



## GENERAL REDEVELOPMENT PLAN

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## Purpose of Plan/Conclusion

The purpose of this **General Redevelopment Plan** is to serve as a guide for implementation of redevelopment activities within **Redevelopment Area #4**, in the City of Fairbury, Nebraska. Redevelopment 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 Fairbury Community Redevelopment Authority (CRA) must contain the general planning elements required by Nebraska State Revised Statutes, Section 18-2111 re-issue 1991 items (1) through (6). A description of these items 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 CRA must consider prior to recommending a redevelopment plan to the Planning Commission and City Council for adoption. These "considerations" are defined as follows:

"...whether the proposed land uses and building requirements in the redevelopment project area are designed with the general purpose of accomplishing, in conformance with the general plan, a coordinated, adjusted and harmonious development of the City and its environs which will, in accordance with present and future needs, promote health, safety, morals, order, convenience, prosperity, and the general welfare, as well as efficiency and economy in the process of development; including, among other things, adequate provision for traffic, vehicular parking, the promotion of safety from fire, panic, and other dangers, adequate provision for light and air, the promotion of the healthful and convenient

distribution of population, the provision of adequate transportation, water, sewage, and other public utilities, schools, parks, recreational and community facilities and other public requirements, the promotion of sound design and arrangement, the wise and efficient expenditure of public funds, and the prevention of the recurrence of insanitary or unsafe dwelling accommodations, or conditions of blight."

### **Conclusion**

The **General Redevelopment Plan** applies to **Redevelopment Area #4** in Fairbury, Nebraska, which consists of the blight and substandard determination area. **Illustration 1** delineates the geography of **Redevelopment Area #4**. The portion of the City included in **Redevelopment Area #4** equals an estimated 170 total acres and includes the Prairie Pointe Plaza, Highway 136 commercial corridor, residential neighborhoods and McNish Park.

**Redevelopment Area #4** is located within the Corporate Limits of the City of Fairbury, Jefferson County, Nebraska. **Illustration 1** identifies **Redevelopment Area #4**, in relation to the City. The **Redevelopment Area** includes the right-of-way of 14<sup>th</sup> Street (Highway 136) and abuts the west right-of-way line of "K" Street (Highway 15).

The planning process for **Redevelopment Area #4** has resulted in a listing of general planning and implementation recommendations. As discussed in the **Blight & Substandard Determination Study**, there are several existing land uses and properties in substandard condition that are nonconforming in nature, detrimental to the health, safety and general welfare of the Community and generally obsolete in respect to the development and living environment norms of today's Nebraska communities, including the City of Fairbury.

**There are also multiple development and redevelopment opportunities in Redevelopment Area #4, capable of improving the overall quality of life and economic standard of Fairbury and increase the City's real estate and sales tax base.**

### **Planning and Implementation Recommendations**

To eliminate these conditions and enhance private development activities within **Redevelopment Area #4**, the City of Fairbury will need to consider the following general planning and redevelopment actions:

- **"Bucket" Tax Increment Financing.**  
Combine the planning findings for **Fairbury Redevelopment Areas #1, #2 and #3** with **Redevelopment Area #4** to create a single **Redevelopment Area** in Fairbury, Nebraska. This administrative activity will allow for an increase collection and use of Tax Increment Financing, throughout the combined Areas, to enhance opportunities for both development and redevelopment activities.

- **Economic Development Initiative.**  
Package and promote availability of incentives for job creation in **Redevelopment Area #4** that concentrates on the development of new and improvement of existing businesses at Prairie Pointe Plaza and the Highway 136 commercial corridor already in place - LB840, CDBG Reuse, Tax Increment Financing; create a revolving loan fund to encourage private investment throughout the combined areas.
- **Public Utilities Initiative.**  
Establish a “Public Utilities Initiative” that concentrates on the replacement of antiquated and substandard storm water drainage systems throughout **Redevelopment Area #4**, especially the main that runs from approximately “K” and 14<sup>th</sup> Streets south through McNish Park and to 9<sup>th</sup> Street along “I” Street, and establish a long range plan for the eventual replacement of the aged water and sewer mains throughout the Redevelopment Area. Utility mains should be replaced in conjunction with scheduled street resurfacing or paving projects, identified in the **Capital Improvement Plan**.
- **McNish Park Ponds and Drainage.**  
Storm sewer retention ponds at McNish Park need to be dredged, re-channelized and have undersized storm water drainage systems replaced to better protect residential neighborhoods throughout **Redevelopment Area #4**. A plan to specifically address the drainage ponds will also include beautification, improvements and tourism considerations for the entire park.
- **Rehabilitation of Current Structures/Dilapidated Structure Removal.**  
Develop a plan to improve existing structures in **Redevelopment Area #4**, including substandard housing stock and commercial structures, specifically along Hwy 136 corridor.  
  
