

# 2013

*General Redevelopment Plan  
City of Milford, Nebraska  
Blight and Substandard Study*



*JEO Consulting Group, Inc.  
Project No. 130164.00*

*Adopted* Sept. 3 2013

*Resolution No.* 488

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## **Introduction**

### ***Background***

The Milford General Redevelopment Plan provides a guideline for the community to develop remedies for designated “Community Redevelopment Area(s)” 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 area identified in the City of Milford, Nebraska Blight and Substandard Study Area (2013). With the adoption of this Plan, the Community Redevelopment Authority 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.

### ***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 Redevelopment Authority (CRA). The laws permit CRAs 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 Milford Community Redevelopment Authority, 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 CRA 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 CRA 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 – Area, City of Milford, Nebraska, prepared by JEO Consulting Group, Inc.

Pursuant to the Nebraska Community Development Law, the CRA 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 CRA for evaluation prior to approval as a qualified Redevelopment Project.

### ***Relationship to General Plan***

The general plan for the development of the City of Milford, Nebraska, known as “The Comprehensive Plan”, 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 CRA 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 CRA 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:
    - 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
    - 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 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 CRA 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.

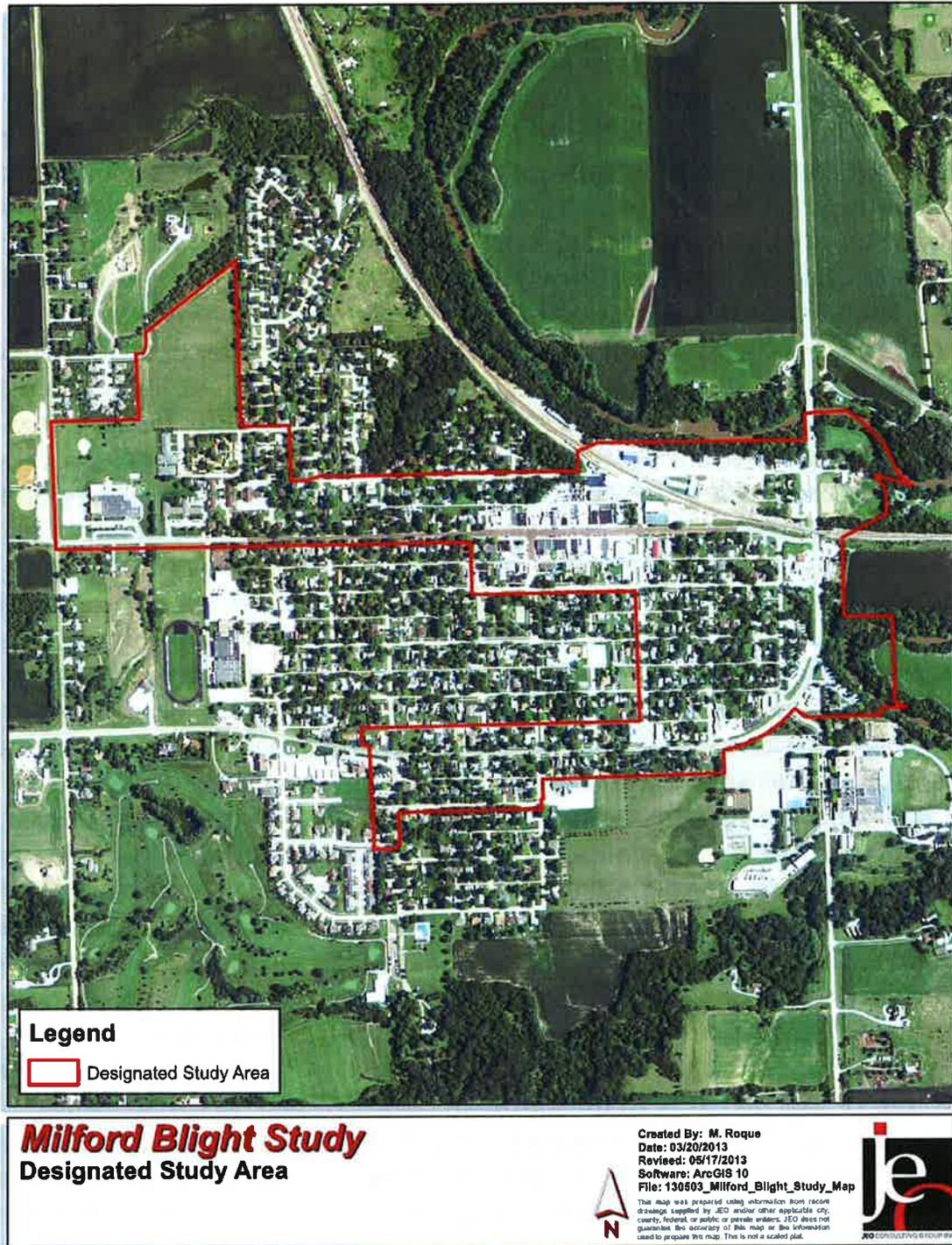
### ***Outline of the General Redevelopment Plan***

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 the Proposed Blight Area of the City of Milford.

## Designated Study Area

The initial study area as identified in the contract between the City of Milford and JEO Consulting can be found in Figure 1. For this study, the initial study area will be known as the “Designated Study Area.”

Figure 1: Designated Study Area



## **Proposed Blight Area**

The proposed Blight Area consists of approximately 125 acres, as shown in Figure 2. The legal description was drawn up and reviewed by a JEO registered surveyor. Adding this area of land increases the total blighted area of the corporate limits to 125 acres of the total 453.1 acres, assuming the Milford Blight and Substandard Study is approved. Approval of both studies will bring the total percentage of the corporate limits designated as blighted to 27.6%.

