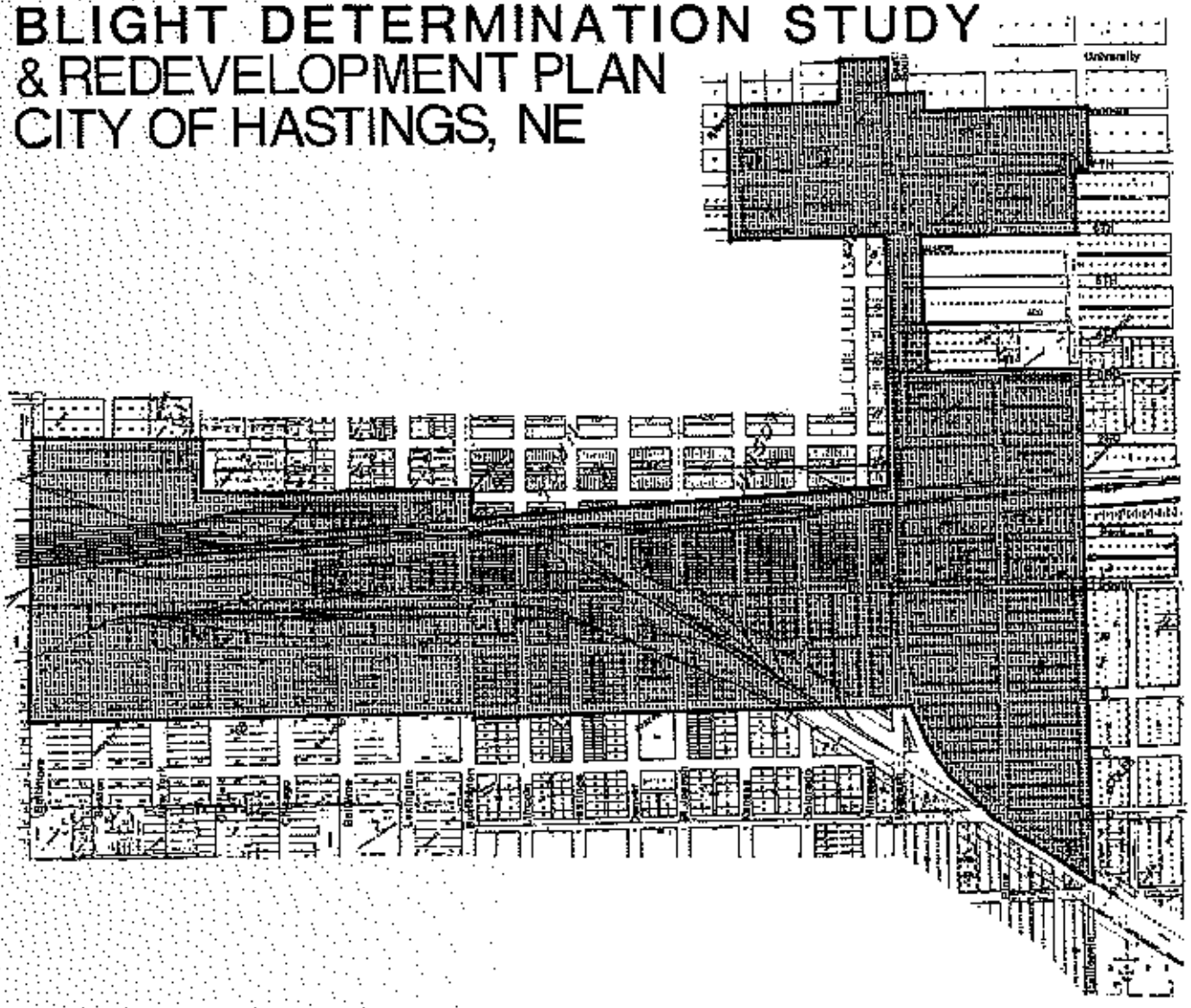
COMMUNITY REDEVELOPMENT AUTHORITY PROJECT AREA BLIGHT DETERMINATION STUDY & REDEVELOPMENT PLAN CITY OF HASTINGS, NE



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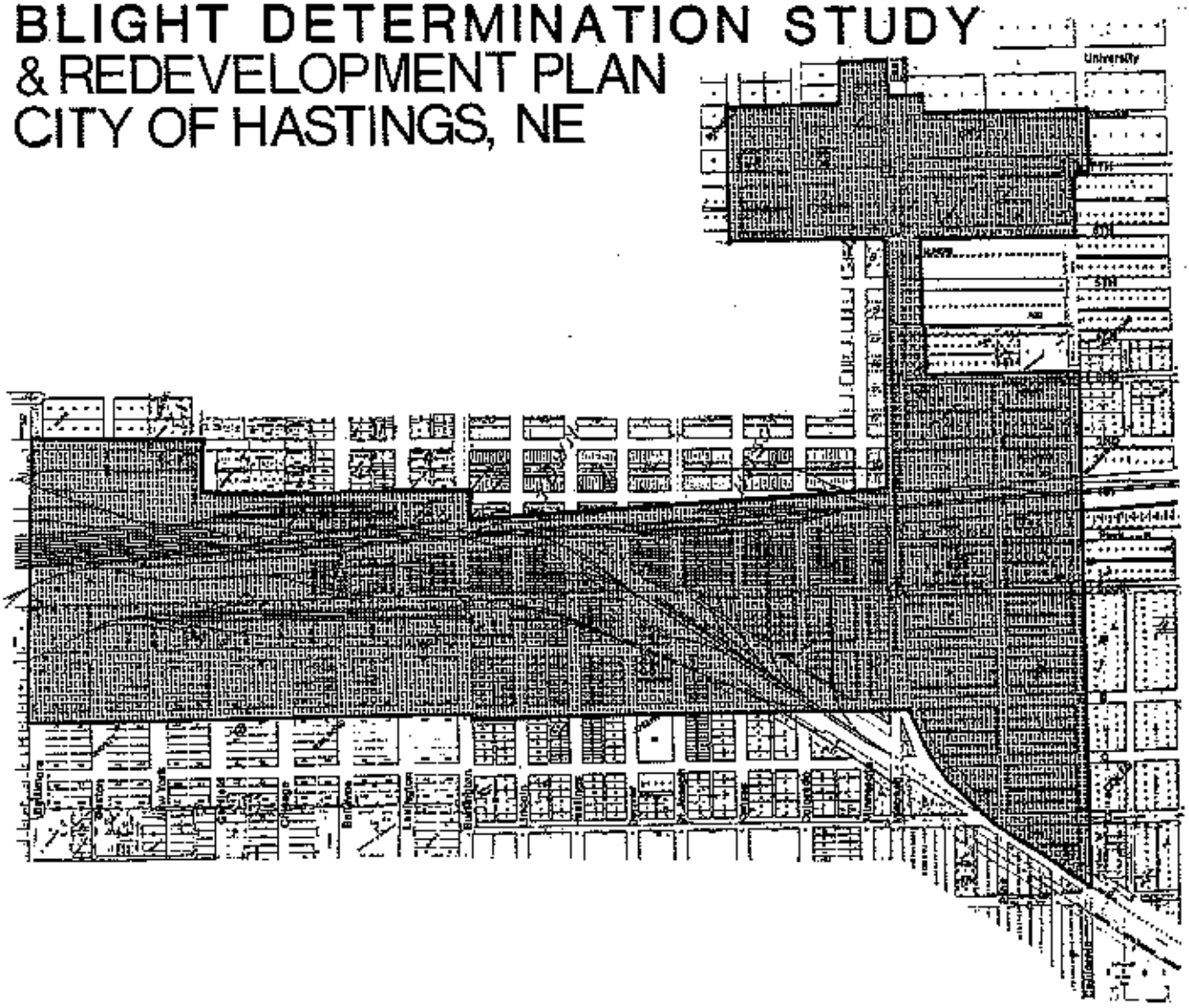

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BLIGHT DETERMINATION STUDY AND REDEVELOPMENT PLAN HASTINGS, NEBRASKA

PREPARED BY:

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FOR THE:
CITY OF HASTINGS
COMMUNITY REDEVELOPMENT AUTHORITY

MAY, 1990

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BLIGHT DETERMINATION STUDY

EXECUTIVE SUMMARY

Purpose of Study/Conclusion

The purpose of this study is to determine whether all or part of the designated project area in Hastings, Nebraska qualifies as a blighted area within the definition set forth in the Nebraska Community Development Law, Section 18-2102.

The findings presented in this report are based on surveys and analyses conducted for an area bounded by 1st, 2nd, 3rd Streets and University Avenue on the north, Baltimore Avenue on the west, California Avenue on the east and "B" Street and East Side Boulevard on the south. This 74-block area, hereafter shall be referred to as the "project area".

This evaluation included a detailed exterior structural survey of 452 structures within the project area; a parcel-by-parcel land use inventory; a field reconnaissance of the entire project area, meetings with city department staff members and a review of pertinent reports and documents containing information which could substantiate the existence of blight.

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; or

10. The existence of conditions which endanger life or property by fire or other causes; or

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 is detrimental to the public health, safety, morals, or welfare in its present condition or use."

12. In addition, at least one of the following conditions must be prevalent:

-Unemployment in the project or designated area is at least one hundred twenty percent (120%) of the state or national average;

-The average age of the residential or commercial units in the area is at least forty years;

-More than half of the plotted and subdivided property in an area is unimproved land that has been within the City for forty years and has remained unimproved during that time;

-The per capita income of the area is lower than the average per capita income of the city or village in which area is designated; or

-The area has had either stable or decreasing population based on the last two decennial censuses.

It may be concluded the mere presence of a majority of the stated factors may be sufficient to make a finding of blight, however, this evaluation was made on the basis the blighting factors must be present to an extent which would lead reasonable persons to conclude that public intervention is appropriate or necessary. Secondly, the distribution of blighting factors throughout the project area must be reasonable so that basically good areas are not arbitrarily found to be blighted simply because of proximity to areas which are blighted.

On the basis of this approach, all of the project area is found to be eligible within the definition set forth in the legislation. Specifically:

Of the twelve factors set forth in the Nebraska Community Development Law, five (5) are present to a significant extent and five (5) are present to a reasonable, but more limited extent. The factors relating to tax or special assessment exceeding the fair value of the land and defective or unusual condition of title had little or no presence.

The blighting factors which are present are reasonably distributed throughout the project area with the greatest concentration within the triangular-shaped residential and industrial areas bounded by the Chicago, Burlington and Quincy Railroad, St. Joseph and Grand Island Railroad and California Avenue and the least concentration within the improved public areas including governmental and mall areas.

Strong Presence of Factor

Deteriorating or deteriorated structures are evident to a significant extent throughout the project area. A total of 86.2 percent of the structures surveyed were found to be blighted or "substandard". In addition, 13.7 percent of the structures surveyed, received a "major substantial" rating. The highest frequency of blight was recorded for the structural type "industrial", followed by the types "residential" and "commercial".

Improper subdivision or obsolete platting is present in the majority (58.78%) of the blocks within the project area. Conditions contributing to this factor include: small blocks, blocks platted with narrow lots, lots of irregular size and orientation, development in the railroad right-of-way and resubdivided lots.

Conditions which endanger life or property by fire and other causes are present to a significant extent throughout the project area. Conditions contributing to this factor include: excessive debris, inappropriate frame construction (housing units and buildings) and vacant/partially vacant houses and buildings and limited vehicular and pedestrian accessibility.

The Nebraska Community Development Law includes in its statement of purpose and additional criterion for a finding of blight, viz, "economically or socially undesirable land uses". Conditions which are considered to be economically and/or socially undesirable include: (a) functional obsolescence, (b) economic obsolescence, (c) incompatible uses or mixed-use relationships, and (d) excessive dwelling unit density. Economically and/or socially undesirable land uses are present to a significant extent throughout the 74-block project area.

In addition, two of the required five additional blight factors have a strong presence in the project area; the average age of the residential or commercial units in the area is at least forty years and the per capita income of at least 90.0 percent of the project area is lower than the average per capita income of the City of Hastings.

Reasonable Presence of Factor

Existence of defective or inadequate street layout is present to a reasonable extent throughout the project area. Only 10.5 percent of the land in the project area is available for development, with the remainder devoted to streets and right-of-ways. This limits potential for most types of contemporary commercial, industrial and residential development.

Faulty lot layout exists to a significant extent throughout the project area. Conditions contributing to the presence of this factor include; under utilization of land close to the core of the city; small, long and narrow lots; property with inadequate provision for off-street loading and service, lack of planned open space; and inefficient/ineffective building development.

Insanitary and unsafe conditions exist throughout the project area. Conditions contributing to this factor include commercial and mixed-use buildings; deteriorating residential units; vacant buildings and floor space; declining condition of surface parking lots; improper roof structure/drainage; excessive debris; poor railroad right-of-way composition; and evidence of vagrants.

