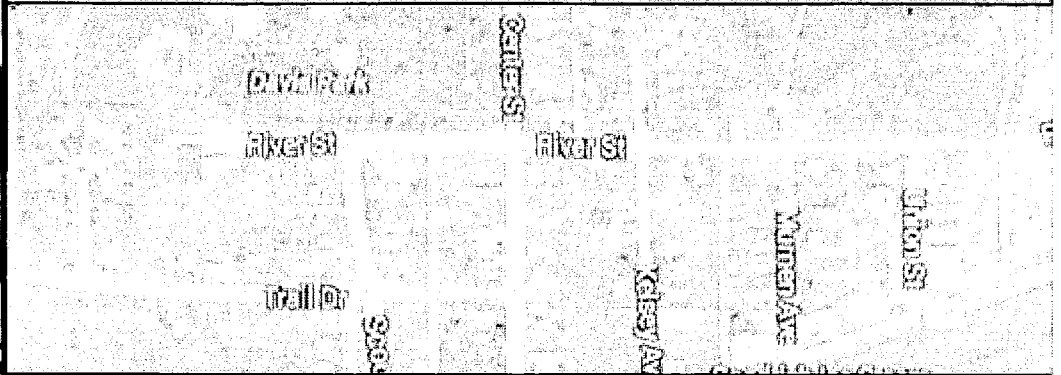
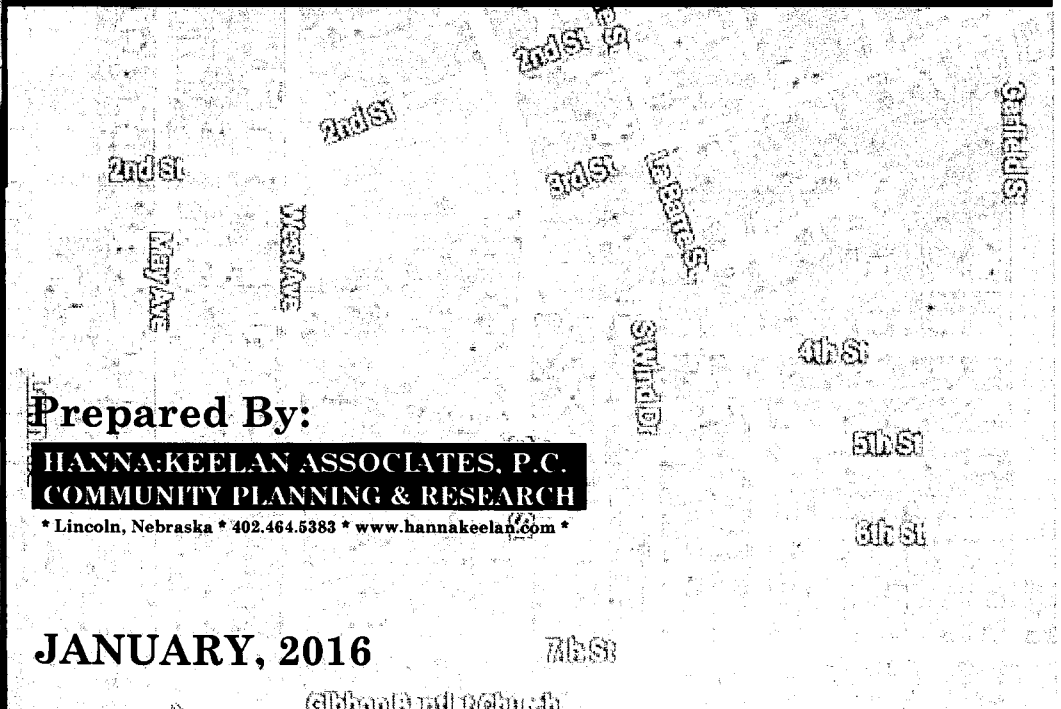


Gibbon, Nebraska



BLIGHT & SUBSTANDARD DETERMINATION STUDY & GENERAL REDEVELOPMENT PLAN.

REDEVELOPMENT AREA #1.



Prepared By:

**HANNA-KEELAN ASSOCIATES, P.C.
COMMUNITY PLANNING & RESEARCH**

* Lincoln, Nebraska * 402.464.5383 * www.hannakeelan.com *

JANUARY, 2016

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Gibbon, Nebraska
Blight & Substandard Determination Study
Redevelopment Area #1

BLIGHT & 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 18-2103**, to the designated **Gibbon Redevelopment Area #1** in Gibbon, Nebraska. The results of this **Study** will assist the City in declaring **Gibbon Redevelopment Area #1** both **blighted and substandard**.

Location

The referenced **Redevelopment Area #1**, in the City of Gibbon, Nebraska, includes the following identified Additions, Blocks and/or Lots:

Original Town Addition:

All of the following Blocks: 1 through 4.

Fifth Addition:

All of the following Blocks: 1 through 4.

Gilmore's Addition:

Block 1: Lots 5 through 8.

Cook's Addition:

Block 2: Lots 5-8.

Irregular Tracts of Land:

Several tracts of land located between Gibbon Road and Lawn Avenue, from 2nd Street north to the Union Pacific Railroad right-of-way, associated with the Cargill grain elevator facility.

Part of Tax Lot #10:

- Parcel #640011080.
- Elmer Rosen Memorial Park, Track & Field north of 4th Street – 760130477.

Part of Section 14-9-14 (west of Gibbon Road and south of Union Pacific Railroad):

- Parcel #640011260.
- Parcel #640011300.
- Parcel #660144110.
- Parcel #660144105.

Part of Section 13-9-14 (Pt. of Tax Lot 9, north of Highway 30):

- Parcel #660124000.

Part of Section 13-9-14:

- Several unreferenced parcels located within the Corporate Limits of Gibbon, generally between west Corporate Limit Line and Scout Street, along the north side of Highway 30.
- Parcel #640009000.
- Parcel #640009100.
- Parcel #640009010.

- Unreferenced parcels of the Kwik Shop located along the north side of Highway 30, between Scout Street and Center Avenue.

Davis Addition:

- All of Block 1.

Hites Addition:

- Block 4, Lots 1 and 2, and part of 3.

6th Addition:

- All of Blocks 1 and 2.
- Block 3, Lots 6-8, part of 9, and all of Lots 10-12.
- Block 4, Lots 6, part of 7 and Section 13-9-14 part of Tax Lot 24.

Part of Section 13-9-14:

- Part of Tract "B" in Tax Lot 18 (generally including the Gibbon Packing Plant.) Including Parcel 64014000 and unreferenced parcels associated with its parking lot.

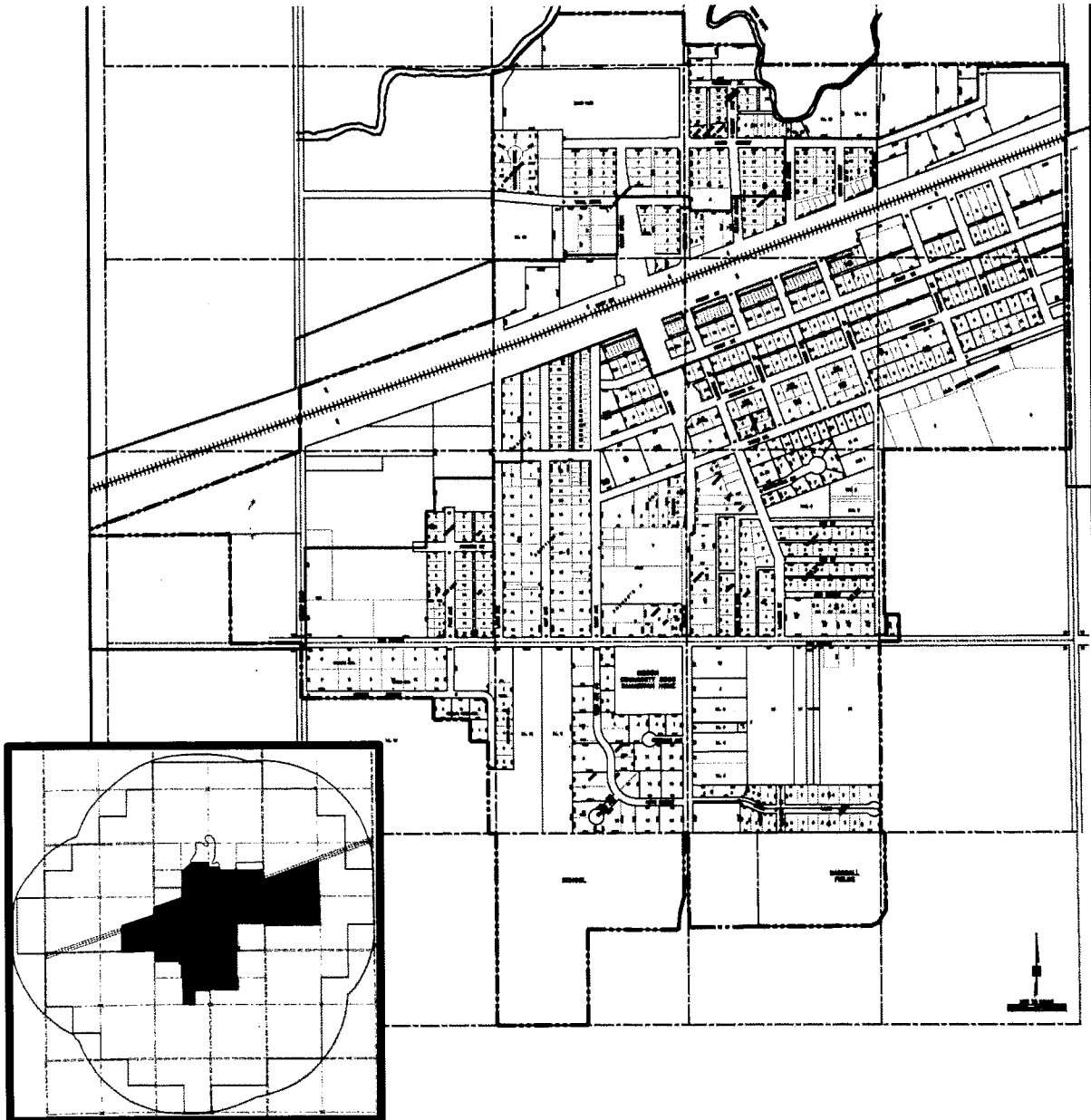
Three vacant tracks of land generally located to the east of Pawnee Street, south of the Union Pacific Railroad.

- Parcel #700280000.
- Parcel #700281000.
- Parcel #700282000.



Illustration 1, Context Map, identifies the location of **Redevelopment Area #1** in relation to the City of Gibbon. The primary streets and roads within the **Redevelopment Area** include Highway 30, Court Street, Front Street, Gibbon Road and Pawnee Street. A portion of **Redevelopment Area #1** is located outside but adjacent the Corporate Limits of Gibbon. This portion of **Area #1** will need to be annexed into the City prior to utilizing Tax Increment Financing for development purposes.

CONTEXT MAP

REDEVELOPMENT AREA #1
GIBBON, NEBRASKA



LEGEND

-  Redevelopment Area #1 within the Corporate Limits.
-  Redevelopment Area #1 Located Beyond the Current Corporate Limits.

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ILLUSTRATION 1

Gibbon, Nebraska
Blight & Substandard Determination Study
Redevelopment Area #1

This **blight and substandard evaluation** included a detailed **exterior structural survey of 139 structures**, a parcel-by-parcel field inventory, conversations with City of Gibbon staff and a review of available reports and documents containing information which could substantiate the existence of **blight and substandard conditions**.

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 the following factors:

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.

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 the following factors:

1. A substantial number of deteriorated or deteriorating structures;
2. The advanced age and associated condition of structures;
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
4. Insanitary or unsafe conditions due to the age, small diameter of water mains;
5. Deterioration of site or other improvements due to nearly 40 percent of the parcels having overall site conditions rated as "fair";
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 City 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 **blight and substandard**, this evaluation was made on the basis that existing **Blight 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 **Blight and Substandard Factors** throughout **Redevelopment Area #1** must be reasonably distributed so basically good areas are not arbitrarily found to be blighted simply because of proximity to areas which are **blighted and substandard**.

On the basis of this approach, Redevelopment Area #1 is found to be eligible as "blighted" and "substandard", within the definition set forth in the legislation. Specifically:

SUBSTANDARD FACTORS

All four Substandard Factors, set forth in the Nebraska Community Development Law, represent a "strong presence," within Redevelopment Area #1. The Substandard Factors are reasonably distributed throughout the Redevelopment Area.

**TABLE 1
SUBSTANDARD FACTORS
REDEVELOPMENT AREA #1
GIBBON, 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. | ■ |

Strong Presence of Factor ■
 Reasonable Presence of Factor □
 No Presence of Factor ○
 Source: Hanna:Keelan Associates, P.C., 2016.

Strong Presence of Factor -

The results of the field survey identified 85 structures, or 61.1 percent of the 139 total structures in Redevelopment Area #1 as being *Deteriorating or Dilapidated*. This Factor is a strong presence throughout the Area.

