b>22</b>

**PARKING SURFACE**

none	2	7.7%	0	0	0	1	1
concrete	0	0.0%	0	0	0	0	0
asphalt	0	0.0%	0	0	0	0	0
gravel	23	88.5%	2	0	0	0	21
dirt	1	3.8%	0	0	0	1	0
brick	0	0.0%	0	0	0	0	0
<b>TOTAL</b>	<b>26</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>22</b>

**PARKING SPACES**

none	2	7.7%	0	0	0	1	1
1 to 2	24	92.3%	2	0	0	1	21
3 to 5	0	0.0%	0	0	0	0	0
6 to 10	0	0.0%	0	0	0	0	0
11 to 20	0	0.0%	0	0	0	0	0
21 or more	0	0.0%	0	0	0	0	0
<b>TOTAL</b>	<b>26</b>	<b>100.0%</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>22</b>

Grand Island Value Added Redevelopment Area  
Blight and Substandard Determination Study



# **GENERAL REDEVELOPMENT PLAN**



## B. GENERAL REDEVELOPMENT PLAN

### *EXECUTIVE SUMMARY*

#### Purpose of Plan/Conclusion

The purpose of this General Redevelopment Plan is to serve as a guide for implementation of redevelopment activities within the **Value Added Redevelopment Area, in Grand Island, Nebraska**. Redevelopment activities associated with the Community Development Law, State Statutes, 18-2101 through 18-2154 should be utilized to promote the general welfare, enhance the tax base and the economic and social well being of the Community, and promote the development of any public activities and public events in the Area, along with any and all other purposes, as outlined in the Community Development Law.

A Community Redevelopment Authority (CRA) General Redevelopment Plan must contain the general planning elements required by Nebraska State Revised Statutes, Section 18-2111 re-issue 1991 items (1) through (6). A description of these items are as follows:

- (1) The boundaries of the redevelopment project area with a map showing the existing uses and condition of the real property therein; (2) a land-use plan showing proposed uses of the area; (3) information showing the standards of population densities, land coverage and building intensities in the area after redevelopment; (4) a statement of the proposed changes, if any, in zoning ordinances or maps, street layouts, street levels or grades, or building codes and ordinances; (5) a site plan of the area; and (6) a statement as to the kind and number of additional public facilities or utilities which will be required to support the new land uses in the area after redevelopment.

Furthermore, the General Redevelopment Plan must further address the items required under Section 18-2113, "Plan; considerations", which the CRA must consider prior to recommending a redevelopment plan to the Planning Commission and City Council for adoption. These "considerations" are defined as follows:

"...whether the proposed land uses and building requirements in the redevelopment project area are designed with the general purpose of accomplishing, in conformance with the general plan, a coordinated, adjusted and harmonious development of the City and its environs which will, in accordance with present and future needs, promote health, safety, morals, order, convenience, prosperity, and the general welfare, as well as efficiency and economy in the process of development; including,



among other things, adequate provision for traffic, vehicular parking, the promotion of safety from fire, panic, and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the provision of adequate transportation, water, sewage, and other public utilities, schools, parks, recreational and community facilities and other public requirements, the promotion of sound design and arrangement, the wise and efficient expenditure of public funds, and the prevention of the recurrence of insanitary or unsafe dwelling accommodations, or conditions of blight."

## **Conclusion**

**The General Redevelopment Plan applies to the Value Added Redevelopment Area, which consists of the Area included in the Blight and Substandard Area Determination Study.**

The findings presented in this Blight and Substandard Determination Study are based on surveys and analyses conducted for the, **Redevelopment Area**. In general, the Redevelopment Area consists of an area in the southern portion of Grand Island, adjacent the City's Corporate Limits, along the Highway 281 corridor. The Area is located between Schimmer and Wildwood Drives and is bound on the west by the St. Joseph Branch Railroad, which is located approximately one-half mile east of Highway 281, in Hall County, Nebraska. Beginning at the intersection of the east line of Blaine Street and the north line of Schimmer Drive West, thence south along said east line to its intersection with the north line of the southwest quarter of Section 4, Township 11 North, Range 9 West, of the 6th Principle Meridian, thence east along said north line to its intersection with the east line of the southwest quarter of Section 4, Township 11 North, Range 9 West, of the 6th Principle Meridian, thence south along said east line to its intersection with the south line of Wildwood Drive West, thence west along said south line to its intersection with the west line of the St. Joseph Branch Railroad right-of-way, thence north to the north line of Schimmer Drive West, and continuing north along the west line of the St. Joseph Branch Railroad right-of-way approximately 660' (or one-eighth of a mile), thence east approximately 660' and south approximately 660' to the north line of Schimmer Drive West, thence east along said north line to its intersection with the east line of Blaine Street, also the point of beginning.