Deterioration of site improvements is present to a reasonable extent throughout the 74-block project area. Contributing conditions include; deterioration of alleys; deterioration of sidewalk sections; and in paved and poorly maintained parking lots.

Diversity of ownership is reasonably present throughout the project area. This condition complicates land assembly and can substantially arrest potential of sound community growth and development.

Conclusion

Table 1 graphically displays to what degree the project area was determined blighted. Overall the subject project area is determined to be almost 70 percent blighted, based upon the criteria identified in Table 1.

The conclusion of the consultant engaged by the City of Hastings is the number, degree and distribution of blighting factors as documented within this report are beyond remedy and control solely by regulatory process in the exercise of 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, the findings of this Blight Determination Study warrant designating the Project Area both "substandard" and "blighted", as set forth in the Community Development Law, Nebraska Revised Statutes Supplement, 1982, Section 18-2101.

CITY OF HASTINGS
BLIGHT FACTORS
AREA WIDE
PRELIMINARY
COMMUNITY REDEVELOPMENT AUTHORITY PROJECT AREA

Blight Factors

	1.	A substantial number of deteriorated or deteriorating structures.	■
	2.	Existence of defective or inadequate layout	◘
	3.	Faulty lot layout in relation to size, adequacy, accessibility or usefulness.	◘
	4.	Insanitary or unsafe conditions.	◘
	5.	Deterioration of site or other improvements.	◘
	6.	Diversity of Ownership.	◘
*	7.	Tax or special assessment exceeding the fair value of land.	○
	8.	Defective or unusual condition of title.	○
	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 ◘

No Presence of Factor ○

* Factor investigated utilizing randomly selected sample

The conclusion presented in this report are those of the consultant engaged by the City of Hastings to examine whether conditions of blight exist. The local governing body should review this report and, if satisfied with the summary of findings contained herein, may adopt a resolution making a finding of blight and making this report a part of the public record.

1. BASIS FOR REDEVELOPMENT

For a project in Hastings, Nebraska to be eligible for redevelopment under the Nebraska Community Development Law, the area must first qualify as a "substandard area" or as a "blighted area" within the definition set forth in the law. This study has been undertaken to determine whether conditions exist which would warrant designation of the project area as a "blighted area" in accordance with provisions of the law. 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; or

10. The existence of conditions which endanger life or property by fire or other causes; or

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 is detrimental to the public health, safety, morals, or welfare in its present condition or use."

12. In addition, at least one of the following conditions must be prevalent:

-Unemployment in the project or designated area is at least one hundred twenty percent (120%) of the state or national average;

-The average age of the residential or commercial units in the area is at least forty years;

-More than half of the plotted and subdivided property in an area is unimproved land that has been within the City for forty years and has remained unimproved during that time;

-The per capita income of the area is lower than the average per capita income of the city or village in which area is designated; or

-The area has had either stable or decreasing population based on the last two decennial censuses.

The consultant for the Hastings Blight Determination Study was guided by the simple premise that a finding of blight must be defensible and that sufficient evidence of the presence of blighting factors should exist so that members of the Hastings City Council (local governing body), acting as reasonable and prudent persons, could conclude that public intervention is necessary or appropriate. Therefore, each factor was evaluated in the context of the extent of its presence, and the collective impact of all factors found to be present.

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

2. THE PROJECT AREA

The blighted determination project area comprises 74-blocks and covers an estimated 294.8 acres of land in south-central Hastings. As identified in Illustration 1, (Location Map), several situations exist where a single land use area is comprised of several blocks. The project area is bounded by 1st, 2nd, 3rd Streets and University Avenue to the north, Baltimore Avenue to the west, "B" Street/East Side Boulevard to the south and California Avenue to the east.

Illustration 2 identifies the existing land use within the project area. The project area contains a wide range of land uses, including retail, public, secondary and supporting commercial, auto-oriented commercial, commercial services, offices, warehousing, salvage yards, industrial, railroad right-of-way and residential. The most predominate land use is residential, followed by industrial and commercial. Public land uses exist in randomly scattered large parcels ranging in size from two-lots to one city block. Predominate public land uses within the project area include the St. Michael's Elementary School and several community churches.

Residential land usage, as identified in Illustration 2, is located in the extreme northern, southern, and eastern portions of the project area. Residential property in this area is predominately single family with scattered multiple family and duplex dwelling units. The housing stock in these areas included masonry, brick and frame construction, with the majority of structures ranging in age from 50 to 100 years.

The commercial structures which are scattered throughout the project area are primarily of two basic types; single and two stories. The buildings which are predominately 50+ years, are constructed from brick, steel and frame.

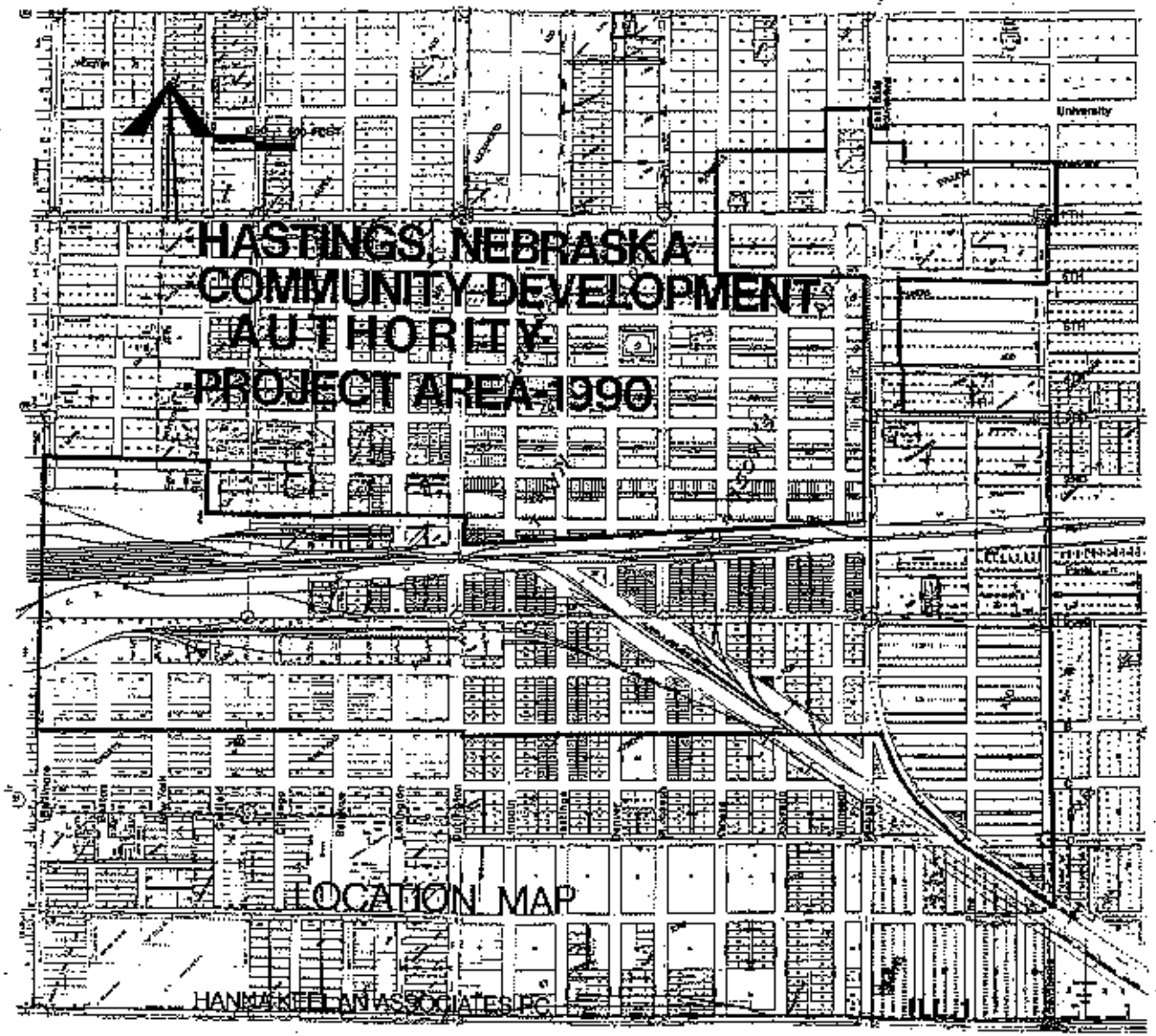
Industrial land use and building types, as identified in Illustration 2, exist primarily within the triangular-shaped area bounded by the Chicago, Burlington and Quincy Railroad, St. Joseph and Grand Island Railroad and East Side Boulevard, in addition to the development occurring along the railroad right-of-way. Predominate industrial land uses include the Adams County Grain Elevator, several manufacturing buildings, warehousing, storage and salvage yards.

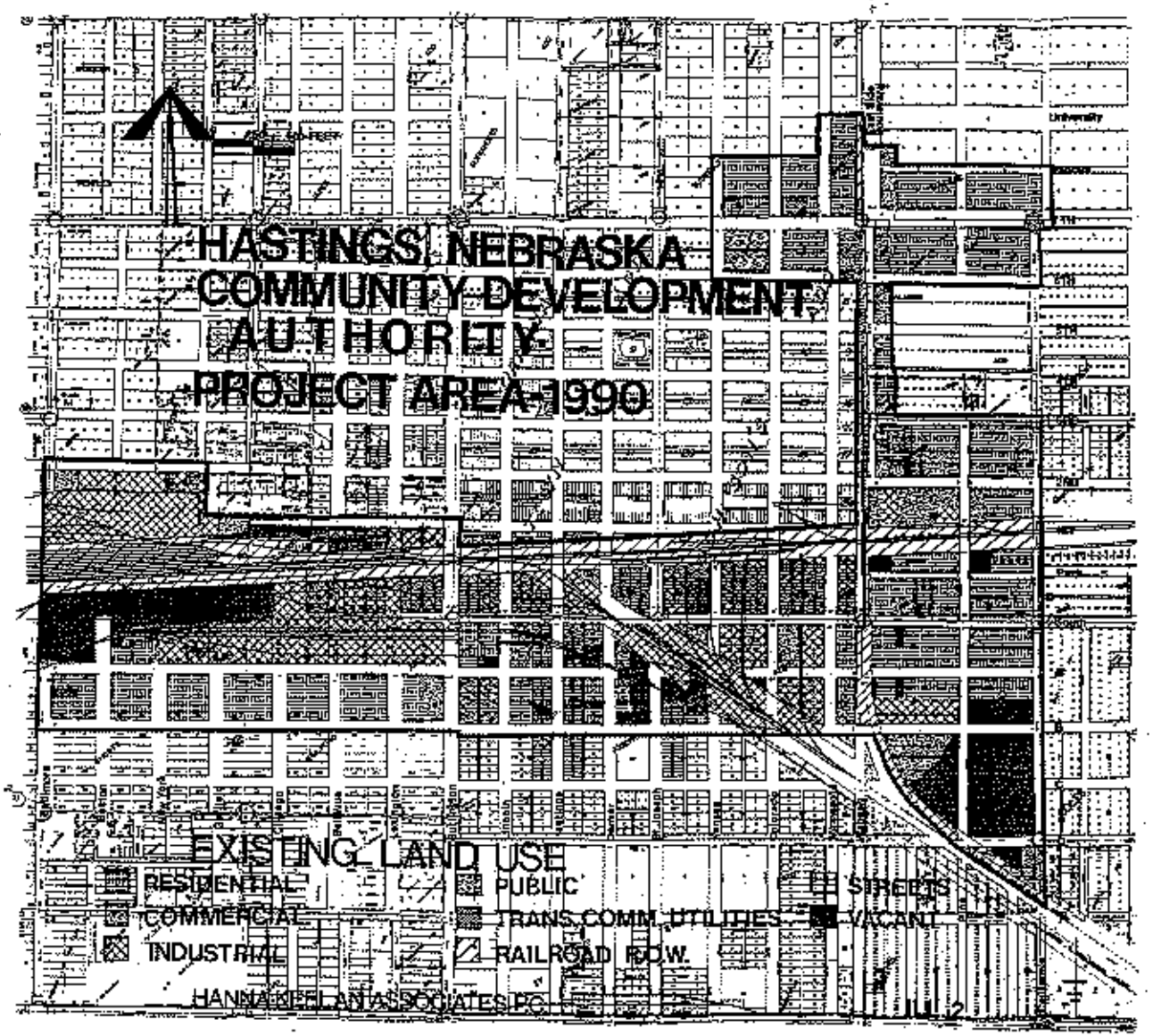
Table 2 statistically identifies the existing land use patterns within the project area, in terms of number of acres and percentage of total for all existing land uses.