## ***Legal Description***

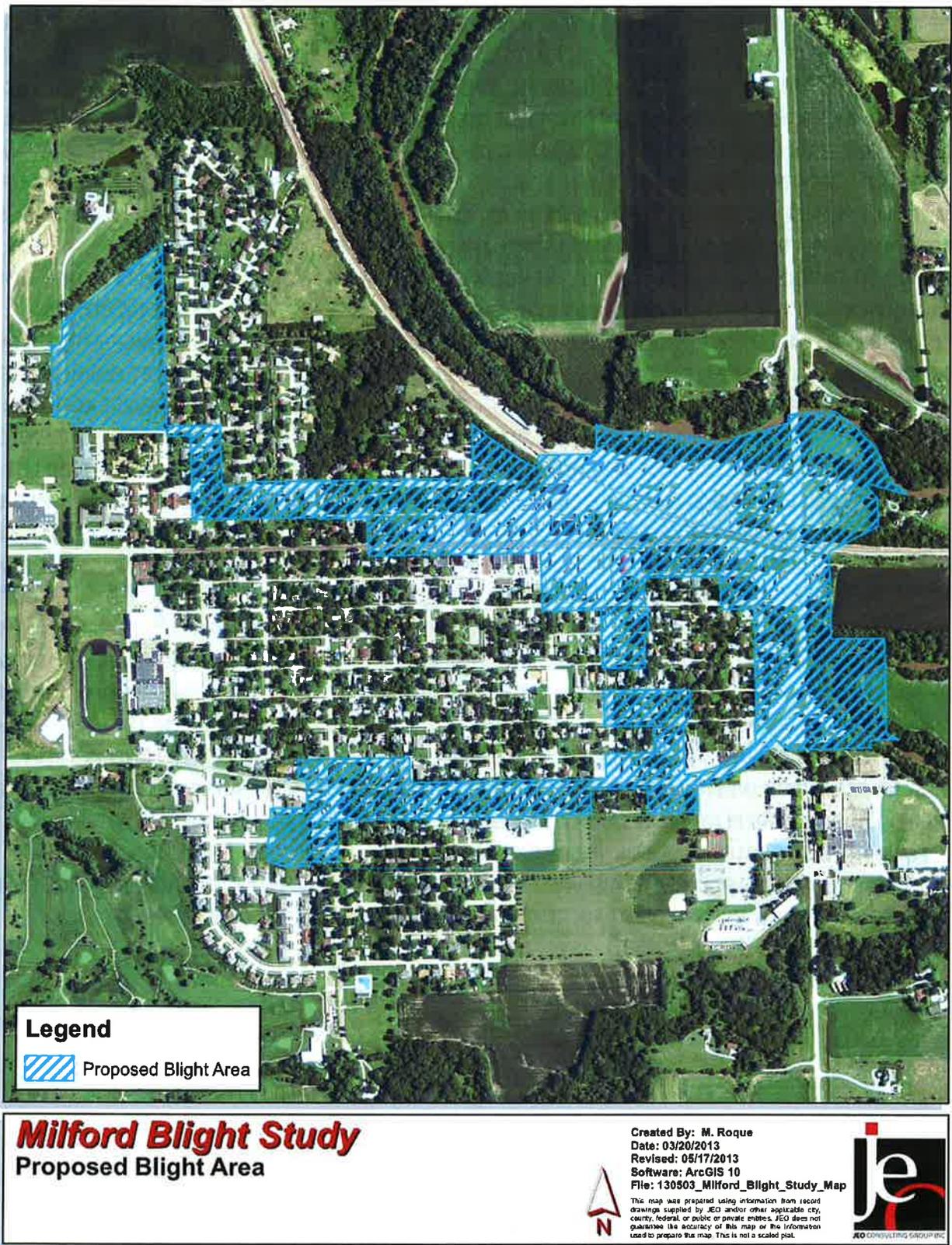
A PARCEL OF LAND LOCATED IN SECTIONS 1, 2, AND 11, TOWNSHIP 9 NORTH, RANGE 3 EAST OF THE SIXTH P.M., SEWARD COUNTY, NEBRASKA, BEING DESCRIBED AS FOLLOWS: BEGINNING AT THE SOUTHWEST CORNER OF THE EAST HALF OF THE SOUTHWEST QUARTER OF THE NORTHWEST QUARTER OF SECTION 2; THENCE NORTHERLY ON THE WEST LINE OF SAID EAST HALF OF THE SOUTHWEST QUARTER OF THE NORTHWEST QUARTER, A DISTANCE OF 150 FEET; THENCE NORTHEASTERLY TO THE NORTHWEST CORNER OF LOT 8, BLOCK 1, VALLEY VIEW ADDITION AS PLATTED IN THE CITY OF MILFORD; THENCE SOUTHERLY ON THE WEST LINE OF LOTS 1 THRU 8 OF SAID BLOCK 1 TO THE SOUTHWEST CORNER OF SAID LOT 1; THENCE SOUTHERLY TO THE NORTHWEST CORNER OF LOT 1, BLOCK 2, OAKVIEW ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE SOUTHERLY ON THE WEST LINE OF LOTS 1 THRU 6 OF SAID BLOCK 2 TO THE SOUTHWEST CORNER OF SAID LOT 6; THENCE EASTERLY ON THE NORTH RIGHT OF WAY LINE OF LINDEN AVENUE AS PLATTED IN SAID CITY OF MILFORD TO THE SOUTHEAST CORNER OF LOT 6, BLOCK 1 OF SAID OAKVIEW ADDITION; THENCE SOUTHERLY TO THE NORTHWEST CORNER OF LOT 1, BLOCK 3, CRESTVIEW ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE SOUTHERLY ON THE WEST LINE OF LOT 1 THRU 4 OF SAID BLOCK 3 TO THE SOUTHWEST CORNER OF SAID LOT 4; THENCE EASTERLY ON THE SOUTH LINE OF SAID LOT 4 TO THE SOUTHEAST CORNER OF SAID LOT 4; THENCE NORTHERLY ON THE WEST RIGHT OF WAY LINE OF E STREET AS PLATTED IN SAID CITY OF MILFORD TO THE NORTH RIGHT OF WAY LINE OF PARK AVENUE AS PLATTED IN SAID CITY OF MILFORD; THENCE EASTERLY ON SAID NORTH RIGHT OF WAY LINE TO THE EAST RIGHT OF WAY LINE OF CAYUGA STREET AS PLATTED IN SAID CITY OF MILFORD; THENCE NORTHERLY ON SAID EAST RIGHT OF WAY LINE TO THE NORTHWEST CORNER OF TAX LOT 117; THENCE SOUTHEASTERLY ON THE NORTHERLY LINE OF TAX LOTS 117, 119, AND 159 TO THE EAST LINE OF JOHNSON'S ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE NORTHELY ON SAID EAST LINE TO THE NORTHWEST CORNER OF SAID JOHNSON'S ADDITION; THENCE EASTERLY ON THE NORTH LINE OF SAID JOHNSON'S ADDITION TO THE NORTHEAST CORNER OF SAID JOHNSON'S ADDITION; THENCE EASTERLY ON THE NORTH LINE OF TAX LOT 109 TO THE NORTHEAST CORNER OF SAID TAX LOT 109; THENCE NORTHERLY ON THE NORTHERLY EXTENSION OF THE EAST LINE OF SAID TAX LOT 109 TO THE CENTERLINE OF THE BLUE RIVER; THENCE EASTERLY ON SAID CENTERLINE OF THE BLUE RIVER TO THE NORTH LINE OF TAX LOT 28 IN THE SOUTHWEST QUARTER OF SAID SECTION 1; THENCE WESTERLY ON THE NORTH LINE OF SAID TAX LOT 28 TO THE NORTHEAST CORNER OF TAX LOT 74 IN SAID SOUTHWEST QUARTER; THENCE SOUTHERLY ON THE EAST LINE OF SAID TAX LOT 74 TO THE SOUTHEAST CORNER OF SAID TAX LOT 74; THENCE SOUTHWESTERLY TO THE NORTHEAST CORNER OF LOT 2, SAMPLE AND CULVER ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE SOUTHERLY ON THE EAST LINE OF LOTS 2, 3, AND 4 OF SAID SAMPLE AND CULVER ADDITION TO THE SOUTHEAST CORNER OF SAID LOT 4; THENCE EASTERLY ON THE NORTH LINE OF SHOGO SPRINGS ADDITION AS PLATTED IN SAID CITY OF MILFORD TO THE NORTHEAST CORNER OF SAID SHOGO SPRINGS ADDITION; THENCE SOUTHERLY ON THE EAST LINE OF SAID SHOGO SPRINGS ADDITION TO

