

2020

Red Cloud Downtown Redevelopment Plan



JEO Consulting Group, Inc.

This page left blank

Introduction

Background

The Red Cloud Downtown Redevelopment Plan (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 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 Redevelopment Plan is to identify general goals and objectives for the redevelopment of the area identified in the City of Red Cloud, Nebraska, Blight and Substandard Study Area. With the adoption of this Plan, the Community Redevelopment Authority(CRA) 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.

The Red Cloud Downtown Redevelopment Plan consists of two major parts. First is the General Redevelopment Plan, that addresses the broader goals of the entire redevelopment area. In the future as specific projects are identified, there will be the second portion of the Redevelopment Plan with project specific redevelopment goals and objectives that address a specific area to greater detail but tier from the General Redevelopment Plan. These project specific redevelopment projects shall comply with the Community Redevelopment Authority Public Policy Statement for City of Red Cloud Tax Increment Program and the requirements under Nebraska’s Community Redevelopment Law.

As these additional projects are approved, the Redevelopment Plan shall be amended to include the specific projects criteria and site plan.

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 Red Cloud 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. Project specific redevelopment plans shall conform to the General Redevelopment Plan added to the Red Cloud Downtown Redevelopment Plan.

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.
- All redevelopment projects shall comply with the City of Red Cloud, Nebraska, Community Redevelopment Authority Public Policy Statement for City of Red Cloud Tax Increment Program.

Relationship to General Plan

The general plan for the development of the City of Red Cloud, 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 Redevelopment Plan. The adoption of this 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 and amends the Generalized Redevelopment Plan as necessary including redevelopment areas to be annexed that were in the designated Blight and Substandard Area. 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.

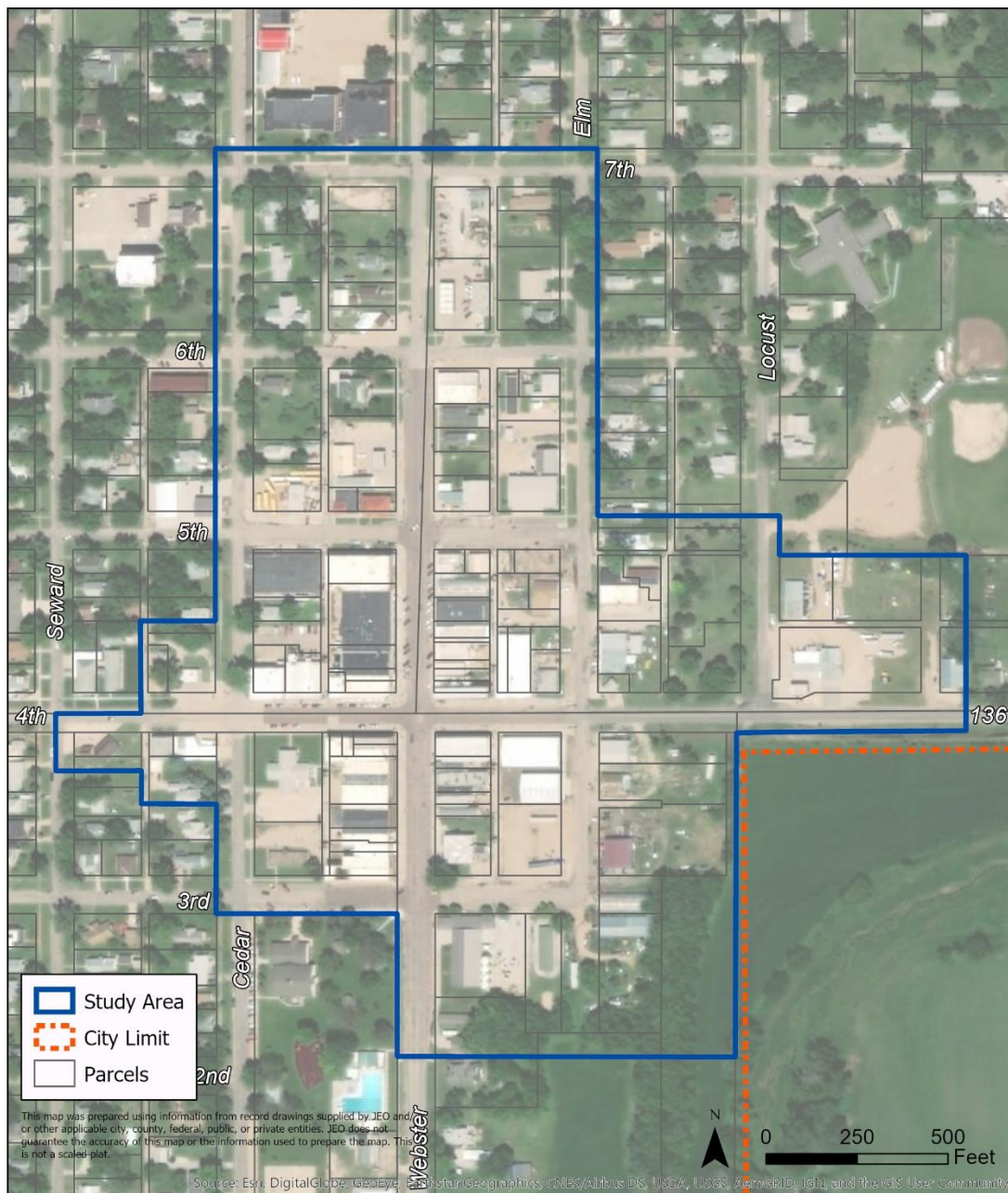
Outline of the General Redevelopment Plan