Establish a protocol for inspections/code enforcements, (to be used in all redevelopment areas) to identify and address substandard and dilapidated structures.  
  
Develop a plan using a combination of public/private and Tax Increment Financing funds for the removal of substantially dilapidated structures in **Redevelopment Area #4**, based upon recommendations in the **Fairbury Housing Study (section 2.9, item 13, Five-Year Housing Plan)**
- **Marketing and Promotions for Redevelopment Area #4.**  
Develop a specific plan for signage, landscaping, beautification, and promotion of the Hwy 136 corridor to draw traffic to shopping, lodging and recreational opportunities in **Area 4**.

- **Tourism Promotion along Highway 136 Corridor.**  
Collaborate with local and regional organizations to leverage dollars and promote tourism to increase traffic to and through **Redevelopment Area #4**, specifically the Hwy 136 corridor.
- **Resurfacing or Paving of Streets.**  
Identify and prioritize streets in **Redevelopment Area #4** in need of short-term and long-term improvements identified in Public Utilities Initiative.
- **Water Mains.**  
Review recommendations and prioritize the replacement of water mains in **Area #4** identified in Public Utilities Initiative.
- **Sidewalks.**  
Develop a plan to address safe pedestrian routes across and along Hwy 136.

## **Implementation**

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

Various funding sources exist for the preparation and implementation of a capital improvement budget designed to meet the funding needs of proposed redevelopment activities. These include local and federal funds commonly utilized to finance street improvement funds, i.e. LB840, Community Development Block Grants, Special Assessments, General Obligation Bonds and Tax Increment Financing (TIF). The use of TIF for redevelopment projects in **Redevelopment Area #4** is deemed to be an essential and integral element of the Redevelopment Area and use of TIF in connection with such projects is contemplated by the Plan and such designation and use of TIF will not constitute a substantial modification to the Plan.

The City agrees, when approving the **General Redevelopment Plan**, to the utilization of TIF for appropriate redevelopment projects and agrees to pledge the taxes generated from a redevelopment project for such purposes in accordance with the Act. Any redevelopment program receiving TIF is subject to a Cost Benefit Analysis. TIF, as a source of public financing, ultimately impacts taxing authorities in the City of Fairbury and Jefferson County. Proposed redevelopment projects using TIF must meet the Cost Benefit Analysis and the "But for" test. Accordingly, "But for TIF" a redevelopment project could not be fully executed and constructed in the Community.

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

The existing land use patterns within **Redevelopment Area #4** were depicted and described in detail in the **Blight and Substandard Determination Study**. In general, **Redevelopment Area #4** consists of residential, parks/recreation, commercial and vacant land use types. The field survey identified properties and structures in substandard condition, as well as vacant lands that have remained undeveloped in spite of available utilities.

**Illustration 4**, the **Future Land Use Map** for **Redevelopment Area #4**, represents an effort to encourage land uses that reflect developed uses of property. Commercial uses either side of 14<sup>th</sup> Street have been reduced in depth to support current and future business with frontage on the highway corridor. The portion of the Redevelopment Area located between “F” and “H” Streets, which are planned as commercial uses in the Fairbury Comprehensive Plan and Zoning Regulations, are recommended to be converted entirely to residential uses. All other remaining portions of **Redevelopment Area #4** are to remain as currently configured commercial and residential areas by the current Fairbury Comprehensive Plan.