**Illustration 1** delineates the Area in relation to the City of Grand Island. The Redevelopment Area is an estimated 498.5 acres, and includes the right-of-ways of the St. Joseph Branch Railroad and Hall County roads.



## **Conclusion**

The redevelopment planning process for the Redevelopment Area resulted in a comprehensive listing of general planning and implementation recommendations. As previously discussed in the Blight and Substandard Determination Study, there are two major land uses (vacant/agricultural and two farmsteads), with structural and substandard conditions that are nonconforming in nature, detrimental to the health, safety and general welfare of the Community and generally obsolete in respect to the development and living environmental norms of today's Nebraska communities, including the City of Grand Island. To eliminate these conditions and enhance private development activities within the Redevelopment Area, the City of Grand Island needs to endorse the following general planning and redevelopment actions:

- 1. Rezone the Redevelopment Area to conform to the City of Grand Island's Industrial Zoning Regulations.**
- 2. Upgrading of bridges, culverts and storm water drainage ditches to facilitate development in the Redevelopment Area.**
- 3. Reconfiguration of intersections along Hall County roads to provide adequate turning lanes, road widths and sufficient right-of-ways, to support anticipated volumes of truck traffic to the proposed Ethanol Production Facility.**
- 4. Extend municipal water and sanitary sewer systems from the perimeter of the Redevelopment Area into the proposed Ethanol Production Facility site and maintain and/or replace the current electrical system in the Area.**
- 5. Removal of abandoned and dilapidated structures and associated debris.**
- 6. Create a partnership with the State and Hall County to facilitate the needed road and intersection improvements, as well as for the extension of all appropriate utilities to service the Area.**
- 7. Remove excessive debris from the Redevelopment Area. Parcels with excessive debris exist in specific locations of the Redevelopment Area.**
- 8. Develop a plan for the screening and/or buffering of industrial sites with outside storage of materials from the view along Wildwood and Schimmer Drives.**



9. **Capture property taxes through the provision of Tax Increment Financing. Capture the annual increase in the total tax base throughout the Redevelopment Area. This will establish a source of funding for public improvements including, but not limited to, infrastructure needs such as water, sewer streets and sidewalks, parking improvements and general landscaping and signage enhancements.**

### **Implementation**

Both a time-line and budget should be developed for the implementation of the Redevelopment Plan. Each of these processes should be designed in conformance with the resources and time available to the City. A reasonable time-line to complete the redevelopment activities identified in the Plan would be five to 10 years.

Various funding sources exist for the preparation and implementation of a capital improvement budget designed to meet the funding needs of proposed redevelopment activities. These include City and federal funds commonly utilized to finance street improvement funds, i.e. Community Development Block Grants, special assessments, general obligation bonds and Tax Increment Financing (TIF). The use of TIF for redevelopment projects in the Redevelopment Area is deemed to be an essential and integral element of the Redevelopment Area and use of TIF in connection with such projects is contemplated by the Plan and such designation and use of TIF will not constitute a substantial modification to the Plan.

The City agrees, when approving the Plan, to the utilization of TIF by the Grand Island Community Redevelopment Authority for redevelopment projects and agrees to pledge the taxes generated in redevelopment projects for such purposes in accordance with the Act.



Any redevelopment program receiving TIF is subject to a Cost Benefit Analysis. TIF, as a source of public financing, ultimately impacts taxing authorities in the City of Grand Island and Hall County. Proposed redevelopment projects using TIF must meet the cost benefit analysis and the "But For" test. Accordingly, **"But for TIF"** a redevelopment project could not be fully executed and constructed in the Community.

## **1. Future Land Use Patterns**

The existing land use patterns within the Redevelopment Area were depicted in **Illustration 2** and described, in detail, in the Blight and Substandard Determination Study. In general, the Redevelopment Area consists of three land use types. The primary land uses are vacant/agricultural, farmstead and right-of-ways of the Highway and Railroad corridors.