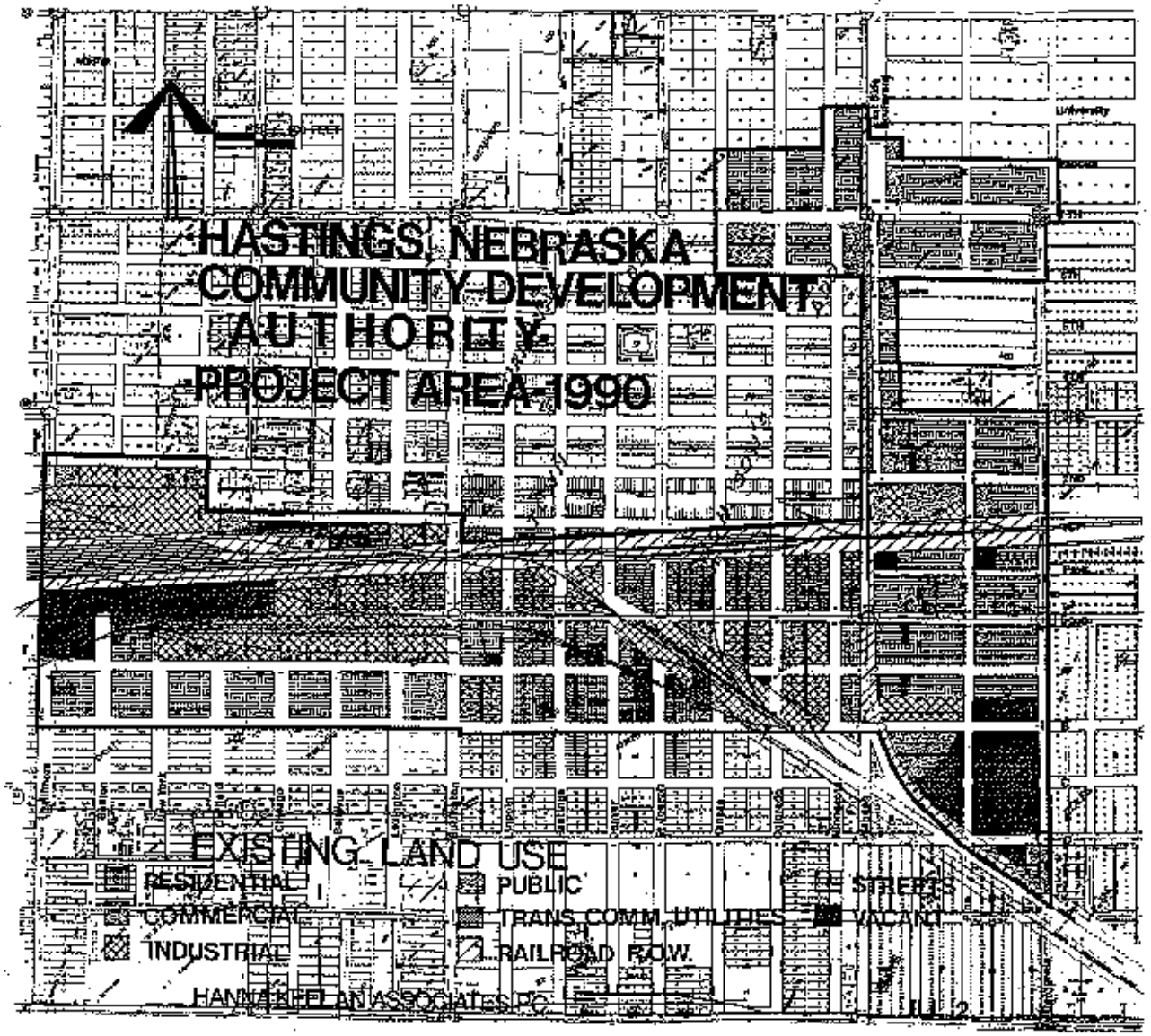
The study contains both new and refurbished buildings but, overall, there exist many buildings, housing structures and out-buildings with major structural deficiencies, functional and economic obsolescence and with difficult to correct problems related to current code requirements.

Numerous examples of land use incompatibility exists within the project area. A total of seventy-three (73) parcels of incompatible land use were identified, via consultant field survey. The majority (65) of these were residential land uses located in predominantly industrial and railroad right-of-way land use areas.

Illustration 3 identifies the existing zoning districts within the project area. Several cases of obsolete zoning exists in the area, whereby present zoning classification has had little or no influence on the development of the area and/or present zoning districts have forced the classification of several developed parcels to be nonconforming land use types. The primary example of this exist with residential land use in industrial zoned areas.


HASTINGS, NEBRASKA
COMMUNITY DEVELOPMENT
AUTHORITY
PROJECT AREA 1990
LOCATION MAP
HANNA:KEELAN ASSOCIATES, P.C.


HASTINGS, NEBRASKA
COMMUNITY DEVELOPMENT
AUTHORITY
PROJECT AREA 1990
EXISTING LAND USE
RESIDENTIAL
COMMERCIAL
INDUSTRIAL
PUBLIC
TRANS.COMM. UTILITIES
RAILROAD R.O.W.
STREETS
VACANT
HANNA:KEELAN ASSOCIATES, P.C.


HASTINGS, NEBRASKA
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PROJECT AREA 1990
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COMMERCIAL
INDUSTRIAL
PUBLIC
TRANS. COMM. UTILITIES
RAILROAD R.O.W.
STREETS
VACANT
HANNEKEN PLAN ASSOCIATES, P.C.

TABLE 2
CITY OF HASTINGS
EXISTING LAND USE
COMMUNITY REDEVELOPMENT AUTHORITY
PROJECT AREA

Land Use	Acres/Percent
Residential	66.0/25.0%
Commercial	25.1/9.5%
Industrial	47.8/18.1%
Public/Quasi Public	5.1/1.9%
Transportation, Communications and Utilities	0.2/0.1%
Streets and Alleys	82.0/31.1%
Railroad Right of Way	37.5/14.2%
Total Developed	263.7/89.5%
Vacant	31.1/10.5%
Total Acreage	294.8

Source: Hanna:Keelan Associates, P.C., Field Survey, 1990

3.RESEARCH APPROACH

The research approach implemented for the Hastings Blight Determination Study include an area-wide assessment of the blight determination factors identified in the Nebraska Community Development Law. In brief, factors which were investigated as to condition included streets, alleys, sidewalks, driveways and other transportation systems, open spaces, parking areas, exterior structural condition, individual building economics and insanitary and unsafe conditions of individual structures and properties, property ownership and taxation status.

The assessment of the aforementioned factors was implemented utilizing an area-wide examination process over a random-sampling process, in an attempt to reduce errors associated with conducting a random sampling method. In addition, an area-wide assessment provides the consultant with a more accurate understanding of the project area and allows for more informed conclusions and recommendations about the project area.

4. ELIGIBILITY SURVEY AND ANALYSIS FINDINGS

An analysis was made of each of the building factors listed in the legislation to determine whether each or any are present in the project area, and if so, to what extent and in what locations.

What follows is the summary evaluation of each factor presented in the order of their listing in the law.

(1) Deteriorated or Deteriorating Structures

The rating of building conditions is a critical step in determining the eligibility of an area for redevelopment. It is important 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.

This section summarized the process used for assessing building conditions in the project area, the standards and criteria used for evaluation and the findings as to the existence of deteriorating or deteriorated structures.

The building condition analysis is based on the exterior inspection of 452 structures within the project area, to note structural deficiencies in individual buildings and to identify related environmental deficiencies for individual sites or parcels within the project area. The Structural Site Conditions Survey Form is identified in Appendix I.

1. Buildings Component Evaluated
   During the field survey, each component of a subject building was examined to determine whether it was in sound, minor deficient, major deficient or sub-standard condition. Building components examined were of two types:

   -Primary Components. These components include the basic elements of any structure: foundation walls and girder; load bearing walls; and columns and roof and roof structure.

   -Secondary Components. These are components generally added to the primary structural components and are necessary parts of the building, including windows and window units, doors and door units, chimneys and gutters and downspouts, porches, steps, fire escape, etc.

2. Criteria for Classifying Defects for Building Components
   Primary and secondary components were evaluated separately as a basis for determining the overall conditions of individual structures. This

evaluation considered the relative importance of specific components on the exterior of the building, and the effect that deficiencies in components will have on the remainder of the structure.

3. Building Component Classifications

The four categories used in classifying building components and systems and the criteria used in evaluating structural deficiencies are described below.

-Sound. Building components which contain no defects, are adequately maintained, and require no treatment outside of normal ongoing maintenance.

-Deficient - Requiring Minor Repair. Building components which contain defects (loose or missing material or holes and cracks over a limited area) which often can be corrected through the course of normal maintenance. Minor defects have no real effects on either structural or architectural components and 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 components. Minor defects are not considered in rating a building as structurally substandard.

-Deficient - Requiring Major Repair. Building components which contain major defects over a widespread area and would be difficult to correct through normal maintenance. Buildings in the major deficient category would require replacement or rebuilding of components by people skilled in the building trades.

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

4. Final Building Rating

After completion of the building condition surveys, each individual building was placed in one of four categories based on the combination of defects found in various structural and architectural building components and mechanical systems. Each final rating is described below.

-Sound. Sound buildings can be kept in a standard condition with normal maintenance. Buildings so classified have less than four minor defects.

-Deficient-Minor. Buildings classified as deficient - requiring minor repairs - have more than three minor defects, but less than one critical defect.

-Deficient-Major. Buildings classified as deficient - requiring major repairs - have at least one critical defect, but less than two critical defects.

-Substandard. Structurally substandard buildings contain defects which are so serious and so extensive that the building must be removed. Buildings classified as structurally substandard have two or more critical defects. Critical defects are as follows:

Structural. Each of four primary structural components can receive a rating of one critical defect. Two primary structural components, each receiving a rating of major defects, equals one critical defect.

Building Systems. Two building systems, each receiving a rating of a major defect, equals one critical defect.

Architectural. Four architectural components, each receiving a rating of a major defect, equals one critical defect.

The following combinations of major defects is equivalent to one critical defect.

One major defect in the structural components plus one major defect in the building systems equals one critical defect.

Two major defects in the architectural components plus one major defect in either structural components or the building systems equals one critical defect.

Minor deficient and major deficient buildings are considered to be the same as deteriorating buildings as referenced in the Nebraska legislation; substandard buildings are the same as deteriorated buildings. The words building and structure are presumed to be interchangeable.

5. Field Survey Conclusions

The condition of the 452 primary buildings studied within the project area was determined based on the findings of detailed surveys of each building. These surveys indicated the following:

- Sixty-two (62) structures were classified as structurally sound;
- Three hundred twenty-eight (328) structures were classified as deficient (deteriorating), minor defects;

- Twenty-seven (27) structures were classified as deficient (deteriorated), major defects; and

- Thirty-five (35) structures were classified as substandard (deteriorated).

The survey clearly indicated that a substantial number, 390 of 452 (86.2%), deteriorating or deteriorated structures exist throughout the study area.

The detailed results of the structural survey are identified in Appendix II; Field Survey Results.

