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## VALENTINE GENERAL REDEVELOPMENT PLAN – SOUTH STUDY AREA

### INTRODUCTION

The Valentine General Redevelopment Plan provides a general guideline for the community to develop remedies for designated “Community Redevelopment Area(s)”<sup>1</sup> exhibiting a variety of deteriorating or dilapidated, physical, social, or economic conditions. The General Redevelopment Plan attempts to eliminate problems and issues identified in this community redevelopment area that are detrimental to the social and economic well-being of the neighborhoods in which it exists. The existing conditions in this community redevelopment area 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 Valentine, Nebraska Blight and Substandard Study (September 2007). With the adoption of this Plan, the Community Redevelopment 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.

The General Redevelopment Plan will guide Valentine to invest in its own future. The City can provide a quality living environment and continue to be a center piece of an ongoing process of enhancing community facilities, expanding employment opportunities, and taking advantage of being centered in the scenic Niobrara River Valley and Nebraska Sandhills, rich with recreational opportunities, and establishing an attractive atmosphere to visitors from the region. The South Study Area is graphically displayed in Figure 1.

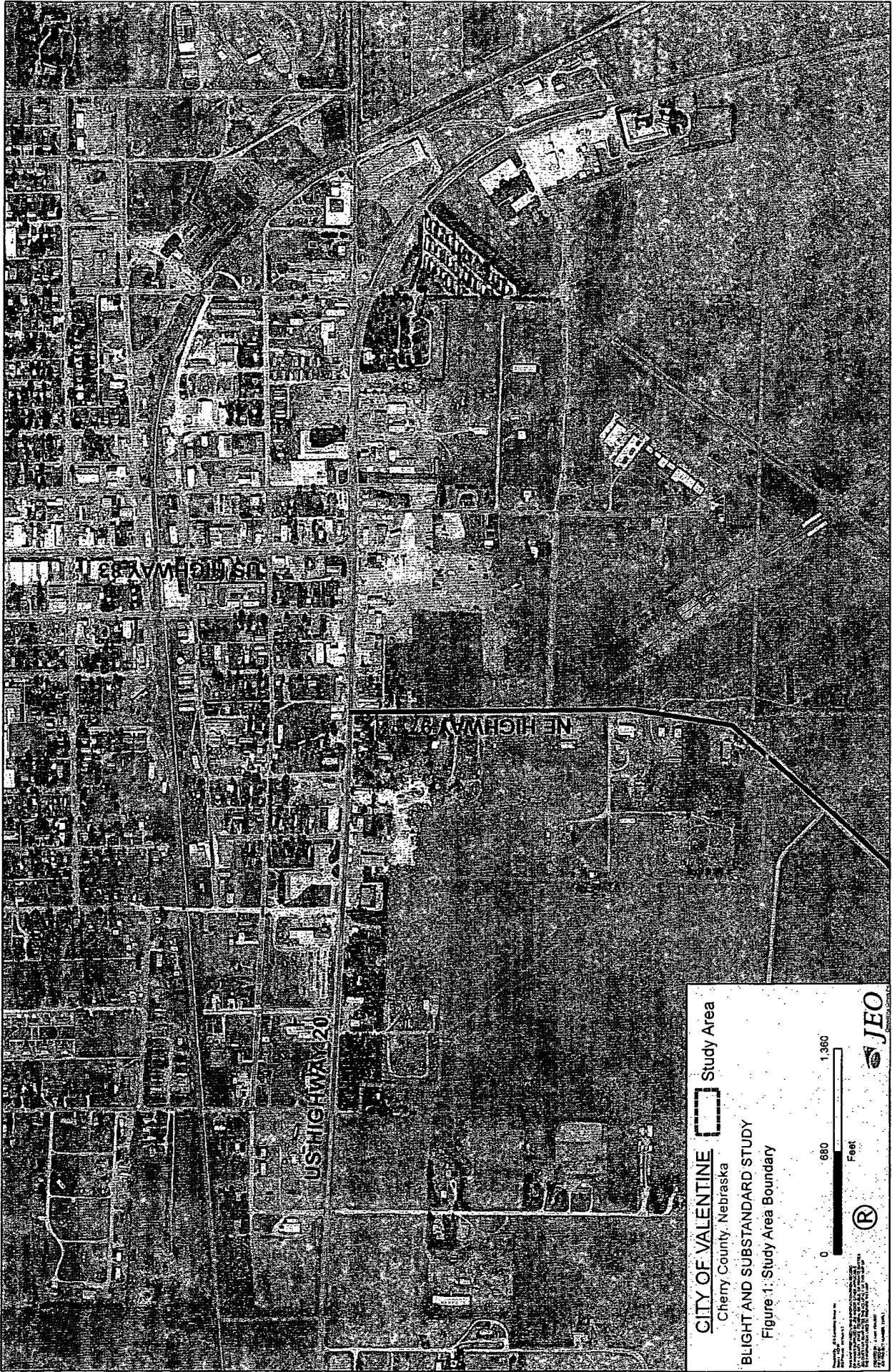
### BACKGROUND

#### **NEBRASKA COMMUNITY DEVELOPMENT LAW**

The Nebraska Legislature enacted the Community Development Law (Neb. Rev. Stat. §18-2101 through §18-2144), which permits cities of all classes and villages to establish a Community Redevelopment Agency (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.

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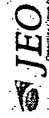
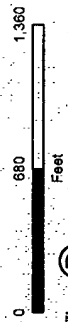
<sup>1</sup> Community Redevelopment Area shall mean a substandard and blighted area or a combination thereof which the Authority designates as appropriate for a renewal project (Neb. Rev. Stat. § 18-2103.20)



**CITY OF VALENTINE**  Study Area  
Cherry County, Nebraska

**BLIGHT AND SUBSTANDARD STUDY**

Figure 1: Study Area Boundary



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The City of Valentine Community Redevelopment Agency in accordance with Nebraska Community Development Law has prepared the General Redevelopment Plan. Prior to recommending a General Redevelopment Plan to the governing body 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 (Cumm. Supp. 1996).

### **REDEVELOPMENT PLAN COMPONENTS**

After an area has been designated as blighted and substandard, the CRA must proceed with the preparation of a General Redevelopment Plan. The General Redevelopment Plan identifies possible redevelopment project(s) in the identified area(s), and 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 Valentine General Redevelopment Plan identifies conceptual redevelopment projects within eligible Community Redevelopment Areas as identified in the Blight and Substandard Study South Area, City of Valentine, Nebraska, (JEO Consulting Group, Inc., September 2007).