All provisions of the Blight and Substandard Study are incorporated herein by reference. The General Redevelopment Plan will evaluate the Community Redevelopment Area and identify general redevelopment projects aimed at rehabilitating Designated Blight and Substandard Area of the City of Red Cloud. Project specific redevelopment plan(s) follow the Generalized Redevelopment Plan

Designated Area

The designated Blight and Substandard Area identified by the Red Cloud CRA and JEO Consulting can be found in Figure 1 below. For this General Redevelopment Plan, the 46.25-acre Designated Blight and Substandard Area will be known as the “Redevelopment Area.”

Figure 1: Designated Blight and Substandard Area



City of Red Cloud, NE

City of Red Cloud Blight Study: Study Boundary

Date: January 2020
Software: ArcPro 2.4.2
Created By: MRM
File: 190565



Legal Description of the Redevelopment Area:

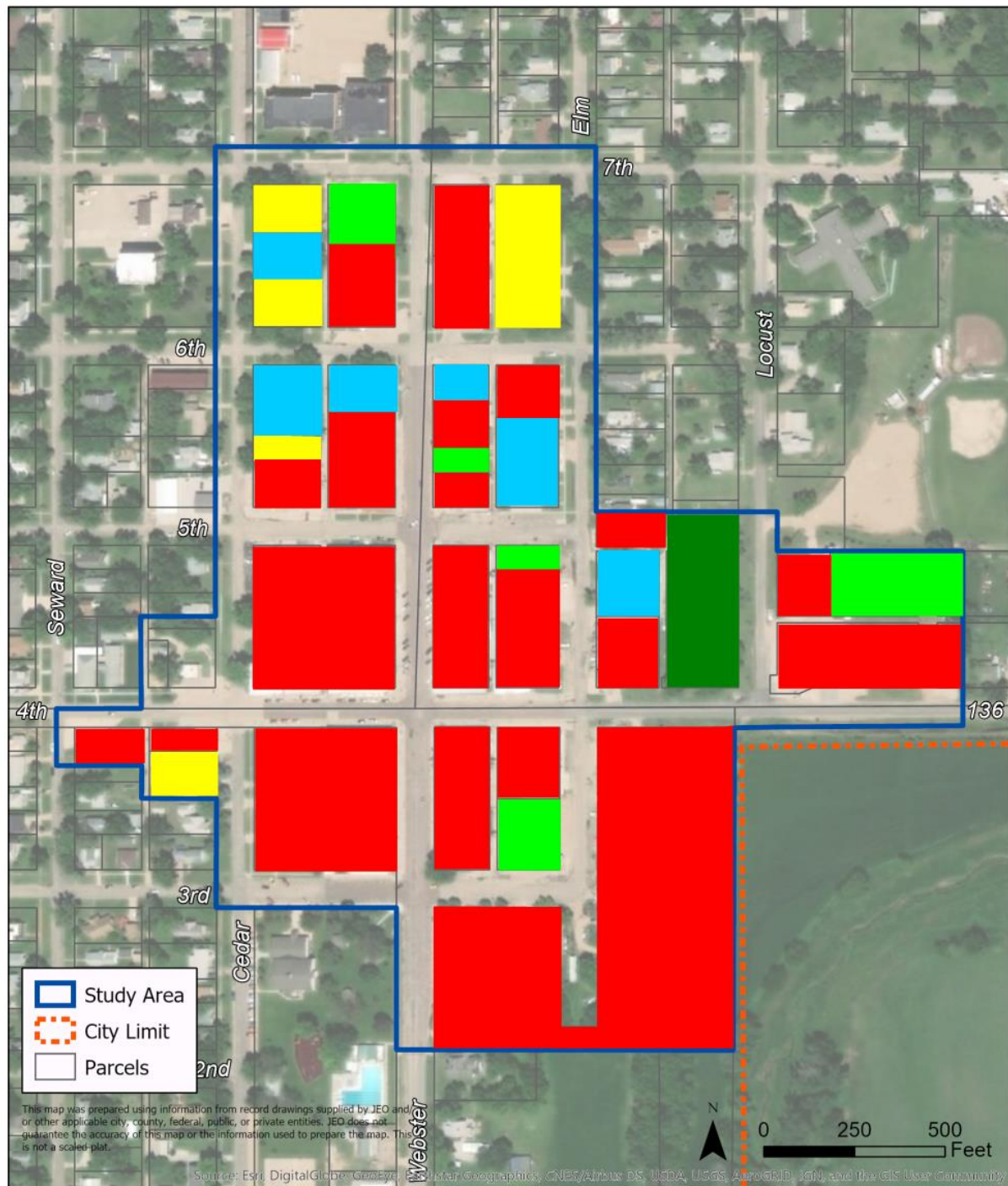
A PARCEL OF LAND LOCATED IN THE CITY OF RED CLOUD, NEBRASKA, AND BEING A PART OF THE SOUTHWEST QUARTER OF THE SOUTHWEST QUARTER OF SECTION 36, AND THE SOUTHEAST QUARTER OF THE SOUTHEAST QUARTER OF SECTION 35, ALL IN TOWNSHIP 2 NORTH, RANGE 11 WEST OF THE SIXTH P.M., AND THE NORTHEAST QUARTER OF THE NORTHEAST QUARTER OF SECTION 2, AND THE NORTHWEST QUARTER OF THE NORTHWEST QUARTER OF SECTION 1, ALL IN TOWNSHIP 1 NORTH, RANGE 11 WEST OF THE SIXTH P.M., WEBSTER COUNTY, NEBRASKA, BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