THE SOUTH LINE OF SAID SOUTHWEST QUARTER; THENCE WESTERLY ON SAID SOUTH LINE TO THE SOUTHWEST CORNER OF SAID SOUTHWEST QUARTER; THENCE WESTERLY ON THE SOUTH LINE OF TAX LOT 145 IN THE SOUTHEAST QUARTER OF SECTION 2 TO THE SOUTHWEST CORNER OF SAID TAX LOT 145; THENCE NORTHWESTERLY ON THE WEST LINE OF SAID TAX LOT 145 TO THE SOUTHERLY RIGHT OF WAY LINE OF U.S. HIGHWAY 6; THENCE SOUTHWESTERLY ON SAID SOUTHERLY RIGHT OF WAY LINE TO A POINT 150 FEET EASTERLY OF THE NORTHEAST CORNER OF LOT 8, BLOCK 1, RUNTY'S 2ND ADDITION TO SAID CITY OF MILFORD; THENCE SOUTHERLY, PARALLEL WITH AND 150 FEET DISTANT FROM THE EAST LINE OF SAID LOT 8 TO THE EASTERLY EXTENSION OF THE SOUTH LINE OF SAID RUNTY'S 2ND ADDITION; THENCE WESTERLY ON SAID EASTERLY EXTENSION TO THE SOUTHEAST CORNER OF SAID RUNTY'S 2ND ADDITION; THENCE WESTERLY ON THE SOUTH LINE OF SAID RUNTY'S 2ND ADDITION TO THE SOUTHWEST CORNER OF SAID RUNTY'S 2ND ADDITION; THENCE NORTHERLY ON THE WEST LINE OF SAID RUNTY'S 2ND ADDITION TO THE SOUTH RIGHT OF WAY OF SAID U.S. HIGHWAY 6; THENCE WESTERLY ON SAID SOUTH RIGHT OF WAY LINE TO THE NORTHEAST CORNER OF LOT 2, BLOCK 4, SWEASEY'S 1ST ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE SOUTHERLY ON THE EAST LINE OF SAID LOT 2 TO THE SOUTHEAST CORNER OF SAID LOT 2; THENCE SOUTHERLY ON THE SOUTHERLY EXTENSION OF SAID EAST LINE, A DISTANCE OF 20 FEET TO THE SOUTH LINE OF SAID SWEASEY'S 1ST ADDITION; THENCE WESTERLY ON SAID SOUTH LINE TO THE NORTHEAST CORNER OF LOT 2, BELWOOD 3RD ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE WESTERLY ON THE NORTH LINE OF SAID LOT 2 TO THE NORTHEAST CORNER OF TAX LOT 54; THENCE WESTERLY ON THE NORTH LINE OF SAID TAX LOT 54 TO THE NORTHWEST CORNER OF TAX LOT 54; THENCE WESTERLY TO THE NORTHEAST CORNER OF LOT 1, BLOCK 1, BELLWOOD ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE WESTERLY ON THE NORTH LINE OF LOTS 1 THRU 8 OF SAID BLOCK 1 TO THE NORTHWEST CORNER OF SAID LOT 8; THENCE WESTERLY TO THE NORTHEAST CORNER OF LOT 1, BLOCK 1, BELLWOOD 2ND ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE WESTERLY ON THE NORTH LINE OF LOTS 1 THRU 4 OF SAID BLOCK 1 TO THE NORTHEAST CORNER OF TAX LOT 50; THENCE WESTERLY ON THE NORTH LINE OF SAID TAX LOT 50 TO THE NORTHEAST CORNER OF LOT 1, BLOCK 1, SKYLINE SECOND ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE WESTERLY ON THE NORTH LINE OF SAID LOT 1 TO THE NORTHWEST CORNER OF LOT 1; THENCE SOUTHERLY ON THE EAST RIGHT OF WAY LINE OF D STREET AS PLATTED IN SAID CITY OF MILFORD TO THE EASTERLY EXTENSION OF THE NORTH LINE OF LOT 3, BLOCK 2, SKYLINE 2ND ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE WESTERLY ON SAID EASTERLY EXTENSION TO THE NORTHEAST CORNER OF SAID LOT 3; THENCE WESTERLY ON THE NORTH LINE OF SAID LOT 3 TO THE NORTHWEST CORNER OF SAID LOT 3; THENCE SOUTHERLY ON THE WEST LINE OF SAID LOT 3 TO THE NORTHEAST CORNER OF LOT 33, JANTZE THORNTRIDGE FIRST ADDITION PHASE III AS PLATTED IN SAID CITY OF MILFORD; THENCE WESTERLY ON THE NORTH LINE OF LOTS 31, 32, AND 33 OF SAID JANTZE THORNTRIDGE FIRST ADDITION PHASE III TO THE NORTHWEST CORNER OF SAID LOT 31; THENCE NORTHERLY ON THE EAST LINE OF LOT 36 OF SAID JANTZE THORNTRIDGE FIRST ADDITION PHASE III TO THE NORTHEAST CORNER OF SAID LOT 36; THENCE NORTHERLY TO THE SOUTHEAST CORNER OF LOT 39 OF SAID JANTZE THORNTRIDGE FIRST ADDITION PHASE III; THENCE NORTHERLY ON THE EAST LINE OF SAID LOT 39 TO THE NORTHEAST CORNER OF SAID LOT 39; THENCE EASTERLY ON THE SOUTH LINE OF LOT 2 JANTZE ADDITION AS PLATTED IN SAID CITY OF MILFORD TO THE SOUTHEAST CORNER OF SAID LOT 2; THENCE NORTHERLY ON THE EAST LINE OF SAID LOT 2 TO THE WESTERLY EXTENSION OF THE SOUTH LINE OF LOT 1, BLOCK 1, SKYLINE ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE EASTERLY ON SAID WESTERLY EXTENSION TO THE SOUTHWEST CORNER OF SAID LOT 1; THENCE NORTHERLY ON THE WEST LINE OF SAID

LOT 1 TO THE NORTHWEST CORNER OF SAID LOT 1; THENCE NORTHERLY ON THE NORTHERLY EXTENSION OF SAID WEST LINE TO THE NORTH RIGHT OF WAY LINE OF SAID U.S. HIGHWAY 6; THENCE WESTERLY ON SAID NORTH RIGHT OF WAY LINE TO THE SOUTHWEST CORNER OF THE EAST 185 FEET OF TAX LOT 38; THENCE NORTHERLY ON THE WEST LINE OF THE SAID EAST 185 FEET OF TAX LOT 38 TO THE SOUTH LINE OF BLOCK 3, LAUNE'S 2ND ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE EASTERLY ON THE SOUTH LINE OF SAID BLOCK 3 TO THE SOUTHEAST CORNER OF SAID BLOCK 3; THENCE EASTERLY ON THE NORTH LINE OF SAID TAX LOT 38 TO THE NORTHEAST CORNER OF SAID TAX LOT 38; THENCE EASTERLY TO THE SOUTHWEST CORNER OF LOT 8, BLOCK 4, OF SAID LAUNE'S 2ND ADDITION; THENCE EASTERLY ON THE SOUTH LINE OF LOTS 1 THRU 8 OF SAID BLOCK 4 TO THE SOUTHEAST CORNER OF SAID LOT 1; THENCE EASTERLY ON THE SOUTH LINE OF LOTS 6 AND 7, BLOCK 13, ORIGINAL TOWN OF MILFORD TO THE NORTHERLY EXTENSION OF THE WEST LINE OF LOT 2, BLOCK 6 OF SAID SWEASEY'S 2ND ADDITION; THENCE SOUTHERLY ON SAID NORTHERLY EXTENSION TO THE NORTHWEST CORNER OF SAID LOT 2; THENCE SOUTHERLY ON THE WEST LINE OF SAID LOT 2 TO THE SOUTHWEST CORNER OF SAID LOT 2; THENCE EASTERLY ON THE NORTH RIGHT OF WAY LINE OF 5TH STREET AS PLATTED IN SAID CITY OF MILFORD TO THE WEST RIGHT OF WAY LINE OF WALNUT AVENUE AS PLATTED IN SAID CITY OF MILFORD; THENCE NORTHERLY ON SAID WEST RIGHT OF WAY LINE TO THE SOUTHEAST CORNER OF LOT 1, BLOCK 16 OF SAID ORIGINAL TOWN; THENCE EASTERLY TO THE SOUTHWEST CORNER OF LOT 9, BLOCK L, DAVISON AND CULVER'S ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE EASTERLY TO THE SOUTH LINE OF LOTS 5 THRU 9 OF SAID BLOCK L TO THE SOUTHEAST CORNER OF SAID LOT 5; THENCE NORTHERLY ON THE EAST LINE OF SAID LOT 5 TO THE NORTHEAST CORNER OF SAID LOT 5; THENCE WESTERLY ON THE SOUTH RIGHT OF WAY LINE OF 4TH STREET AS PLATTED IN SAID CITY OF MILFORD TO THE WEST RIGHT OF WAY LINE OF SAID WALNUT AVENUE; THENCE NORTHERLY ON SAID WEST RIGHT OF WAY LINE TO THE SOUTHEAST CORNER OF LOT 1, BLOCK 9 OF SAID ORIGINAL TOWN; THENCE EASTERLY TO THE SOUTHWEST CORNER OF LOT 8, BLOCK I OF SAID DAVISON AND CULVER'S ADDITION; THENCE EASTERLY ON THE SOUTH LINE OF LOTS 1 THRU 8 OF SAID BLOCK I TO THE SOUTHEAST CORNER OF SAID LOT 1; THENCE EASTERLY TO THE SOUTHWEST CORNER OF LOT 8, BLOCK J OF SAID DAVISON AND CULVER'S ADDITION; THENCE SOUTHERLY ON THE EAST RIGHT OF WAY LINE OF MAPLE AVENUE AS PLATTED IN SAID CITY OF MILFORD TO THE NORTH RIGHT OF WAY LINE OF SAID U.S HIGHWAY 6; THENCE NORTHEASTERLY ON SAID NORTH RIGHT OF WAY LINE TO THE WEST RIGHT OF WAY LINE OF ELM AVENUE AS PLATTED IN SAID CITY OF MILFORD; THENCE NORTHERLY ON SAID WEST RIGHT OF WAY LINE TO THE SOUTH RIGHT OF WAY LINE OF 2ND STREET AS PLATTED IN SAID CITY OF MILFORD; THENCE WESTERLY ON THE NORTH LINE OF LOTS 1 THRU 4, BLOCK G OF SAID DAVISON AND CULVER'S ADDITION TO THE NORTHWEST CORNER OF SAID LOT 4; THENCE NORTHERLY TO THE SOUTHEAST CORNER OF LOT 20, BLOCK F OF SAID DAVISON AND CULVER'S ADDITION; THENCE NORTHERLY ON THE EAST LINE OF SAID LOT 20 TO THE NORTHEAST CORNER OF SAID LOT 20; THENCE WESTERLY ON THE NORTH LINE OF LOTS 17 THRU 20 OF SAID BLOCK F TO THE NORTHWEST CORNER OF SAID LOT 20; THENCE WESTERLY TO THE NORTHEAST CORNER OF LOT 24, BLOCK E OF SAID DAVISON AND CULVER'S ADDITION; THENCE WESTERLY ON THE NORTH LINE OF LOTS 21 THRU 24 OF SAID BLOCK E TO THE NORTHWEST CORNER OF SAID LOT 21; THENCE SOUTHERLY ON THE WEST LINE OF SAID LOT 21 TO THE SOUTHWEST CORNER OF SAID LOT 21; THENCE SOUTHERLY TO THE NORTHWEST CORNER OF THE EAST HALF OF LOT 4, BLOCK H OF SAID DAVISON AND CULVER'S ADDITION; THENCE SOUTHERLY ON THE WEST LINE OF SAID EAST HALF OF LOT 4 TO THE SOUTHWEST CORNER OF SAID EAST HALF OF LOT 4; THENCE SOUTHWESTERLY TO THE NORTHWEST CORNER OF LOT 13 OF SAID BLOCK H; THENCE SOUTHERLY ON THE WEST LINE OF SAID LOT 13 TO THE