Based on the results of a parcel-by-parcel field survey analysis, approximately 84, or 60.4 percent of the 139 total buildings are *40+ years of age* (built prior to 1976). Additionally, based on records available at the Buffalo County Assessor's Office, the estimated average age of commercial structures in the Redevelopment Area is approximately 57.9 years and the average age of residential structures is 87.3 years. The Factor of *Age or Obsolescence* is a strong presence throughout the Area.

The conditions which result in *Inadequate Provision for Ventilation, Light, Air, Sanitation or Open Space* are **strongly present** and distributed throughout the **Redevelopment Area**. The majority of municipal water and sewer mains are appropriately sized by current engineering standards, but they are approximately 80+ years of age, thus prone to repeated maintenance and or replacement. Additionally, the analysis of overall site conditions of parcels throughout the **Redevelopment Area** revealed that 80.7 percent of the parcels had "fair to poor" site conditions. **Portions of land within Redevelopment Area #1, but outside the Gibbon Corporate Limits, lack sufficient, modern utilities, including water and sewer.**

The parcel-by-parcel field analysis determined that the **Substandard Factor Existence of Conditions Which Endanger Life or Property** by fire and other causes is a **strong presence** throughout **Redevelopment Area #1**. The primary contributing elements include a significant number of deteriorating and dilapidated buildings and the existence of wood frame and masonry buildings containing combustible elements and fixtures. Additionally, the majority of the **Redevelopment Area** consists of water mains that are 80+ years of age and are prone to need repeated maintenance and breakage.

The prevailing substandard conditions, evident in buildings and the public infrastructure, as determined by the field survey, include:

1. Aging structures;
2. Dilapidated/deteriorated structures;
3. "Fair" to "Poor" overall site conditions;
4. Frame buildings and wood structural components in masonry buildings as potential fire hazards;
5. Average age of residential and commercial structures being in excess of 40+ years of age; and
6. Portions of **Redevelopment Area #1** having water and sewer mains that are 80+ years of age and advanced in age by current engineering standards.

BLIGHT FACTORS

Of the 12 Blight Factors set forth in the Nebraska Community Development Law, nine represent a “strong presence” in the Redevelopment Area and one represents a “reasonable presence.” The Factor “tax or special assessment exceeding the fair value of land,” was of little or “no presence” and the Factor, “defective or unusual condition of title,” was not reviewed. All Blight Factors are reasonably distributed throughout Redevelopment Area #1.

**TABLE 2
BLIGHT FACTORS
REDEVELOPMENT AREA #1
GIBBON, NEBRASKA**

- | | | |
|-----|--|----|
| 1. | A substantial number of deteriorated or dilapidated 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 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. | ■ |

Strong Presence of Factor ■
Reasonable Presence of Factor ■
Little or No Presence of Factor ○
NR = Not Reviewed NR
 Source: Hanna:Keelan Associates, P.C., 2016.

Strong Presence of Factor –

Deteriorated or Dilapidated Structures are present to a strong extent in **Redevelopment Area #1**. A total of 85 structures, or 61.1 percent of the 139 total structures were documented as deteriorating, or in dilapidated condition.



Faulty Lot Layout is a strong presence throughout **Redevelopment Area #1**. Conditions contributing to the presence of this **Factor** include inadequate lot sizes, whereby irregular tracts of land were too large, encouraging piecemeal development through subsequent lot splits for individual development sites. Platted parcels just 24' in width in the Downtown and 66' wide in residential areas are undersized by current development standards.

Insanitary or Unsafe Conditions are a strong presence throughout the entire **Redevelopment Area**. Conditions contributing to this **Factor** include poorly designed and implemented storm water surface drainage in the industrial areas and the advanced age of underground water and sewer mains in the Downtown and adjacent residential properties. **Portions of land within Redevelopment Area #1, but outside the Gibbon Corporate Limits, lack sufficient, modern utilities, including water and sewer.**

Deterioration of Site or Other Improvements is a strong presence throughout the **Redevelopment Area**. Of the total 161 parcels examined, 80.7 percent, or 130 parcels have “fair” to “poor” overall site conditions.



Diversity of Ownership is a **strong presence** throughout **Redevelopment Area #1**. Research of public records from the Buffalo County Assessor's office indicates that 108 individuals or corporations own property in the **Area**.

Improper Subdivision or Obsolete Platting is a **strong presence** throughout **Redevelopment Area #1**. Lot sizes throughout the **Area** are not supportive of today's residential, commercial or industrial development requirements. Several irregular tracts of land in the **Area** were oversized and incrementally subdivided to support individual uses.

The ***Existence of Conditions Which Endanger Life or Property*** by fire or other causes is a **strong presence** throughout **Redevelopment Area #1**. Conditions associated with this **Factor** include the existence of wood frame buildings and masonry buildings containing combustible elements and fixtures in which the buildings are also deteriorating or are dilapidated. Additionally, residential areas within the **Redevelopment Area** have water mains that were constructed of obsolete materials, are 80+ years of age and are undersized by current engineering standards.

In regards to ***Other Environmental and Blighting Factors***, economically and socially undesirable land uses and functional obsolescence is a **strong presence** throughout **Redevelopment Area #1**. The **Area** contains residential, commercial and industrial buildings in substandard condition, with outmoded infrastructure. Several buildings are too small, or poorly designed in order to be adapted for new uses and as a result are functionally obsolescent.

One of the Required Five Additional Blight Factors has a **strong presence** throughout the **Redevelopment Area**. Based on the field survey analysis, the estimated average age of residential buildings is approximately 87.3 years. Average age of commercial buildings is estimated to be 57.9 years.

Reasonable Presence of Factor -

Defective or Inadequate Street Layout is present to a **reasonable extent** in **Redevelopment Area #1**, due to a significant percentage of streets that are deteriorated. The assessment of street conditions revealed that approximately 70 parcels, or 43.5 percent of the total 161 parcels front on streets in need of resurfacing or paving. Property analysis revealed that 25.5 percent of the parcels fronted on gravel surfaced streets, while 17.4 percent fronted on brick streets and 56.5 percent fronted on concrete paved streets. Additionally, several off-street parking areas or driveways are gravel surfaced and deteriorating.

Conclusion

It is the conclusion of the Consultant retained by the City of Gibbon that the number, degree and distribution of **Blight and Substandard Factors**, as documented in this **Executive Summary**, 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 **Redevelopment Area #1** as "substandard" and "blighted."

The conclusions presented in this **Study**, are those of the Consultant, engaged by the City of Gibbon to examine whether conditions of **blight and substandard** exist. The Gibbon City Council should review this Study and, if satisfied with the summary of findings contained herein, may adopt a resolution making a **finding of blight and substandard** and this **Study** a part of the public record.



BASIS FOR REDEVELOPMENT

For a project in Gibbon 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 **Redevelopment Area #1** 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), a **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 this **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 Gibbon 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 **Redevelopment Area #1**. Such a "reasonable distribution of deficiencies test" would preclude localities from taking concentrated **areas of blight and substandard conditions** and expanding the areas arbitrarily into non-blighted/substandard 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 inclusion 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 **Gibbon Redevelopment Area #1** in Gibbon, Nebraska, qualifies as a **blighted and substandard area**, within the definition set forth in the **Nebraska Community Development Law, Section 18-2103**.

Location

The referenced **Redevelopment Area #1**, in the City of Gibbon, Nebraska, includes the following identified Additions, Blocks and/or Lots:

Original Town Addition:

All of the following Blocks: 1 through 4.

Fifth Addition:

All of the following Blocks: 1 through 4.

Gilmore's Addition:

Block 1: Lots 5 through 8.

Cook's Addition:

Block 2: Lots 5-8.

Irregular Tracts of Land:

Several tracts of land located between Gibbon Road and Lawn Avenue, from 2nd Street north to the Union Pacific Railroad right-of-way, associated with the Cargill grain elevator facility.

Part of Tax Lot #10:

- Parcel #640011080.
- Elmer Rosen Memorial Park, Track & Field north of 4th Street – 760130477.

Part of Section 14-9-14 (west of Gibbon Road and south of Union Pacific Railroad):

- Parcel #640011260.
- Parcel #640011300.
- Parcel #660144110.
- Parcel #660144105.

Part of Section 13-9-14 (Pt. of Tax Lot 9, north of Highway 30):

- Parcel #660124000.

Part of Section 13-9-14:

- Several unreferenced parcels located within the Corporate Limits of Gibbon, generally between west Corporate Limit Line and Scout Street, along the north side of Highway 30.
- Parcel #640009000.
- Parcel #640009100.
- Parcel #640009010.

- Unreferenced parcels of the Kwik Shop located along the north side of Highway 30, between Scout Street and Center Avenue.

Davis Addition:

- All of Block 1.

Hites Addition:

- Block 4, Lots 1 and 2, and part of 3.

6th Addition:

- All of Blocks 1 and 2.
- Block 3, Lots 6-8, part of 9, and all of Lots 10-12.
- Block 4, Lots 6, part of 7 and Section 13-9-14 part of Tax Lot 24.

Part of Section 13-9-14:

- Part of Tract "B" in Tax Lot 18 (generally including the Gibbon Packing Plant.) Including Parcel 64014000 and unreferenced parcels associated with its parking lot.

Three vacant tracks of land generally located to the east of Pawnee Street, south of the Union Pacific Railroad.

- Parcel #700280000.
- Parcel #700281000.
- Parcel #700282000.

Illustration 1, Context Map, identifies the location of **Redevelopment Area #1** in relation to the City of Gibbon. The primary streets and roads within the **Redevelopment Area** include Highway 30, Court Street, Front Street, Gibbon Road and Pawnee Street. A portion of **Redevelopment Area #1** is located outside but adjacent the Corporate Limits of Gibbon. This portion of **Area #1** will need to be annexed into the City prior to utilizing Tax Increment Financing for development purposes.

The **Redevelopment Area** is comprised of all modern land use types, including residential, commercial, industrial, public/quasi-public and vacant land. These land uses are identified in **Illustration 2**. The **Area** contains an estimated 331 acres, of which approximately 50.3 percent of the **Redevelopment Area** has been developed.

The major roadways within **Redevelopment Area #1** are the Highway 30 Corridor, Court Street, Front Street, Gibbon Road and Pawnee Street.

Table 3 identifies the estimated **existing land use** within the **Redevelopment Area**, in terms of number of acres and percentage of total for all existing land uses.

**TABLE 3
EXISTING LAND USE
REDEVELOPMENT AREA #1
GIBBON, NEBRASKA**

<u>Land Use</u>	<u>Acres</u>	<u>Percent</u>
Public/Quasi-Public	4.5	1.4%
Park/Recreational	14.7	4.4%
Single Family	16.2	4.9%
Commercial	9.9	3.0%
Industrial	59.2	17.9%
Streets (Municipal/Priv.)	45.7	13.8%
Railroad Corridor	16.3	4.9%
<u>Vacant</u>	<u>164.4</u>	<u>49.7</u>
Total Acreage	330.9	100.0%

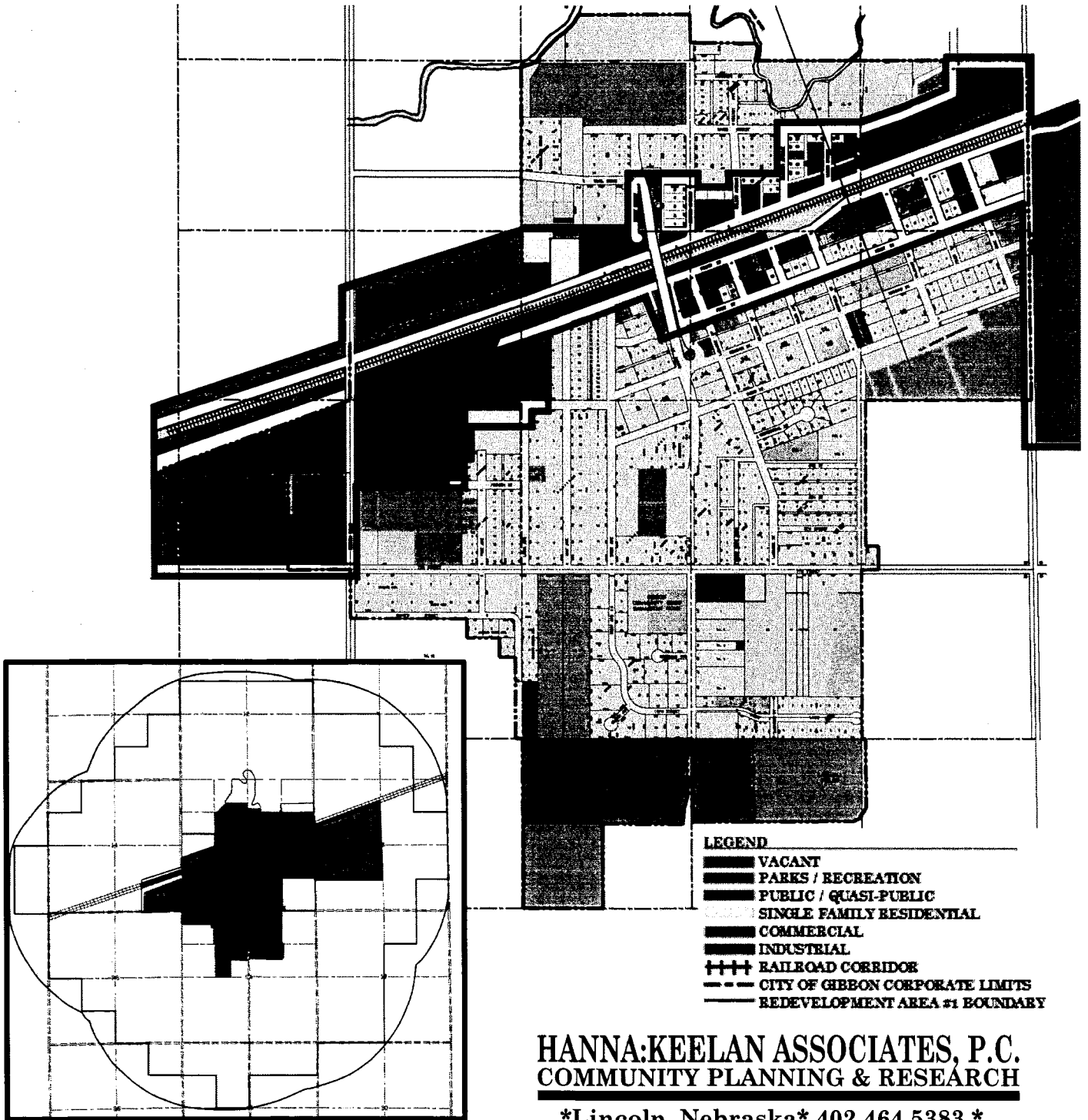
(Approximately 187 acres are located beyond the current Corporate Limits.)