BEGINNING AT THE SOUTHWEST CORNER OF LOT 12, BLOCK 1, ORIGINAL TOWN OF RED CLOUD, NEBRASKA, SAID SOUTHWEST CORNER BEING ON THE NORTH RIGHT OF WAY LINE OF 7TH STREET; THENCE EAST ON SAID NORTH RIGHT OF WAY LINE TO THE SOUTHWEST CORNER OF LOT 24, BLOCK 5, SMITH & MOORE'S ADDITION TO RED CLOUD, SAID SOUTHWEST CORNER BEING THE INTERSECTION OF THE NORTH RIGHT OF WAY LINE OF 7TH STREET, AND THE EAST RIGHT OF WAY LINE OF ELM STREET; THENCE SOUTH ON SAID EAST RIGHT OF WAY LINE TO THE NORTHWEST CORNER OF LOT 14, BLOCK 2, RICHARDSON'S ADDITION TO RED CLOUD; THENCE EAST ON THE NORTH LINE OF SAID LOT 14 TO THE NORTHEAST CORNER OF SAID LOT 14; THENCE EAST TO THE NORTHWEST CORNER OF LOT 12, SAID BLOCK 2; THENCE EAST ON THE NORTH LINE OF SAID LOT 12 TO THE NORTHEAST CORNER OF SAID LOT 12, SAID CORNER BEING ON THE WEST RIGHT OF WAY LINE OF LOCUST STREET; THENCE EAST ON THE EASTERLY EXTENSION OF SAID NORTH LINE TO THE EAST RIGHT OF WAY LINE OF SAID LOCUST STREET; THENCE SOUTH ON SAID EAST RIGHT OF WAY LINE TO THE NORTHWEST CORNER OF LOT 1, BLOCK 2, LUTZ'S ADDITION TO THE CITY OF RED CLOUD; THENCE EAST ON THE NORTH LINE OF SAID LOT 1 TO THE NORTHEAST CORNER OF SAID LOT 1; THENCE EAST ON THE NORTH LINE OF BLOCK 1, GULLFORD'S ADDITION TO THE CITY OF RED CLOUD, TO THE NORTHEAST CORNER OF SAID BLOCK 1; THENCE EAST TO THE NORTHWEST CORNER OF LOT 9, BLOCK 2, OF SAID GULLFORD'S ADDITION; THENCE CONTINUING EAST ON THE NORTH LINE OF LOTS 9 AND 8, SAID BLOCK 2, TO A POINT LYING 12.5 FEET EAST OF THE WEST LINE OF SAID LOT 8; THENCE SOUTH, PARALLEL WITH AND 12.5 FEET EAST OF THE WEST LINES OF LOTS 8 AND 11, SAID BLOCK 2, TO THE SOUTH LINE OF SAID LOT 11; THENCE CONTINUING SOUTH ON THE SOUTHERLY EXTENSION OF SAID PREVIOUSLY DESCRIBED LINE, TO THE INTERSECTION WITH THE SOUTH RIGHT OF WAY LINE OF 4TH STREET; THENCE WEST ON SAID SOUTH RIGHT OF WAY LINE TO THE WEST LINE OF SURVEYOR'S LOT 1, OF THE NORTHWEST QUARTER OF SECTION 1, TOWNSHIP 1 NORTH, RANGE 11 WEST OF THE SIXTH P.M.; THENCE SOUTH ON THE WEST LINE OF SAID SURVEYOR'S LOT 1 TO A POINT OF INTERSECTION WITH THE EASTERLY EXTENSION OF THE NORTH RIGHT OF WAY LINE OF 2ND STREET, AS ORIGINALLY PLATTED; THENCE WEST ON SAID EASTERLY EXTENSION OF SAID NORTH RIGHT OF WAY LINE TO THE SOUTHEAST CORNER OF BLOCK 27, ORIGINAL TOWN OF RED CLOUD, SAID SOUTHEAST CORNER BEING ON THE WEST RIGHT OF WAY LINE OF WEBSTER STREET; THENCE NORTH ON SAID WEST RIGHT OF WAY LINE TO THE NORTHEAST CORNER OF SAID BLOCK 27, SAID NORTHEAST CORNER BEING THE INTERSECTION OF SAID WEST RIGHT OF WAY LINE OF WEBSTER STREET AND THE SOUTH RIGHT OF WAY LINE OF 3RD STREET; THENCE WEST ON SAID SOUTH RIGHT OF WAY LINE TO THE NORTHEAST CORNER OF BLOCK 24, ORIGINAL TOWN OF RED CLOUD, SAID NORTHEAST CORNER BEING THE INTERSECTION OF SAID SOUTH RIGHT OF WAY LINE OF 3RD STREET AND THE WEST RIGHT OF WAY LINE OF CEDAR STREET; THENCE NORTH ON SAID WEST RIGHT OF WAY LINE TO THE SOUTHEAST CORNER OF LOT 6, BLOCK 25, ORIGINAL TOWN OF RED CLOUD; THENCE WEST ON THE SOUTH LINE OF SAID LOT 6 TO THE SOUTHWEST CORNER OF SAID LOT 6; THENCE CONTINUING WEST TO THE SOUTHEAST CORNER OF LOT 19, SAID BLOCK 25; THENCE NORTH ON THE EAST LINE OF LOTS 19 THROUGH 21 INCLUSIVE, SAID BLOCK 25, TO A POINT ON THE EAST LINE OF SAID LOT 21 LYING 5 FEET SOUTH OF THE NORTHEAST CORNER OF SAID LOT 21; THENCE WEST, PARALLEL WITH AND 5 FEET SOUTH OF THE NORTH LINE OF SAID LOT 21, TO THE WEST LINE OF SAID LOT 21; THENCE CONTINUING WEST ON THE WESTERLY