Pursuant to Nebraska Community Development Law, the CRA shall afford maximum opportunity, 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 pursued by a CRA can involve a broad range of activities in a designated area, including:

- Acquisition of substandard and blighted areas;
- Demolition of existing buildings, structures, streets, and the construction of public improvements including streets, utilities, parks, playgrounds, public parking facilities, sidewalks, civic centers, landscaping and streetscaping, overpasses and underpasses, and any other necessary public improvements essential to the preparation of sites for uses in accordance with a Redevelopment Plan;

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- Sale or lease of land for a variety of land uses;
  - Disposal of specified real and personal property;
  - Acquisition of real property to be repaired or rehabilitated; and
  - Voluntary or compulsory rehabilitation of buildings or other improvements.

A detailed proposal outlining specific redevelopment projects/or activities must be submitted to the CRA for evaluation prior to approval as a qualified Redevelopment Project. State law requires that certain steps and procedures be undertaken when specific redevelopment activities are proposed.

### **RELATIONSHIP TO GENERAL PLAN**

The general plan for the development of the City of Valentine, Nebraska, known as “The Comprehensive Plan 2009”, as amended from time to time, was originally adopted in 1999 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 Development Plan, the provisions of the Comprehensive Development Plan shall supersede the intent of the General Redevelopment Plan. The adoption of this Plan, or any modifications, additions or amendments hereto, shall not be deemed to be an amendment of the Comprehensive Development 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 blight and substandard areas. These include, in addition to city, state, and federal funds commonly utilized to undertaken 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 the costs associated with a private development and is a common tool utilized for redevelopment activities in designated blight and substandard community redevelopment areas. TIF provides a means of encouraging private investment in deteriorating areas by allowing local governments to devote property tax revenue increases to repay the public investment needed to attract 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 and amenities, infrastructure, and utilities. The CRA shall conduct a **cost-benefit analysis** for each redevelopment project that proposes the use

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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 village 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 undertake public improvements in the designated area. TIF funding may be issued in conjunction with revenue bond issues for water, sewer, or parking purposes and are exempt from state and federal income taxes. Since this process can work for large developments without increasing any tax rates or adding any new taxes or fees, it has an appeal 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.

