

2010

Syracuse
General Redevelopment Plan –
Study Areas #1-3



SYRACUSE GENERAL REDEVELOPMENT PLAN – STUDY AREAS 1-3

INTRODUCTION

The Syracuse General Redevelopment Plan provides a general guideline for the community to develop remedies for designated “Community Redevelopment Area(s)¹” exhibiting a variety of deteriorating or dilapidated physical, social, or economic conditions. The General Redevelopment Plan attempts to eliminate problems and issues identified in these community redevelopment areas that are detrimental to the social and economic well-being of the neighborhoods in which they exist. The existing conditions in these community redevelopment areas are considered beyond the remedy and control of the normal regulatory process or impossible to reverse through the ordinary operations of private enterprise.

The purpose of this General Redevelopment Plan is to identify general goals and objectives for the redevelopment of the areas identified in the City of Syracuse, Nebraska Blight and Substandard Study Areas 1-3 (2010). With the adoption of this Plan, the Community Development Agency will recognize the need to utilize appropriate private and public resources to eliminate or prevent the development or spread of urban blight, encourage needed urban rehabilitation, provide for the redevelopment of substandard and blighted areas, and/or undertake such of the aforesaid activities or other feasible municipal activities as may be suitably employed to achieve the goals and objectives set forth herein.

¹ Community Redevelopment Area shall mean a substandard and blighted area or a combination thereof which the Authority designates as appropriate for a renewal project (Neb. Rev. Stat. § 18-2103.20)

BACKGROUND

NEBRASKA COMMUNITY DEVELOPMENT LAW

The Nebraska Legislature enacted the Community Development Law (Neb. Rev. Stat. §18-2101 through §18-2154), which permits cities of all classes and villages to establish a Community Development Agency (CDA). The laws permit CDAs to undertake broad urban renewal and municipal growth opportunities through a variety of mechanisms. The Community Development Law enables cities and villages to take steps to eliminate blight through the acquisition, clearance, and disposition of property for purposes of redevelopment or through the conservation and rehabilitation of property.

The City of Syracuse Community Development Agency, in accordance with the Nebraska Community Development Law, prepared the General Redevelopment Plan. Prior to recommending the General Redevelopment Plan to the City Council for approval, the CDA shall:

...consider whether the proposed land uses and building requirements in the redevelopment project area(s) 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, general welfare, as well as efficiency and economy in the process of development; including, among other things, adequate provision for light and air, the promotion of the healthful and convenient distribution of the population, the provision of adequate transportation, water, sewerage, 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 unsanitary or unsafe dwelling accommodations, or conditions of blight.

Neb. Rev. Stat. §18-2113.

GENERAL REDEVELOPMENT PLAN COMPONENTS

After an area has been designated as blighted and substandard, the CDA may proceed with the preparation of a General Redevelopment Plan. The purpose of the General Redevelopment Plan is to identify possible redevelopment project(s) in the identified area(s), and it shall:

- Be consistent with the general plan of the community; and
- Indicate the actions that will be needed to carry out the redevelopment project, including land acquisition, demolition and removal of structures, redevelopment, improvements, rehabilitation, zoning changes, land uses, densities, and building requirements.

REDEVELOPMENT PLAN PROJECTS

The General Redevelopment Plan identifies general redevelopment projects within eligible Community Redevelopment Areas as identified in the Blight and Substandard Study – Areas 1-3, City of Syracuse, Nebraska, prepared by JEO Consulting Group, Inc.

Pursuant to the Nebraska Community Development Law, the CDA shall afford maximum opportunity for redevelopment of the area, consistent with the needs of the City as a whole and by private enterprise undertaking redevelopment activities within the area(s) discussed herein. A redevelopment project may involve a broad range of activities in a designated area, including:

- To acquire substandard and blighted areas or portions thereof, including lands, structures, or improvements the acquisition of which is necessary or incidental to the proper clearance, development, or redevelopment of such substandard and blighted areas,
- to clear any such areas by demolition or removal of existing buildings, structures, streets, utilities, or other improvements thereon and to install, construct, or reconstruct streets, utilities, parks, playgrounds, public spaces, public parking facilities, sidewalks or moving sidewalks, convention and civic centers, bus stop shelters, lighting, benches or other similar furniture, trash receptacles, shelters, skywalks and pedestrian and vehicular overpasses and underpasses, and any other necessary public improvements essential to the preparation of sites for uses in accordance with a redevelopment plan,
- To sell, lease, or otherwise make available land in such areas for residential, recreational, commercial, industrial, or other uses, including parking or other facilities functionally related or subordinate to such uses, or for public use or to retain such land for public use, in accordance with a redevelopment plan; and may also include the preparation of the redevelopment plan, the planning, survey, and other work incident to a redevelopment project and the preparation of all plans and arrangements for carrying out a redevelopment project,
- To dispose of all real and personal property or any interest in such property, or assets, cash, or other funds held or used in connection with residential, recreational, commercial, industrial, or other uses, including parking or other facilities functionally related or subordinate to such uses, or any public use specified in a redevelopment plan or project, except that such disposition shall be at its fair value for uses in accordance with the redevelopment plan,
- To acquire real property in a community redevelopment area which, under the redevelopment plan, is to be repaired or rehabilitated for dwelling use or related facilities, repair or rehabilitate the structures, and resell the property; and
- to carry out plans for a program of voluntary or compulsory repair and rehabilitation of buildings or other improvements in accordance with the redevelopment plan.