**Illustration 4**, Future Land Use Map, recommends land uses that stimulate future growth opportunities in the Redevelopment Area, while creating compatible land uses resulting in the efficient use of the physical features of the landscape. The recommended future land use classifications are generally in conformance with the "City of Grand Island Comprehensive Plan."

In the Future Land Use Map, "value-added" agricultural/industrial land uses are recommended to be utilized throughout the Redevelopment Area, except for the portion of the Area containing the farmstead north of Schimmer Drive, which is recommended for large lot single family residential development. Additional railway and road access corridors will need to be constructed within the Area, and the existing Blaine Street will need to be paved and upgraded to support heavy truck traffic associated with the proposed Ethanol Production Facility.

It is recommended that substantially deteriorated structures, throughout the Redevelopment Area, and those too deteriorated to rehabilitate, be replaced with new "value-added" industrial uses in conformance with the Future Land Use Map.



## 2. Future Zoning Districts

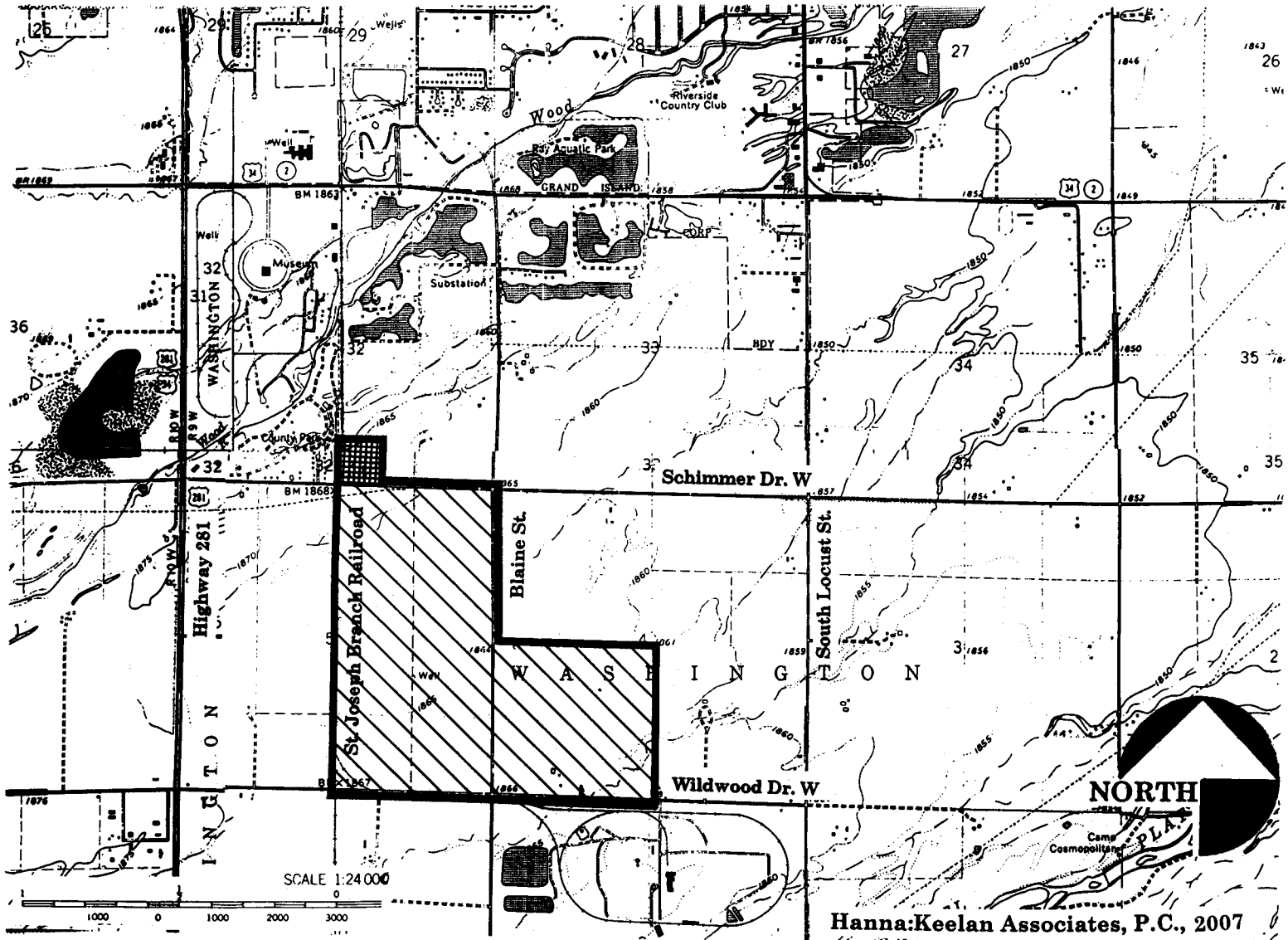
The Existing Zoning Map, **Illustration 3**, indicates that the entire Value Added Redevelopment Area is within the City of Grand Island's Planning Jurisdiction and is currently zoned A-2 Agricultural and TA Transitional Agricultural, according to information provided by the City of Grand Island Planning Office. The City of Grand Island has annexed the portion of the Redevelopment Area that the proposed Ethanol Production Facility will utilize, however, two zoning classifications including TA Transitional Agricultural and AG-2 Secondary Agricultural are utilized to control development options within the Area. It is recommended that the City rezone the entire area to one zoning classification that permits the Ethanol Facility as a Principle Permitted Use. Currently, only the AG-2 allows ethanol facilities as a Specially Permitted Use. The site is recommended to be re-zoned an industrial zoning classification in which ethanol facilities are permitted. This will require a Public Hearing by both the City Planning Commission and the City Council.