Source: Hanna:Keelan Associates, P.C., 2016.

Illustration 3 identifies the existing **Zoning Classifications** within **Redevelopment Area #1**, which includes lands that are both within and adjacent, but beyond the current Corporate Limits of the City of Gibbon. Zoning activities throughout the **Redevelopment Area** are controlled by the City of Gibbon. All parcels within **Redevelopment Area #1** are either located within the current Corporate Limits of the City of Gibbon, Nebraska, or within the One-Mile Planning Jurisdiction of the City.

EXISTING LAND USE MAP

REDEVELOPMENT AREA #1
GIBBON, NEBRASKA



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COMMUNITY PLANNING & RESEARCH

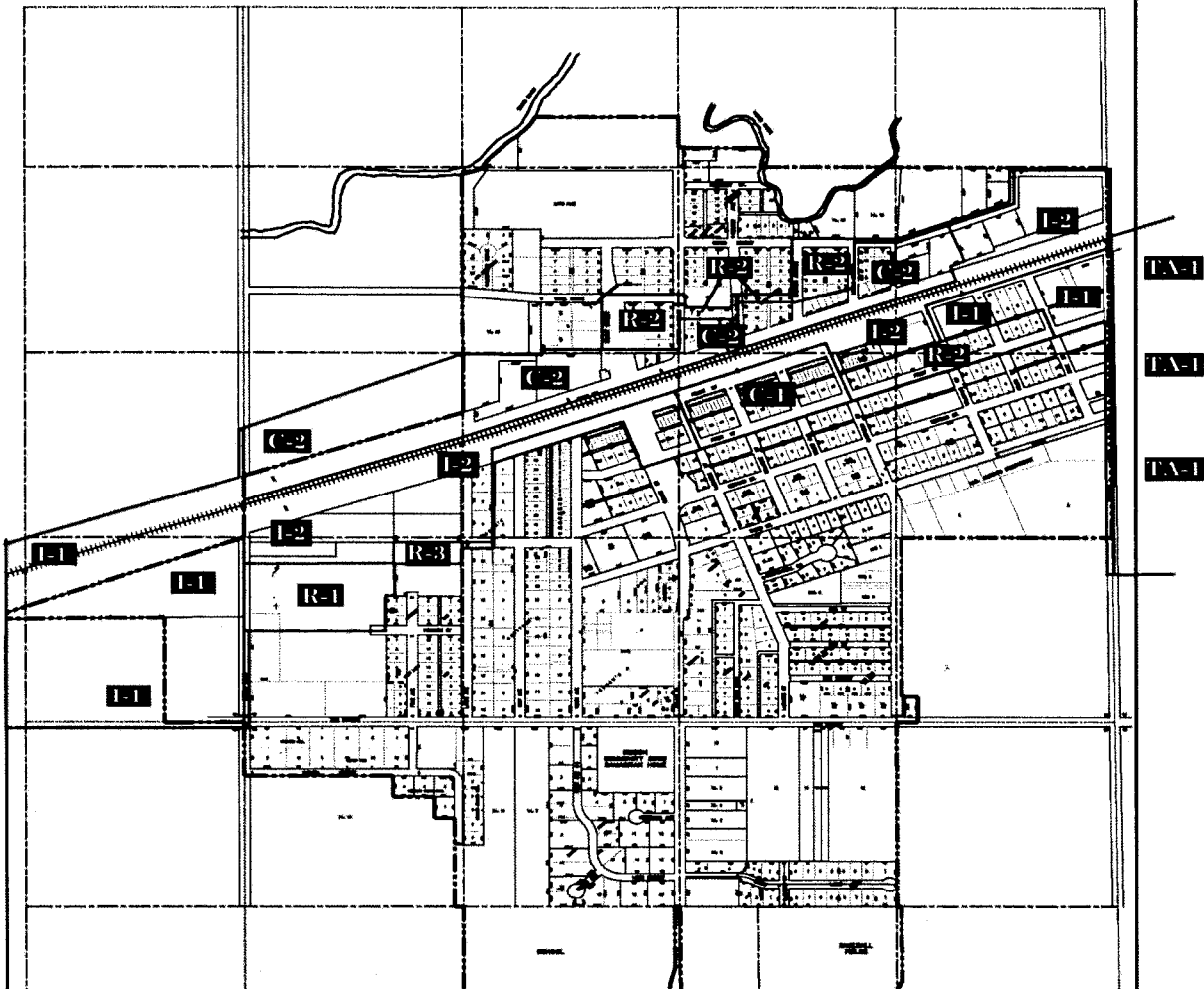
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ILLUSTRATION 2

Gibbon, Nebraska
Blight & Substandard Determination Study
Redevelopment Area #1

EXISTING ZONING MAP

REDEVELOPMENT AREA #1
GIBBON, NEBRASKA



LEGEND

- TA-1 - TRANSITIONAL AGRICULTURAL DISTRICT
- R-1 - LOW-DENSITY RESIDENTIAL DISTRICT
- R-2 - MEDIUM DENSITY RESIDENTIAL DISTRICT
- R-3 - HIGH DENSITY RESIDENTIAL DISTRICT
- C-1 - GENERAL COMMERCIAL DISTRICT
- C-2 - HIGHWAY COMMERCIAL DISTRICT
- I-1 - LIGHT INDUSTRIAL DISTRICT
- I-2 - HEAVY INDUSTRIAL DISTRICT
- ZONING DISTRICT BOUNDARY
- REDEVELOPMENT AREA #1 BOUNDARY

HANNA:KEELAN ASSOCIATES, P.C.
COMMUNITY PLANNING & RESEARCH

Lincoln, Nebraska 402.464.5383 *

ILLUSTRATION 3

Gibbon, Nebraska
Blight & Substandard Determination Study
Redevelopment Area #1

THE RESEARCH APPROACH

The **blight and substandard determination research approach** implemented for **Redevelopment Area #1** included an area-wide assessment (100 percent sample) of all of the Blight and Substandard 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 January, 2016. A total of **139 structures** received exterior inspections. These structures were examined to document structural deficiencies in individual buildings and to identify related environmental deficiencies in **Redevelopment Area #1**. 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 also conducted in January, 2016. A total of **161 separate, legal parcels and sub-parcels** 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 aerial photographs of all parcels in **Redevelopment Area #1** were analyzed to determine the number of property owners within the **Area**.

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 **Blight and Substandard Factors** listed in the Nebraska legislation to determine whether each or any were present in **Redevelopment Area #1** 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.

The following summarizes the process used for assessing building conditions in **Redevelopment Area #1**, 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 **139 existing structures**, within the **Area**, to note structural deficiencies in individual buildings and to identify related environmental deficiencies for individual sites or parcels within the **Redevelopment 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 has minor, major, or critical defects. Structures/building systems examined included 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 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 were individually rated utilizing the following criteria.

Sound. Component that contained 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). These 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 contained 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 contained 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 was 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.**

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

Deteriorating-Major. 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.**

Primary Components	Secondary Components
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 conditions of the total **139 buildings** within the **Redevelopment Area** were determined based on the finding of the exterior survey. These surveys indicated the following:

- Eighteen (18) structures were classified as **structurally sound**;
- Thirty-Six (36) structures were classified as **deteriorating** with **minor** defects.
- Twenty-Six (26) structures were classified as **deteriorating** with **major** defects; and
- Fifty-Nine (59) structures were classified as **dilapidated**.

The results of the exterior structural survey identified the condition of structures throughout **Redevelopment Area #1**. Of the 139 total structures, 85 structures (61.1 percent) were either deteriorating with major defects, or dilapidated to a substandard condition.

Conclusion.

The results of the structural condition survey indicate **deteriorating structures** are a strong presence throughout the **Redevelopment Area**. Table 4 identifies the results of the structural rating process per building type.

**TABLE 4
EXTERIOR SURVEY FINDINGS
REDEVELOPMENT AREA #1
GIBBON, NEBRASKA**

Exterior Structural Rating

<u>Activity</u>	<u>Sound</u>	<u>Deteriorating (Minor)</u>	<u>Deteriorating (Major)</u>	<u>Dilapidated</u>	<u>Number of Structures</u>	<u>Deteriorating and/ or Dilapidated</u>
Residential	6	15	8	15	44	23
Commercial	8	8	7	14	37	21
Industrial	4	10	9	27	50	36
<u>Other</u>	<u>0</u>	<u>3</u>	<u>2</u>	<u>3</u>	<u>8</u>	<u>5</u>
Totals	18	36	26	59	139	85
Percent	12.9%	25.9%	18.7%	42.4%	100.0%	61.1%

Source: Hanna:Keelan Associates, P.C., 2016.

(2) Age of Obsolescence.

As per the results of the field survey and by confirmation from Buffalo County Assessor's Office property records, an estimated 84 (60.4 percent) of the total 139 structures in the Area are 40+ years of age, or built prior to 1976. Additionally, the estimated average age of residential structures in **Redevelopment Area #1** is 87.3 years of age, while the estimated average age of commercial buildings is 57.9 years.

Conclusion.

The age and obsolescence of the structures is a strong presence throughout Redevelopment Area #1.

(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 **Redevelopment Area #1**. Factors contributing to insanitary and unsafe conditions are discussed below.

As per the results of the field survey, 85 structures, or 61.1 percent of the total 139 structures in **Redevelopment Area #1** were rated as deteriorating or dilapidated. When not adequately maintained or upgraded to present-day occupancy standards, buildings in these conditions pose safety and sanitary problems. Wood frame buildings and masonry buildings with wooden structural elements or combustible materials were found to be deteriorating or dilapidated and in need of structural repair and fire protection, or should be demolished. Site features, such as parking lots, privately owned driveways, yard and landscaping, conditions were also observed to be deteriorating. **Approximately 80.7 percent of the total 161 parcels were identified as having "fair" or "poor" overall site conditions.**

The City of Gibbon Staff estimate that the majority of municipal water and sewer mains in the **Area** are of adequate size, but contain water and sewer mains 80+ years of age. Water mains along Highway 30, however were replaced in 1995. Privately owned water and sewer "service lines" connect to municipal mains beyond the individual properties. These privately owned utility service lines are undersized and in substandard condition by current engineering standards utilized by the City of Gibbon. As the underground mains and service lines continue to age, repeated maintenance and repair issues will become more prevalent. **Portions of land within Redevelopment Area #1, but outside the Gibbon Corporate Limits, lack sufficient, modern utilities, including water and sewer.**

Conclusion

The inadequate provision for ventilation, light, air, sanitation or open spaces in Redevelopment Area #1 is a strong presence to constitute a Substandard Factor.

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

1. **Building Elements that are Combustible.**

There are wood-framed and masonry buildings containing combustible elements and fixtures, located throughout **Redevelopment Area #1**. Several of these buildings have been vacant for an extended length of time and not adequately maintained. These vacant structures will require extensive rehabilitation to be able to support new commercial tenants. **Approximately 85 buildings, or 61.1 percent of the total 139 buildings have been determined to be deteriorating or dilapidated.**

2. **Lack of Adequate Utilities.**

The City of Gibbon Staff estimate that the majority of municipal water and sewer mains in the **Area** are of adequate size, but contain water and sewer mains 80+ years of age. Water mains along Highway 30, however were replaced in 1995. Privately owned water and sewer "service lines" connect to municipal mains beyond the individual properties. These privately owned utility service lines are undersized and in substandard condition by current engineering standards utilized by the City of Gibbon. As the underground mains and service lines continue to age, repeated maintenance and repair issues will become more prevalent. **Portions of land within Redevelopment Area #1, but outside the Gibbon Corporate Limits, lack sufficient, modern utilities, including water and sewer.**

Specific data relating to **Redevelopment Area #1** are discussed in the following paragraphs.