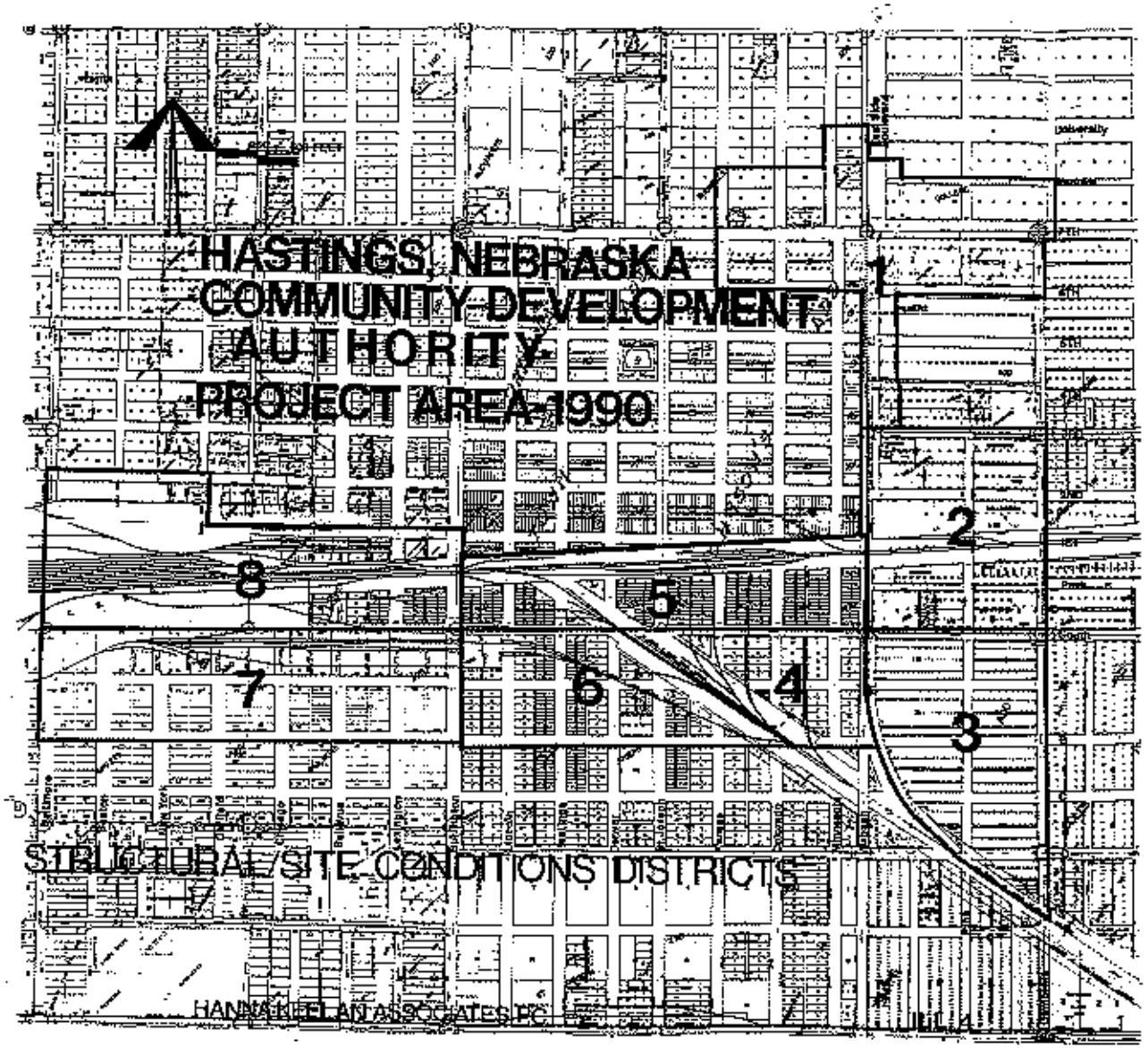
Conclusion

The results of the structural condition survey for the project area indicates deteriorating or deteriorated structures are evident to a significant extent throughout the project area. Table 3 identifies the results of the structural rating process per building type. The combined information of Illustration 4 and Table 4 identifies the structural and site conditions existing within specific areas of the project area.

TABLE 3
CITY OF HASTINGS
EXTERIOR SURVEY FINDINGS
COMMUNITY REDEVELOPMENT AUTHORITY
PROJECT AREA

Activity	Structural Rating: Sound	Deficient Minor	Deficient Major	Substandard	Total Structures	Total Blighted
Residential	37	249	23	17	326	289/88.6%
Commercial	19	44	2	7	72	53/73.6%
Industrial	4	31	2	11	48	44/91.6%
Public/Quasi-Public	2	4	0	0	6	4/66.6%
Total	62	328	27	35	452	390/86.2%
Percent	13.7%	72.5%	6.0%	7.8%		

Source: Hanna:Keelan Associates, P.C., Field Survey, 1990


HASTINGS, NEBRASKA
COMMUNITY DEVELOPMENT
AUTHORITY
PROJECT AREA-1990
1
2
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STRUCTURAL/SITE CONDITIONS DISTRICTS
HANNA:KEELAN ASSOCIATES, P.C.

TABLE 4

CITY OF HASTINGS
STRUCTURAL/SITE CONDITION SURVEY
COMMUNITY REDEVELOPMENT AUTHORITY
STUDY AREA

Planning Area	Number of Structures	Ave. Structural Rating*		Number of Sites	Ave. Site Rating*
1	117	2.71		119	2.03
2	94	2.69		98	1.49
3	45	2.93		51	1.86
4	18	1.78		18	1.00
5	26	2.07		28	1.29
6	47	2.23		63	0.87
7	83	2.77		86	1.99
8	11	3.18		14	1.93
*Total Structures	441	2.42	**Total Sites	477	1.56

Rating Scale

Structural
4 = Sound
3 = Deficient - Minor
2 = Deficient - Major
1 = Substandard

Site Condition
4 = Sound
3 = Deficient - Minor
2 = Deficient - Major
1 = Substandard

* Maximum Rating 4.0

Source: Hanna:Keelan Associates, P.C., Field Survey, 1990

* Primary structures, excluding out-buildings
** Combined vacant land areas

(2) Existence of Defective or Inadequate Street Layout

The project area street pattern, for the most part, consists of a grid system. Deviation from this grid pattern generally occurs in areas bisected by the Burlington Northern Railroad. The majority of the streets located within the project area range in size from 70 to 80 feet (width), however, it is not uncommon to observe 50 to 65 foot wide streets in residential areas.

Existing streets provide a high level of accessibility to the project area and greater downtown area. However, problem conditions exist which adversely affect the entire project area. Basic problem conditions include:

1. <u>The street system limits land area available for development</u>.
At the present time, the 74-block area contains a total of 12,841,488 square feet of land, or 294.8 acres. Of this total, an estimated 3,571,920 square feet (82.0 acres), or 31.1 percent, is utilized for streets and alleys, thus limiting land area available for development to less than three fourths (72.1 percent) of the project area.

   The amount of land area available for development purposes within each block, without vacating alleys or streets, limits potential for certain types of large scale, mixed use development that may otherwise be suitable for this area of Hastings. One obvious disadvantage of such a design is the lowered tax base in relation to the amount of streets and alleys which must be maintained by tax funds.

   A larger problem results from the difficulty of assembling tracts of land large enough to be economically feasible for development in todays market. The alleys, while comprising only 1.0 percent of the total land area, actually present as much of a barrier to redevelopment as do the streets. It should be noted, in areas of Hastings and other cities where redevelopment has occurred, it is common for alleys to be vacated. There are several examples of this in the project area, as can be observed on the Existing Land Use Map (Illustration 2).

2. <u>Limited Vehicular Accessibility</u>
The principal vehicular circulation system linkage of the project area with the majority of other points in U.S. Highway 281), four city arterial streets (2nd and 7th Streets, "B" Street and South Street) and two city collector streets (Pine Avenue and Hastings Avenue). Other streets in the project area provide less direct linkages to other parts of the City.

The project area is bisected in a north-south alignment by Burlington Avenue which carries a large volume of traffic into and through the City of Hastings from Interstate 80, Highway 34 and Highway 6. Even though this major arterial brings a large volume of traffic into and through the project area, the direction of traffic movement on the arterial results in limited convenient access to the properties in the project area.

The movement of traffic within the residential and industrial districts of the project area are hindered by the course of the Burlington Northern Railroad, resulting in several dead end streets. This type of street layout discourages vehicular movement within the project area. East and West bound traffic is best served by South Street which has a railroad crossing. North and south bound traffic are best accommodated by the Burlington Avenue underpass, however, on several occasions, the underpass has not been accessible for larger trucks.

The north-south bound Union Pacific Railroad creates a hazard for vehicular and pedestrian traffic at specific locations within the northern section of the project area. In particular, the intersection of this rail line with 7th Street creates a major barrier for east west vehicular traffic flow.

An uninterrupted grid street system provides ready access from all directions to specific locations within a city. However, as is evident in the project area, where built barriers interrupt the continuity of the grid, or where restrictions are placed upon the direction of traffic flows, accessibility to locations in the vicinity of these constraints can be seriously impaired. Good vehicular accessibility is important for most commercial and industrial enterprises and is desirable for residential development.

3. Pedestrian Vehicular Movement Conflicts

Because of the grid layout, pedestrian flow is interrupted by numerous intersections. There are 85 intersections within and bordering the project area. These intersections vary considerably in traffic flow, and many are not intersections which accommodate streets in all four directions. Although many of these are fully signalized, or have other traffic controls, conflicts often arise with turning vehicular as well as rail traffic.

In addition to vehicular interruptions, the physical condition of several sidewalks hinder the flow of pedestrian traffic. According to the field survey conducted by the consultants, eighty-nine (89) parcels of land did not have any sidewalks. Fifty-three (53) parcels had sidewalks which were in "poor" condition. Overall, 29.0 percent of the parcels surveyed had either no sidewalks, or sidewalks which were in "poor" condition.

4. Lack of Adequate Parking

With the increased use of the automobile as a mode of transportation, a strain has been placed on the urban infrastructure to accommodate not only car movement, but car parking as well. Because street layout and block development in the project area preceded this trend toward widespread use of the private automobile, adequate provision for parking is a major concern, not only for the present time, but also for the future sound growth of the area.

Some of the on-street parking spaces in the project area are diagonal spaces. Diagonal on-street parking is inherently more dangerous than parallel on-street parking, even though more parking spaces per length of curb can be accommodated using the diagonal method.

Many of the available on-street parking spaces, particularly along the dock areas on Denver and St. Joseph Avenue and on virtually all the streets north of South Street, are ill-defined and therefore subject to inconsistent public use and inconsistent police enforcement. This situation is a disadvantage to parking users and, ultimately, to owners in the area.

5. Deterioration of Railroad Right-of-Way

The railroad right-of-ways are located approximately 30 feet both sides of the railroad tracks. These railroad right-of-ways serve at least two purposes: (1) act as a safety mechanism; and (2) act as a sound buffer zone to adjacent sites.

Throughout the project area, the composition of the railroad right-of-way was considered to be in "fair" condition. This area was utilized in several ways, including storage, warehousing and place for excessive debris to collect.

It appears to be minimal, if any, enforcement of the Municipal Code provisions in these railroad right-of-ways, within the industrial districts of the project area.

Conclusion

One or more of the discussed conditions are present to a reasonable extent in all blocks within the project area.

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

Building use and condition surveys, property ownership and sub-division records, and field surveys have resulted in identification of several problem conditions associated with faulty lot layout in relation to size, adequacy, accessibility, or usefulness. The size and arrangement of lots within the project area has resulted in conditions which adversely affect the sound growth and development of the area. These problem conditions include:

1. Underutilization of land.
Numerous buildings in the project area are relatively inactive and are devoted to storage and warehousing. Parts or all of some buildings are vacant. There are also vacant land parcels within the project area. These conditions are identified in Illustration 2, Existing Land Use.

Underutilized land and buildings do little to contribute to the viability of the immediate and surrounding areas. In fact, such conditions can result in making the area a liability to the overall economic and social well-being of the entire community;

2. Multi-story structures constructed on small, narrow lots with no provision for off-street parking.
Many of the buildings in the project area were used previously for wholesaling, light manufacturing and processing. Such activities have tended to relocate on more spacious sites, often at the urban fringe. The demand for multi-story industrial buildings with small floor areas remains very limited today and is not likely to increase in the near future. The physical constraints imposed by such buildings are unacceptable in terms of contemporary manufacturing and materials - handling processes. Adequate parking for patrons and employees is a convenience which most business owners today consider important and necessary to the viability of their enterprises.

Many sites are too small to accommodate employee and patron parking. Efforts to provide required parking facilities have resulted in several small, scattered, multi-story office and commercial service facilities with limited capacity.

The absence of large single-floor facilities and the lack of provisions for parking are important factors which are hindering continued development of the land uses that have been traditionally located in the project area;

3. Inadequate provision for off-street loading and service.
Peripheral streets and alleyways provide virtually all loading and service access for commercial and industrial buildings in the project area. Because land coverage is high on these small sites, few buildings have adequate off-street loading areas.

The extensive provision of docks along both sides of Lincoln, Denver, and Hastings Streets results in major barriers to through traffic when semi-trailer trucks are backed against docks on both sides of the street;

4. Lack of planned open space.
With a shift in land use in a significant portion of the area towards office, commercial and residential uses, planning of open space becomes a concern. Because of excessive land use and lot coverage, courtyards, plazas and mini-parks are generally lacking in the area. These spaces provide a retreat from the normal work environment during lunch hours and break periods, and are generally a welcome attraction in the urban environment. Modern planning generally requires certain amounts of open space, addressing both current and future use; and

5. Inefficient building economics.
In addition to the problems resulting from the previously described street and alley system, the platting and subdivision of the blocks in the project area has resulted in individual lots which are very small by today's design standards.

At the time the original platting was accomplished, it was common for individual businesses to occupy and own small buildings which extended to the lot lines at the sides, to the public right-of-way in front, and sometimes to the alleyway in the rear. Each was a small, totally self-contained unit. Modern design would accommodate the same number of businesses, each with the same amount of public exposure, but as one of many occupants in a much larger structure and with a shared, centralized, loading and service area. The economics of the old style development are no longer viable. Neither of these developments are acceptable from a retailing and commercial standpoint.

The platting of lots at widths of 20, 25, and 50 feet has resulted in the construction of buildings with the same widths. The total number of individual structures is high, and the resulting operating costs are far higher than would be encountered with fewer but larger buildings.

This platting arrangement serves as a definite deterrent to unaided redevelopment.

Conclusion

Problems related to faulty lot layout are present to a reasonable extent in the majority of blocks within the project area.