The recommended Future Zoning Map, for the Redevelopment Area, is identified in **Illustration 5** of this General Redevelopment Plan.

The City of Grand Island currently has four industrial zoning districts: M-1 Light Manufacturing, M-2 Heavy Manufacturing, M-3 Mixed Use Manufacturing and ME Industrial Estates. The City will need to select one of these zoning districts to apply to the proposed Ethanol Production Facility site. The City may need to amend the selected zoning district to allow the proposed Facility as a permissive use. Often, financial institutions and investment companies require that properties in which they have holdings be a permissive use within the zoning district, as opposed to a conditional or special use permit, in case, for one reason or another, the conditional or special use permit be pulled or revoked in the future.



# FUTURE LAND USE MAP VALUE ADDED REDEVELOPMENT AREA GRAND ISLAND, NEBRASKA



## LEGEND

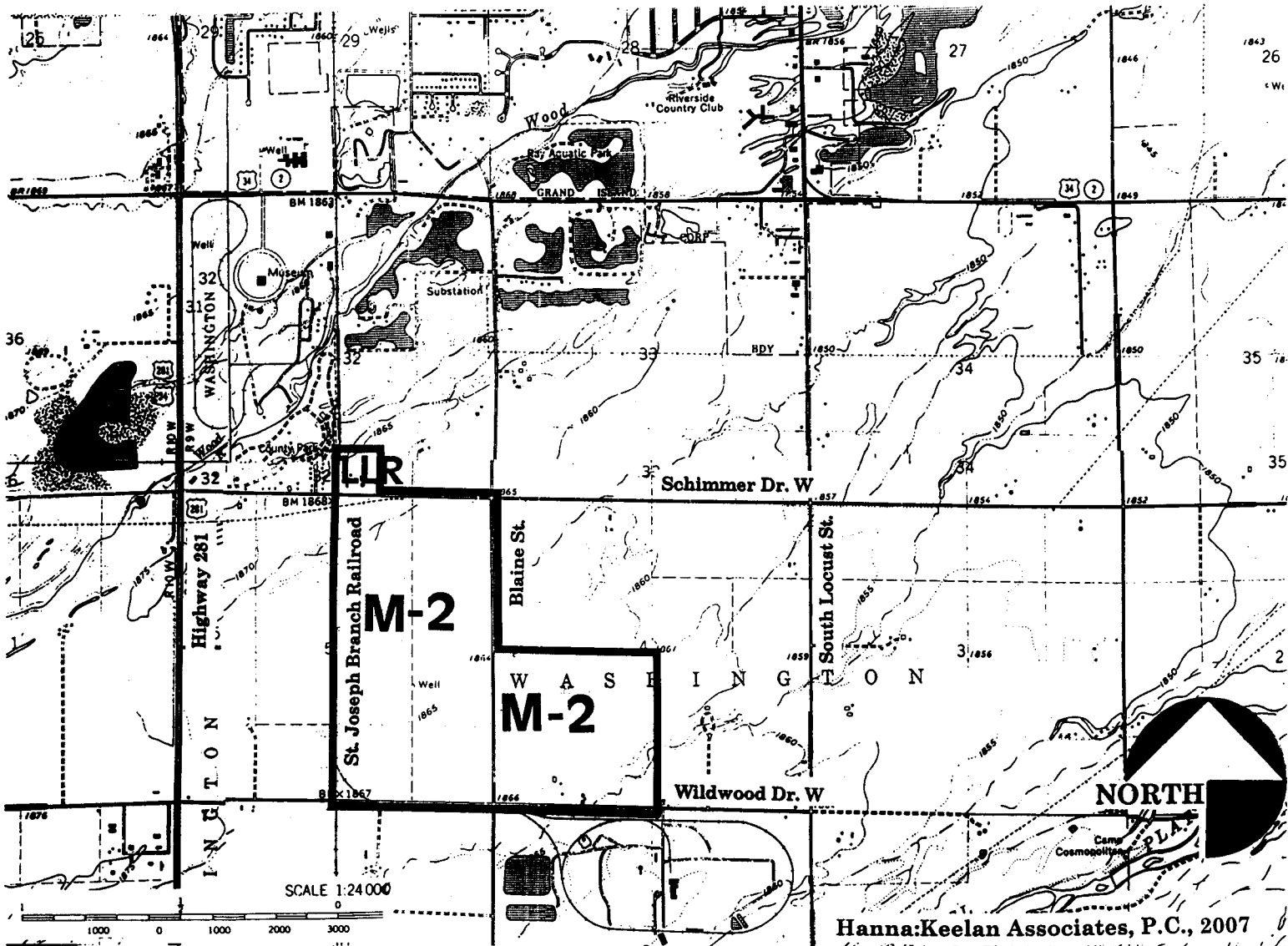
-  HEAVY INDUSTRIAL
-  LARGE LOT RESIDENTIAL