SOUTHWEST CORNER OF SAID LOT 13; THENCE SOUTHERLY TO THE NORTHEAST CORNER OF LOT 5 OF SAID BLOCK I; THENCE WESTERLY ON THE SOUTH RIGHT OF WAY LINE OF 3RD STREET AS PLATTED IN SAID CITY OF MILFORD TO THE WEST RIGHT OF WAY LINE OF SAID WALNUT AVENUE; THENCE NORTHERLY ON SAID WEST RIGHT OF WAY LINE TO THE SOUTH RIGHT OF WAY LINE OF SAID 2ND STREET; THENCE WESTERLY ON SAID SOUTH RIGHT OF WAY LINE TO THE WEST RIGHT OF WAY LINE OF A STREET AS PLATTED IN SAID CITY OF MILFORD; THENCE NORTHERLY ON SAID WEST RIGHT OF WAY LINE TO THE SOUTH RIGHT OF WAY LINE OF 1ST STREET AS PLATTED IN SAID CITY OF MILFORD; THENCE WESTERLY ON SAID SOUTH RIGHT OF WAY LINE TO THE NORTHWEST CORNER OF LOT 1, BLOCK 1, LAUNE'S ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE NORTHERLY TO THE SOUTHEAST CORNER OF LOT 1, BLOCK 1, YOST AND KOENIGS 1ST ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE NORTHERLY ON THE EAST LINE OF SAID LOT 1 TO THE NORTHEAST CORNER OF SAID LOT 1; THENCE WESTERLY ON THE NORTH LINE OF LOTS 1 THRU 6 OF SAID BLOCK 1 TO THE NORTHWEST CORNER OF SAID LOT 6; THENCE WESTERLY TO THE NORTHEAST CORNER OF LOT 4, BLOCK 1, NORTHWEST 2ND ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE WESTERLY ON THE NORTH LINE OF LOTS 1 THRU 4 OF SAID BLOCK 1 TO THE NORTHWEST CORNER OF SAID LOT 1; THENCE WESTERLY ON THE NORTH LINE OF LOTS 2 THRU 5 OF BLOCK 1, NORTHWEST ADDITION AS PLATTED IN SAID CITY OF MILFORD TO THE NORTHWEST CORNER OF SAID LOT 2; THENCE WESTERLY TO THE NORTHEAST CORNER OF LOT 1 OF SAID BLOCK 1; THENCE WESTERLY ON THE NORTH LINE OF SAID LOT 1 TO THE SOUTHEAST CORNER OF LOT 7, BLOCK 3, OAKVIEW ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE NORTHERLY ON THE EAST LINE OF LOTS 1 THRU 7 OF SAID BLOCK 3 TO THE NORTHEAST CORNER OF SAID LOT 1; THENCE WESTERLY ON THE NORTH LINE OF SAID LOT 1 TO THE NORTHWEST CORNER OF SAID LOT 1; THENCE NORTHERLY ON THE WEST LINE OF SAID OAKVIEW ADDITION, A DISTANCE OF 30 FEET TO THE CENTERLINE OF LINDEN AVENUE AS PLATTED IN SAID CITY OF MILFORD; THENCE WESTERLY ON THE WESTERLY EXTENSION OF SAID CENTERLINE, A DISTANCE OF 303.82 FEET; THENCE NORTHERLY, A DISTANCE OF 30 FEET TO THE WESTERLY EXTENSION OF THE NORTH RIGHT OF WAY LINE OF SAID LINDEN AVENUE; THENCE WESTERLY ON SAID WESTERLY EXTENSION TO A POINT 715 FEET EASTERLY OF THE WEST LINE OF THE SOUTHWEST QUARTER OF SAID SECTION 2; THENCE NORTHERLY, PARALLEL WITH AND 715 FEET DISTANT FROM SAID WEST LINE TO THE EASTERLY EXTENSION OF THE SOUTH LINE OF VALLEY VIEW WEST SECOND ADDITION AS PLATTED IN SAID CITY OF MILFORD; THENCE WESTERLY ON SAID EASTERLY EXTENSION TO THE SOUTHEAST CORNER OF SAID VALLEY VIEW WEST SECOND ADDITION; THENCE NORTHERLY ON THE EAST LINE OF SAID VALLEY VIEW WEST SECOND ADDITION TO THE NORTHEAST CORNER OF SAID VALLEY VIEW WEST SECOND ADDITION; THENCE EASTERLY ON THE NORTH LINE OF SAID SOUTHWEST QUARTER TO THE POINT OF BEGINNING.

Figure 2: Proposed Blight Area



## Findings and Contributing Factors

The intent of this Study is to determine whether the Proposed Blight Area within the community has experienced structural and site deterioration or if there are other negative factors which are decreasing the potential of development. The field survey conducted on March 15, 2013, indicated the community has such deterioration, thus the community warrants further examination with regard to blighted and substandard conditions. The following factors were evaluated to determine if there is a reasonable presence of blight and substandard conditions within the Designated Study Area.

This section reviews the building and structure conditions, infrastructure, and land use found within the Proposed Blight Area based upon the statutory definitions, observations of the planning team during the field survey, and explains the identified contributing factors. *Appendix A* provides a visual description and shows examples of the various conditions described that led to the determination for each factor.

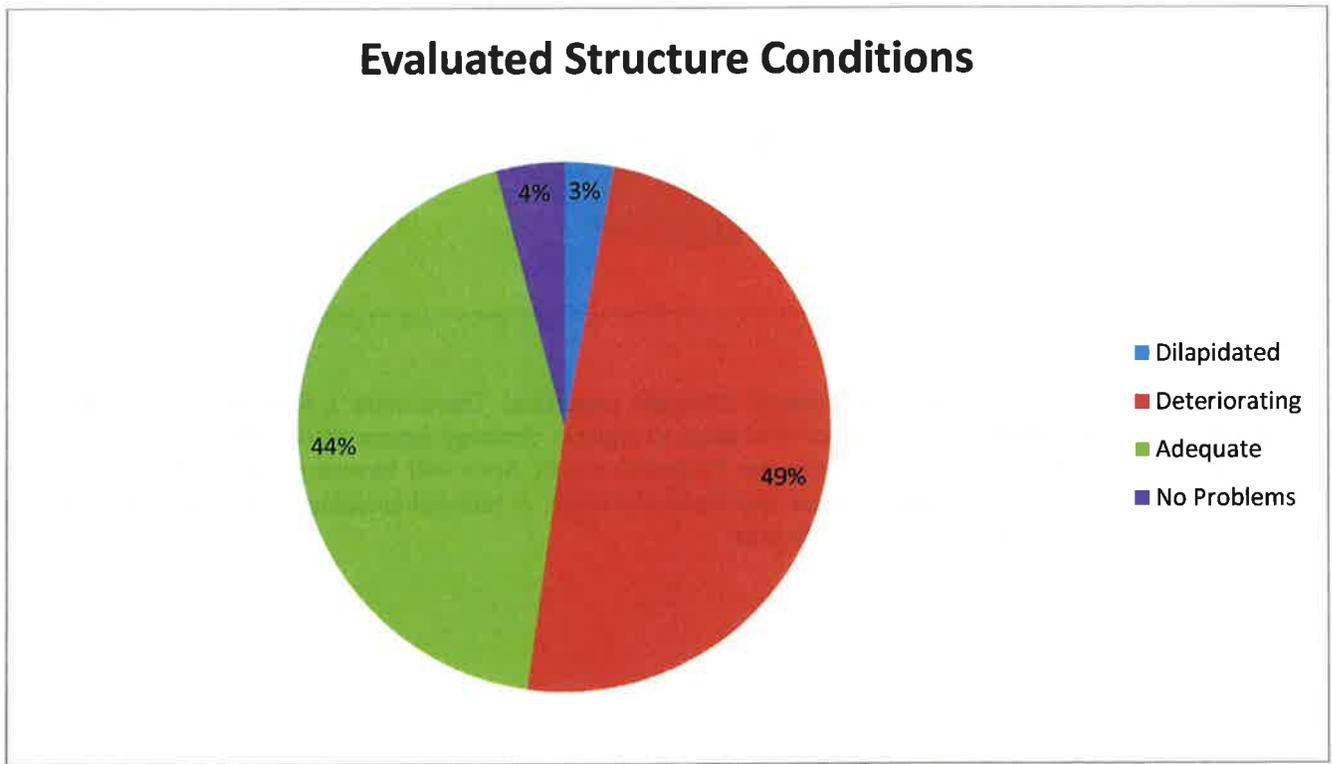
As set forth in the Nebraska legislation, a **blighted area** shall mean an area, which by reason of the presence of:

### Substantial Number of Deteriorated or Deteriorating Structures

#### **Exterior Inspections of Buildings**

There were a total of 266 structures evaluated. As a rule, the primary structure for each parcel within the Proposed Blight Area was evaluated. When possible, other ancillary structures were also evaluated. Inspections show 52% of all structures evaluated were deemed deteriorating or deteriorated.

Figure 3: Study Area Structure Conditions



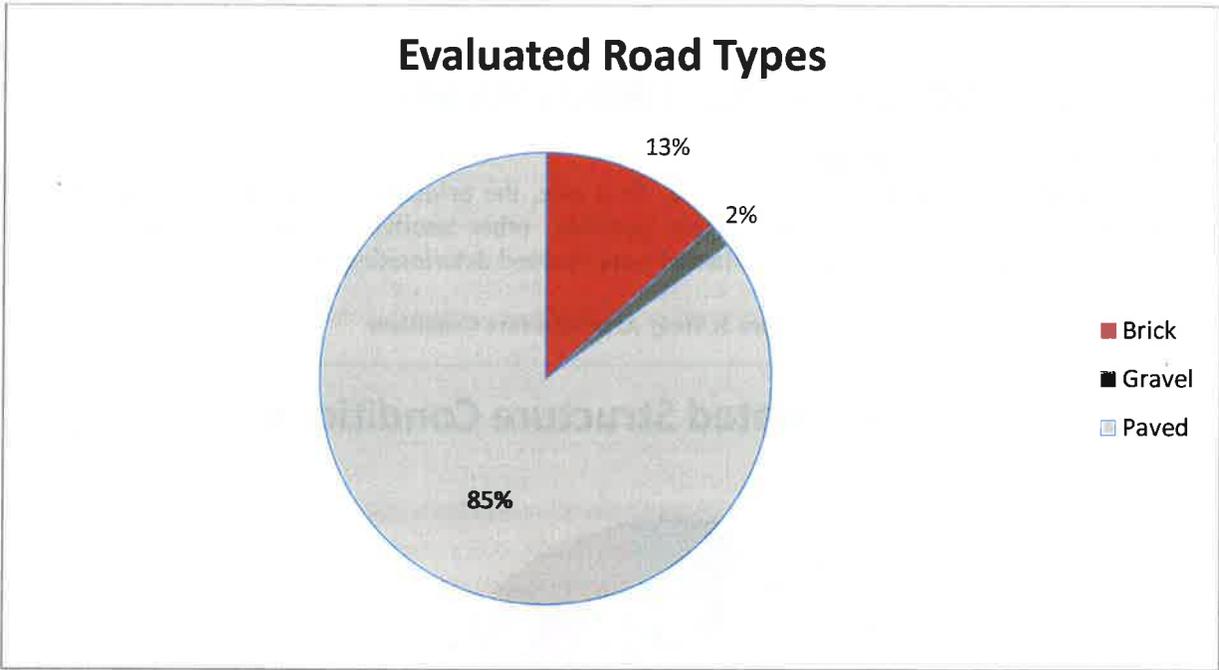
**Defective or Inadequate Street Layout**

***Street Conditions and Accessibility***

The inadequate infrastructure, street conditions and accessibility, as well as the inability to safely move traffic in and through the area, as a whole are considered to be a contributing factor to the blight and substandard conditions in the Proposed Blight Area.

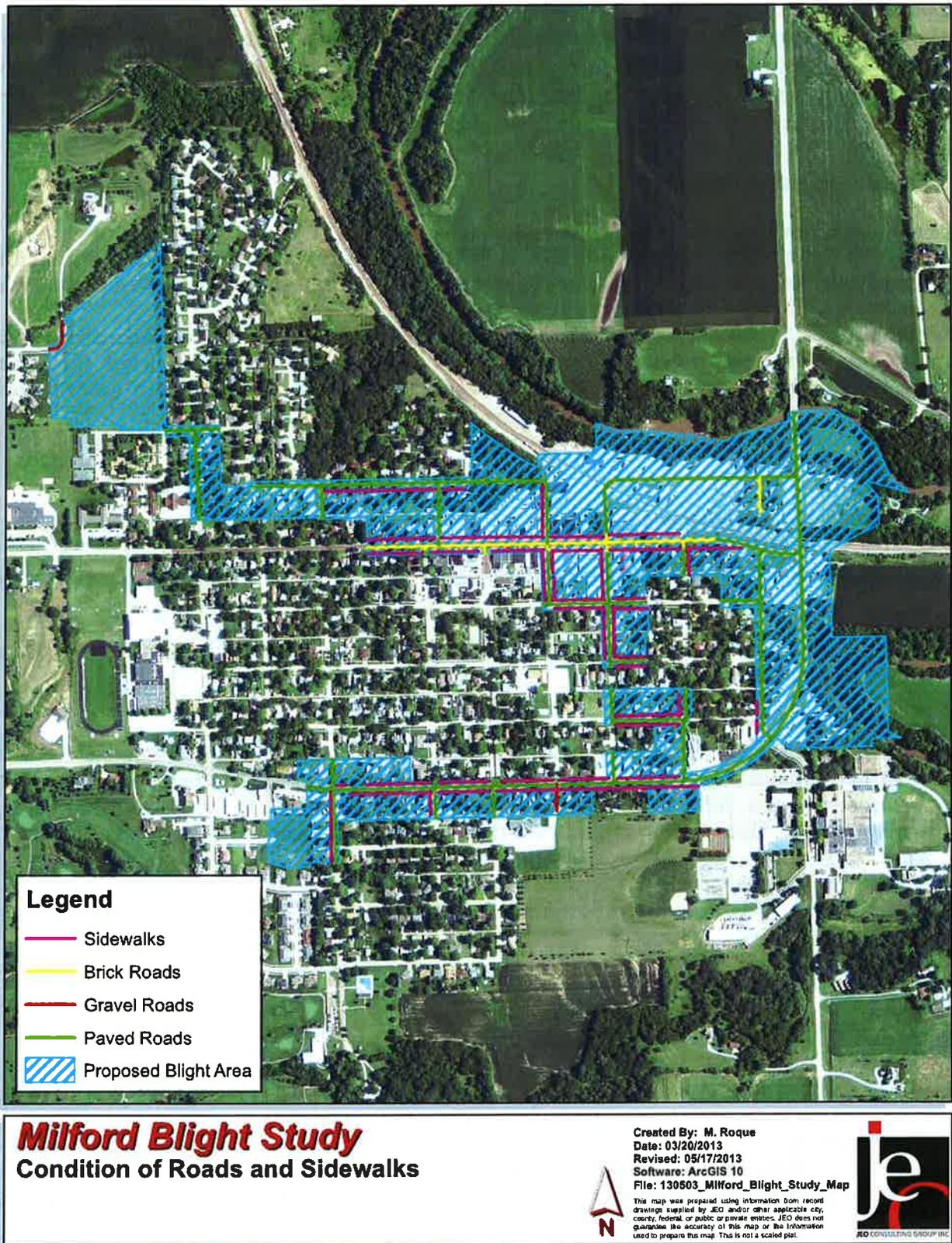
Street conditions and accessibility within the Designated Study Area were evaluated in relation to the provision of safe and efficient public circulation and access, and with regard to ease of travel and appearance. There are 3.82 miles of road within the Proposed Blight Area (not including alleys). Of this total, there are 0.07 miles of gravel roads, 0.48 miles of brick road, and 3.25 miles of paved road.