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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 this portion of the City of Valentine.

## **SOUTH STUDY AREA**

### **Area Description**

The south study area is generally located south of the 'Cowboy Trail' to the corporate limits of Valentine. US Highway 20 runs directly through the study area west to east, while US Highway 83 runs directly through the center of the study area north to south. The study area contains a mix of established land uses as well as open areas with development potential, and the Valentine municipal airport.

### **Structural Conditions**

Redevelopment of the area must address those structural conditions that are deteriorating or dilapidated, which can contribute to visible conditions of blight and substandard conditions. Structures that exhibited major deterioration are located throughout the entire study area. It is common to find structures with no problems or in adequate condition to be located next to deteriorating or dilapidated structures.

Achieving this will require the City to work with programs that will aid in the upgrading of these residential and commercial structures. As development and redevelopment occur, it is anticipated that a portion of the structural improvements will be taken care of either through upgrades or elimination of structures. Renovation, rehabilitation, or removal of deteriorating or dilapidated structures must be addressed on a case by case basis due to the sporadic location of these structures throughout the study area.

Each structure in a deteriorated or dilapidated condition may require a wide range of improvement efforts. However, not all structures may need the same level of improvement efforts. In some cases, the best option to eliminate blight and substandard conditions may be the complete removal of the structure.

One major policy the City may consider for 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 and major renovations. In addition, guidelines for redevelopment and rehabilitation should be adopted by the City.

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### **Structure Age**

The average age of structures is a factor that is difficult to overcome. However, as new infill development occurs in the area; the average age of structures will be lowered. Through a rehabilitation or removal program, structures meeting the 40-plus age criteria that are in a deteriorated/dilapidated condition should be targeted for further study, and where practical, these structures may need to be removed in order to lessen the blighted and substandard conditions impacting this area.

### **Infrastructure Analysis**

The primary issues contributing to blighted and substandard conditions in the South Study Area include:

- An inadequate stormwater drainage system
- A lack of sidewalks
- Presence of onsite wastewater treatment systems

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 including potentially connecting properties to the City's sanitary sewer system as services become available.

### ***Sidewalks***

The majority of the study area is void of sidewalks. Consideration should be given to establishment of a plan to construct sidewalks in the future. Sidewalks should first be constructed in areas where pedestrian traffic, school children, and others would benefit or areas where sidewalks would increase overall public safety.

### ***Streets***

The majority of streets in the study area are considered adequate; however, many streets are not paved and consist of sand and gravel. Consideration should be given to pave municipal streets over time. In addition, some streets in the northwest part of the study area consist of asphalt millings and were not constructed up to elevation of the base of the gutter. Consideration should also be given to adequately pave these streets.

### ***Water and Sanitary Sewer System***

The City of Valentine has been planning and is currently seeking funding sources to install a new interceptor line so sanitary sewer can be extended into the southeast portion of the study area; thus allowing additional collection capacity to support future development. As stated in the comprehensive development plan, the city should maintain and improve the existing public facilities and utilities in Valentine and develop, as needed, new services to reflect the community's needs. The City should also support expansion to infrastructure to support any new residential, commercial, or industrial development.

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### ***Storm Water System***

There are some conditions in the area that may be considered to be unsanitary and unsafe to the public due to flooding from urban runoff and an inadequate storm water collection system serving the area, indicated by the presence of standing water after a rainfall (refer to Figure 6 in the Blight and Substandard Study). The City should consider improvements to this system to eliminate the potential public health and safety issues created by flooding. A drainage improvement study in the City of Valentine would evaluate the existing runoff conditions, provide conceptual improvement recommendations, provide associated cost estimates, and prioritize proposed recommendations. Improvements to the stormwater system should be designed to eliminate a hindrance for new development opportunities in the South Study Area.