## ILLUSTRATION 4

Grand Island Value Added Redevelopment Area  
General Redevelopment Plan



# FUTURE ZONING MAP VALUE ADDED REDEVELOPMENT AREA GRAND ISLAND, NEBRASKA



## LEGEND

- M-2** HEAVY MANUFACTURING DISTRICT
- LLR** LARGE LOT RESIDENTIAL

## ILLUSTRATION 5

Grand Island Value Added Redevelopment Area  
General Redevelopment Plan



### **3. Recommended Public Improvements**

The primary purpose for a General Redevelopment Plan, accompanied with the Blight and Substandard Determination Study, is to allow for the use of public financing in a specific area. This public financing is planned and implemented to serve as a "first step" for public improvements and encourage private development within the Redevelopment Area. The most common form of public improvements occur with infrastructure, specifically roads, water, sanitary sewer and storm sewer systems, and recreational uses. The primary infrastructure concerns in the Redevelopment Area are road improvements, and the need for improvements and extensions of underground water, storm water and sanitary sewer systems.

The Redevelopment Area contains conditions that would benefit from public improvements and private redevelopment. The Area is currently comprised of two farmsteads and vacant/agricultural uses, which are bound on the south by Wildwood Drive, and Schimmer Drive on the north, both of which connect to Highway 281, approximately one-half mile west of Redevelopment Area #7. The St. Joseph Branch Railroad corridor serves as the Area's western boundary. Blaine Street serves as a main north-south arterial within the Redevelopment Area, connecting the northern and southern boundaries of the Area. Primary redevelopment activities should focus on extending municipal water, sewer and electrical systems to support industrial development.

The Field Survey indicated that most portions of the arterial roads are in "good" or "fair" condition. However, to facilitate industrial development, roads providing access into the Area will need to be hard surfaced to support heavy truck traffic. Blaine Street, the main north-south road in the Area, is presently a gravel surfaced county road, with open storm water ditches along the sides. Wildwood Drive may need to be widened at appropriate road and highway intersections to allow designated turning lanes for semi-truck traffic associated with the Ethanol Processing Facility.



## Conclusions

The Grand Island Community Redevelopment Authority (CRA) and the City of Grand Island should seek funding sources to create a revolving loan and/or grant program for the rehabilitation infrastructure and improvement of utility services and public uses in the Redevelopment Area. To encourage development, the Consultant recommends investment in all mechanical infrastructure systems, throughout the entire Redevelopment Area. Prior to the transportation network improvements, the City and the CRA should develop a plan in conjunction with the City's Capital Improvement Plan and the One- and Six-Year Street Plan, to accommodate efficient infrastructure development and improvements.