A detailed proposal outlining the redevelopment project/or activity must be submitted to the CDA for evaluation prior to approval as a qualified Redevelopment Project.

RELATIONSHIP TO GENERAL PLAN

The general plan for the development of the City of Syracuse, Nebraska, known as “The Comprehensive Plan”, was adopted in 2001 and is incorporated herein by reference. In the event the terms and conditions of this General Redevelopment Plan are not in conformance with the Comprehensive Plan, the provisions of the Comprehensive Plan shall supersede those of the General Redevelopment Plan. The adoption of this General Redevelopment Plan, or any modifications, additions or amendments thereto, shall not be deemed to be an amendment of the Comprehensive Plan.

FUNDING FOR REDEVELOPMENT PROJECTS

There are a number of funding sources available for communities to use in order to initiate redevelopment activities in designated blighted and substandard areas. These include, in addition to City, state, and federal funds commonly utilized to undertake redevelopment activities, the use of Community Development Block Grant funding programs, special assessments, general obligation bonds, and tax increment financing. The following narrative further describes tax increment financing in Nebraska.

Tax increment financing (TIF) in Nebraska is designed to finance certain costs associated with a private development and is a common tool utilized for redevelopment activities in designated blighted and substandard community redevelopment areas. TIF provides a means of encouraging private investment in deteriorating areas by allowing local governments to use the increase in certain property tax revenues to pay the costs of certain public improvements needed to attract private development. Under the Nebraska Community Development Law, local governments may use TIF only in designated blighted and substandard community redevelopment areas. Following such designation, the CDA prepares a Redevelopment Plan. TIF projects may include commercial, residential, industrial, or a mix of these uses.

Generally, TIF funds can be used for land acquisition, public improvements, infrastructure, and utilities. The CDA shall conduct a **cost-benefit analysis** for each redevelopment project that proposes the use of TIF as a financing tool. This **cost-benefit analysis** must use a specific model developed for use by local projects, and shall consider and analyze the following factors:

- Tax shifts resulting from the approval of the use of funds pursuant to Neb. Rev. Stat. §18-2147, as indicated below:

...any ad valorem tax levied upon real property in a redevelopment project for the benefit of any public body shall be divided, for a period not to exceed 15 years after the effective date of provision by the governing body, as follows:

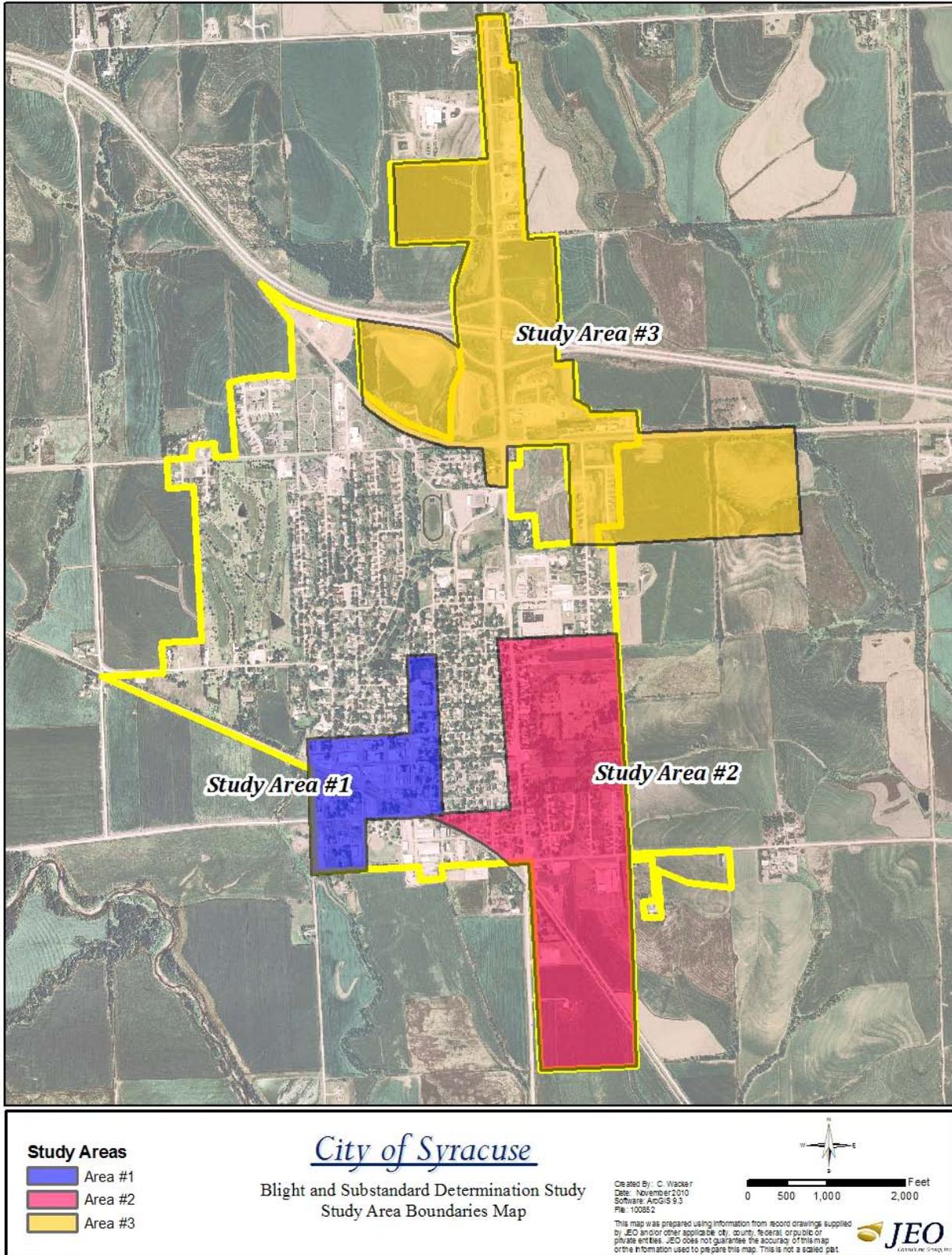
- (a) That portion of the ad valorem tax which is produced by the levy at the rate fixed each year by or for each public body upon the redevelopment project valuation shall be paid into the funds of each such public body in the same proportion as are all other taxes collected by or for the body; and
- (b) That portion of the ad valorem tax on real property in the redevelopment project in excess of such amount, if any, shall be allocated to, and when collected, paid into a special fund of the Authority to be used solely to pay the principal of, the interest on, and any premiums due in connection with the bonds of, loans, notes, or advances of money to, or indebtedness incurred by, whether funded, refunded, assumed, or otherwise, such authority for financing or refinancing, in whole or in part, a redevelopment project. When such bonds, loans, notes, advances of money, or indebtedness, including interest and premiums due, have been paid, the Authority shall so notify the County Assessor and County Treasurer, and all ad valorem taxes upon taxable property in such a redevelopment project shall be paid into the funds of the respective public bodies.
- Public infrastructure and community public service needs impacts and local tax impacts arising from the approval of the redevelopment project;
 - Impacts on employers and employees of firms locating or expanding within the boundaries of the area of the redevelopment project;
 - Impacts on other employers and employees within the city or City and the immediate areas that are located outside of the boundaries of the area of the redevelopment project, and
 - Any other impacts determined by the authority to be relevant to the consideration of costs and benefits arising from the redevelopment project.