EXTENSION OF SAID PREVIOUSLY DESCRIBED LINE TO THE INTERSECTION WITH THE CENTERLINE OF SEWARD STREET; THENCE NORTH ON SAID CENTERLINE TO THE INTERSECTION WITH THE CENTERLINE OF 4TH STREET; THENCE EAST ON SAID CENTERLINE TO THE INTERSECTION WITH THE SOUTHERLY EXTENSION OF THE EAST LINE OF LOT 13, BLOCK 14, ORIGINAL TOWN OF RED CLOUD; THENCE NORTH TO THE SOUTHEAST CORNER OF SAID LOT 13, SAID SOUTHEAST CORNER BEING ON THE NORTH RIGHT OF WAY LINE OF SAID 4TH STREET; THENCE CONTINUING NORTH ON THE EAST LINE OF LOTS 13 THROUGH 18 INCLUSIVE, SAID BLOCK 14 TO THE NORTHEAST CORNER OF SAID LOT 18; THENCE EAST TO THE NORTHWEST CORNER OF LOT 7, SAID BLOCK 14; THENCE CONTINUING EAST ON THE NORTH LINE OF SAID LOT 7 TO THE NORTHEAST CORNER OF SAID LOT 7, SAID NORTHEAST CORNER BEING ON THE WEST RIGHT OF WAY LINE OF SAID CEDAR STREET; THENCE NORTH ON SAID WEST RIGHT OF WAY LINE TO THE SOUTHEAST CORNER OF LOT 12, BLOCK 11, ORIGINAL TOWN OF RED CLOUD, SAID SOUTHEAST CORNER BEING THE INTERSECTION OF SAID WEST RIGHT OF WAY LINE OF CEDAR STREET AND THE NORTH RIGHT OF WAY LINE OF 7TH STREET; THENCE EAST ON SAID NORTH RIGHT OF WAY LINE TO THE POINT OF BEGINNING, CONTAINING 46.25 ACRES, MORE OR LESS.