**The combination of the recommendations listed above are to aid the City of Grand Island and the CRA in creating a viable and sustainable living environment in this central Nebraska community, under the general provisions of the Nebraska Community Development Law, Chapter 18, Article 21 of the Statutes of State of Nebraska. This Plan does not intend the displacement of families or persons residing in the Area. If necessary for proper redevelopment activities, the City will conduct the necessary relocation of property owners.**

**The following identifies estimated costs for the improvement of various infrastructure features in Redevelopment Area.**

### Normal Street Replacement

Costs are dependent on street width and thickness of pavement or overlay. Concrete paving of 6" thick with integral curbs costs an estimated \$45 per square yard. Asphalt overlay has a cost of \$3 per square yard, per inch of thickness of asphalt overlay.

The cost to construct a 6" thick, 30' wide concrete street is \$150 per linear foot

The cost to construct a 6" thick, 60' wide concrete street is \$300 per linear foot

The cost to construct a 2" thick, 30' wide asphalt overlay is \$20 per linear foot

The cost to construct a 2" thick, 60' wide asphalt overlay is \$40 per linear foot

<u>Ramped Curb Cuts</u>	<u>Sanitary Sewer</u>
\$1,250 each	\$50 to \$60 per linear foot
<u>Water Valves</u>	<u>Fire Hydrants</u>
\$750 each	\$2,500 each

Overlay of Parking Lots  
Asphalt overlay costs \$3 per square yard per inch of thickness of asphalt overlay.  
Therefore the cost of a 2" overlay of a 150' x 150' parking lot is \$15,000.



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### Paved Alleys

The cost for paved alleys is dependent on alley width and pavement thickness. A 6" thick concrete alley would cost \$45 per square yard.

The cost of a 6" thick, 16' wide concrete alley is \$80 per linear foot.

The cost of a 6" thick, 20' wide concrete alley is \$100 per linear foot.

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### Storm Sewers

The cost of Storm Sewers is dependent upon the size of the storm sewer pipe and on the number of inlets required. A breakdown of approximate unit prices is as follows:

15" RCP costs \$22 per linear foot	18" RCP costs \$26 per linear foot
24" RCP costs \$35 per linear foot	30" RCP costs \$44 per linear foot
36" RCP costs \$52 per linear foot	42" RCP costs \$61 per linear foot
48" RCP costs \$70 per linear foot	Inlets cost and estimated \$2,500 each

Therefore, assuming 470 linear feet of 30" storm sewer and four inlets per block, a block of storm sewer would cost approximately \$30,680.

This General Redevelopment Plan identifies several community and economic development activities for the entire Redevelopment Area, in Grand Island, Nebraska. The major components of this General Redevelopment Plan will be accomplished as individual projects, however, a comprehensive redevelopment effort is recommended. Just as the redevelopment efforts should be tied together, so should the funding sources to ensure a complete project. The use of state and federal monies, local equity and tax incentives coupled with private funding sources, can be combined for a realistic and feasible funding package. The following provides a summary listing of the types of funding to assist in implementing this General Redevelopment Plan. Each selected redevelopment project should be accompanied with a detailed budget of both sources and uses of various funds.

Building Improvement District  
Tax Increment Financing  
LB 840 or LB 1240  
Historic Preservation Tax Credits  
Low Income Housing Tax Credits  
Sales Tax  
Community Development Block Grants - Re-Use Funds  
Local Lender Financing  
Owner Equity  
Small Business Association-Micro Loans  
Community Assistance Act  
Donations and Contributions  
Intra-modal Surface Transportation Efficiency Act



**Private Foundations**

American Express Foundation  
Kellogg Corporate Giving Program  
Marietta Philanthropic Trust  
Monroe Auto Equipment Company Foundation  
Norwest Foundation  
Piper, Jaffray & Hopwood Corporate Giving  
Target Stores Corporate Giving  
Pitney Bowes Corporate Contributions  
Union Pacific Foundation  
US West Foundation  
Woods Charitable Fund, Inc.  
Abel Foundation  
ConAgra Charitable Fund, Inc.  
Frank M. and Alice M. Farr Trust  
Hazel R. Keene Trust  
IBP Foundation, Inc.  
Mid-Nebraska Community Foundations, Inc.  
Northwestern Bell Foundation  
Omaha World-Herald Foundation  
Peter Kiewit and Sons Inc. Foundation  
Thomas D. Buckley Trust  
Valmont Foundation  
Quivey-Bay State Foundation