After a project is approved, the CDA typically authorizes the issuance of TIF bonds to finance public improvements in the designated area. Since this process can work for large developments without increasing any tax rates or adding any new taxes or fees, it appeals to jurisdictions wishing to promote economic development or redevelopment of blighted and substandard areas.

OUTLINE OF THE GENERAL REDEVELOPMENT PLAN

The General Redevelopment Plan is organized in a manner that follows the outline of the Blight and Substandard Study. All provisions of the Blight and Substandard Study are incorporated herein by reference. There is one community redevelopment area included in this Plan. The General Redevelopment Plan will evaluate the Community Redevelopment Area and identify general redevelopment projects aimed at rehabilitating these portions of the City of Syracuse.

Study Area Boundaries



STUDY AREA #1

Structural Conditions

Redevelopment of the area must address those structural conditions that are deteriorating or dilapidated. Structures that exhibited the most deterioration are the non residential structures.

To achieve this, the City needs to work with programs that will aid in the upgrading of these structures. As development and redevelopment occur, it is anticipated that a portion of the structural improvements will be taken care of either through upgrades to, or elimination of, structures.

One major policy that the City can consider concerns future development and redevelopment within its residential, commercial, and industrial areas. The policy would be for the City to establish specific design guidelines for new construction. In addition, guidelines for redevelopment and rehabilitation may be considered by the City.

Structure Age

With this area being located in the central business district of Syracuse it is unlikely that there will be enough new development to overcome this issue. However as long as older buildings are properly maintained and add to the culture and beauty of the area there is not a need to tear down simply to rebuild.

Infrastructure Analysis

The primary issues contributing to blighted and substandard conditions in Study Area #1 include:

- Poor/No Sidewalks
- Fair/Poor Curb and Gutter
- Deteriorating Street Conditions
- Dangerous Conditions
- Economic or Social Liability

All of these issues can be overcome and corrected in time. The City should work closely with future developers to upgrade all of these factors.

Sidewalks

Due to the commercial/industrial and residential nature of the area, sidewalks are an important facility for pedestrian connectivity. The sidewalks in Study Area #1 are in various states of disrepair or nonexistent and should be addressed during any adjacent redevelopment effort.

Curb and Gutter

The curb and gutter conditions in Study Area #1 were determined to be reasonably substandard. With any redevelopment effort, there should be consideration for replacing or repairing any deteriorated curb and gutter systems and adding them to areas that may need them.

Streets

The streets of Study Area #1 are in various conditions ranging from fair to poor. Those streets that are in less than excellent condition should be upgraded during any type of redevelopment because they are the main transportation medium for residents and visitors to Study Area #1. Access to businesses and the disruption of traffic due to loading and unloading of trucks should be addressed with any redevelopment effort.