Figure 4: Study Area Road Types



The majority of paved roads were deemed adequate condition. There were a few spots with potholes or disruptions in the material. Some roads will need to address drainage issues while other areas need general maintenance. Repaving the roads within the Proposed Blight Area will have a positive effect on property values while also providing better transit and storm drainage. A railroad crossing, near downtown, and dead ends were present in the designated study area.

Figure 5: Proposed Area Road Types



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**Faulty lot layout in relation to size, adequacy, accessibility, or usefulness**

**Conditions associated with accessibility/usefulness of lots**

The southern edge of the Study Area along Highway 6 is not fully developed. The half blocks of Walnut and A Street are dead ends. South A Street looks to be a secondary exit for the Bellwood Church and consists of gravel. The lot sizes of the downtown district are obsolete and undersized while the lots adjacent to the downtown create odd shaped lots along the railroad.

**Unsanitary or unsafe conditions**

**Conditions which pose a threat to public health and safety**

The age of the structures and materials used in older housing stock pose a potential safety hazard to the general public. The sidewalks, railroad crossing, and Highway 6 crossings should be evaluated in the future.

Water lines exist throughout the developed portion of the Proposed Blight Area. The undeveloped parcels of land in the northwest may not currently have access to water lines. There may also be a lack of adequate fire hydrant protection in the area. Both of these issues should be evaluated before future development occurs.

Although sewer infrastructure exists, it might not be adequate to accommodate new development within the Proposed Blight Area.

**Deterioration of site or other improvements**

**Field observations of age and conditions of public utilities**

**Debris**

There were 29 examples of debris noted during the evaluation. There were examples of construction materials, junk cars, and on-site storage.

**Storm Drainage**

The Proposed Blight Area should have an additional analysis of storm drainage. The curb and drains may need to be examined and fixed. Examination throughout the designated blighted area is needed due to maintenance to a few drain inlets and inadequate drainage along North F Street. There was an exposed manhole; however, due to the time of year, the alley may not have had a new layer of gravel put down.

**Dilapidated structures**

A total of eight dilapidated structures pose a real threat as well as 131 deteriorating structures that may need to be addressed.

**Diversity of ownership**

There are 137 different owners out of 186 properties.

**Improper subdivision or obsolete platting**

**Obsolete platting**

The downtown district has undersized lots compared to current standards. It is possible that the downtown district area and properties adjacent to the railroad may have zoning and easement issues. Further analysis may be needed on a project by project basis.

**The existence of conditions which endanger life or property**

**Sidewalk Conditions**

There is a severe lack of sidewalks in the Proposed Blighted Area. Sidewalks exist in the downtown business district along 1<sup>st</sup> and 2<sup>nd</sup> Streets. However, stretches of sidewalks are missing along the north and south corridors. The examples of missing sidewalks are Elm Street and half of South Walnut Street. Sidewalks are also missing west of D Street on the northwestern section of the proposed blight area. The condition of roads and sidewalks map shows the lack of sidewalks along Park Ave as well as North F Street and Linden Avenue. The intersection of South D Street and Highway 6 has a crosswalk but inadequate sidewalks surrounding that intersection. The sidewalks may require maintenance and future highway crossings should be evaluated in the future.

**On-Site Storage**

The storage of junked cars and other debris are evident within the Proposed Blight Area. These findings show a detriment to the neighborhood and should be evaluated for removal.

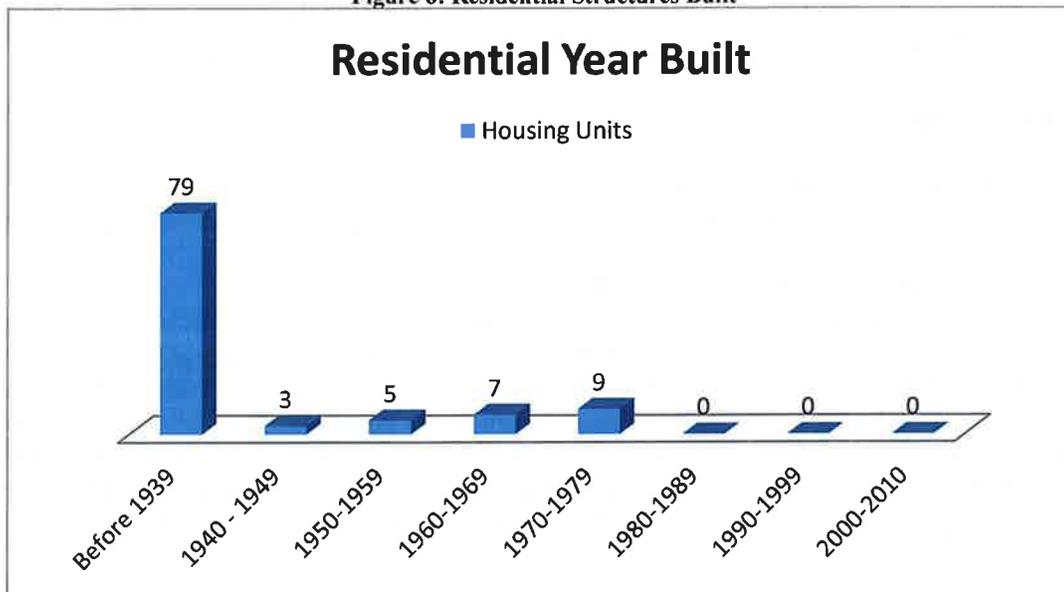
**Is detrimental to the public health, safety, morals, or welfare in its present condition and use; and in which there is at least one of the following conditions:**

**The Average Age of the Residential or Commercial Units in the Area is at Least 40 Years**

**Residential Structure Age**

Information regarding the age of the permanent structures within the Designated Study Area was provided by the Seward County Assessor’s Office and verified during the field survey. According to the data received, there are 103 residential buildings within the Proposed Blight Area in the City of Milford. Of that total, 96% were built before 1973. The average age of residential structures built within the Proposed Blight Area is 89 years old. Because of these findings, structure age as a whole is considered to be a contributing factor to the blight and substandard conditions in the Proposed Blight Area.

Figure 6: Residential Structures Built



Source: Seward County Assessor’s Data, 2013

A ***substandard area*** shall mean an area in which there is a predominance of buildings or improvements, whether nonresidential or residential in character, which by reason of the following:

***Dilapidation/deterioration***

As part of the Blight and Substandard Study, a Structural Conditions Survey was completed along with an analysis of the land use patterns in the Proposed Blight Area. The condition of the structures was analyzed and rated according to the schedule as defined by the U.S. Department of Housing and Urban Development (described in the *Eligibility Analysis Section*). See *Appendix A* for a visual description of the structures within the Study Area. A total of 266 structures were evaluated and 52% were deemed to be deteriorating or dilapidated. Structure condition is considered to be a contributing factor to the blight and substandard conditions in the Study Area. As a rule, the primary structure for each parcel within the Proposed Blight Area was evaluated. When possible, other ancillary structures were also evaluated.

***Age or obsolescence***

As shown in Figure 6 and Figure 7, many of the residential buildings were built before 1939. The average age of structure for Residential units in the Proposed Blighted Area is 89 years old. Therefore the average residential house in this area was built in 1924.

The average year built of both commercial and residential structures is 1933. The estimate age of the 141 registered residential and commercial buildings in the Proposed Blighted Area is 80 years. 31 parcels did not have a registered year built due to no structure on the property or unregistered building through the assessor's office.

***Inadequate provision for ventilation, light, air, sanitation, or open spaces***

Overall sight conditions included on-site storage and debris. There were junk cars but majority of the debris was found near the alleyways. This can lead to unwanted pests and unsanitary conditions. Many of the dilapidated auxiliary structures also led to cluttered alleyways and outdoor storage. Overhead power lines near the downtown district were also found to create a cluttered alleyway.