(4) Insanitary and Unsafe Conditions

The field survey results from the structural condition analysis, along with other field data, provided the basis for this identification of insanitary and unsafe conditions in the project area. Factors contributing to insanitary and unsafe conditions are discussed below.

1. Commercial and Mixed-Use Buildings.
Most commercial buildings in the project area range in age from 50 to 100 years. When not adequately maintained or upgraded to present-day occupancy standards, buildings which are over 50 years old pose special safety and sanitary problems. Problem conditions found to exist include lack of primary and secondary egress from upper floors, or lack of second exit from ground floor, lack of mechanical or natural ventilation and non-proper storage of combustible materials in and near occupied areas. In addition, buildings were found to have seepage through foundations developing ideal conditions for insects and other infestations. Lack of maintenance of landings, steps, fire escapes, and other building components designed for occupant safety is apparent.

2. Residential Buildings.
Most of the single-family residential buildings are also 50 to 100 years of age, with many of the same problems associated with the commercial and mixed-use buildings in the project area.

3. Vacant Buildings.
Vacant or partially vacant structures exist to a reasonable degree throughout the project area. Apart from the many structural deficiencies prevalent in the vacant buildings, these properties evidence neglect and deferred maintenance.

In addition, the cost to upgrade vacant floor space, especially on upper floors, in compliance with existing codes may be prohibitive.

Insanitary and unsafe conditions associated with vacant structures are found to exist, including improper means or lack of egress from upper floors; widespread infestation of pigeons and associated debris; and general lack of maintenance. These conditions impact occupied floors of partially vacant buildings due to water seepage, rodents or insects, and dust and dirt accumulation.

4. Surface parking lots.
Within the project area there are several parking lots which are unpaved. These are characterized by irregular gravel surfaces with many depressions. The lack of maintenance and the ambient dust conditions of these areas are detrimental to abutting properties and represent an insanitary and unsafe condition.

5. Excessive Debris.
Beer cans, broken bottles, and other types of debris were found strewn throughout the alleys in the project area. Several loading docks in the area were unkempt and littered with crates and boxes, many with deteriorated or deteriorating surfaces. These docks, although used by individual owners, are in the public right-of-way. The debris is not only unsightly, but also promotes certain safety hazards.

6. Vagrants.
Evidence of vagrants was found in portions of the project area, especially in areas in close proximity to railroads or industrial docks. Vagrants have created problems through vandalism, breaking into vacant structures and leaving debris in alleys.

Conclusion

Insanitary and unsafe conditions are present to a reasonable extent in an estimated 230 of 488 sites within the project area.

(5) Deterioration of Site Improvements

Field observations were performed to determine the condition of site improvements within the project area, including streets, alleys and sidewalks, and off-street parking. Appendix II documents the present condition of these improvements.

There are several blocks of unpaved streets in the extreme southeastern corner of the project area. A majority of these streets exist where industrial or warehousing facilities are located, however several unpaved streets are located in residential areas. Deteriorating streets are scattered throughout the entire project area. The total percentage of parcels having unpaved and/or deteriorating streets is 69.0 percent.

The deterioration of sidewalks and the absence of sidewalks contributes to the blight conditions within the project area. The location of the deterioration of sidewalks is in evidence throughout the project area. Many of these deteriorated sidewalks are in need of repair now, and certainly will continue to deteriorate if left unrepaired. The deterioration of sidewalks is predominantly located in the residential areas throughout the project area, and is often in conjunction with existing unpaved streets. The total percentage of parcels having no or deteriorating sidewalks, within the project area, is 60.2 percent.

In general, where railroad sidetracks cross streets or where the sidetracks share the public right-of-way, there is the need for major improvements. In general, streets at these points have deteriorated badly, resulting in rough driving surfaces.

Deteriorated alleys and off-street parking lots exist throughout the project area. Several alleys have patched, irregular, and uneven surfaces, and are in need of major reconstruction or resurfacing. Conditions of parking lots are similar to those noted for alleys. Parking areas with permanent surfaces are cracked and uneven. Parking lots without permanent surfacing exhibit rutting and generally poor maintenance. Some loading docks in the area have surface and sub-surface damage resulting from standing and seeping water.

Conclusions

Deterioration of site improvements is present to a reasonable extent in the majority of the project area.

(6) Diversity of Ownership

The majority of the blocks within the project area have originally been platted into several smaller lots. Several blocks in the extreme southwestern section of the project area, an area mostly characterized by residential development, have been originally platted into twelve lots. Some of the easterly fringe lots of the project area, which has mostly been an industrial and residential district, was platted into smaller lots. The average number of original lots per block ranges from 15-25 lots.

It would normally be expected, over the nearly 100 years of development in this area, many lots would have been assembled by larger users and the number of owner per block would now average no more than 3 or 4. Presently, however, this is not the case in the designated project area. Forty-three percent (43%) of the blocks in the project area have six or more owners. Fifty-five percent (55%) have 4 or more owners. The average number of owners per block is an estimated 5.7.

This diversity of ownership makes redevelopment difficult. The assemble of larger sites is difficult to accomplish when the number of properties to be secured is several.

The total number of owners in the project area is estimated to be 370 to 400. The situation is worsened by the fact that several of those blocks with only one or two owners are owned by public or institutional users, or are owned by and utilized for activities associated with the railroad systems. The remaining properties, which are privately held and which would be the most likely candidates for redevelopment, rarely have fewer than four owners in one block.

The blocks with unusually large numbers of owners are scattered throughout the residential districts of the project area. The majority of the one and two ownerships are generally located within the industrial and commercial districts - especially areas adjacent to the railroad.

Land assemblage is an absolute necessity for major redevelopment. Without it, only small, individual renovation activities of existing buildings is possible. In order for the kinds of redevelopment to occur which are currently desirable, economically feasible, which will attract financial support and the public patronage required to repay such financial support; it is necessary to assemble larger parcels of property. Such assemblage is most difficult without public intervention and constitutes one of the greatest deterrents to significant redevelopment within the project area.

Conclusion

Diversity of ownership in the project area is a reasonably present blight factor.

(7) Tax Assessment Delinquency Exceeding the Fair Market Value of Land

A random sampling of public records was undertaken to determine the status of real estate taxes of properties located within the project area.

1. Delinquent Taxes.
Public records have been examined for the purpose of determining the extent of delinquent taxes currently outstanding on several parcels within the project area. All properties examined had property taxes paid through fiscal year 1988. Property taxes for fiscal year 1989 are due on May 1, 1990.

2. Real Estate Taxes.
The tax values within the project area generally appear to be appropriate in relation to market values of the properties.

It must be recognized, of the 488 properties studied, it is estimated 15, or three percent (3.0%) are exempt from taxation. Most of the exempt properties are owned by governmental subdivisions or churches.

Conclusion

There are some indications of problems, however, financial burdens upon properties in the overall project area would not appear to be sufficient to constitute a blighted factor.

(8) Defective or Unusual Condition of Title

Examination of individual deeds and encumbrances was undertaken as a part of this Blight Determination Study. An examination of property ownership data did not provide any basis for identifying any defective or unusual conditions of title. This factor is not found to be prevalent as a blighting factor.

(9) Improper Subdivision or Obsolete Platting

An indepth analysis of the project area indicates that improper subdivision and obsolete platting is a constraint throughout the project area.

A total of 37 blocks, or 50.0 percent of the total blocks within the project area, are bisected by narrow east-west and north-south alleys, ranging in width from only 8 feet to a maximum of 10 feet.

The majority of the blocks in the project area have experienced some degree of subdividing, since original platting, due to the present existence of small, narrow and irregular size lots and the site orientation of lots. The present platting of lots in these blocks can be considered improper and obsolete for the type of commercial, office, industrial or residential development most suitable to the area's commercial, industrial and residential areas.

Efforts to overcome problems of inadequate subdivision and obsolete platting and to secure sites of reasonably adequate size and shape for modern development purposes, require the assemblage of adjacent parcels. This assemblage of parcels is complicated due to the numerous subdivisions and property owners within the project area.

Conclusion

The number and size of subdivision parcels, together with public alleys inhibits sound growth and development within the 74-block project area, are scattered throughout the project area. There exists a strong presence of improper subdivision or obsolete platting throughout the project area.

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

1. Inadequate provisions for or lack of means of egress.
Potential life threatening conditions exist in many buildings which lack adequate means of egress. Of particular significance are multi-use buildings which are commercial and/or retail on the first floor and residential or vacant on the upper floors. In one-story buildings, rear or secondary exists are found to be permanently locked or lacking altogether.

2. Frame Buildings.
Some of the commercial, industrial and retail buildings within the area are of wood frame or partial wood frame construction. In many cases, the framing has been left exposed and should be protected by a sprinkler system or covered with proper fire-resistive materials. There are significant wood framed single and two-story residential buildings which are in need of structural repair or fire protection, as well. These buildings have been determined to be deficient or substandard, in all instances.

3. Vacant buildings and partially vacant buildings.
The project area contains several vacant and partially vacant buildings as determined by the structural conditions survey and by a visual exterior inspection. Many of the conditions cited in this section are prevalent in these structures. These structures also promote vandalism, vermin, insect infestation, and other hazards which, because of the lack of proper maintenance, endanger adjacent properties.

Conclusion

The conditions which endanger life or property by fire and other causes, while strong in presence in the primary residential, industrial and commercial areas, are sufficiently distributed throughout the project area.

(11) Other Environmental and Blighted 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.

Substantial public improvements have occurred throughout the project area over the last twenty plus years. A few of these include street, sidewalk and landscape improvement, commercial and industrial development, residential development and public facility development. Private development has been undertaken on a piece-meal basis and most opportunity for redevelopment capable of carrying its own financial weight has already been accomplished within the project area. Without some type of public assistance and coordination of effort, a difficult challenge will be rendered for future private projects to be successful ventures. Numerous problems, or obstacles, exist for comprehensive redevelopment efforts by the private sector in the project area; problems that only public assistance programs can help remedy. These include removal of vacant dilapidated structures and upgrading of deteriorating streets, sidewalks and railroad crossings. These types of programs are proven stimulants to the creation of successful private developments.

1. Incompatible Uses or Mixed Use Relations

The project area is divided into six different zoning districts. These include one residential district, R-3, three commercial districts, C-1, C-2 and C-3 and two industrial districts, I-1 and I-2.

Within the project area, conditions exist in which structures and sites have uses that are incompatible with the zoning district in which they are located. For example, residential zones adjacent to industrial zones. This type of incompatible land use is most apparent along railroad right-of-ways and in the extreme eastern sections of the project area.

The project area in its entirety contains mixed and incompatible land uses and undesirable mixed uses. The industrial districts includes non-compatible commercial establishments, with primary commercial districts containing residential properties. This is particularly evident in the northern portion of the project area.

2. Economic and Functional Obsolescence

Structures traditionally have been built for specific uses. The design, location, height and internal arrangement are intended for a specific occupancy or use. Structures become obsolete when they contain characteristics or deficiencies which limit the use and marketability of such buildings. The project area contains a significant number of structures which have become functionally obsolete. The industrial and commercially zoned areas contain buildings which were originally built for wholesaling, manufacturing and processing. Many of these structures are multi-storied with relatively small floor areas. There also exists a number of commercial buildings constructed on small lots (50' widths and less) which were originally constructed for retail operations. The residential areas also contain a number of structures built on small lots (30' widths and less).

As identified in Illustration 2, Existing Land Use, a total of 24 blocks, or 32.4 percent of the 74-blocks in the project area have either vacant lots or vacant structures. Vacant structures and/or lots are one of the indications of both functional and economic obsolescence.

(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 project area 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 or subdivided property in an 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 project area 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 census.

Two of the aforementioned criteria are prevalent within the designated blighted area.

A. <u>The average age of the residential or commercial units in the area is at least forty years</u>.
According to the field survey conducted by the consultant in February, 1990, 92.3 percent of the residential structures within the study were identified as being built prior to 1940, of which, 7.6 percent were constructed before 1890.

An age estimation for commercial structures within the project area revealed that 54.1 percent of the buildings were constructed prior to 1940, and 5.5 percent were constructed 100+ years ago.

The average age of the residential and commercial structures within the project area meets and exceed the forty years average age requirement set forth for blight determination purposes.

B. The per capita income of the project area or designated blighted area is lower than the average per capita income of the city in which the area is designated.

In conjunction with the City's 1989 Community Development Block Grant (CDBG) application, the City of Hastings conducted a survey to identify the income status of residents within the project area, less the estimated eight block area located within the 7th Street corridor area. According to the survey results, 64 percent of the persons within the project area have incomes at or below the low- and moderate income thresholds for Adams County, including the City of Hastings.

Conclusion

Two of the five blight determination criteria are prevalent within the project area.