Water and Sanitary Sewer

The water and sanitary sewer systems showed no problems within the Blight and Substandard Study. However, upon future consideration of a specific redevelopment project, it is recommended that these systems are evaluated so that any problem can be addressed while the area is already under construction, allowing for a cheaper and more efficient fix.

Conditions Dangerous To Life or Property

The Blight and Substandard Study indicated a number of factors contributing to this condition. Factors determined to be dangerous to life or property include:

- Junk and debris, and
- Potential for pollution.

Junk and debris was identified during the field analysis in and around the study area. It is recommended that this area be cleared and maintained. In addition, the City needs to evaluate current policies for junk and debris and how it is allowed to be stored.

Due to the piles of industrial debris and the above and below ground storage tanks in Study Area #1, there is the potential for pollution. Any redevelopment project must include significant efforts to reduce stormwater runoff from occurring during and after construction activities. Any redevelopment project must adhere to all local, state, or federal regulations related to the reduction of pollution potential.

Economic or Social Liability

The redevelopment of this area including the improvement of structures and infrastructure will reduce or eliminate the economic and/or social liability by removing the visibly deteriorating factors and opening up the area to more attractive businesses and developments.

Comprehensive Plan and Zoning Analysis

The Future Land Use Plan represents an effort to encourage land uses compatible with the existing environment and will stimulate development and redevelopment opportunities in the future. In order for these uses to continue and expand, improvements will need to be made to the associated infrastructure, which may include activities that encourage private investment and improvements to streets, buildings or structures.

The zoning district classifications for Study Area #1 will remain unchanged. It is recommended the city maintain these classifications as they correspond with the surrounding character of the area.

The city should not need to provide additional public facilities for the redevelopment area due to the current uses and the lack of change that would be required to accommodate new ones.

STUDY AREA 1 GENERAL REDEVELOPMENT RECOMMENDATIONS

As redevelopment projects are considered for the area, a number of existing conditions should be considered through planning and redevelopment activities. These activities include:

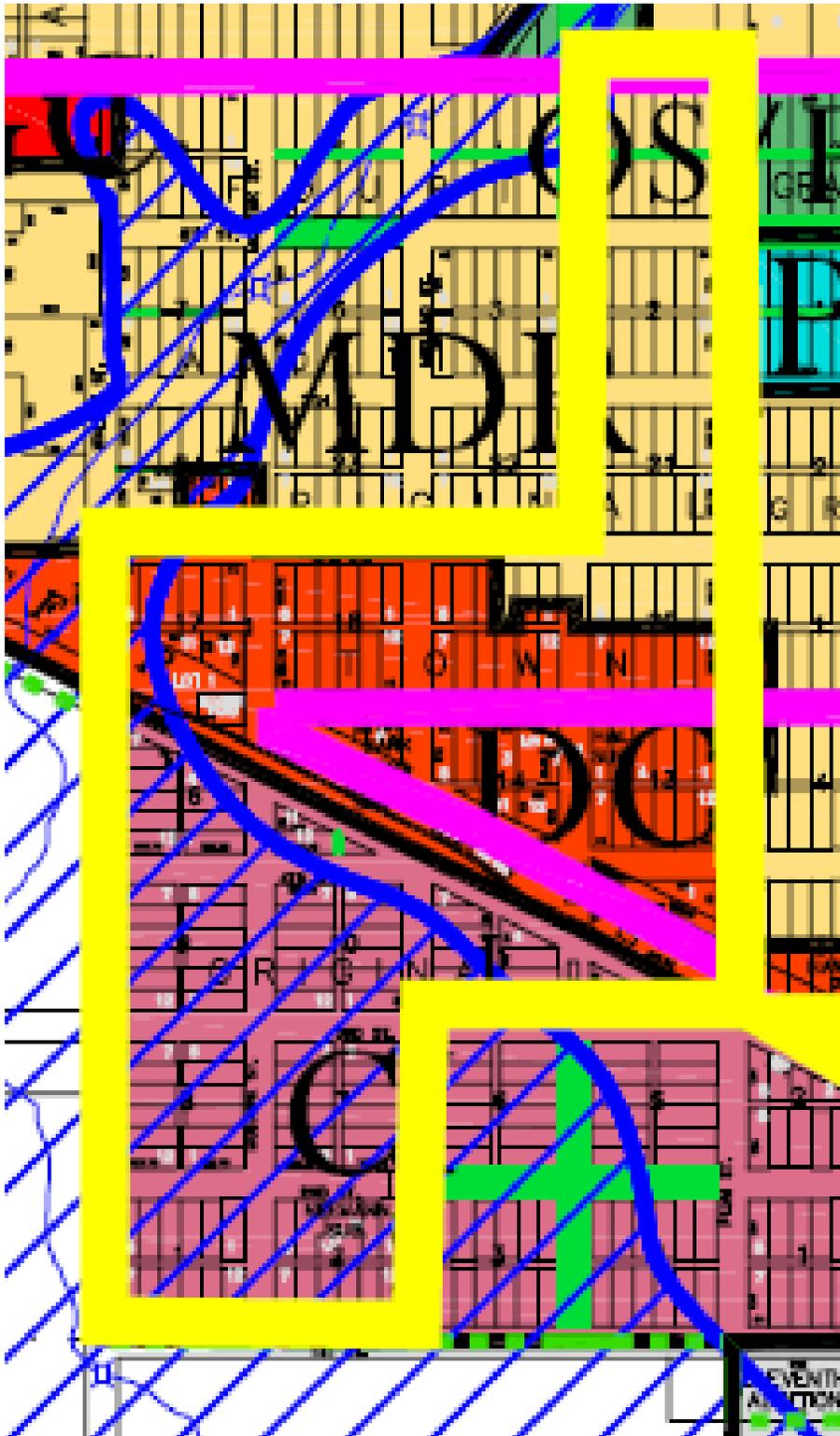
- The development of a master plan for reconstructing portions of the infrastructure in Study Area #1;
- Enforcement of the existing zoning concepts that will guide the future development and redevelopment of structures within Study Area #1;
- Removal of deteriorating or dilapidated structures, the determination of which will depend upon the severity of the substandard condition of the individual structure(s);
- Renovation or rehabilitation of deteriorating or dilapidated structures based upon a structural, building code or reuse potential analysis;
- Improvement of unsanitary and unsafe conditions related to inadequate drainage and other related infrastructure issues (i.e. septic tanks, junk and debris piles);
- Enforcement of existing municipal codes on properties that are detrimental to the health, safety and welfare of the community; and