***Other Substandard Conditions***

***High density of population and overcrowding***

The field analysis did not reveal that the City of Milford has high density or overcrowding in the Study Area.

***The existence of conditions which endanger life or property***

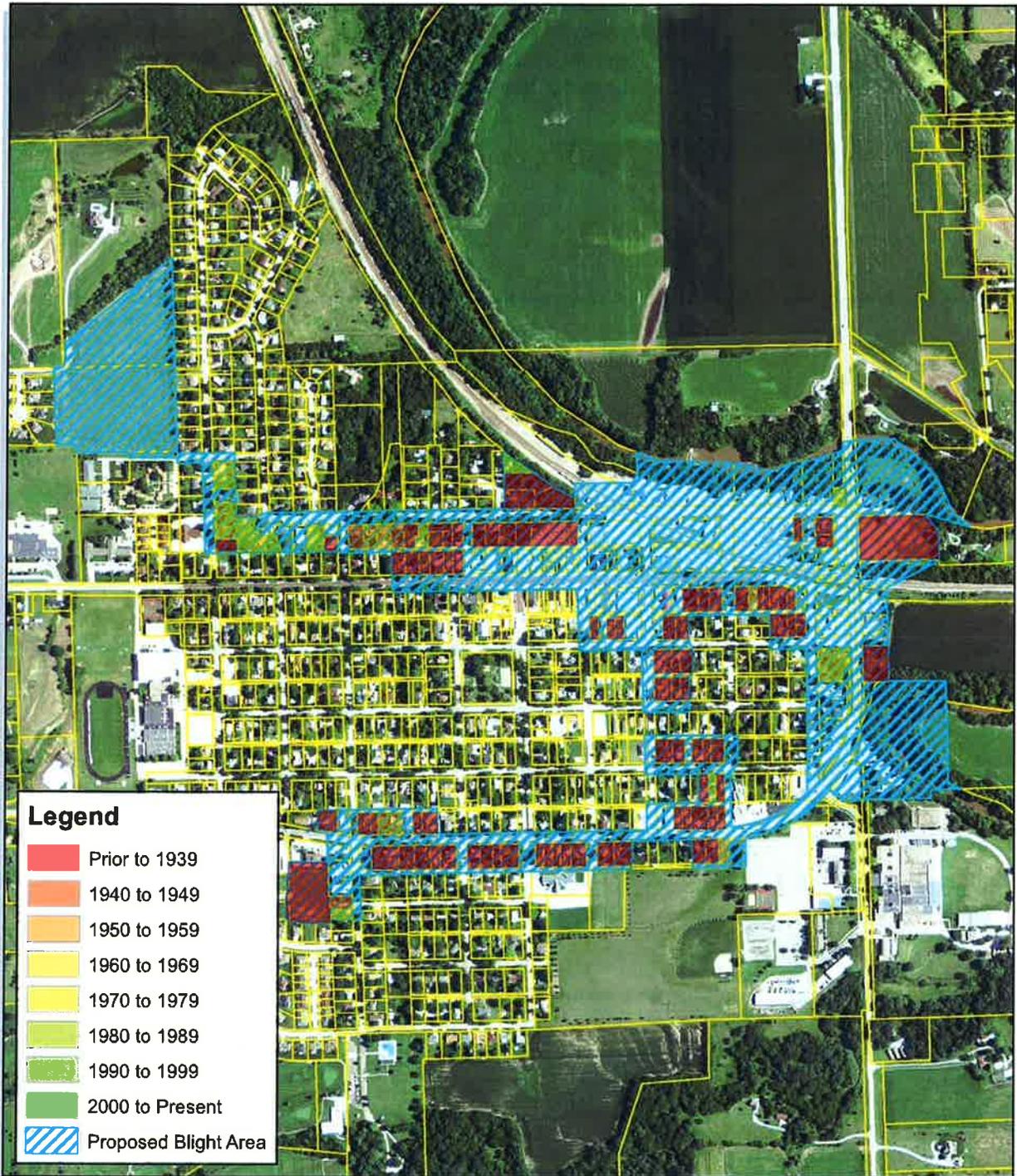
There is a severe lack of sidewalks in the Proposed Blighted Area. Sidewalks exist in the downtown business district along 1<sup>st</sup> and 2<sup>nd</sup> Streets. However, stretches of sidewalks are missing along the north and south corridors. The examples of missing sidewalks are Elm Street and half of South Walnut Street. Sidewalks are also missing west of D Street on the northwestern section of the proposed blight area. The condition of roads and sidewalks map shows the lack of sidewalks along Park Ave as well as North F Street and Linden Avenue. The intersection of South D Street and Highway 6 has a crosswalk but inadequate sidewalks surrounding that intersection. The sidewalks may require maintenance and future highway crossings should be evaluated in the future.

The storage of junked cars and other debris are evident within the Proposed Blight Area. These findings show a detriment to the neighborhood and should be evaluated for removal.

***Any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime; is detrimental to the public health and safety***

There are many factors that can be detrimental to the public health. Debris and deteriorating buildings are examples that can lead to juvenile delinquency and crime. The buildings and materials used in older housing stock can pose a threat to the public health and safety.

Figure 7: Residential Built Year



**Milford Blight Study**  
Residential Year Built

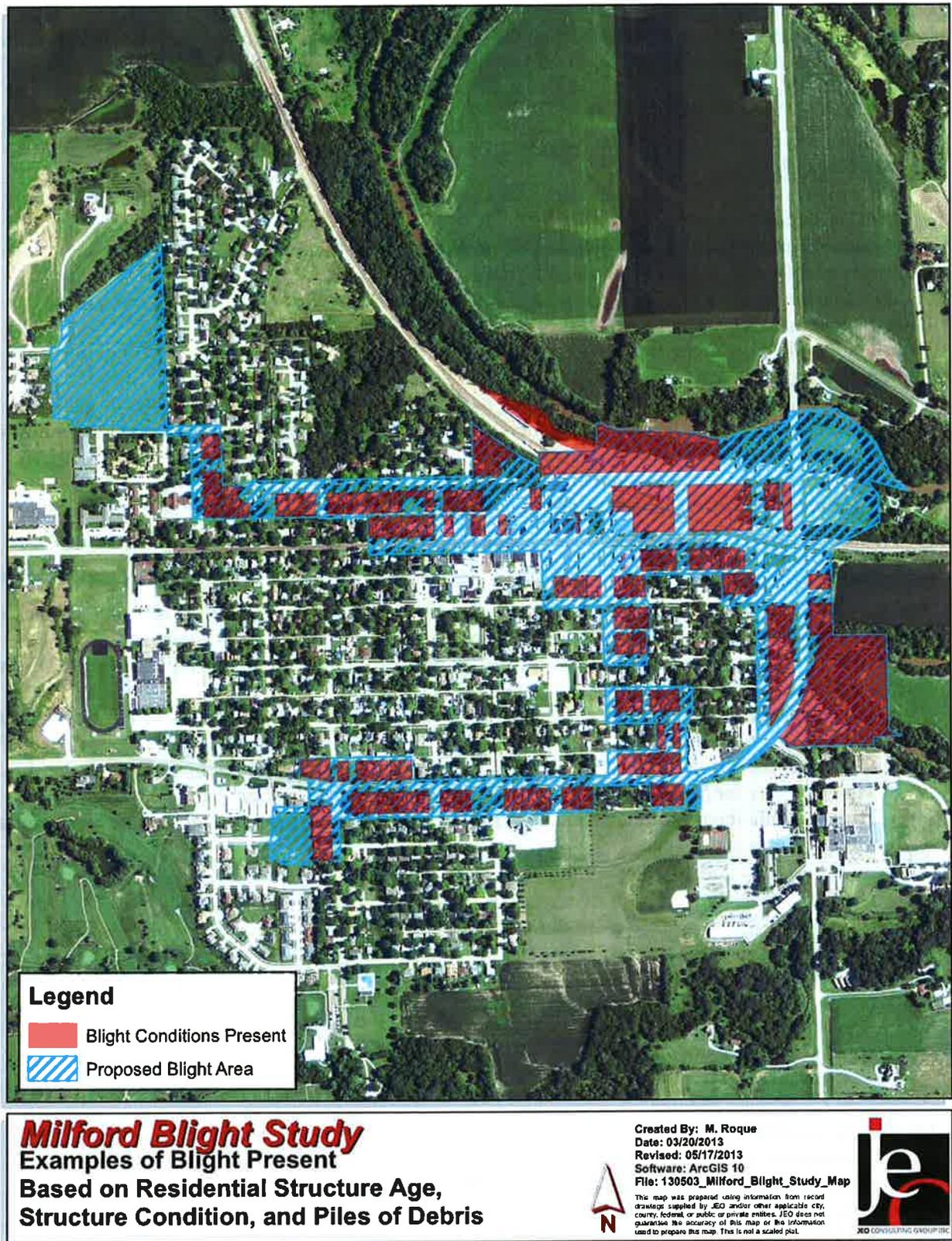
Created By: M. Roque  
Date: 03/20/2013  
Revised: 05/17/2013  
Software: ArcGIS 10  
File: 130503\_Milford\_Blight\_Study\_Map