Approximately 84 (60.4 percent) of the total 139 structures in the **Redevelopment Area** were built prior to 1976, thus 40+ years of age. The average age of the residential structures is estimated to be 87.3 years. The estimated average age of commercial buildings is 57.9 years. Wood frame and masonry buildings containing combustible elements and fixtures are located throughout the **Area**, many of which are deteriorated or dilapidated. These buildings, located throughout the **Redevelopment Area**, are in need of structural repair or fire protection.

The overall site conditions of 80.7 percent of the properties throughout **Redevelopment Area #1** were determined to be in "fair" to "poor" condition. The field survey identified 114 parcels, or 70.8 percent of the total 161 parcels as being in "fair" condition, and an additional 16 parcels, or 9.9 percent, in "poor" condition. **Overall, a total of 130 parcels, or 80.7 percent of the parcels are in "fair" or "poor" condition.** Generally, conditions combining for this determination included the evaluation of the general condition of structures, site improvements and adjacent right-of-way conditions.

Conclusion.

The conditions which endanger life or property by fire and other causes are a strong presence throughout Redevelopment Area #1.



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 **Redevelopment Area #1**, 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 **139 existing structures**, within the **Area**, to note structural deficiencies in individual buildings and to identify related environmental deficiencies for individual sites or parcels within the **Redevelopment 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 has minor, major, or critical defects. Structures/building systems included the following three types, **one Primary** and **two Secondary**.

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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 contained no defects, is adequately maintained, and requires no treatment outside of normal ongoing maintenance.

Minor Defect. Component that contained 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 contained 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 contained 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 was 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:

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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*.

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One Critical = 11 pts.	One Critical = 6 pts.
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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 conditions of the total **139 buildings** within **Redevelopment Area #1** were determined based on the finding of the exterior survey. These surveys indicated the following:

- Eighteen (18) structures were classified as structurally **sound**;
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- Twenty-Six (26) structures were classified as **deteriorating** with **major** defects; and
- Fifty-Nine (59) structures were classified as **dilapidated**.

The results of the exterior structural survey identified the condition of structures throughout **Redevelopment Area #1**. Of the 139 total structures, 85 (61.1 percent) were either deteriorating or dilapidated to a substandard condition.

Conclusion.

The results of the structural condition survey indicate **deteriorating structures are a strong presence throughout the Redevelopment Area. Table 5 identifies the results of the structural rating process per building type.**

**TABLE 5
EXTERIOR SURVEY FINDINGS
REDEVELOPMENT AREA #1
GIBBON, NEBRASKA**

Exterior Structural Rating

<u>Activity</u>	<u>Sound</u>	<u>Deteriorating (Minor)</u>	<u>Deteriorating (Major)</u>	<u>Dilapidated</u>	<u>Number of Structures</u>	<u>Deteriorating and/ or Dilapidated</u>
Residential	6	15	8	15	44	23
Commercial	8	8	7	14	37	21
Industrial	4	10	9	27	50	36
<u>Other</u>	<u>0</u>	<u>3</u>	<u>2</u>	<u>3</u>	<u>8</u>	<u>5</u>
Totals	18	36	26	59	139	85
Percent	12.9%	25.9%	18.7%	42.4%	100.0%	61.1%

Source: Hanna:Keelan Associates, P.C., 2016.



(2) Existence of Defective or Inadequate Street Layout.

The street pattern within **Redevelopment Area #1** consists of a standard rectilinear grid system that is angled to be parallel to the Union Pacific Railroad and Highway 30 Corridor. Major problem conditions that contribute to the **Factor** of existence of defective or inadequate street layout are discussed below.

1. Condition of Streets.

Street conditions throughout the **Redevelopment Area**, overall, were found to be in "fair" to "good" condition. Several of the streets fronting on residential and industrial properties are gravel surfaced and were observed to be in deteriorating or dilapidated condition. Approximately 57 parcels were found to be fronting on streets in "fair" condition. An additional 13 parcels were observed to front on streets in poor condition.

Several privately owned concrete and gravel surfaced parking areas and driveways are cracked and settling, or gravel surfaced and in "fair" to "poor" condition.

2. Streets with inadequate speed control devices.

Vehicles traveling throughout **Redevelopment Area #1**, along the Highway 30 Corridor, were observed to be moving at speeds in excess of posted limits. Additionally, secondary streets, including Gibbon Road and Pawnee Street are utilized by many vehicles to avoid traveling through the community to access the Court Street overpass of the Highway 30 and Union Pacific Railroad Corridors. Additional traffic control devices are needed to reduce vehicle speeds that endanger pedestrians and other vehicles.

Conclusion.

The existence of defective or inadequate street layout in Redevelopment Area #1 is a reasonable presence and constitutes a Blight 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 surveys resulted in the identification of conditions associated with faulty lot layout in relation to size, adequacy and accessibility, or usefulness of land within **Redevelopment Area #1**. The problem conditions include:

1. **Inadequate Lot Size and Adequacy Issues.**

Platted lots, such as those located along the south side of Front Avenue in Downtown Gibbon are 24' in width, while the residential lots throughout the **Redevelopment Area** are typically platted as 66' width lots. Narrow commercial buildings constructed in the late 1800s were ideally suited for these lot sizes. The evolution of Downtown Gibbon suggests that modern commercial businesses need bigger lots and larger buildings. Many examples exist in Downtown Gibbon, where businesses have expanded into adjacent storefronts or have constructed much wider new buildings requiring multiple 24' lots to accommodate new commercial buildings.

In several instances, dwellings on corner lots front on the side street, splitting the lot into two or even three separate lots, ignoring the legal plat lots.

Conclusion.

Faulty lot layout in relation to size, adequacy and usefulness is a strong presence throughout Redevelopment Area #1.

(4) Insanitary and Unsafe Conditions.

The results of the area-wide field survey, along with information retained from City Officials provided the basis for the identification of insanitary and unsafe conditions within the **Redevelopment Area #1.**

1. Age of Structures.

The analysis of all 139 structures in the **Redevelopment Area** identified 60.4 percent, or 84 structures as being 40+ years of age or built prior to 1976. Additionally, the estimated average age of residential buildings is 87.3 years. The average age of commercial buildings is approximately 57.9 years. The advanced age of residential structures results in the potential for deteriorating buildings and other structures with deferred maintenance.

2. Deteriorating Buildings.

The deteriorating or dilapidated conditions documented in this **Study** were prevalent in an estimated 61.1 percent of the existing structures. Structures in this condition can result in hazards which endanger adjacent properties.

3. Lack of Adequate Utilities.

The City of Gibbon Staff estimate that the majority of municipal water and sewer mains in the **Area** are of adequate size, but contain water and sewer mains 80+ years of age. Water mains along Highway 30, however were replaced in 1995. Privately owned water and sewer "service lines" connect to municipal mains beyond the individual properties. These privately owned utility service lines are undersized and in substandard condition by current engineering standards utilized by the City of Gibbon. As the underground mains and service lines continue to age, repeated maintenance and repair issues will become more prevalent. **Portions of land within Redevelopment Area #1, but outside the Gibbon Corporate Limits, lack sufficient, modern utilities, including water and sewer.**

Conclusion.

Insanitary and unsafe conditions are a strong presence throughout the Redevelopment Area.

(5) Deterioration of Site or Other Improvements.

Field observations were conducted to determine the condition of site improvements within **Redevelopment Area #1**, including arterial and local streets, storm water drainage ditches, traffic control devices and off-street parking. The **Appendix** documents the present condition of these site features. The primary problems in the **Redevelopment Area** are building and associated property conditions, street and sidewalk conditions and private parking areas.

The analysis of properties identified 114 parcels, or 70.8 percent of the total 139 parcels within **Redevelopment Area #1** received an overall site condition rating of "fair", while an additional 16 parcels, or 9.9 percent, received a "poor" rating. Combined, these parcels amount to an estimated 80.7 percent of the parcels in the **Area** having substandard site conditions. Conditions that lead to these findings included:

1. A total of 66, or 41 percent of the parcels have no sidewalks. An additional 16 parcels have sidewalks in "fair" to "poor" condition. These parcels could potentially force pedestrians to walk along the side of the streets, putting their health, safety and well-being at risk.
2. A total of 57 parcels, 35.4 percent of the total 161 parcels, front on streets that were identified to be in "fair" condition. An additional 13 parcels front on streets in "poor" condition. Thus, a total of 70 (43.5 percent) of the streets adjacent parcels in the **Redevelopment Area** are in need of repair/resurfacing.
3. Approximately 26, or 18.7 percent of the total 139 structures were identified as deteriorating with major defects. An additional 59, or 42.4 percent of the structures were observed to be dilapidated. Collectively, these structures account for 61.1 percent of the buildings throughout **Redevelopment Area #1** needing rehabilitation, or potentially, if cost prohibitive to be restored, should be targeted for demolition and replacement with a new structure. In general, the parcels that these structures are situated on, also, lack upkeep and maintenance and exhibit minimal landscaping or other improvements.
4. A total of 46 parking areas, or 52 percent of the total 139 developed parcels, were observed to be gravel or dirt surfaced and in fair to poor condition.

Conclusion.

Deterioration of site improvements is a strong presence in Gibbon Redevelopment Area #1.

(6) Diversity of Ownership.

The total number of unduplicated owners within **Redevelopment Area #1** is estimated to be **108 individuals, partnerships or corporations.** Publicly owned lands and local street public rights-of-way are located throughout the **Redevelopment Area.**

The necessity to acquire numerous lots is a hindrance to redevelopment. Land assemblage of larger proportions is necessary for major developments to be economically feasible and attract financial support. Public patronage is also required to repay such financial support. Such assemblage is difficult without public intervention.

Conclusion.

The Factor "diversity of ownership" is a strong presence in Redevelopment Area #1.



(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 **Redevelopment Area #1**. 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 (or valued) too high, the 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 were currently outstanding on parcels within the **Redevelopment Area**. The records indicated that **seven** of the parcels were classified as delinquent by the Buffalo County Treasurer's Office.

2. **Real Estate Values.**

The tax values within **Redevelopment Area #1** generally appeared to be equal to or greater than the market value of the properties. The total estimated appraised valuation within the **Redevelopment Area** is **\$9,002,250**.

3. **Tax Exempt.**

There are **16 properties** within the **Redevelopment Area**, identified by the Buffalo County Assessor and Treasurer's Offices, as having full exemption from property taxes.

Conclusion.

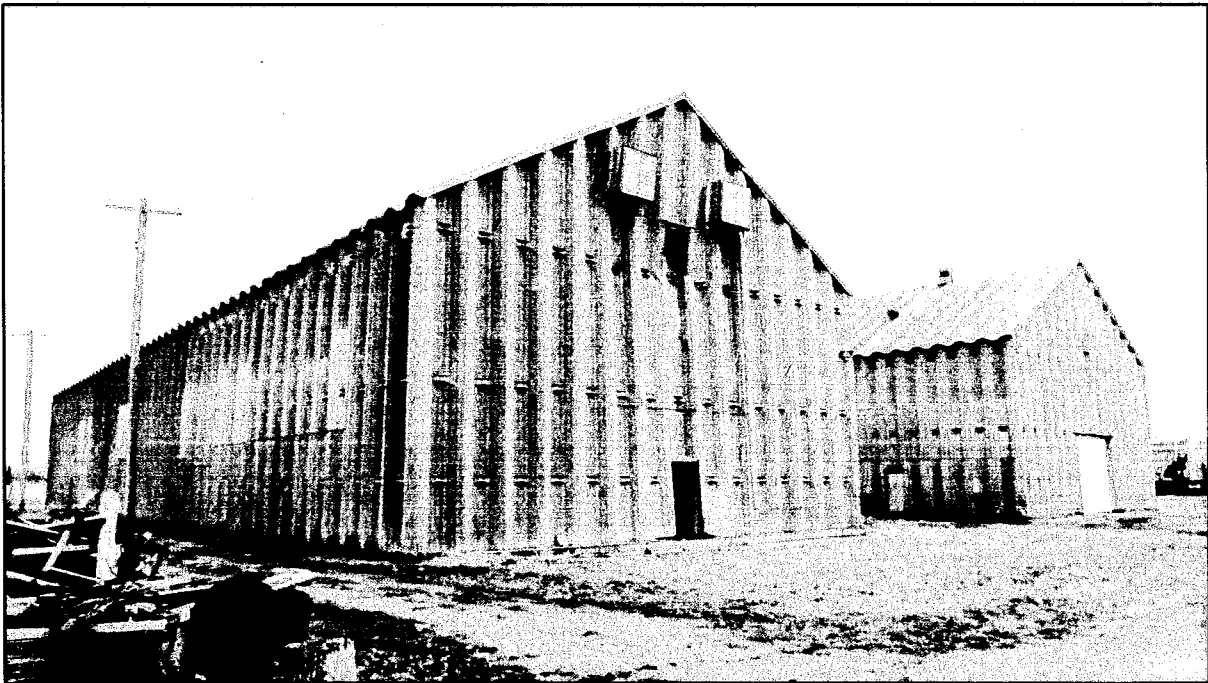
Taxes or special assessments delinquency were of no presence in Redevelopment Area #1.