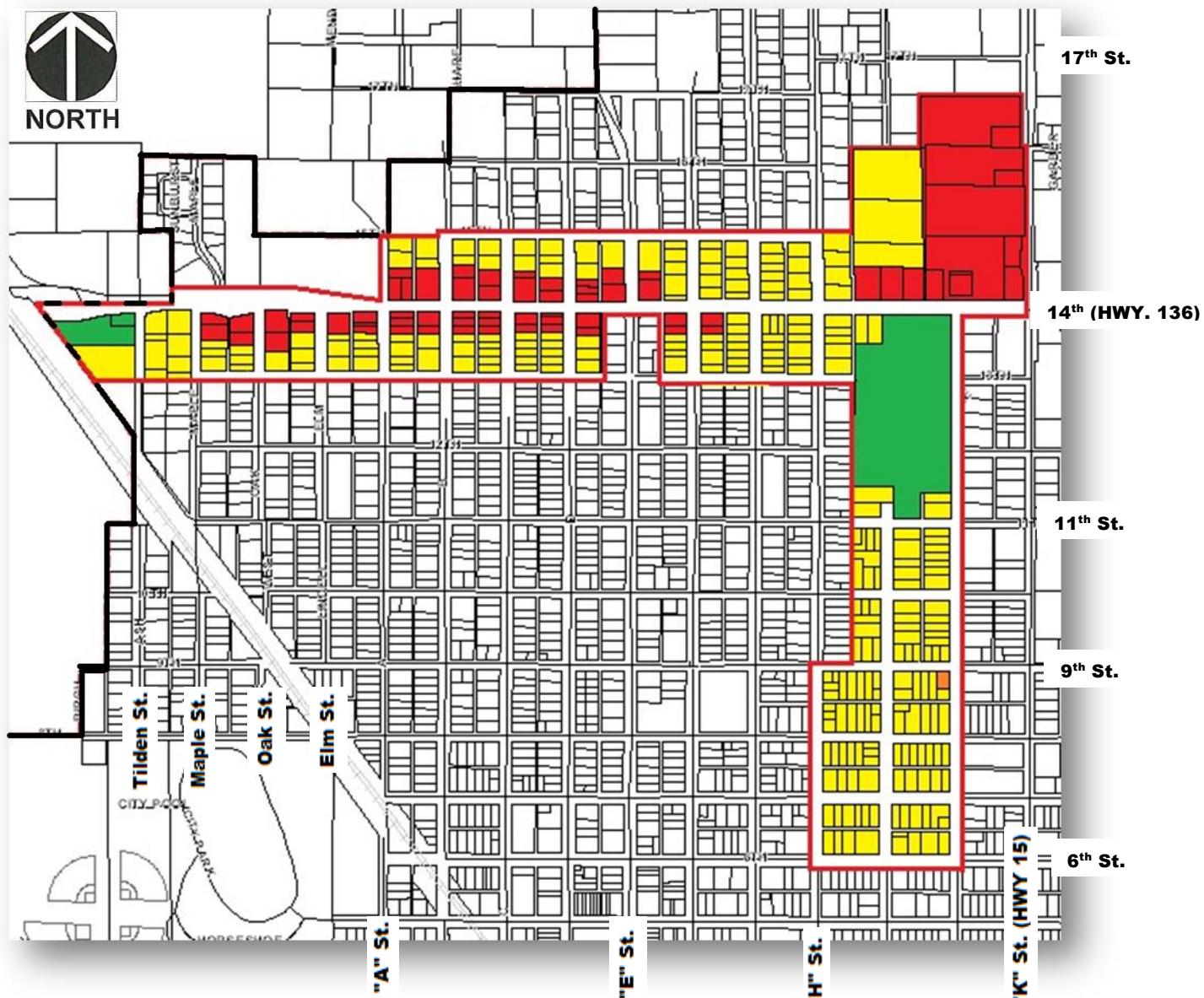
## **2. Future Zoning Districts**

The recommended **Future Zoning Map** for **Redevelopment Area #4** is identified in **Illustration 5**. The **Future Zoning Map** is generally in conformance with the Comprehensive Plan of Fairbury and specifically with the **Future Land Use Map, Illustration 4**. The commercial district along 14<sup>th</sup> Street (Highway 136) is recommended to be scaled back in size to reflect the commercial areas proposed in the Future Land Use Map. Land areas currently zoned B1 General Commercial, between “F” and “H” Streets, are recommended to be rezoned R3 High Density Residential to support existing residential uses. Land areas fronting on 14<sup>th</sup> Street, from “D” Street west to “A” Street, contain a mixture of commercial and residential uses and are recommended to remain a B1 Commercial District.