### ***Curb and Gutter***

Recent upgrades to the curb and gutter in parts of the South Study Area were completed; however, the edge of the gutter is one or two inches higher than the elevation of the street (see Appendix B in the Blight and Substandard Study). The City should consider an evaluation of the curb and gutter in the study area and where necessary, install new curb and gutter or upgrade existing curb and gutter to applicable standards.

### ***Platting***

The redevelopment of this area needs to encourage replatting of lots, especially smaller lots such as those of 50 feet or less into larger lots. The City should consider a policy which promotes the replatting of property to eliminate situations where one principal structure lies upon multiple lots. Replatting allows for more efficient zoning administration in relation to lot sizes, setbacks, and lot location determination. In addition, replatting would simplify the taxing process through the consolidation of multiple taxed lots into one parcel per land owner and create a more attractive situation for development and redevelopment activities.

## **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 includes:

- Junk and debris
- Existence of conditions which endanger life or property by fire and other causes
- Airport

The elimination of conditions dangerous to life or property due to fire or other causes will be addressed through the actions discussed in all sections of this General Redevelopment Plan. Junk and debris was identified throughout the entire study area. These areas cause economic and social liability and should be targeted for clean-up. The City should enforce their existing health and sanitation code which would work to eliminate factors which contribute to blighted and substandard conditions in the study area.



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Prairie grasses of the Nebraska Sandhills, which surround Valentine, cause an inherent risk of wildfire annually. The City should take precautions to improve prevention and suppression (such as fire fighter readiness), reduce hazardous fuels, restore fire adapted ecosystems, and promote community assistance programs to provided incentives to property owners and business owners to reduce biomass and other combustible fuels.

### **Community's Redevelopment Program**

There are numerous areas within the South Study Area that are currently undeveloped land, or areas where dilapidated structures could be removed to provide redevelopment. These are the opportunities that the City, the CRA, as well as groups associated with economic development in Valentine are looking to in order to accomplish two major objectives:

1. For the proper clearance of blighted and substandard conditions within the community; and
2. For the preparation or development of said land for purposes of redevelopment.

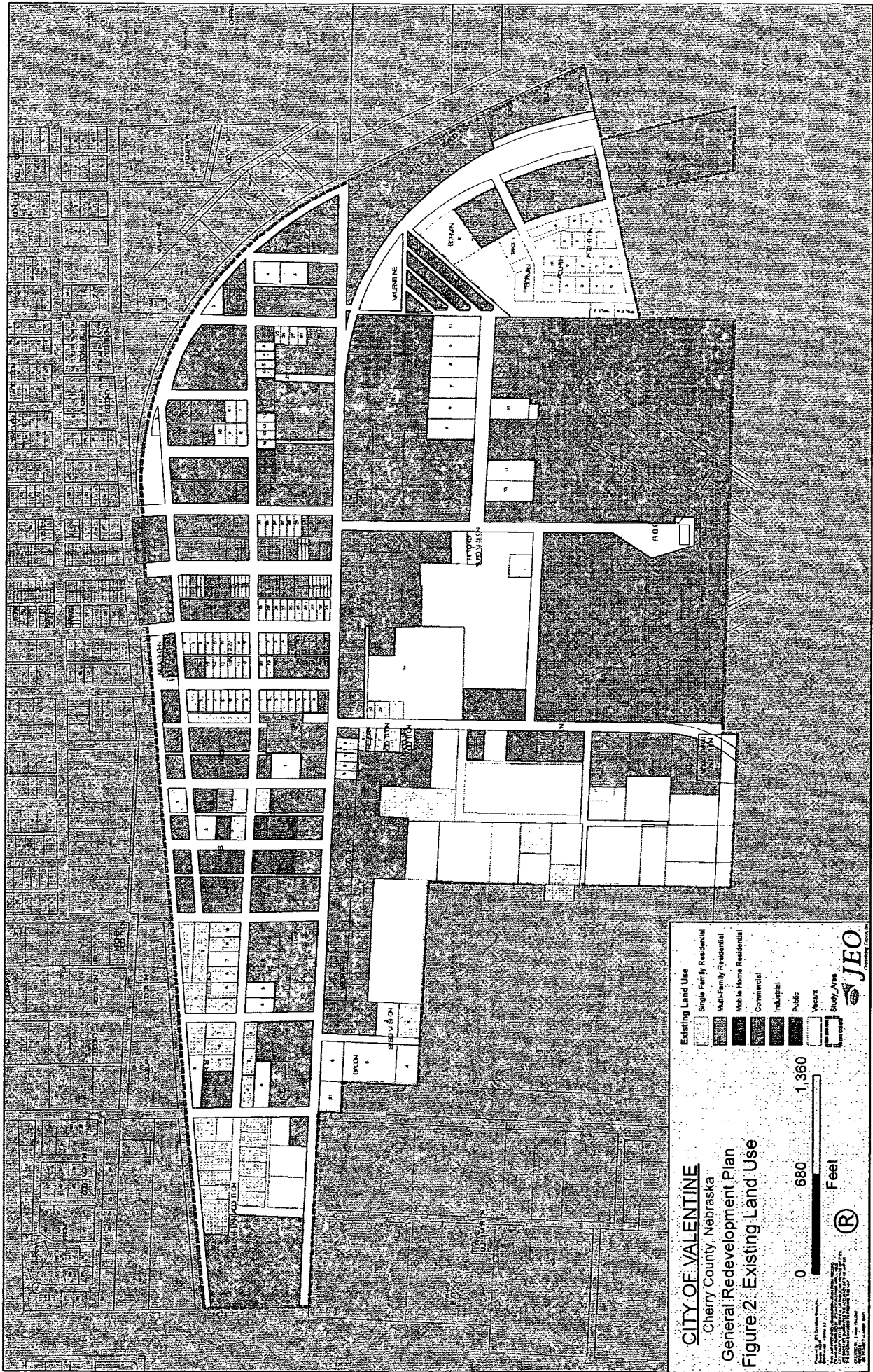
### **Comprehensive Plan and Zoning Analysis**