Existing Land Use

Figure 2: Existing Land Use in the Blighted and Substandard Area



City of Red Cloud, NE

City of Red Cloud Blight Study: Study Boundary

Date: January 2020
Software: ArcPro 2.4.2
Created By: MRM
File: 190565



Condition of the Real Property

The Designated Blight and Substandard 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 Redevelopment Area has several items that were considered beyond the remedy and control of the normal regulatory process of the City of Red Cloud or impossible to reverse through the ordinary operations of private enterprise. These conditions include:

Table 1: Summary Matrix

A number of conditions within the Designated Blight Area were evaluated during the field survey which contributed to blighted and substandard conditions. The remediation of such conditions in the Redevelopment Plan Area, Figure 1, are recommended for further action.

Criteria	
Structure condition	Yes
Street layout	No
Faulty lot layout	Yes
Unsanitary or unsafe Conditions	Yes
Deterioration of site	Yes
Diversity of owners	Yes
Tax special assessment	No
Titles Conditions	No
Obsolete Platting	Yes
Endanger Life/Property	Yes
Any Combination	Yes
Detrimental to Public Health, Safety	Yes
BLIGHT TOTALS	9/12
Exterior inspection of structures	Yes
Age of Structures	Yes
Inadequate provision for ventilation, sanitation	No
<i>Other Substandard – (The existence of conditions which endanger life or property)</i>	Yes
SUBSTANDARD TOTALS	3/4
TOTALS	12/16

Study Area General Redevelopment Recommendations

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

- Encourage and consider incentives to develop or redevelop parcels for job producing developments (commercial and industrial uses) within the redevelopment Area.
- Utilize nuisance abatement tools for the repair or removal deteriorating structures and hazardous conditions on parcels in the area.
- The development of a master plan for reconstructing or constructing portions of the infrastructure in Study Area, including sidewalks.
- The extension of paved public roads and utilities that continue the rectilinear grid of the community;
- Enforcement of the land use and zoning regulations that will guide the future development and redevelopment of structures within the Redevelopment Area as the existing Comprehensive Plan depicts the area.
- All new development should be consistent with the Future Land Use Map shown in Figure 3 and the standards of population densities, land coverage, and building intensities regulated by the Zoning Regulations of the City of Red Cloud.
- 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 adopting and enforcing Red Cloud's Building and Property Maintenance Codes.
- Improvement of unsanitary and unsafe conditions related to inadequate drainage and other related infrastructure issues.
- Development and improvement of public infrastructure including streets, sidewalks, water, sanitary sewer, storm drainage, electrical, gas, and telecommunication systems, on a case-by-case basis to support redevelopment projects in the area.
- The Generalized Redevelopment Plan does not propose any changes to the zoning ordinance, street layouts, street levels or grades or building codes.
- Amend this Generalized Redevelopment Plan upon review and approval of qualified Project Specific Redevelopment Plans within this Designated Blight and Substandard Area.

Community Participation



Crafting Red Cloud's Story -41-

Source: The Red Cloud Comprehensive Plan

Conclusion

As stated in the Blight and Substandard Study, there are a number of factors contributing to the blighted and substandard conditions of the Designated Blighted and Substandard Area. The recommendations listed above will aid the City of Red Cloud 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 the Generalized Redevelopment Area. In addition, portions of the 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 and development of the public infrastructure within the Study Area. This can be accomplished through either public or private development / redevelopment.

Project Specific Redevelopment Plan(s)