- Development and improvement of public infrastructure on a case-by-case basis to support redevelopment projects.

CONCLUSION

As stated in the Blight and Substandard Study, there are a number of factors contributing to the blighted and substandard conditions of Study Area #1. The recommendations listed above will aid the City of Syracuse and the CRA in creating a viable and sustainable urban environment in order to lessen the impact of the blight and substandard conditions located in Study Area #1. In addition, portions of Study Area #1 are critical to the redevelopment of and proper clearance of substandard conditions within the City, as well as preparing the area for redevelopment and/or the development of a specific project.

Future Land Use Map Study Area #1



Zoning Map Study Area #1



STUDY AREA #2

Structural Conditions

Redevelopment of the area must address those structural conditions that are deteriorating or dilapidated. Structures that exhibited the most deterioration are the non residential structures located along the Highway.

To achieve this, the City needs to work with programs that will aid in the upgrading of these structures. As development and redevelopment occur, it is anticipated that a portion of the structural improvements will be taken care of either through upgrades to, or elimination of, structures.

Structure Age

The average age of structures is a factor that is not likely to be entirely overcome but may be improved through the development of undeveloped land within this study area. It should also be noted that the maintenance of the existing structures is imperative when you have older buildings in visible areas of the community.

Infrastructure Analysis

The primary issues contributing to blighted and substandard conditions in Study Area #2 include:

- Fair/No Sidewalks
- Deteriorating Street Conditions
- Dangerous Conditions
- Economic or Social Liability

All of these issues can be overcome and corrected in time. The City should work closely with future developers to upgrade all of these factors.

Sidewalks

Installation of sidewalks throughout the existing residential development and connecting all areas with the current sidewalk system will greatly improve pedestrian access to the study area.

Streets

The streets of Study Area #2 are in various conditions ranging from excellent to fair. Those streets that are in less than excellent condition should be upgraded during any type of redevelopment because

they are the main transportation medium for residents and visitors to Study Area #2 and the community as a whole.

Water and Sanitary Sewer

The water and sanitary sewer systems showed no problems within the Blight and Substandard Study. However, upon future consideration of a specific redevelopment project, it is recommended that these systems are evaluated so that any problem can be addressed while the area is already under construction, allowing for a cheaper and more efficient fix.

Conditions Dangerous To Life or Property

The Blight and Substandard Study indicated a number of factors contributing to this condition. Factors determined to be dangerous to life or property include:

- Junk and Debris
- Potential for Pollution

Junk and debris was identified during the field analysis in and around the study area. It is recommended that this area be cleared and maintained. In addition, the City needs to evaluate current policies for junk and debris and how it is allowed to be stored.

Due to the piles of industrial debris and the above and below ground storage tanks in Study Area #2, there is the potential for pollution. Any redevelopment project must include significant efforts to reduce stormwater runoff from occurring during and after construction activities. Any redevelopment project must adhere to all local, state, or federal regulations related to the reduction of pollution potential.

Economic or Social Liability

The redevelopment of this area including the improvement of structures and infrastructure will reduce or eliminate the economic and/or social liability by removing the visibly deteriorating factors and opening up the area to more attractive businesses and developments.

Comprehensive Plan and Zoning Analysis

The Future Land Use Plan represents an effort to encourage land uses compatible with the existing environment and will stimulate development and redevelopment opportunities in the future. In order for these uses to continue and expand, improvements will need to be made to the associated infrastructure, which may include activities that encourage private investment and improvements to streets, buildings or structures.

The zoning district classifications for Study Area #2 will remain unchanged. It is recommended the city maintain these classifications as they correspond with the future land use map and therefore are the desired type of development.

The city should not need to provide additional public facilities for the redevelopment area due to the current uses and the lack of change that would be required to accommodate new ones.