(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 are 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.

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 or redevelopment and are therefore not found to exist at a level large enough to constitute a Blight Factor in Redevelopment Area #1.



(9) Improper Subdivision or Obsolete Platting.

An analysis of the subdivision conditions in **Redevelopment Area #1** revealed that improper subdivision and obsolete platting is prevalent throughout the **Area**. Individual parcels throughout the **Redevelopment Area** have a wide range of sizes and shapes. Irregular tracts of land exist several portions of **Redevelopment Area #1**. Tracts of land located to the east of Pawnee Street, to the west of Lawn Avenue and parcels located to the northeast of Highway 30 and Beatty Avenue were developed upon irregular tracts of land that were incrementally split off from larger lots. The subsequent lot splits were accomplished by metes and bounds descriptions to legally establish ownership, without officially platting and subdividing the lands to guide development of the larger area. In many instances the underlying parcel boundaries no longer support current or future uses.

Although several irregular tracts have developed, many include large areas of vacant land that could potentially be further split off to support future development. These irregular tracts are also large enough in area to be exempt from the Subdivision Regulation requirements of the City of Gibbon. These irregular tracts of land do not conform to current municipal subdivision standards, or specifically to those of the City of Gibbon. In order for the redevelopment of these parcels areas to occur, large areas should be replatted to support current and future development needs.

The individual lot sizes throughout Downtown Gibbon were platted at 24' x 132' or 3,168 square feet in area and were all included in the Original Town Plat of the City of Gibbon. Narrow lot sizes of 24' width parcels were intended to support commercial development in the mid-1880s, during the initial development phases of the City. Residential parcels were generally platted as 66' x 132', or a 8,712 square foot parcel. As Downtown Gibbon evolved, current development standards advocate much larger lots to support modern commercial and residential development. The fact that many of the older businesses and residential dwellings acquired multiple lots to accommodate needs the needs of large buildings indicates that these platted lots are functionally and economically obsolete.

In order for redevelopment of these functionally obsolete properties to occur, the assemblage of multiple parcels would be necessary. This process inhibits the acquisition of property and makes redevelopment efforts difficult to occur solely within the private sector.

Conclusion.

A strong presence of improper subdivision or obsolete platting exists throughout Redevelopment Area #1.

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

1. **Building Elements that are Combustible.**

There are wood-framed and masonry buildings containing combustible elements and fixtures, located throughout **Redevelopment Area #1**. Several of these buildings have been vacant for an extended length of time and not adequately maintained. These vacant structures will require extensive rehabilitation to be able to support new commercial tenants. **Approximately 85 buildings, or 61.1 percent of the total 139 buildings have been determined to be deteriorating or dilapidated.**

2. **Lack of Adequate Utilities.**

The City of Gibbon Staff estimate that the majority of municipal water and sewer mains in the **Area** are of adequate size, but contain water and sewer mains 80+ years of age. Water mains along Highway 30, however were replaced in 1995. Privately owned water and sewer "service lines" connect to municipal mains beyond the individual properties. These privately owned utility service lines are undersized and in substandard condition by current engineering standards utilized by the City of Gibbon. As the underground mains and service lines continue to age, repeated maintenance and repair issues will become more prevalent. **Portions of land within Redevelopment Area #1, but outside the Gibbon Corporate Limits, lack sufficient, modern utilities, including water and sewer.**

Specific data relating to **Redevelopment Area #1** are discussed in the following paragraphs.

Approximately 84 (60.4 percent) of the total 139 structures in the **Redevelopment Area** were built prior to 1976, thus 40+ years of age. The average age of the residential structures is estimated to be 87.3 years. The estimated average age of commercial buildings is 57.9 years. Wood frame and masonry buildings containing combustible elements and fixtures are located throughout the **Area**, many of which are deteriorated or dilapidated. These buildings, located throughout the **Redevelopment Area**, are in need of structural repair or fire protection.

The overall site conditions of 80.7 percent of the properties throughout **Redevelopment Area #1** were determined to be in "fair" to "poor" condition. The field survey identified 114 parcels, or 70.8 percent of the total 161 parcels as being in "fair" condition, and an additional 16 parcels, or 9.9 percent, in "poor" condition. **Overall, a total of 130 parcels, or 80.7 percent of the parcels are in "fair" or "poor" condition.** Generally, conditions combining for this determination included the evaluation of the general condition of structures, site improvements and adjacent right-of-way conditions.

Conclusion.

The conditions which endanger life or property by fire and other causes are a strong presence throughout Redevelopment Area #1.



(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.

Public improvements in **Redevelopment Area #1** have generally been concentrated on maintenance and resurfacing municipal owned street systems. As recently as the mid-1990s, new water mains were replaced along the Highway 30 Corridor and within limited segments along Front Street, as breakages occurred. Water mains that were constructed of obsolete materials remain in the Downtown and adjacent residential parcels throughout the **Redevelopment Area**. These water mains are 80+ years of age and in need of replacement. **Portions of land within Redevelopment Area #1, but outside the Gibbon Corporate Limits, lack sufficient, modern utilities, including water and sewer.**

Lastly, functional and economic obsolescence is apparent in several commercial and residential structures within the **Redevelopment Area**. Originally built in the late 1800s to early 1900s, these commercial and residential buildings are 120+ years of age. These older buildings are much smaller by current commercial and residential development standards. Due to the lack of adequate maintenance and upkeep, several of these structures are also deteriorating or have become dilapidated. The size, age and condition of these structures are often incapable of being renovated for use by current businesses or residences and thus are functionally and economically obsolete.

Although infrastructure improvements have occurred throughout portions of the **Redevelopment Area**, additional efforts are needed. Numerous problems or obstacles exist for comprehensive redevelopment efforts by the private sector; problems that only public assistance programs can remedy. These include removal of substantially dilapidated structures and socially undesirable land uses, the improvement of water and sewer systems that are outdated and becoming excessively old.

Conclusion.

Other Environmental, Blighted Factors are a strong presence throughout Redevelopment Area #1, containing a significant amount of functionally and economically obsolete commercial properties and a variety of undevelopable narrow width lots.

(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 forty 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 Village or City 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.

The estimated average age of the residential structures in **Redevelopment Area #1** is 87.3 years. The average age of commercial structures is approximately 57.9 years. Approximately 60 percent, or 84 of the total 139 structures throughout the **Redevelopment Area** are at least 40+ years of age.

Conclusion.

The criteria of average age of residential units is over 40 years of age as one of five additional blighting conditions is a strong presence throughout Redevelopment Area #1.

DETERMINATION OF REDEVELOPMENT AREA ELIGIBILITY

Redevelopment Area #1 meets the requirements of the **Nebraska Community Development Law** for designation as both a "**Blighted and Substandard Area.**" All **four Factors** that constitute the **Area** as substandard are present to a strong extent. Of the 12 possible **Factors** that can constitute the **Area blighted**, **10** are at least a reasonable presence in the **Redevelopment Area**. **Factors** present in each of the criteria are identified below.

Substandard Factors

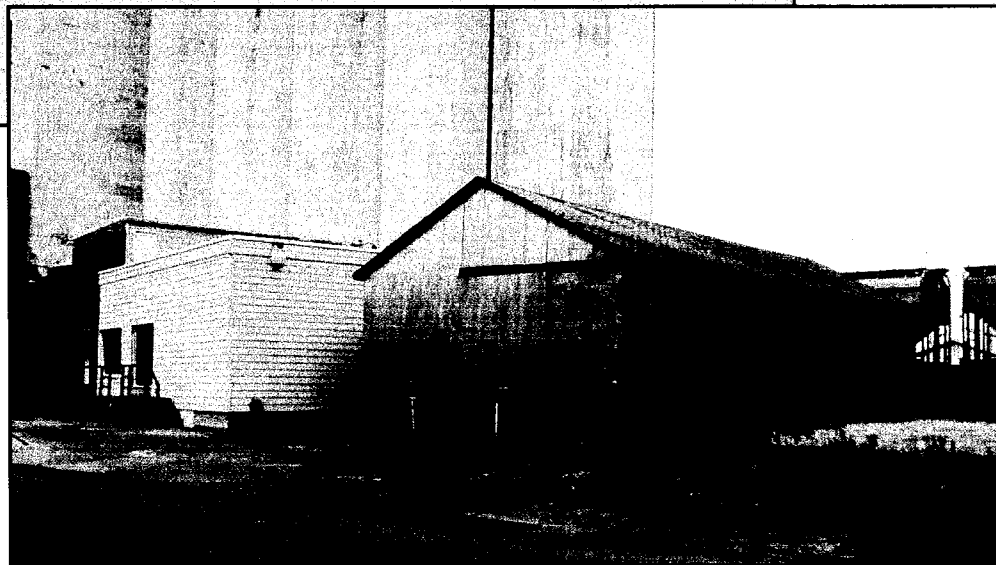
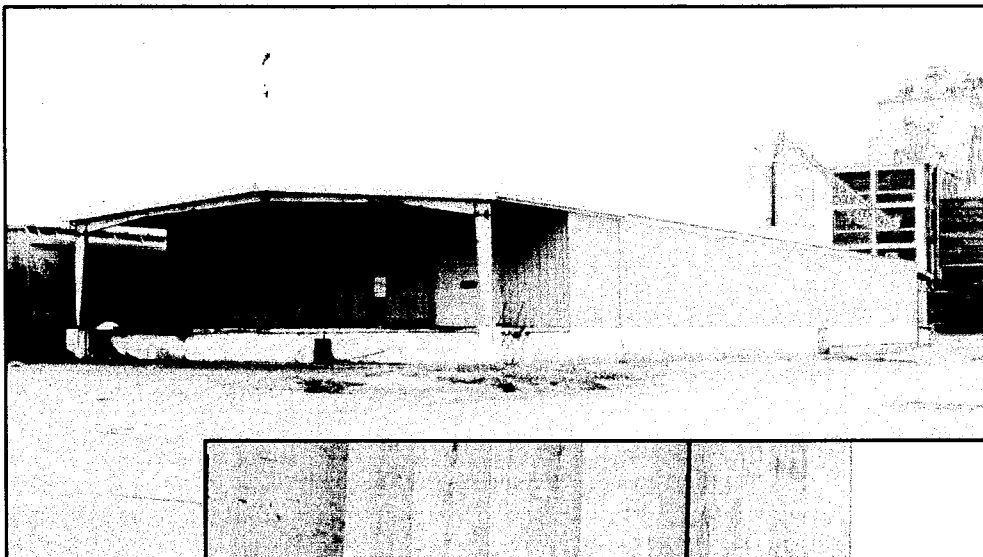
1. Dilapidated/deterioration.
2. Age or obsolescence.
3. Inadequate provision for ventilation, light, air, sanitation or open spaces.
4. Existence of conditions which endanger life or property by fire and other causes.

Blight Factors

1. A substantial number of deteriorated or dilapidated structures.
2. Existence of defective or inadequate street layout.
3. Faulty lot layout in relation to size, adequacy, accessibility or usefulness.
4. Unsanitary 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 at least reasonably present throughout **Redevelopment Area #1**, the conclusion is that the average age of the structures, insanitary and unsafe conditions, deterioration of site or other improvements and the existence of conditions which endanger life or property by fire or other causes are a sufficient basis for designation of **Redevelopment Area #1** as **blighted and substandard**.

The extent of **Blight** and **Substandard Factors** in **Redevelopment Area #1**, addressed in this Study, is presented in **Tables 1 and 2, Pages 6 and 8**. The eligibility findings indicate that **Redevelopment Area #1** is in need of revitalization and strengthening to ensure it will contribute to the physical, economic and social well-being of the City of Gibbon and support any value added developments. Indications are that 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.