The depth of the B1 District is recommended to be reduced to approximately 150’ to 200’ north and south of the 14<sup>th</sup> Street right-of-way. The land area currently zoned B3 Highway Commercial District, on the south side of 14<sup>th</sup> west of “A” Street, is recommended to be rezoned to R3 High Density Residential to more accurately reflect the residential development that currently exists. The land area south of 14<sup>th</sup> Street on either side of Oak Street is recommended to remain a B3 Highway Commercial District to support existing commercial businesses.

# FUTURE LAND USE MAP

REDEVELOPMENT AREA #4  
FAIRBURY, NEBRASKA



## LEGEND

- PARKS/RECREATION
- SINGLE FAMILY RESIDENTIAL
- MULTIFAMILY RESIDENTIAL
- COMMERCIAL
- REDEVELOPMENT AREA BOUNDARY
- FAIRBURY CORPORATE LIMITS

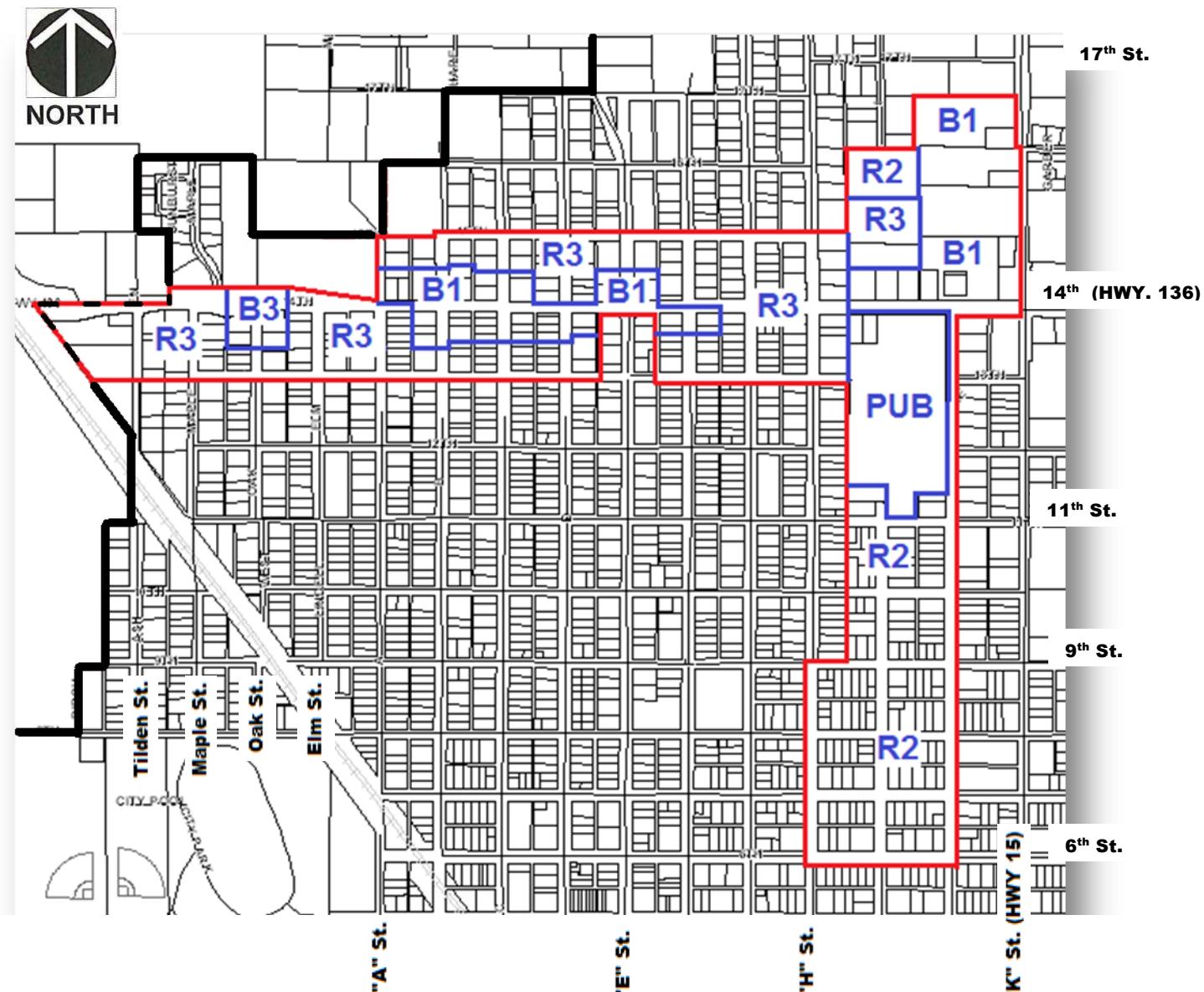
**HANNA:KEELAN ASSOCIATES, P.C.  
COMMUNITY PLANNING & RESEARCH**

\* Lincoln, Nebraska \* 402.464.5383 \*

**ILLUSTRATION 4  
MAY, 2011**

# FUTURE ZONING MAP

REDEVELOPMENT AREA #4  
FAIRBURY, NEBRASKA



## LEGEND

- R2 Medium Density Residential District
- R3 High Density Residential District
- B1 General Commercial District
- B3 Highway Commercial District
- Redevelopment Area Boundary
- Zoning District Boundary
- Corporate Limit Boundary

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**ILLUSTRATION 5  
MAY, 2011**

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

The primary purpose for a **General Redevelopment Plan**, accompanied with the preceding **Blight and Substandard Determination Study**, is to allow for the use of public financing in a specific area. This public financing is planned and implemented to serve as a "first step" for public improvements and encourage private development within **Redevelopment Area #4**. 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 **Redevelopment Area #4** are street improvements, sidewalks and the need for improvements to underground water and sanitary sewer systems.

Streets throughout **Redevelopment Area #4** are generally in "good" to "excellent" condition, however, approximately 30 parcels front on streets that are gravel surfaced, or hard surfaced street segments, in need of paving/resurfacing. A planned program of sidewalk paving, curb and gutter, and street paving/resurfacing projects should be established in the Redevelopment Area, in conjunction with the Fairbury One and Six-Year Street Plan.