5. DETERMINATION OF PROJECT AREA ELIGIBILITY

The project area meets the requirements of the Nebraska Community Development Law for designation as a "blighted area". There is a reasonable distribution of at least ten of the twelve factors present in the 74-block project area. These include:

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 improvements;
6. Diversity of ownership;
7. Improper subdivision or obsolete platting or land-uses;
8. Existence of conditions which endanger life or property by fire or other causes;
9. Other environmental and blighting factors; and
10. The average age of the residential and commercial units in the area and the per capita income of the project area is lower than the average per capita income of the city.

Although all of the above listed factors are reasonably present in the project area, the conclusion of the consultant is the substantial number and distribution of deteriorated and deteriorating structures and the average age of buildings and per capita income level of area residents, as documented in this report, is in itself a sufficient basis for designation of the area as a blighted area.

In addition to the above, other environmental and blighting factors were found to be present throughout the 74-block project area.

The extent of blight for each of the factors addressed in this study is identified in Table 1. The eligibility findings indicate the project area is in need of revitalization and strengthening to ensure it will contribute to the physical, economic and social well-being of the City of Hastings. Indications are the area, on the whole, has not been subject to comprehensive, sufficient growth and development through investment by the private sector nor would the areas be reasonably anticipated to be developed without public action.

It is also the conclusion of the consultant, after careful study of the project area, the entire area is appropriate for inclusion into one continuous project area.

Appendix I

STRUCTURAL/SITE CONDITIONS
SURVEY FORM

SECTION I:

1. Type of Unit: ____SF ____MF ____Mixed Use
   ____Duplex ____No. of Units
2. Unit: _____Under construction/rehab
   _____For Sale _____Both
3. Vacant Unit: _____Habitable _____Inhabitable
4. Vacant Parcel: _____Developable _____Undevelopable
5. Non-residental Use: ____Commercial ____Industrial ____Public
   _____Other/Specify_____

SECTION II: Structural Components

Primary Components	(Substandard) Critical	(Major) Substandard	Minor	None(sound)
1. Roof	C	S	M	N
2. Wall Foundation	C	S	M	N
3. Foundation	C	S	M	N
____Concrete ____Stone ____Rolled Asphalt ____Brick ____Other				

Secondary Components	(Substandard) Critical	(Major) Substandard	Minor	None(sound)
4. Roof Covering	C	S	M	N
____Asphalt Shingles _____Rolled Asphalt ____Cedar ____Combintation ____Other				
5. Chimney	C	S	M	N
6. Gutters, Downspouts	C	S	M	N
7. Wall Surface	C	S	M	N
____Frame ____Masonry ____Siding _____Combination ____Stucco ____Other				
8. Paint	C	S	M	N
9. Doors	C	S	M	N
10. Windows	C	S	M	N
11. Porches, Steps, Fire Escapes	C	S	M	N
12. Driveway, Side Condition	C	S	M	N

FINAL RATING

____Sound ____Deficient-Minor ____Deficient-Major ____Substandard

Built Within: ____1 year ____1-5 years ____5-10 years ____10-20 years ____20-25 years
____50-100 years ____100+years

HASTINGS COMMUNITY REVITALIZATION AREA

1. Parcel # _____

2. Parcel Address _____

3. Parcel Land Usage _____

4. Type and Number of Structures _____
_____

5. Condition of Structure(s) _____ Worksheet _____

6. Adjacent Land Usage _____
_____
_____

7. Street Surface Type _____

8. Street Condition _____(E) _____(G) _____(F) _____(P)

9. Sidewalk Condition ____(N) ____(E) _____(G) ____(F) _____(P)

10. Parking (off-street) _____(N) _____# of Spaces
_____Surface

11. Railroad tracks/right-of-way composition
____(N) ____(E) ____(G) ____(F) ____(P)

12. Existence of Debris _____(Y) _____(N)

13. Existence of Vagrants _____(Y) _____(N)

14. General Overall Site Condition
____(E) ____(G) ____(F) ____(P)

NOTE: E = Excellent
G = Good
F = Fair
P = Poor
N = None or No
Y = Yes

Appendix II

CITY OF HASTINGS
FIELD SURVEY RESULTS
COMMUNITY REDEVELOPMENT AUTHORITY STUDY AREA

	Total	Residential*	Commercial	Industrial	Public/ Quasi-Public	Vacant*
Age of Structure						
1 year	0	0	0	0	0	NA
1 - 5 years	1	0	1	0	0	NA
5 - 10 years	3	0	3	0	0	NA
10 - 25 years	38	14	15	8	1	NA
25 - 50 years	29	11	14	3	1	NA
50 - 100 years	347	276	35	35	1	NA
100+ years	34	25	4	2	3	NA
Final Structural Rating						
Sound	62	37	19	4	2	NA
Deficient Minor	328	249	44	31	4	NA
Deficient Major	27	23	2	2	0	NA
Standard	35	17	7	11	0	NA
Incompatible Landuses	73/452(16.1%)	65	1	7	0	NA
Street Condition						
None	4	0	0	3	0	1
Excellent	23	13	3	6	0	1
Good	128	104	11	7	0	6
Fair	289	182	53	28	6	20
Poor	44	27	5	4	0	8
Sidewalk Condition						
None	89	24	9	31	1	24
Excellent	64	56	5	0	0	3
Good	130	101	22	5	1	1
Fair	152	111	25	11	4	1
Poor	53	34	11	1	0	7
Railroad Composition						
None	370	282	41	17	5	25
Excellent	0	0	0	0	0	0
Good	50	27	17	0	1	5
Fair	41	15	8	15	0	3
Poor	27	2	6	16	0	3

Debris						
Major	200	95	32	48	1	24
Minor	158	128	23	0	2	5
None	130	103	17	0	3	7
Vagrants						
Yes	3	1	0	1	0	1
Probable	18	2	4	5	0	7
No	467	323	68	42	6	28
Overall Site Condition						
Excellent	11	5	2	0	1	3
Good	121	92	19	2	2	6
Fair	253	175	40	23	3	12
Poor	103	54	11	23	0	15
Developable (Vacant Only)						25
Nondevelopable (Vacant Only)						11
Parking Spaces (Ranges)		1-5	2-25	2-30	5-30	0-40

*Includes Multi-Family Residential
+Includes Transportation, Communications & Utilities
'Includes two Parking Lots each with 40 spaces

Source: Hanna:Keelan Associates, P.C., Field Survey, 1990

REDEVELOPMENT PLAN

EXECUTIVE SUMMARY

Purpose of Plan/Conclusion

The purpose of this plan is to serve as a redevelopment guide for implementation by the Community Redevelopment Authority (CRA) of the previously studied project area. A CRA redevelopment plan must contain the general planning elements required by Nebraska State Revised Statues 1943, Section 18-211 re-issue 1987 items (1) through (6). A description of these items are as follows:

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

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

> "... whether the proposed land uses and building requirements in the redevelopment project area are designed with the general purpose of accomplishing, in conformance with the general plan, a coordinated, adjusted, and harmonious development of the city and its environs which will, in accordance with present and future needs, promote health, safety, morals, order, convenience, prosperity, and the general welfare, as well as efficiency and economy in the process of development; including, among other things, adequate provision for traffic, vehicular parking, the promotion of safety from fire, panic, and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the provision of adequate transportation, water, sewage, and other public utilities, schools, parks, recreational and community facilities and other public requirements, the promotion of sound design and arrangement, the wise

and efficient expenditure of public funds, and the prevention of the recurrence of insanitary or unsafe dwelling accommodations, or conditions of blight."

Conclusion

The planning process for the CRA project area has resulted in a comprehensive listing of planning recommendations. As previously discussed in the blight determination study, there are many existing land uses, structural and public facilities conditions which are nonconforming in nature, detrimental to the health, safety and general welfare of the community and generally obsolete in respective to the development and living environmental norms of today's Nebraska community and the City of Hastings. To eliminate these conditions and enhance private development activities within the project area, the City of Hastings will need to consider the following planning and redevelopment actions:

* an official reclassification of both land use and zoning districts to produce an appropriate, acceptable land use pattern, whereby each land use composition is complementary and is not detrimental to the next;

* systematic removal of substandard and dilapidated structures within the project area;

* rehabilitation of both owner and renter occupied single family structures in areas experiencing stable, low density residential conditions;

* consideration for planned open space, in the form of small scale neighborhood parks;

* grade separation within the project area, to allow safe access to the eastern sections of the community from the central core;

* improvement, modernization of the Burlington Avenue underpass;

* improved, planned off-street parking;

* scattered street improvements within the area, accompanied with storm sewer, curbing, street lighting and sidewalk improvements with specific consideration given to the widening of South Street to four lanes;

* public assemblage of land to allow for both planned residential and industrial development;

* increased density development for residential areas of the project area;

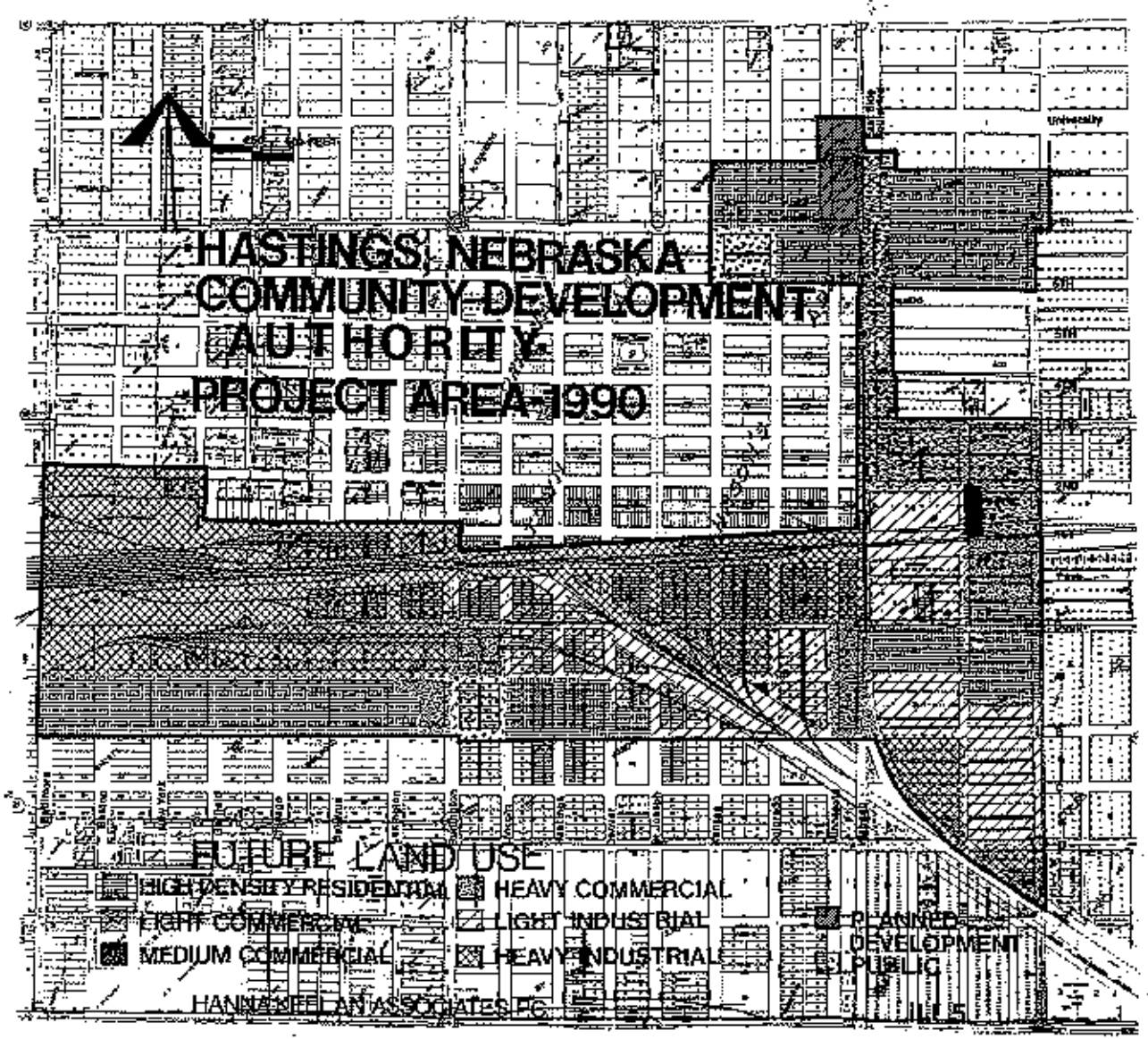
1. Future Land Use Patterns

The existing land use patterns within the project area were described in detail in the blight determination study portion of this document. In general, the 74-block, estimated 294.8 acre project area consist of mixed land uses with the primary uses being streets/alleys, industrial, residential and railroad right-of-way. A field survey identified seventy-three (73) cases of incompatible land use. The majority (65) of these were residential uses located in areas of prominent use by industrial, railroad and commercial activities. These incompatible land uses represent a threat to the health, safety and general welfare of the residential tenants as well as a liability to the industrial, railroad and commercial uses. Other pertinent issues, such as property valuation and social/economic conditions prevail with the existence of incompatible land uses.