STUDY AREA 2 GENERAL REDEVELOPMENT RECOMMENDATIONS

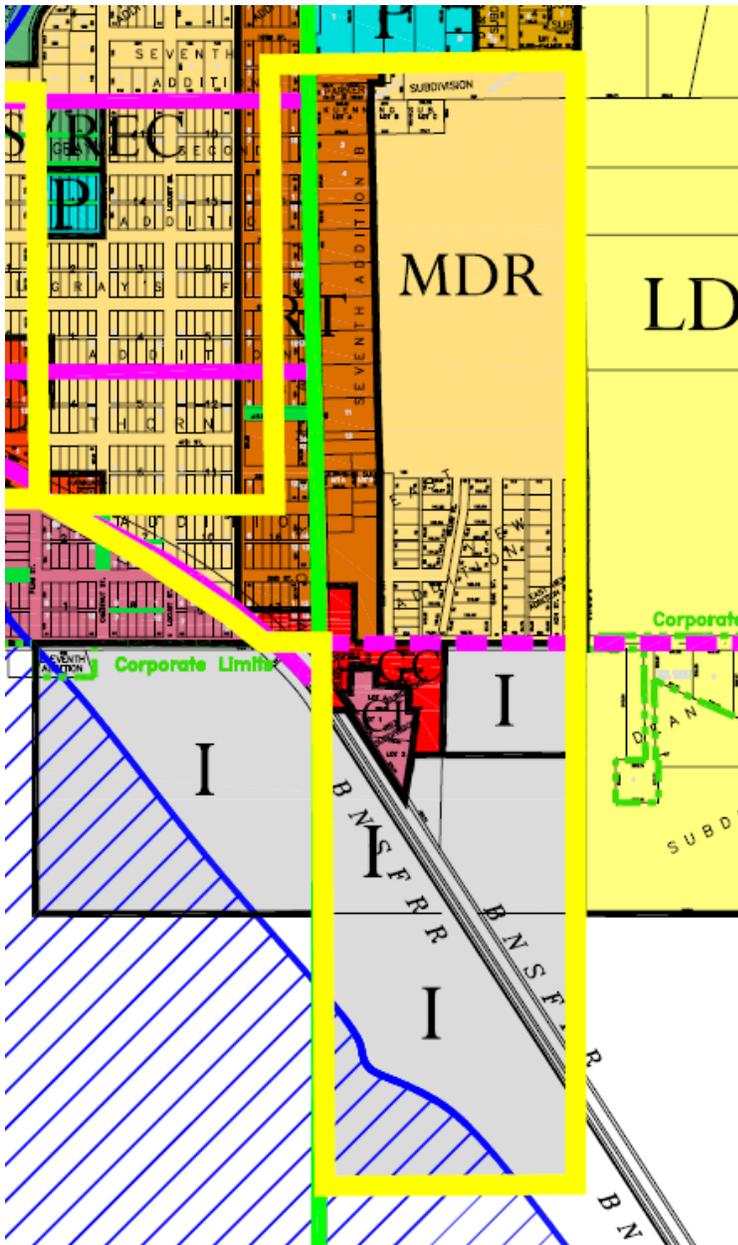
As redevelopment projects are considered for the area, a number of existing conditions should be considered through planning and redevelopment activities. These activities include:

- The development of a master plan for reconstructing portions of the infrastructure in Study Area #2;
- Enforcement of the existing zoning concepts that will guide the future development and redevelopment of structures within Study Area #2;
- Removal of deteriorating or dilapidated structures, the determination of which will depend upon the severity of the substandard condition of the individual structure(s);
- Renovation or rehabilitation of deteriorating or dilapidated structures based upon a structural, building code or reuse potential analysis;
- Improvement of unsanitary and unsafe conditions related to inadequate drainage and other related infrastructure issues (i.e. septic tanks, junk and debris piles);
- Enforcement of existing municipal codes on properties that are detrimental to the health, safety and welfare of the community; and
- Development and improvement of public infrastructure on a case-by-case basis to support redevelopment projects.