Aging water, sanitary sewer and storm sewer drainage systems throughout the **Redevelopment Area** will continue to present maintenance and repair problems unless addressed. As identified in the **Blight and Substandard Determination Study**, the majority of the underground water mains in **Redevelopment Area #4** are approximately 80+ years of age and undersized based upon current engineering standards. Storm water drainage systems are also undersized throughout the **Redevelopment Area**, especially in the areas from McNish Park, south along "I" Street to 9<sup>th</sup> Street. These storm water systems need to be larger. Retention ponds in McNish Park need to be dredged and re-channelized. A storm sewer steel culvert between 9<sup>th</sup> and 10<sup>th</sup> Streets, running to the west from "J" to approximately "H" Street, needs to be replaced.

Redevelopment finance tools, such as Tax Increment Financing, will provide incentives to facilitate development. Tax Increment Financing can serve as a valuable source of additional monies to defer the cost of reconstruction projects within **Redevelopment Area #4**. The Community Development Block Program is one example of a State and Federal program to assist in financing development activities in a designated blighted and substandard area.

## **Conclusions**

Redevelopment activities, in **Redevelopment Area #4**, should serve local residents, as well as highway travelers. The redevelopment efforts within Area #4 will foster an appreciation for its image, character and uniqueness in Fairbury.

A successful **General Redevelopment Plan**, for **Redevelopment Area #4**, should guide redevelopment and development opportunities, while securing the viability of this **Area** as a combined residential neighborhood and commercial service area. New construction should not imitate, but be compatible by similar materials, colors and heights exhibited by existing structures within, and adjacent to **Redevelopment Area #4**.

The Community Redevelopment Authority (CRA) and the City of Fairbury should seek funding sources to create a revolving loan and/or grant program for the rehabilitation and improvement of buildings and public uses in the **Redevelopment Area #4**. The rehabilitation of buildings would prolong the life of structures and enhance the visual appearance of the Community. To prevent further decay, the Consultant recommends investment in all infrastructure systems to secure the entire **Area**. Prior to transportation network improvements, the City and the CRA 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 #4.**

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

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

# **REDEVELOPMENT PLAN AMENDMENTS**

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<b><u>PROJECT NAME / LOCATION AND COST</u></b>	<b><u>RESOLUTION #</u></b>
1. _____ \$_____	_____
2. _____ \$_____	_____
3. _____ \$_____	_____
4. _____ \$_____	_____
5. _____ \$_____	_____
6. _____ \$_____	_____
7. _____ \$_____	_____
8. _____ \$_____	_____
9. _____ \$_____	_____
10. _____ \$_____	_____