An existing land use survey was completed on July 31 and August 1, 2007, as part of the blight and substandard field analysis. The existing land uses are graphically displayed in Figure 2. Table 1 below breaks down the existing land uses by acres and a percentage of the total area.

Table 1: Existing Land Use Analysis

LAND USE	ACRES	% of TOTAL
Single Family Residential	38.1	7.3%
Multi Family Residential	0.4	0.1%
Manufactured Housing	10.5	2.0%
<b>TOTAL RESIDENTIAL</b>	<b>49.0</b>	<b>9.0%</b>
Commercial	111.5	21.2%
Industrial	65.3	12.4%
Vacant	107.5	20.5%
Public/Quasi Public	93.7	17.8%
Transportation	98.2	18.7%
<b>TOTAL</b>	<b>525.5</b>	<b>100%</b>

Residential land uses total 49.0 acres, or just 9.0% of the total area. A total of 111.5 acres or 21.2% of the area consist of commercial uses while 20.5% of the land area is vacant. Public land uses total 93.7 acres or 17.8% due to the presence of the airport.



**CITY OF VALENTINE**  
 Cherry County, Nebraska  
 General Redevelopment Plan  
 Figure 2. Existing Land Use

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 Omaha, NE 68131  
 Phone: 402.441.1111  
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The Future Land Use Plan, Figure 3, as established in the 2009 Valentine Comprehensive Plan (Hanna:Keelan Associates, P.C.) 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 buildings or structures. Some of the vacant or underutilized structures located in the redevelopment area may benefit substantially from redevelopment activities. It is important for the City of Valentine to identify redevelopment projects that will benefit the City while using all possible funding mechanisms including tax increment financing. There are no necessary and immediate changes to the Future Land Use Plan for the redevelopment of this area.

The zoning district classifications for the South Study Area will not need to be changed to accommodate the general redevelopment activities outlined above. Therefore, the current zoning classifications contained in the present Zoning Ordinances of the City of Valentine can be continued. In the event a situation occurs where the zoning needs to be changed the City of Valentine can do so at that time. The official zoning map can be viewed at the Valentine City Hall.