**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					
___ Concrete ___ Stone ___ Rolled Asphalt ___ Brick ___ Other						
	Secondary Components	(Critical) Dilapidated	(Major) Deteriorating	Minor	None	Sound
4	Roof					
___ Asphalt Shingles ___ Rolled Asphalt ___ Cedar ___ Combination ___ Other						
5	Chimney					
6	Gutters, Downspouts					
7	Wall Surface					
___ Frame ___ Masonry ___ Siding ___ Combination ___ Stucco ___ 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

GIBBON REDEVELOPMENT AREA #1

TOTAL PERCENT RESIDENTIAL COMMERCIAL INDUSTRIAL VACANT OTHER

AGE OF STRUCTURE

1-5 Years	7	5.0%	1	4	2	N/A	0
5-10 Years	9	6.5%	1	1	7	N/A	0
10-20 Years	6	4.3%	2	0	4	N/A	0
20-40 Years	33	23.7%	1	9	20	N/A	3
40-100 Years	67	48.2%	26	20	16	N/A	5
100+ Years	17	12.2%	13	3	1	N/A	0
TOTAL	139	100.0%	44	37	50	N/A	8

FINAL STRUCTURAL RATING

Sound	18	12.9%	6	8	4	N/A	0
Deteriorating-Minor	36	25.9%	15	8	10	N/A	3
Deteriorating-Major	26	18.7%	8	7	9	N/A	2
Dilapidated	59	42.4%	15	14	27	N/A	3
TOTAL	139	100.0%	44	37	50	N/A	8

STREET CONDITION

None	0	0.0%	0	0	0	0	0
Excellent	17	10.6%	11	0	4	1	1
Good	74	46.0%	26	15	21	8	4
Fair	57	35.4%	5	22	20	5	5
Poor	13	8.1%	2	0	11	0	0
TOTAL	161	100.0%	44	37	56	14	10

SIDEWALK CONDITION

None	66	41.0%	2	10	45	6	3
Excellent	14	8.7%	6	3	4	0	1
Good	65	40.4%	28	18	6	7	6
Fair	14	8.7%	7	5	1	1	0
Poor	2	1.2%	1	1	0	0	0
TOTAL	161	100.0%	44	37	56	14	10

DEBRIS

None	149	92.5%	42	34	49	14	10
Major	5	3.1%	1	2	2	0	0
Minor	7	4.3%	1	1	5	0	0
TOTAL	161	100.0%	44	37	56	14	10

OVERALL SITE CONDITION

Excellent	4	2.5%	1	2	1	0	0
Good	27	16.8%	16	4	2	0	5
Fair	114	70.8%	22	26	47	14	5
Poor	16	9.9%	5	5	6	0	0
TOTAL	161	100.0%	44	37	56	14	10

PARKING SPACES

Ranges	0-300	0.0%	0-2	0-80	0-70	N/A	1-300
None	51	36.7%	8	18	20	0	5
Hard Surfaced	42	30.2%	19	10	11	0	2
Unimproved	46	33.1%	17	9	19	0	1
TOTAL	139	100.0%	44	37	50	0	8

GIBBON REDEVELOPMENT AREA #1

TOTAL PERCENT RESIDENTIAL COMMERCIAL INDUSTRIAL VACANT OTHER

DOORS

None	0	0.0%	0	0	0	N/A	0
Sound	89	64.0%	31	24	30	N/A	4
Minor	38	27.3%	8	11	15	N/A	4
Substandard	10	7.2%	5	1	4	N/A	0
Critical	2	1.4%	0	1	1	N/A	0
TOTAL	139	100.0%	44	37	50	N/A	8

WINDOWS

None	6	4.3%	0	1	3	N/A	2
Sound	86	61.9%	27	22	33	N/A	4
Minor	37	26.6%	14	12	9	N/A	2
Substandard	7	5.0%	3	1	3	N/A	0
Critical	3	2.2%	0	1	2	N/A	0
TOTAL	139	100.0%	44	37	50	N/A	8

STREET TYPE

None	1	0.6%	0	0	1	0	0
Concrete	91	56.5%	38	16	24	9	4
Asphalt	0	0.0%	0	0	0	0	0
Gravel	41	25.5%	4	1	30	3	3
Dirt	0	0.0%	0	0	0	0	0
Brick	28	17.4%	2	20	1	2	3
TOTAL	161	100.0%	44	37	56	14	10

PORCHES...

None	0	0.0%	0	0	0	N/A	0
Sound	45	32.4%	11	12	19	N/A	3
Minor	58	41.7%	18	17	19	N/A	4
Substandard	33	23.7%	15	7	10	N/A	1
Critical	3	2.2%	0	1	2	N/A	0
TOTAL	139	100.0%	44	37	50	N/A	8

PAINT

None	27	19.4%	1	5	21	N/A	0
Sound	59	42.4%	24	15	15	N/A	5
Minor	32	23.0%	9	11	9	N/A	3
Substandard	17	12.2%	9	5	3	N/A	0
Critical	4	2.9%	1	1	2	N/A	0
TOTAL	139	100.0%	44	37	50	N/A	8

DRIVEWAY

None	0	0.0%	0	0	0	N/A	0
Sound	33	23.7%	9	9	12	N/A	3
Minor	41	29.5%	13	18	8	N/A	2
Substandard	63	45.3%	22	9	29	N/A	3
Critical	2	1.4%	0	1	1	N/A	0
TOTAL	139	100.0%	44	37	50	N/A	8

GIBBON REDEVELOPMENT AREA #1

ROOF STRUCTURE	TOTAL	PERCENT	RESIDENTIAL	COMMERCIAL	INDUSTRIAL	VACANT	OTHER
None	0	0%	0	0	0	N/A	0
Sound	45	32%	13	11	19	N/A	2
Minor	82	59%	26	23	27	N/A	6
Substandard	10	7%	5	2	3	N/A	0
Critical	2	1%	0	1	1	N/A	0
TOTAL	139	100%	44	37	50	N/A	8

WALL FOUNDATION

None	0	0%	0	0	0	N/A	0
Sound	72	53%	18	15	35	N/A	4
Minor	54	40%	22	17	11	N/A	4
Substandard	38	28%	4	3	3	N/A	28
Critical	15	11%	0	1	1	N/A	13
TOTAL	135	100%	44	36	50	N/A	5

FOUNDATION

None	0	0%	0	0	0	N/A	0
Sound	95	68%	28	21	42	N/A	4
Minor	31	22%	13	10	4	N/A	4
Substandard	10	7%	3	4	3	N/A	0
Critical	3	2%	0	2	1	N/A	0
TOTAL	139	100%	44	37	50	N/A	8

FOUNDATION TYPE

Concrete	133	96%	44	32	49	N/A	8
Stone	1	1%	0	1	0	N/A	0
Rolled Asphalt	3	2%	0	2	1	N/A	0
Brick	2	1%	0	2	0	N/A	0
Other/None	0	0%	0	0	0	N/A	0
TOTAL	139	100%	44	37	50	N/A	8

ROOF SURFACE

None	0	0%	0	0	0	N/A	0
Sound	84	60%	38	14	28	N/A	4
Minor	43	31%	3	18	18	N/A	4
Substandard	9	6%	3	3	3	N/A	0
Critical	3	2%	0	2	1	N/A	0
TOTAL	139	100%	44	37	50	N/A	8

ROOF TYPE

Asphalt Shingles	49	35%	42	2	3	N/A	2
Rolled Asphalt	47	34%	1	24	20	N/A	2
Cedar	1	1%	0	0	1	N/A	0
Combination	1	1%	0	1	0	N/A	0
Other	41	29%	1	10	26	N/A	4
TOTAL	139	100%	44	37	50	N/A	8

GIBBON REDEVELOPMENT AREA #1

	TOTAL	PERCENT	RESIDENTIAL	COMMERCIAL	INDUSTRIAL	VACANT	OTHER
CHIMNEY							
None	102	73%	31	24	39	N/A	8
Sound	11	8%	1	2	8	N/A	0
Minor	20	14%	7	10	3	N/A	0
Substandard	5	4%	5	0	0	N/A	0
Critical	1	1%	0	1	0	N/A	0
TOTAL	139	100%	44	37	50	N/A	8

GUTTER, DOWNSPOUTS							
None	28	20%	13	4	9	N/A	2
Sound	80	58%	27	15	33	N/A	5
Minor	27	19%	3	17	6	N/A	1
Substandard	2	1%	1	0	1	N/A	0
Critical	2	1%	0	1	1	N/A	0
TOTAL	139	100%	44	37	50	N/A	8

WALL SURFACE							
None	36	26%	0	0	36	N/A	0
Sound	54	39%	31	17	0	N/A	6
Minor	30	22%	7	12	10	N/A	1
Substandard	16	12%	5	7	3	N/A	1
Critical	3	2%	1	1	1	N/A	0
TOTAL	139	100%	44	37	50	N/A	8

WALL SURFACE TYPE							
Frame	9	6%	7	0	1	N/A	1
Masonry	46	33%	0	21	22	N/A	3
Siding	73	53%	34	10	26	N/A	3
Combination	6	4%	1	4	0	N/A	1
Stucco	3	2%	0	2	1	N/A	0
Other	2	1%	2	0	0	N/A	0
TOTAL	139	100%	44	37	50	N/A	8

PARKING SURFACE							
None	0	0%	0	0	0	N/A	0
Concrete	40	45%	19	9	11	N/A	1
Asphalt	2	2%	0	1	0	N/A	1
Gravel	44	50%	16	9	18	N/A	1
Dirt	2	2%	1	0	1	N/A	0
Brick	0	0%	0	0	0	N/A	0
TOTAL	88	100%	36	19	30	N/A	3

PARKING SPACES							
None	51	37%	8	18	20	N/A	5
1 to 2	40	29%	36	4	0	N/A	0
3 to 5	30	22%	0	9	18	N/A	3
6 to 10	9	6%	0	5	4	N/A	0
11 to 20	8	6%	0	1	7	N/A	0
21 or More	1	1%	0	0	1	N/A	0
TOTAL	139	100%	44	37	50	N/A	8

GENERAL REDEVELOPMENT PLAN

Purpose of Plan/Conclusion

The purpose of this **General Redevelopment Plan** is to serve as a guide for implementation of development and redevelopment activities within **Redevelopment Area #1**, in the City of Gibbon, Nebraska. Redevelopment and development activities associated with the **Nebraska Community Development Law**, State Statutes 18-2101 through 18-2154, should be utilized to promote the general welfare and enhance the tax base, as well as promote economic and social well-being of the Community.

A **General Redevelopment Plan** prepared for the Gibbon Community Development Agency (CDA) must contain the general planning elements required by Nebraska State Revised Statutes, Section 18-2111 re-issue 2012 items (1) through (6). A description of these items is 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 CDA 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

Gibbon, Nebraska

General Redevelopment Plan
Gibbon Redevelopment Area #1

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."

Location

The referenced **Redevelopment Area #1**, in the City of Gibbon, Nebraska, includes the following identified Additions, Blocks and/or Lots:

Original Town Addition:

All of the following Blocks: 1 through 4.

Fifth Addition:

All of the following Blocks: 1 through 4.

Gilmore's Addition:

Block 1: Lots 5 through 8.

Cook's Addition:

Block 2: Lots 5-8.

Irregular Tracts of Land:

Several tracts of land located between Gibbon Road and Lawn Avenue, from 2nd Street north to the Union Pacific Railroad right-of-way, associated with the Cargill grain elevator facility.

Part of Tax Lot #10:

- Parcel #640011080.
- Elmer Rosen Memorial Park, Track & Field north of 4th Street – 760130477.

Part of Section 14-9-14 (west of Gibbon Road and south of Union Pacific Railroad):

- Parcel #640011260.
- Parcel #640011300.
- Parcel #660144110.
- Parcel #660144105.

Part of Section 13-9-14 (Pt. of Tax Lot 9, north of Highway 30):

- Parcel #660124000.

Part of Section 13-9-14:

- Several unreferenced parcels located within the Corporate Limits of Gibbon, generally between west Corporate Limit Line and Scout Street, along the north side of Highway 30.
- Parcel #640009000.
- Parcel #640009100.
- Parcel #640009010.

- Unreferenced parcels of the Kwik Shop located along the north side of Highway 30, between Scout Street and Center Avenue.

Davis Addition:

- All of Block 1.

Hites Addition:

- Block 4, Lots 1 and 2, and part of 3.

6th Addition:

- All of Blocks 1 and 2.
- Block 3, Lots 6-8, part of 9, and all of Lots 10-12.
- Block 4, Lots 6, part of 7 and Section 13-9-14 part of Tax Lot 24.

Part of Section 13-9-14:

- Part of Tract "B" in Tax Lot 18 (generally including the Gibbon Packing Plant.) Including Parcel 64014000 and unreferenced parcels associated with its parking lot.

Three vacant tracks of land generally located to the east of Pawnee Street, south of the Union Pacific Railroad.

- Parcel #700280000.
- Parcel #700281000.
- Parcel #700282000.

Illustration 1, Context Map, identifies the location of **Redevelopment Area #1** in relation to the City of Gibbon. The primary streets and roads within the **Redevelopment Area** include Highway 30, Court Street, Front Street, Gibbon Road and Pawnee Street. A portion of **Redevelopment Area #1** is located outside but adjacent the Corporate Limits of Gibbon. This portion of **Area #1** will need to be annexed into the City prior to utilizing Tax Increment Financing for development purposes.

The planning process for the **Redevelopment Area** has resulted in a listing of general planning and implementation recommendations. As discussed in the **Blight and Substandard Determination Study**, the average age of the structures, insanitary and unsafe conditions, deterioration of site or other improvements and the existence of conditions which endanger life or property by fire or other causes are a sufficient basis for designation of **Redevelopment Area #1** as **blighted and substandard**.