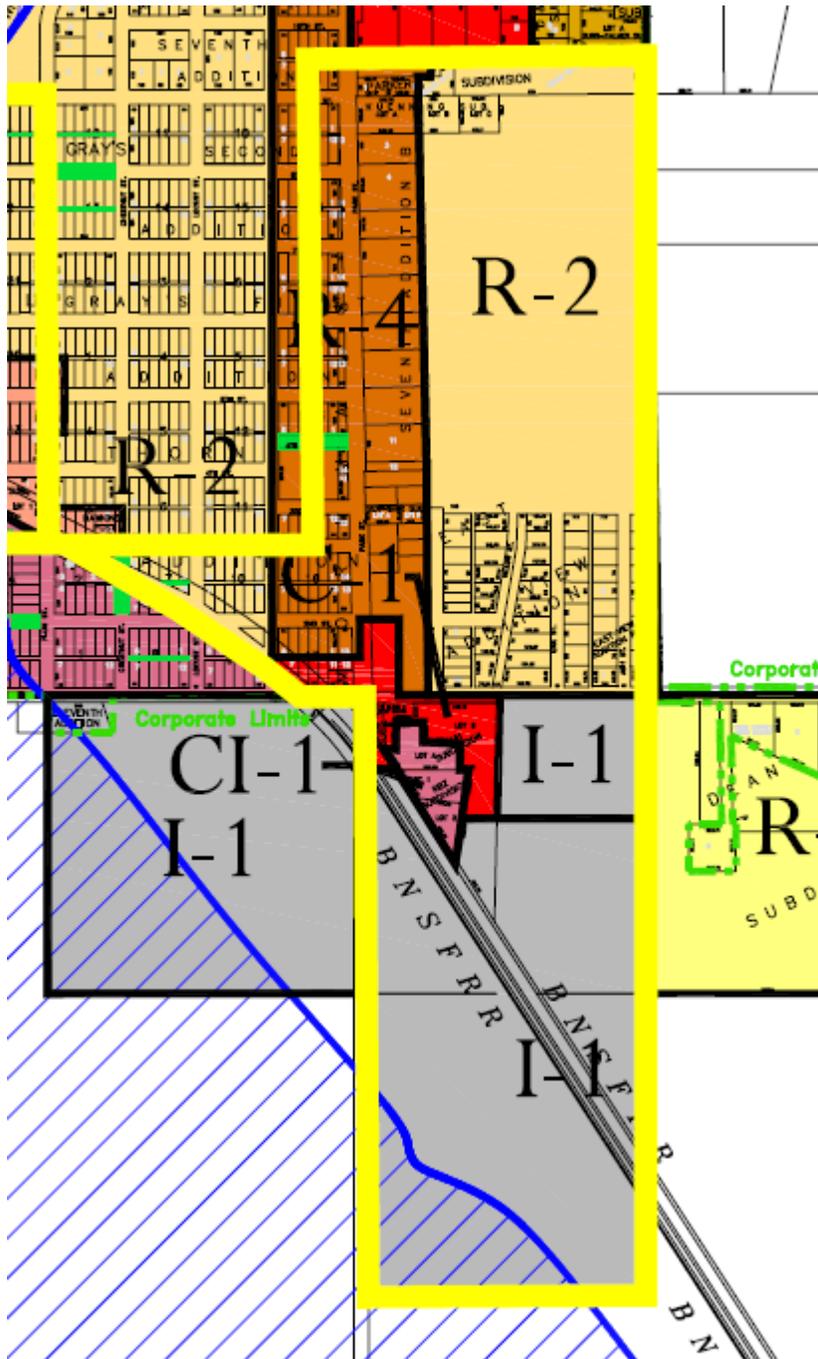
CONCLUSION

As stated in the Blight and Substandard Study, there are a number of factors contributing to the blighted and substandard conditions of Study Area #2. The recommendations listed above will aid the City of Syracuse and the CRA in creating a viable and sustainable urban environment in order to lessen the impact of the blight and substandard conditions located in Study Area #2. In addition, portions of Study Area #2 are critical to the redevelopment of and proper clearance of substandard conditions within the City, as well as preparing the area for redevelopment and/or the development of a specific project.

Future Land Use Map Study Area #2



Zoning Map Study Area #2



STUDY AREA #3

Infrastructure Analysis

The primary issues contributing to blighted and substandard conditions in Study Area #3 include:

- Poor/No Curb and Gutter
- Lack of Water Service
- Lack of Sanitary Sewer Service
- Storm Water Management
- Dangerous Conditions
- Economic or Social Liability

All of these issues can be overcome and corrected in time. The City should work closely with future developers to upgrade all of these factors.

Curb and Gutter

The curb and gutter conditions in Study Area #2 were determined to be reasonably substandard. With any redevelopment effort, there should be consideration for replacing or repairing any deteriorated curb and gutter systems, adding them to areas that may need them, and properly maintaining any ditch and culvert systems that are to remain in the area.

Water and Sanitary Sewer

The water and sanitary sewer systems should be extended to the area north of Highway 2. This will make the area more attractive to new development.

Conditions Dangerous To Life or Property

The Blight and Substandard Study indicated a number of factors contributing to this condition. Factors determined to be dangerous to life or property include:

- Junk and debris
- Potential for pollution

Junk and debris was identified during the field analysis in and around the study area. It is recommended that this area be cleared and maintained. In addition, the City needs to evaluate current policies for junk and debris and how it is allowed to be stored.

Due to the piles of industrial debris and the above and below ground storage tanks in Study Area #3, there is the potential for pollution. Any redevelopment project must include significant efforts to

reduce stormwater runoff from occurring during and after construction activities. Any redevelopment project must adhere to all local, state, or federal regulations related to the reduction of pollution potential.

Economic or Social Liability

The development of this area including the improvement/extension of infrastructure will reduce or eliminate the economic and/or social liability by making it more economically feasible to develop the area.

Comprehensive Plan and Zoning Analysis

The Future Land Use Plan represents an effort to encourage land uses compatible with the existing environment and will stimulate development and redevelopment opportunities in the future. In order for these uses to continue and expand, improvements will need to be made to the associated infrastructure, which may include activities that encourage private investment and improvements to streets, buildings or structures.

The zoning district classifications for Study Area #3 will need to be addressed as new development occurs in several portions of the study area. Those areas that are already developed will need no zoning or future land use changes as they are properly classified for the type of redevelopment the city would like to encourage.

The city should not need to provide additional public facilities for the redevelopment area due to the current uses and the lack of change that would be required to accommodate new ones.