Illustration 5, Future Land Use, represents a long term effort to remedy the problem of incompatible land uses within the project area as well as provide future business and residential opportunities of the area.

It can be observed in Illustration 5, primary residential land uses are reserved for those areas located on the south side of "A" Street and east of East Side Boulevard, between Park and "A" Streets. The existing residential development within these areas is primarily of a single family type. It is recommended, these areas be placed in a transitional mode to produce a higher density of residential use. In some areas this transitional process can occur almost immediately, in others the process may not occur for several years. Public involvement by the City of Hastings, by assembling and offering the redevelopment, vacant properties and properties having vacant/dilapidated housing can be a first step in this transitional process. Due to its close proximity to the core of the City, where pertinent services exist, these residential areas would best serve the public interest if developed with a high density land use pattern.

Future commercial land uses are identified in Illustration 5 as being in close proximity to major arterial and serving as a buffer between residential and industrial land uses. Special attention should be given commercial land uses along East Side Boulevard and in the area of Burlington and "A" Street. Within this area, several opportunities exist for the expansion of existing commercial uses as well as the assemblage and offering of land by the City of Hastings for commercial development.


HASTINGS, NEBRASKA
COMMUNITY DEVELOPMENT
AUTHORITY
PROJECT AREA 1990
FUTURE LAND USE
HIGH DENSITY RESIDENTIAL
LIGHT COMMERCIAL
MEDIUM COMMERCIAL
HEAVY COMMERCIAL
LIGHT INDUSTRIAL
HEAVY INDUSTRIAL
PLANNED DEVELOPMENT
PUBLIC
HANNA:KEELAN ASSOCIATES, P.C.

Future industrial land usage within the project area should be concentrated in areas adjacent to existing railroad activities, to allow for easy access to rail service. In comparison to the existing land use pattern, Illustration 5 identifies some future industrial land use areas presently occupied by residential use or vacant properties. The city should give careful consideration to facilitating transitional land use activities in these areas, by assembling properties in capacity large enough in scale to accommodate future industrial park development. Specific areas for such a development include that adjacent "A" Street and the area in the furthest most southeastern area of the project area.

Future street land usage is discussed in detail in Sections 3 and 4 of the redevelopment plan.

2. Future Zoning Districts

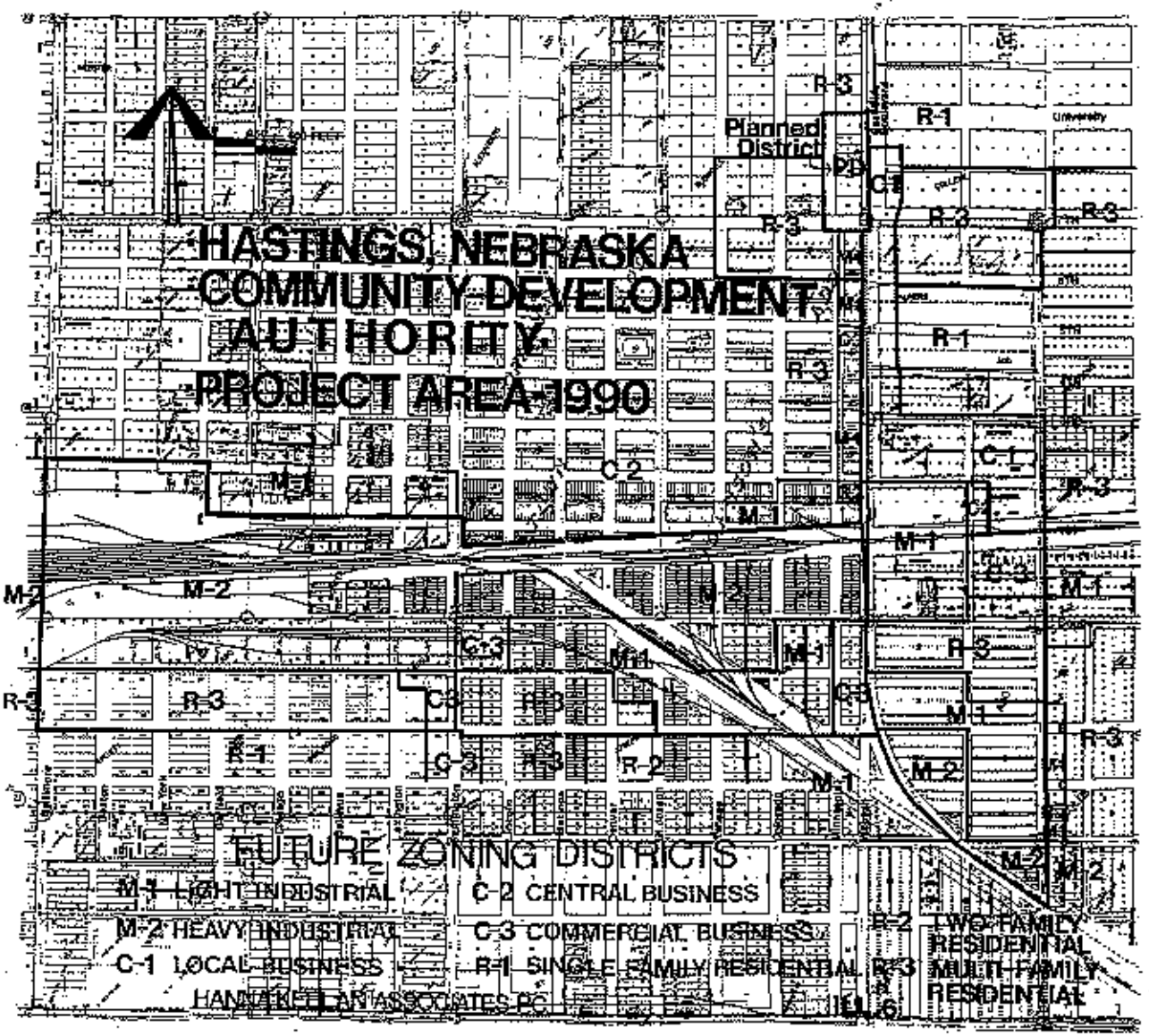
Future zoning districts for the project area are identified in Illustration 6. The consultant utilized the current zoning district classifications available with the City of Hastings in designing future zoning districts. In turn, the permitted uses and development density allowed within the proposed future zoning districts are the same as those currently permitted in the respective zoning classifications identified in the City's official zoning ordinance. In general, future zoning districts overlay related future land use districts.

A classification of "P"-Planned District was assigned to an area bound by 7th Street and University and Minnesota Avenue and East Side Boulevard. This area would be appropriate in the future for either light industrial (storage) or, possible light commercial/office use if 7th Street was converted into a more major arterial system, with the possible development of a grade separation at the intersection of 7th Street and East Side Boulevard.

To the east of East Side Boulevard, within the project area, the consultant has assigned graduated zoning to concentrated commercial development along East Side Boulevard, light industrial development along the Union Pacific rail line and East Side Boulevard and a high density residential zoning district at mid point within this area. A heavy industrial zoning district is continued in the southeast portion of the project area. This zoning district is buffered from the residential zoning by a light industrial zoning district.

The proposed zoning districts for the remaining western portion of the project area are similar to those which presently exist for the area with the exception of a proposed lighter density industrial district in the north central portion of the project area, a commercial zoning district along East Side Boulevard, from South to "B" Streets, an increased commercial district at Burlington and "A" Street and a higher density residential zoning district in the south central portion of the project area.

Special attention was given to increasing the density of residential land usage and the buffering of proposed graduated land uses, when proposing future zoning districts for the project area. Overall, less than twenty five (25) percent of the project area has been recommended for a change in zoning classification.


HASTINGS, NEBRASKA
COMMUNITY DEVELOPMENT
AUTHORITY
PROJECT AREA 1990
Planned District
PD
R-1
R-2
R-3
C-1
C-2
C-3
M-1
M-2
FUTURE ZONING DISTRICTS
M-1 LIGHT INDUSTRIAL
M-2 HEAVY INDUSTRIAL
C-1 LOCAL BUSINESS
C-2 CENTRAL BUSINESS
C-3 COMMERCIAL BUSINESS
R-1 SINGLE FAMILY RESIDENTIAL
R-2 TWO FAMILY RESIDENTIAL
R-3 MULTI-FAMILY RESIDENTIAL
HANNAKET-LAN ASSOCIATES PC

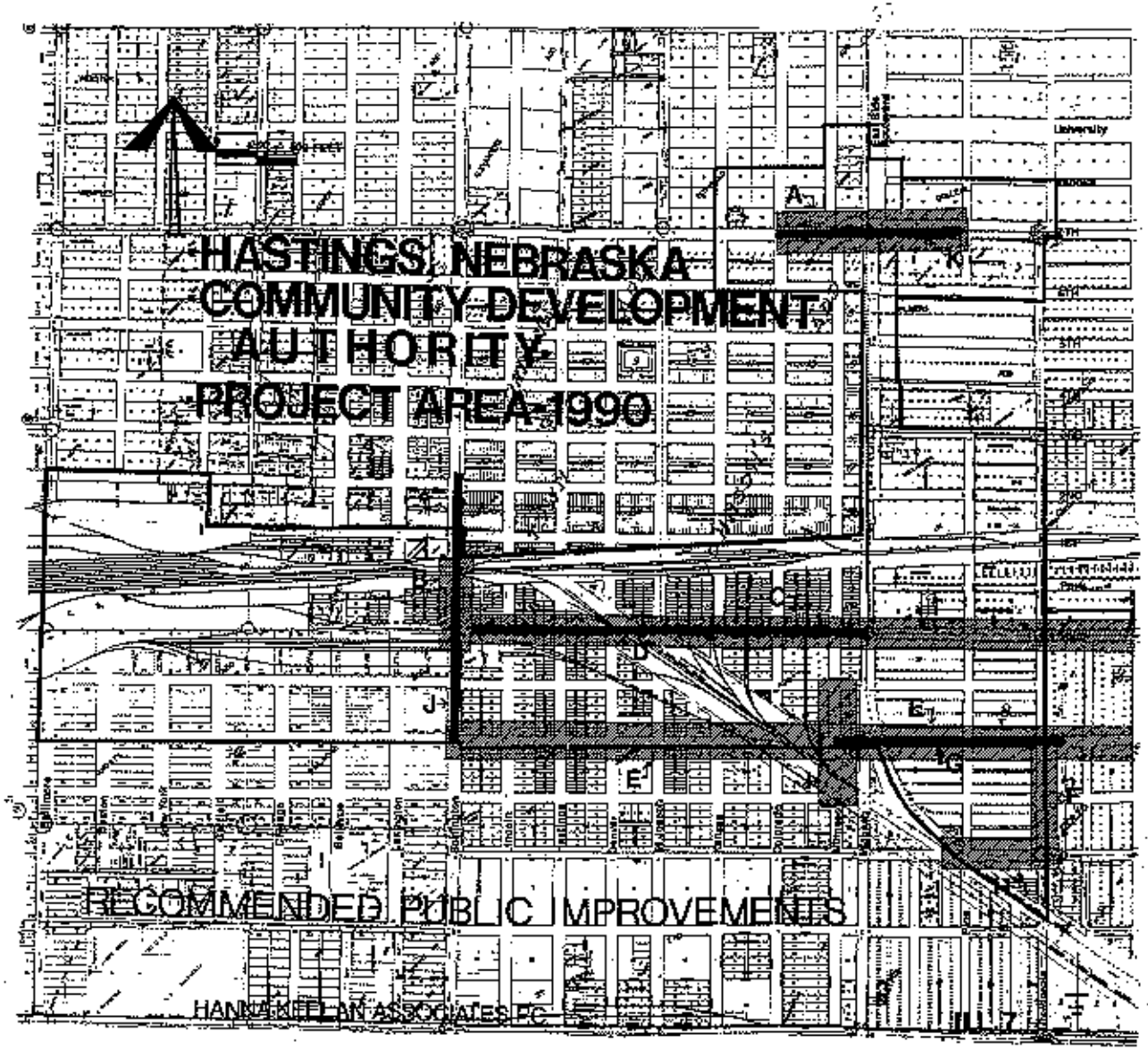
3. Recommended Public Improvements

The primary purpose for the creation of a redevelopment plan, accompanied with the proceeding blight determination study is to allow for the injection of public intervention into a specific project area. This public intervention is planned and implemented to serve as a "first step" for redevelopment and encourage private development within the project area. The most common form of public intervention is the improvement of the public infrastructure, specifically streets, water and sewer systems and sidewalks. Illustration 7 identifies the recommended public improvements for the project area. The following narrative describes these improvements.