Planning and Implementation Recommendations

To eliminate blighted and substandard conditions and enhance private development and redevelopment activities within the **Redevelopment Area**, the City of Gibbon will need to consider the following general planning and redevelopment actions. **Tax Increment Financing (TIF) should be considered as a tool to assist in financing both development and redevelopment projects.**

- Create an **“Economic Development Initiative,”** specifically, in the **Redevelopment Area** directed at increasing the tax base and creating jobs. Utilize TIF and private investment for the expansion of existing and the development of new businesses in conformance with the City’s Future Land Use Map and Zoning Regulations. City of Gibbon leadership will want to consider the collection and expenditure of local tax revenues for economic development activities, as allowed in the Local Option Municipal Economic Development Act, known as LB 840.

Currently, Cargill Inc. is preparing to develop a two million bushel grain storage facility west of Gibbon; south of the Union Pacific Railroad Corridor and east of Gibbon Road. The project will include the development of up to four grain bins, a scale and necessary office space. All necessary public infrastructure is in place, but road connections will be needed.

- Promote the development of new commercial and industrial entities along the Highway 30 Corridor, combined with a local initiative to promote housing development as identified on the Future Land Use Map. A continued partnership with the Buffalo County Economic Development Council is critical to support development opportunities in Gibbon.
- Prepare an **Annexation Plan** for properties in **Redevelopment Area #1**, currently outside the Corporate Limits.
- **Acquire, demolish and replace** functionally and economically obsolescent commercial, industrial and residential properties throughout the **Redevelopment Area**.

- **Reuse vacant lots** and land areas throughout the **Redevelopment Area**, including along the Highway 30 Corridor. The study of the **Area** identified parcels that are vacant and/or underutilized. Future commercial, public/quasi-public and residential uses should in accordance with the **Land Use Plan** should be marketed for new businesses in these locations.
- Create an **urban/corridor design plan** and implement enhancements along the Highway 30 Corridor that provide landscaped areas for better separation between pedestrian sidewalks and the edges of the highway.
- Plan and implement **housing construction projects** in the **Redevelopment Area**. A Community Housing Study should be developed and implemented as a guide for development.
- Plan and implement a **program of housing rehabilitation** in the **Area**, in an effort to both improve living conditions and enhance the real estate tax base.
- Plan and implement **flood control activities** throughout the **Redevelopment Area**.
- Implement **alternative energy systems** throughout the **Redevelopment Area**. This would include the consideration and possible use of wind, solar, geothermal, hydropower and methane energy systems in both existing and new buildings.

Infrastructure Systems throughout the Redevelopment Area:

Municipal Infrastructure:

- Replace **undersized and aging water and sewer utility mains**, as needed. Portions of the Redevelopment Area consist of water and sewer mains that are an estimated 80+ years of age.
- Municipal sidewalks within **Redevelopment Area #1** are, overall, in “fair” to “poor” condition. Sidewalks should be repaired or installed to allow for the ease of use by pedestrian traffic.
- Local streets in “fair” to “poor” condition should be planned for resurfacing or paving. This includes Front Street from Garfield to Pawnee Streets; Williams, Filer and Rice Streets between First and Front Streets, Beatty Avenue between Highway 30 and River Street; and River Street east of Beatty Avenue.

Privately Owned Infrastructure:

- To facilitate the redevelopment of **Redevelopment Area #1**, all privately owned water and sewer service lines are recommended to be replaced in conjunction planned improvements to structures or property. Privately owned and maintained water and sewer service lines that extend from municipal mains to individual structures are typically undersized, constructed of outmoded materials, and are deteriorating. Privately owned and maintained driveways, access roads and parking areas were observed to be deteriorating and in substandard condition.

Implementation

Both a time line and budget should be developed for the implementation of this **General Redevelopment Plan**. Each of these processes should be designed in conformance with the resources and time available by the City. A reasonable time-line to complete the redevelopment activities identified in the **Plan** would be eight to 12 years.

Various funding sources exist for the preparation and implementation of a capital improvement budget designed to meet the funding needs of proposed development and redevelopment activities. These include local 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 development and redevelopment projects in the **Redevelopment Area** is deemed to be an essential and integral element of the **Area**. The use of TIF in connection with such projects is contemplated by this **General Redevelopment Plan** and such designation and use of TIF will not constitute a substantial modification to the **Plan**.

The City agrees, when approving the **General Redevelopment Plan**, to the utilization of TIF for appropriate development and redevelopment projects and agrees to pledge the taxes generated from such projects for such purposes in accordance with the Act. Any redevelopment project receiving TIF is subject to a Cost Benefit Analysis. TIF, as a source of public financing, ultimately impacts taxing authorities in the City of Gibbon and Buffalo County. Proposed 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 **Redevelopment Area #1** are described in detail in the **Blight and Substandard Determination Study**. In general, the **Redevelopment Area** consists of agricultural, residential, commercial, industrial, public/quasi-public, parks/open space and vacant land use types. The field survey identified properties and structures classified as being in a deteriorating condition, as well as vacant lands that have remained undeveloped in spite of having available utilities.

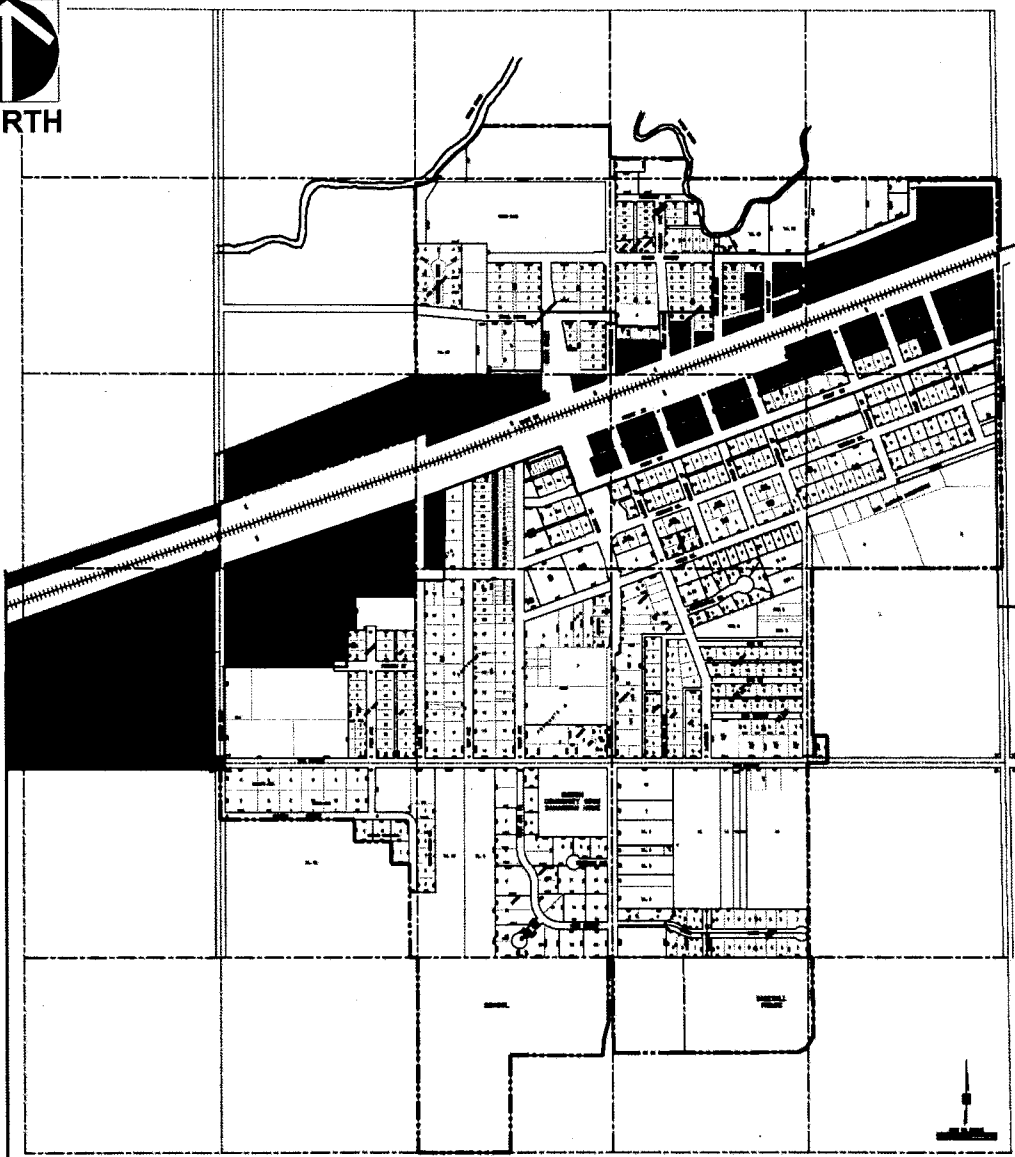
Illustrations 4 and 5, Future Land Use Maps, represents an effort to encourage land uses that reflect the land use plan contained within the **Gibbon Comprehensive Plan** and the current **Zoning Regulations**. The **Future Land Use Maps** recommend the development of future commercial uses along and north of the Highway 30 Corridor. Single family residential uses are recommended to be located south of Downtown Gibbon, as well as north of existing and future commercial developments in the northern portion of the **Redevelopment Area**. Industrial land development is recommended in the **Redevelopment Area**, both east and west of the Gibbon Corporate Limits. This supports the development of the proposed Cargill grain storage facility, as well as additional industrial growth opportunities east of Pawnee Street. Public/Quasi-Public land uses are to remain in their current locations. All identified land uses are in conformance with the **Land Use Plan** from the **Comprehensive Plan** and the current **Zoning Regulations**.

2. **Future Zoning Districts.**

The recommended **Future Zoning Map** for **Redevelopment Area #1** is identified in **Illustration 6**. The **Future Zoning Map** is in conformance with the current **Gibbon Comprehensive Plan** and specifically with the **Future Land Use Maps, Illustrations 4 and 5**. It is recommended that land zoned "TA-1 – Transitional Agricultural" be rezoned to "I-1 – Light Industrial" to support development of new, or expansion of existing industries.

FUTURE LAND USE MAP

REDEVELOPMENT AREA #1 (CORPORATE LIMITS)
GIBBON, NEBRASKA



LEGEND

- PARKS/RECREATION
- PUBLIC/QUASI-PUBLIC
- SINGLE FAMILY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- RAILROAD CORRIDOR
- CITY OF GIBBON CORPORATE LIMITS
- REDEVELOPMENT AREA #1 BOUNDARY