STUDY AREA 3 GENERAL REDEVELOPMENT RECOMMENDATIONS

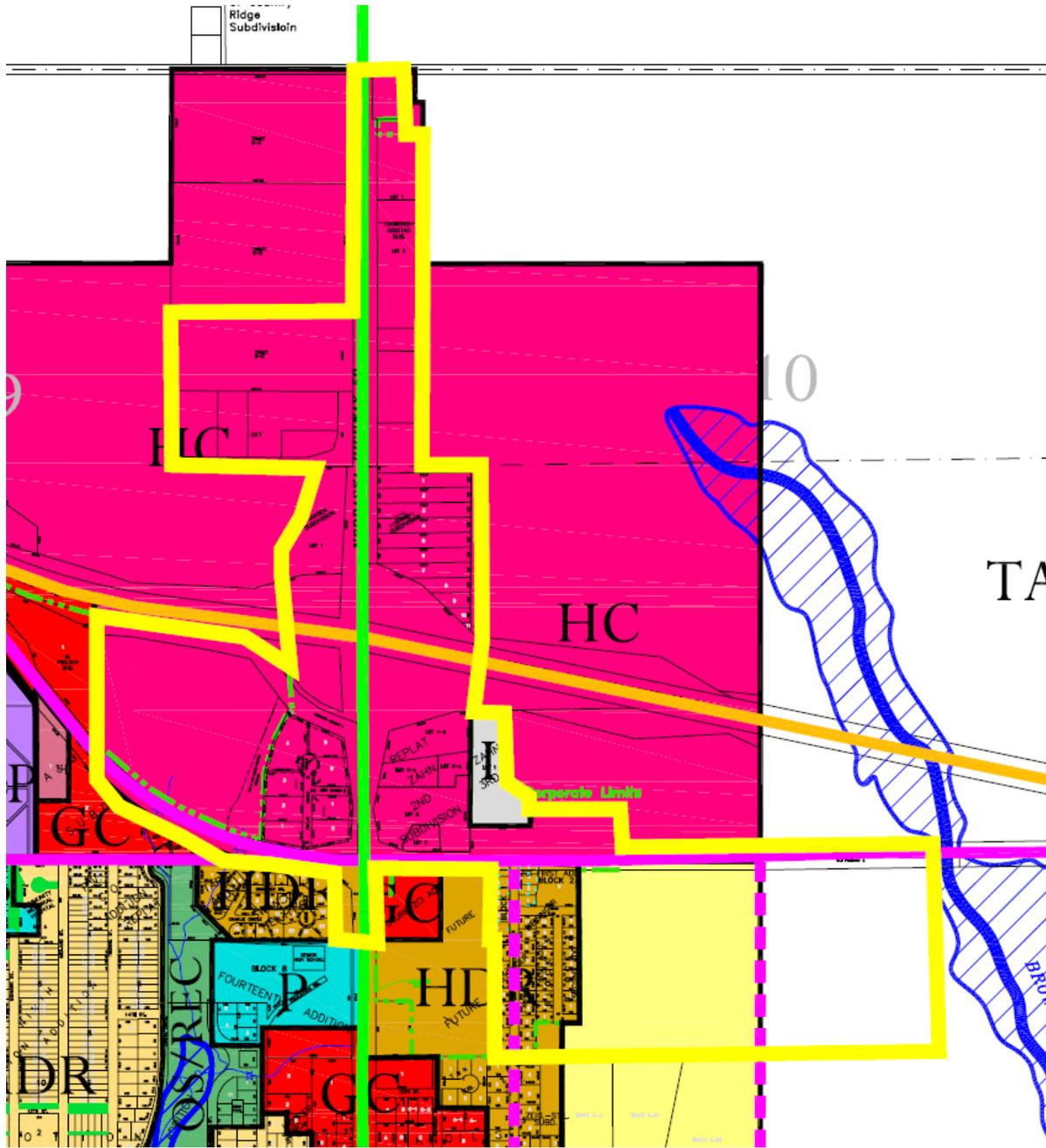
As redevelopment projects are considered for the area, a number of existing conditions should be considered through planning and redevelopment activities. These activities include:

- The development of a master plan for extending portions of the infrastructure in Study Area #3;
- Enforcement of the existing zoning concepts that will guide the future development and redevelopment of structures within Study Area #3;
- Removal of deteriorating or dilapidated structures, the determination of which will depend upon the severity of the substandard condition of the individual structure(s);
- Renovation or rehabilitation of deteriorating or dilapidated structures based upon a structural, building code or reuse potential analysis;
- Improvement of unsanitary and unsafe conditions related to inadequate drainage and other related infrastructure issues (i.e. septic tanks, junk and debris piles);
- Enforcement of existing municipal codes on properties that are detrimental to the health, safety and welfare of the community; and
- Development and improvement of public infrastructure on a case-by-case basis to support redevelopment projects.

CONCLUSION

As stated in the Blight and Substandard Study, there are a number of factors contributing to the blighted and substandard conditions of Study Area #3. The recommendations listed above will aid the City of Syracuse and the CRA in creating a viable and sustainable urban environment in order to lessen the impact of the blight and substandard conditions located in Study Area #3. In addition, portions of Study Area #3 are critical to the redevelopment of and proper clearance of substandard conditions within the City, as well as preparing the area for redevelopment and/or the development of a specific project. The city should concentrate their efforts on extending infrastructure to the areas not currently serviced so as to better encourage new development to occur.

Future Land Use Map Study Area #3



Zoning Map Study Area #3