A. Grade Separation - The City of Hastings is presently in need of safe access to the eastern portion of the community from the core of the City, without direct contact with the North/South Union Pacific Railroad route. The consultants determined the most appropriate location for a grade separation by researching vehicular and rail traffic volumes and interviewing pertinent public and private individuals. The three locations considered for a grade separation were the intersections of 7th Street and East Side Boulevard, 2nd Street and East Side Boulevard and South Street and East Side Boulevard. Both 7th and South Street would intersect a future Highway 281 bypass at the eastern fringe of the city.

The research of vehicular traffic volumes, indicated the quantity of traffic at each intersection had remained fairly stable over the last eight (8) years and is expected to remain as such into the near future. In 1988, the 7th Street and East Side Boulevard intersection carried an estimated thirty-five (35) percent more traffic than the other two intersections. Train traffic is estimated to increase fifty (50) percent over the next 12 to 18 months.

The consultant interviewed personnel with the City of Hastings planning and public utilities, police and fire departments and representatives of health inscoping organizations. The consensus of these individuals was a grade separation was necessary and the most appropriate location was the 7th Street and East Side Boulevard location.


HASTINGS, NEBRASKA
COMMUNITY DEVELOPMENT
AUTHORITY
PROJECT AREA 1990
RECOMMENDED PUBLIC IMPROVEMENTS
HANNEKEN AND ASSOCIATES PC

The consultant recommends a grade separation, most likely, an overpass, would be most appropriate at the 7th Street and East Side Boulevard intersection;

B. Improvement and Modernization of the Burlington Avenue underpass to enhance safe truck and other vehicular traffic;

C. Widening of South Street to four lanes from Burlington Avenue to Elm Avenue as a means of modernizing and improving vehicular traffic on South Street;

D. Resurfacing of South Street from Burlington to the Union Pacific Railroad as a short term solution to "C";

E. Resurfacing of "B" Street from Burlington Avenue to Woodland;

F. Gap Paving of California Avenue from "B" to "D" Streets;

G. Gap Paving of "B" Street from California to Minnesota Avenues;

H. Gap Paving of "D" Street from California to Pine;

I. Gap Paving of Minnesota Avenue from "A" to "C" Streets;

J. Resurfacing of Burlington Avenue from "B" to 2nd Street as an element of "B", as previously identified; and

K. Resurfacing of 7th Street from Colorado to Pine Avenue and an initial solution to "A", as previously identified.

Each proposed resurfacing and gap paving proposal should include the improvement/creation of curbs and gutter, drainage structures, sidewalks and public lighting.

4. Recommended Redevelopment Activities

Illustration 8 identifies specific districts within the project area the consultant recommends redevelopment activities. A description of recommended redevelopment activities per district is as follows:

* District 1 - Land use should remain light to heavy industrial. The city should encourage the development of access (rear) routes within the area to enhance emergency vehicle accessibility;

* District 2 - City should pursue the assemblage of properties within district and site development for creation of a light to heavy industrial park. The proper buffering (vegetation, earth berms) of this area from the adjacent residential area should be a primary site development concern;

* District 3 - District should remain as a light to heavy industrial land use. Site clean up and removal of useless buildings and other structures. Improvement of access routes within the district to enhance emergency vehicular accessibility. Streetscape improvements along both Burlington Avenue and "A" Street would assist in buffering the district from adjacent commercial land residential land uses;

* District 4 - District should remain as low density residential area, for the near future, with scheduled housing rehabilitation and public improvements as necessary. The long term future for the district should be high density residential. The City should concentrate on the securement, assemblage and resale of property in the district for multi-family development, as the present housing stock deteriorates to a state of nonrepair;

* District 5 - District should remain commercial to industrial with future emphasis on light industrial land usage. The opportunity exist for the City to systematically acquire vacant and dilapidated properties for assemblage and resale for appropriate redevelopment. The eastern portion of this district is in need of clean-up of debris and the removal of substandard buildings. Additional residential development should be prohibited in the District. Consideration should also be given the planned development of off street parking areas to improve vehicular accessibility in the district;

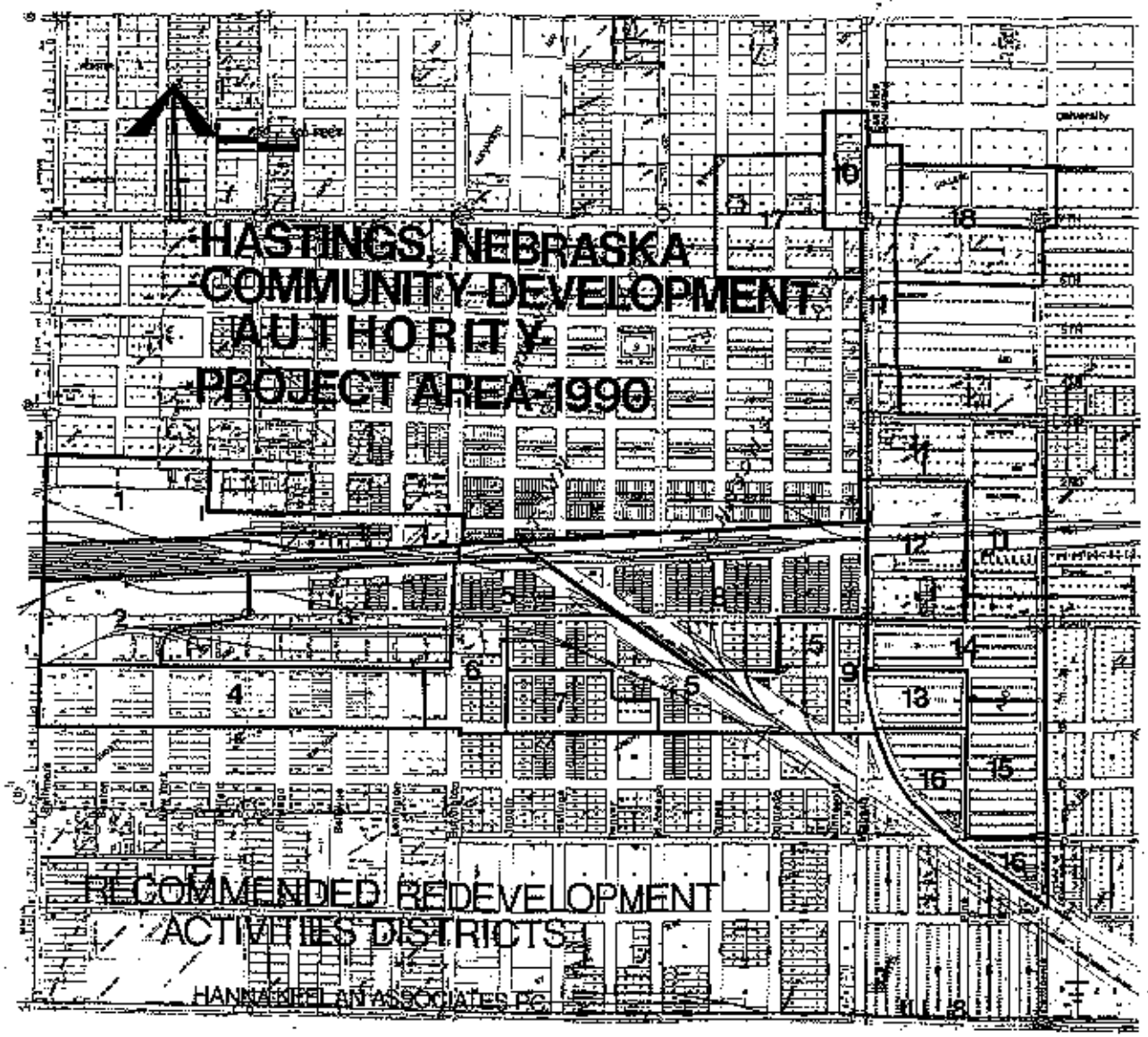
* District 6 - District should serve as the core commercial area for the project area. Efforts should be made to protect this district from the intrusion of industrial land uses and increase the development of commercial uses to serve the adjacent residential areas. Vehicular accessibility and safety should be improved in this District and District 5 with the previously proposed Burlington Avenue paving and underpass renovation;

* District 7 - District should be reserved for future high density residential development. Community development efforts should continue in the area to improve the street and sidewalk settings. The city should continue its effort of removing dilapidated structures and general clean-up activities in the District. A concentrated effort should be made to secure and assemble vacant properties for redevelopment into multi-family housing utilizing the resources of both the public and private sector. An effort should be made to adequately buffer this residential area from adjacent commercial and industrial areas;

* District 8 - The primary redevelopment activities planned for this area should be general clean-up or proper organization of varied business inventories and the systematic removal and/or upgrading of dilapidated buildings and out-buildings. Future residential development should be discourage in the area. Existing residential uses should be relocated. The planned use for this district should be strictly heavy industrial. Consideration should be given the development of improved access routes within the district to enhance emergency vehicle accessibility. As in the case of District 1 and 5, this area lends itself to industrial use due to the close proximity to rail service;

* District 9 - District should be transitioned into a future strip of commercial area. The City should make a concentrated effort to relocate existing residential uses and assemblage of the land for commercial redevelopment. Special attention should be given the proper design of the site to allow for adequate off-street parking and buffering of the area from adjacent industrial and railroad land usage;

* District 10 - District should be designated for future planned development. The area would be appropriate for future light industrial, possible storage land use, with the potential development of a grade separation at 7th Street and East Side Boulevard. A relocation of existing residential tenants would be necessary, during the assemblage of the property within the district;


HASTINGS, NEBRASKA
COMMUNITY DEVELOPMENT
AUTHORITY
PROJECT AREA-1990
RECOMMENDED REDEVELOPMENT
ACTIVITIES DISTRICTS
HANNA:KEELAN ASSOCIATES PC

* District 11 - District should be reserved for mixed commercial uses. The City should conduct a program of systematic removal of dilapidated structures, relocation of residential tenants and assemblage of properties for future commercial use. Special priority should be given to the provision of improved public infrastructure and encouragement of light density commercial office development in the areas adjacent to East Side Boulevard. High density commercial should be concentrated in the southern portion of the District, adjacent the railroad activity. The City should give special consideration to adequate off-street parking facilities in these commercial areas;

* District 12 - District is designated for future light industrial use. Several clean-up, removal of dilapidated structures and relocation of residential tenants should be priority redevelopment activities for this district. Railroad right-of-way improvements for this district as well as Districts 1, 3, 5 and 8 should also be given priority. The result of field research indicated almost sixty (60) percent of the railroad composition within those districts were in need of renovation and clean-up, with emphasis on proper screening and safety protection for pedestrian and vehicular traffic;

* District 13 - A major redevelopment activity for the district is the immediate, planned removal of a dilapidated, burnt-out industrial building. This building, in its present condition is detrimental to the health, safety and general welfare of the adjacent residents. Property should be secured by the City and redevelopment into a (light) industrial park for private use. A long term plan for the district would be the relocation of residential tenants securement and assemblage of property and reuse of the entire district for light industrial use. It would also be appropriate to consider the conversion of the present industrial site as high density residential, possibly a planned mobile home development;

* District 14 - District should remain residential in nature with long term future usage being that of high density residential. The systematic removal of dilapidated, substandard structures and securement of assemblage of larger parcels of land for multi-family development would be in order. Some consideration could be given the development of a planned mobile home park in the district. Infrastructure improvements, particularly street and sidewalk renovation should be continued in the District;

* District 15 - District presently consist of vacant land with the exception of a "covered over foundation". The securement and assemblage of land in the district for redevelopment would be an appropriate activity of the City. This would entail, among other things, the removal of the aforementioned foundation due to its current blighted conditon. The consultant feels the best future use of the district would be an (light) industrial park. Some consideration should be given to the development of a planned mobile home development in the northern portion of the district. Any industrial development concepts should include the creation of adequate off-street parking accommodations and proper buffer techniques between the district and adjacent residential areas;

* District 16 - District should be reserved for heavy industrial usage. General clean-up and assemblage of property in the district would be a prerequisite to redevelopment activities; and

* District 17 and 18 - Districts should be prepared for possible development of a grade separation at 7th Street and East Side Boulevard. This would include the acquisition of land for development of a widen roadway, grade separation and necessary public right-of-way areas. The relocation of some current residents would be necessary. Future, long-term residential development within these districts should consist of high density multi-family housing. Each district could support short-term housing rehabilitation activities.

* Other Considerations -

    A. Sidewalk Improvements -
    Field research in the project area revealed sixty (60) percent of the project either had no sidewalk system or sidewalks in need of repair. The provision of adequate sidewalks should be a priority community development activity in the project area;

    B. Street Improvements -
    Field research in the project area resulted in an identification of sixty nine (69) percent of the properties in the area having either no paved streets or fair/poor street conditions. Street improvements, as in the case of sidewalks, should be a priority redevelopment activity in the project area; and

C. Site Improvements and Clean-Up -
Field research revealed over seventy (70) percent of the properties in the project area were in need of general site improvements and clean-up of debris. The city should enforce current ordinances to systematically upgrade site conditions and clean-up the project area.