HANNA:KEELAN ASSOCIATES, P.C.
COMMUNITY PLANNING & RESEARCH

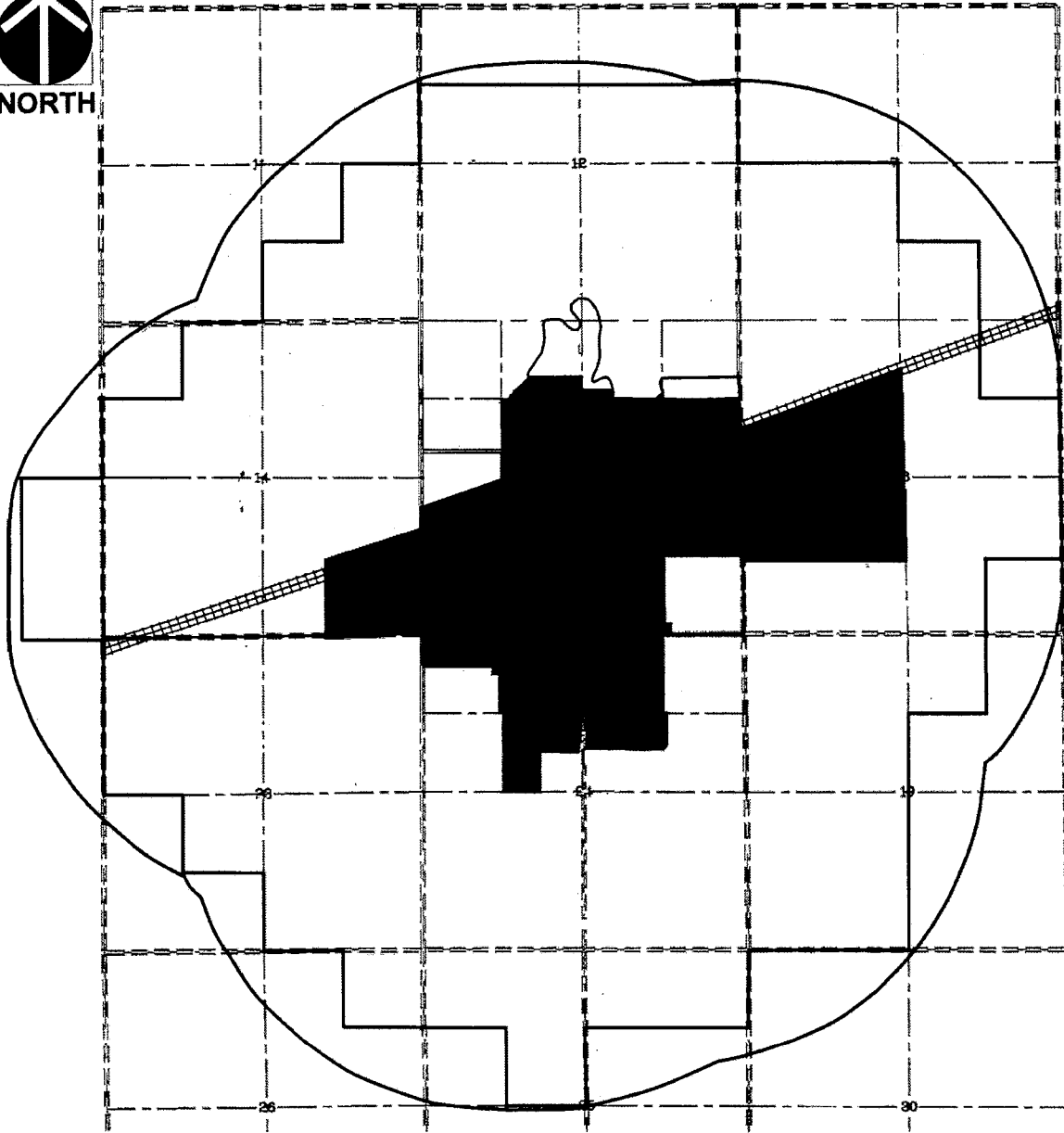
Lincoln, Nebraska 402.464.5383 *

ILLUSTRATION 4

Gibbon, Nebraska
General Redevelopment Plan
Gibbon Redevelopment Area #1

FUTURE LAND USE MAP

REDEVELOPMENT AREA #1 (PLANNING JURISDICTION)
GIBBON, NEBRASKA



LEGEND

-  COMMERCIAL
-  INDUSTRIAL
-  RAILROAD CORRIDOR

HANNA:KEELAN ASSOCIATES, P.C.
COMMUNITY PLANNING & RESEARCH

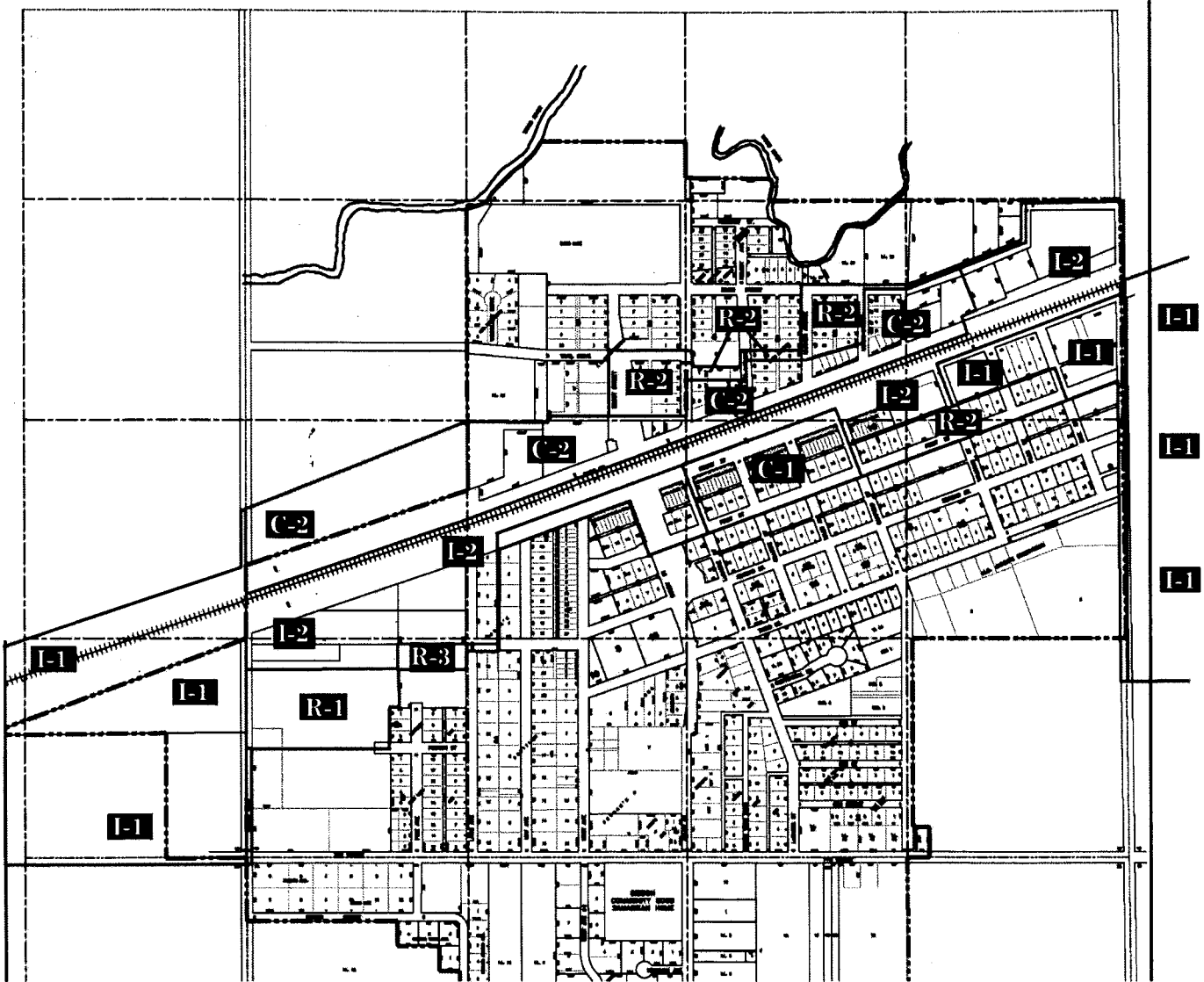
**Lincoln, Nebraska* 402.464.5383 **

ILLUSTRATION 5

Gibbon, Nebraska
General Redevelopment Plan
Gibbon Redevelopment Area #1

FUTURE ZONING MAP

REDEVELOPMENT AREA #1
GIBBON, NEBRASKA



LEGEND

- TA-1 - TRANSITIONAL AGRICULTURAL DISTRICT
- R-1 - LOW-DENSITY RESIDENTIAL DISTRICT
- R-2 - MEDIUM DENSITY RESIDENTIAL DISTRICT
- R-3 - HIGH DENSITY RESIDENTIAL DISTRICT
- C-1 - GENERAL COMMERCIAL DISTRICT
- C-2 - HIGHWAY COMMERCIAL DISTRICT
- I-1 - LIGHT INDUSTRIAL DISTRICT
- I-2 - HEAVY INDUSTRIAL DISTRICT
- ZONING DISTRICT BOUNDARY
- REDEVELOPMENT AREA #1 BOUNDARY

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COMMUNITY PLANNING & RESEARCH

***Lincoln, Nebraska* 402.464.5383 ***

ILLUSTRATION 6

Gibbon, Nebraska
General Redevelopment Plan
Gibbon Redevelopment Area #1

3. Recommended Public Improvements

The primary purpose for a **General Redevelopment Plan** 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 streets, water, sanitary sewer and storm sewer systems, sidewalks, open space and recreational uses. The primary infrastructure concerns in the **Area** are the need to monitor utility and infrastructure systems in order to make repairs or replacement as these systems continue to age.

Pedestrian and vehicular safety should be a concern along the Highway 30 Corridor, as well as Court Street/Scout Avenue. The tendency of vehicles to exceed posted speed limits along these corridors hinders the ability of pedestrians to cross these busy street and could create a potentially hazardous situation with vehicles attempting to access the Highway Corridor. A pedestrian walkway is provided as part of the Court Street/Scout Avenue overpass at the Railroad Corridor.

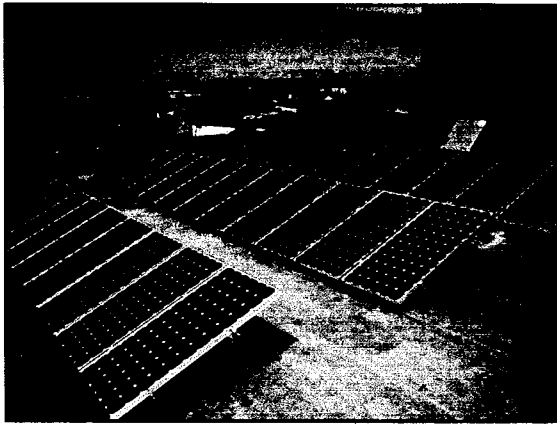
The Blight and Substandard Determination Study focused on the public improvement needs for new water and sewer mains, primarily within areas east of Pawnee Street and west of Gibbon Road not served by municipal water and sewer. Many privately owned driveways, access roads and parking areas are in substandard condition and a detriment to potential redevelopment activity.

It is recommended that the City of Gibbon work closely with developers to ensure that future streets within **Redevelopment Area #1** are implemented in conformance with City development standards. New or redeveloped streets, sidewalks, alleys, and privately owned water and sewer service lines shall meet the provisions of the Subdivision Regulations of Gibbon.

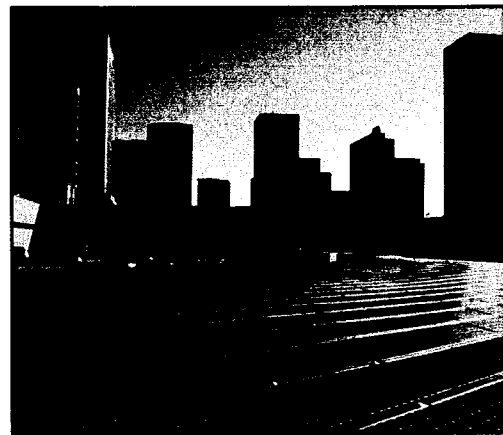
4. Alternative Energy Considerations

Development and redevelopment projects on the scale of those identified in document are supplementing the standard energy sources for lighting, heating and cooling, with alternative energy systems such as wind, solar, geothermal, biomass and methane. Individual buildings and large commercial developments are strongly accessing these alternative energy sources in combination with "**green building**" techniques.

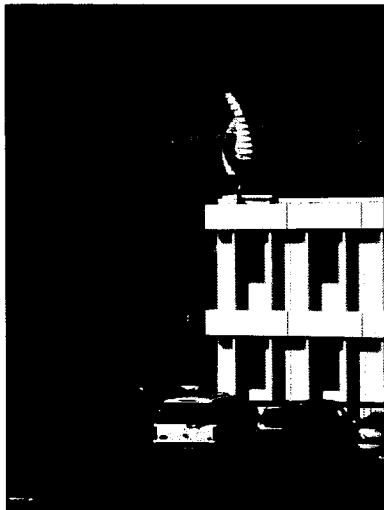
“LEED” building certification also guides the use of energy conservation methods to reduce the consumption of energy by HVAC systems in new and rehabilitated buildings. In the United States, LEED certification is recognized as a standard for measuring building sustainability. Achieving this certification demonstrates that the building meets the ideals of being “green.”



Roof top application of an older building in Philadelphia.



Solar panels on top of the Denver Convention Center.



A Helix Wind Turbine on top of a Lincoln, Nebraska Office

Conclusions

A successful **General Redevelopment Plan for Redevelopment Area #1** should guide redevelopment and development opportunities, while securing the viability of this Area as a combined Downtown and Highway commercial and industrial service area, while supporting adjacent residential uses. New construction should not imitate, but be compatible by similar materials, colors and heights exhibited by existing structures within, and adjacent the **Redevelopment Area.**

The City of Gibbon and the CDA should seek funding sources to create a revolving loan and/or grant program for the rehabilitation and improvement of buildings and public uses in **Redevelopment Area #1**. The demolition of existing buildings will enhance the visual appearance of the **Area**, making it more attractive for future development. Prior to transportation network improvements, the City should develop a plan to accommodate efficient infrastructure development and improvements.

The following identifies estimated costs for the improvement of various infrastructure features in Redevelopment Area #1.

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.

Ramped Curb Cuts

\$1,250 each

Sanitary Sewer

\$50 to \$60 per linear foot

Water Valves

\$750 each

Fire Hydrants

\$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 foot parking lot is \$15,000.

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 foot wide concrete alley is \$80 per linear foot.

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

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 an 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 \$30,680.

Public and Private Foundations

This **General Redevelopment Plan** addresses numerous community and economic development activities for **Redevelopment Area #1**, in Gibbon, 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

Gibbon, Nebraska
General Redevelopment Plan
Gibbon Redevelopment Area #1

Community Development Block Grants - Re-Use Funds
Local Lender Financing
Owner Equity
Small Business Association-Micro Loans
Community Assistance Act
Donations and Contributions
Intermodal 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
Burlington Northern Santa Fe 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

GENERAL REDEVELOPMENT PLAN AMENDMENTS

PROJECT NAME / LOCATION AND COST

RESOLUTION #

1.	_____	_____
	\$ _____	
2.	_____	_____
	\$ _____	
3.	_____	_____
	\$ _____	
4.	_____	_____
	\$ _____	
5.	_____	_____
	\$ _____	
6.	_____	_____
	\$ _____	
7.	_____	_____
	\$ _____	
8.	_____	_____
	\$ _____	
9.	_____	_____
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10.	_____	_____
	\$ _____	