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Figure 8: Parcels Showings Blighted Conditions



### ***Blighted and Substandard Findings***

The Proposed Blight Area has several items contributing to the Blight and Substandard Conditions. Based on the information collected and analyzed pursuant to Nebraska Revised State Statutes, the Proposed Blight Area has several items that were considered beyond the remedy and control of the normal regulatory process of the City of Milford or impossible to reverse through the ordinary operations of private enterprise. These conditions include:

#### **Blighted Conditions**

##### ***Blighted Conditions Present***

- A substantial number (majority) of deteriorated or deteriorating structures
- Existence of defective or inadequate street layout
- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness
- Unsanitary or unsafe conditions
- Deterioration of site or other improvements
- Improper subdivision or obsolete platting
- The existence of conditions which endanger life or property by fire or other causes
- Is detrimental to the public health, safety, morals, or welfare in its present condition and use; and in which there is at least one of the following conditions:
  - The average age of the residential or commercial units in the area is at least 40 years
  - The area has had either stable or decreasing population based on the last two decennial censuses

##### ***Blighted Conditions NOT Present***

- Diversity of ownership
- 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
- Is detrimental to the public health, safety, morals, or welfare in its present condition and use; and in which there is at least one of the following conditions:
  - Unemployment in the designated area is at least one hundred twenty percent of the state or national average
  - 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 the area is designated

##### ***Blighted Conditions Not Evaluated (Due to Lack of Data)***

- Tax or special assessment delinquency exceeding the fair value of the land
- Defective or unusual conditions of title

#### **Substandard Conditions**

##### ***Substandard Conditions Present***

- Dilapidation or deterioration
- Age or obsolescence
- Inadequate provision for ventilation, light, air, sanitation, or open spaces
- Other Substandard Conditions
  - b) The existence of conditions which endanger life or property by fire and other causes

- c) Any combination of such factors that is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime, and is detrimental to the public health, safety, morals, or welfare

***Substandard Conditions NOT Present***

- Other Substandard Conditions
  - High density of population and overcrowding

Based upon the issues and conditions indicated from the survey of the Designated Study Area, there are sufficient criteria present to designate this Proposed Blight Area as blighted and substandard, as provided for in the Nebraska Revised Statutes.

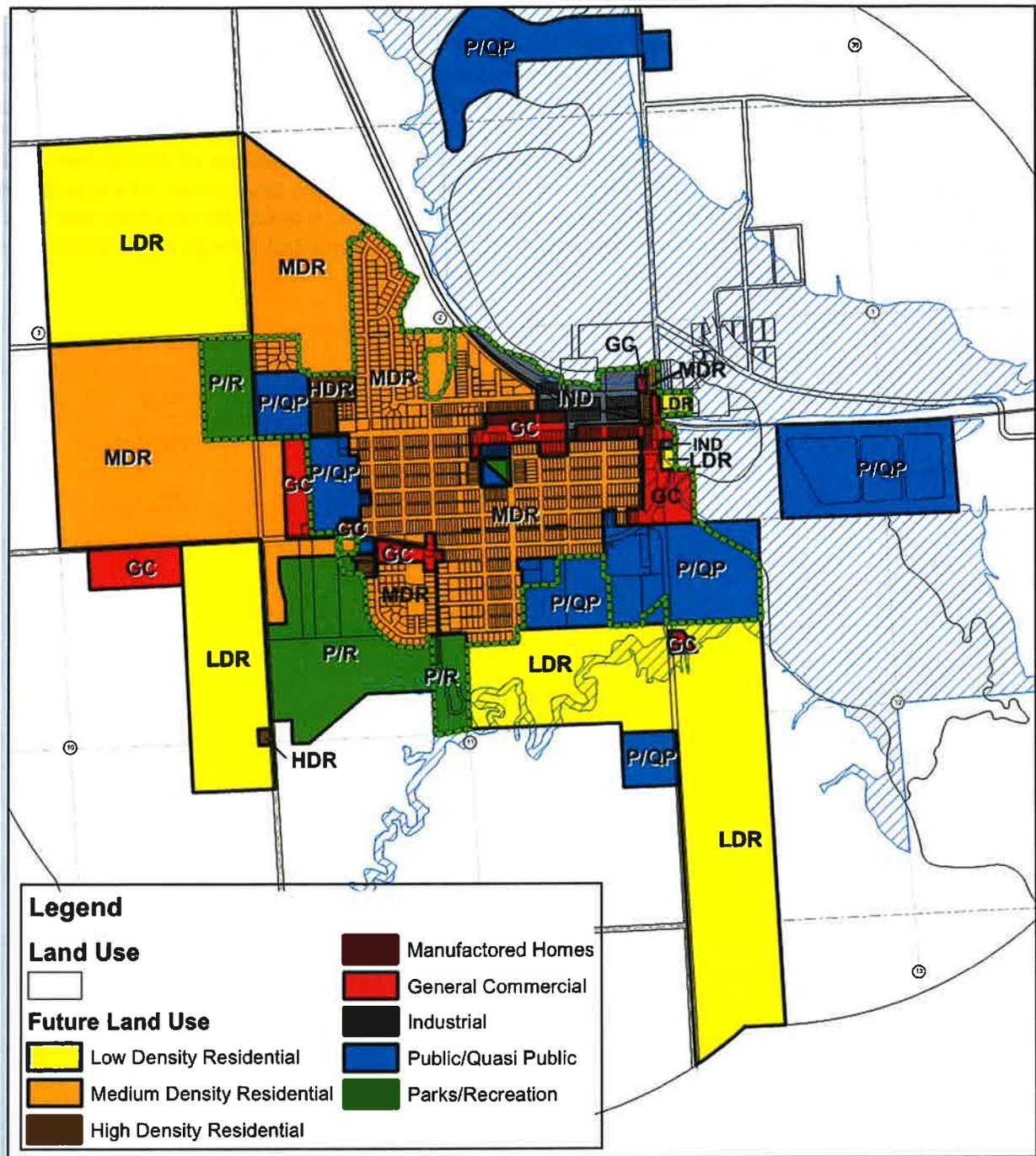
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## **Study Area General Redevelopment Recommendations**

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

- The development of a master plan for reconstructing or constructing portions of the infrastructure in Study Area;
- Enforcement of the existing land use and zoning concepts that will guide the future development and redevelopment of structures within the Study Area as the existing Comprehensive Plan depicts the area;
- All new development that is not consistent with the Future Land Use Map shown in Figure 9 and Zoning should be prohibited or evaluated after applicable amendments to the Comprehensive Plan and Zoning changes have been completed;
- Removal of deteriorating or dilapidated structures, the determination of which will depend upon the severity of the substandard condition of the individual structure(s) by enforcing Milford's Building Codes;
- 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;
- 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.

Figure 9: Future Land Use Map



## 2007 Future Land Use

City of Milford  
Blight and Substandard Study



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Date: 05/29/2007  
Revised: 6/22/2013  
Software: ArcGIS 10.1  
File: 130164.00

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## **Conclusion**

As stated in the Blight and Substandard Study, there are a number of factors contributing to the blighted and substandard conditions of the Study Area. The recommendations listed above will aid the City of Milford and the Community Redevelopment Authority (CRA) in creating a viable and sustainable urban environment in order to lessen the impact of the blight and substandard conditions located in the Study Area. In addition, portions of the Study Area 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 to remove or rehabilitate some if not all the structures that were rated as deteriorating/dilapidated within the Study Area. This can be accomplished through either public or private development / redevelopment.