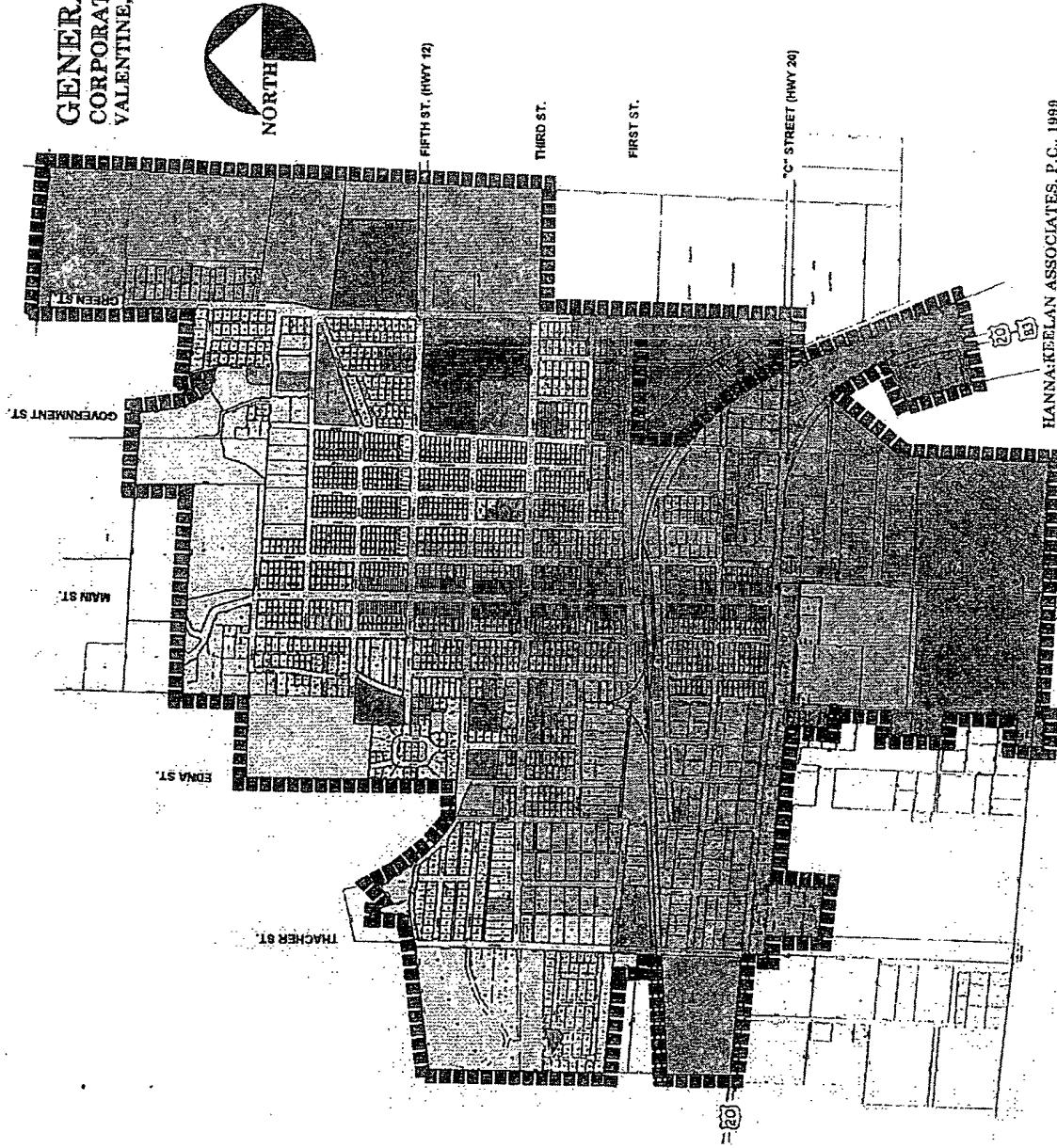
### **SOUTH STUDY AREA GENERAL REDEVELOPMENT RECOMMENDATIONS**

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

- The development of a Corridor Study for US Highway 20 and US Highway 83 to provide a plan for redevelopment, streetscape improvements, infrastructure improvements, and other aesthetic improvements in the Study Area;
- Perform a drainage study to evaluate existing conditions and provide drainage improvement recommendations;
- Creation of new zoning concepts that will guide the future development and redevelopment of structures within the Study Area;
- 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;
- Construct new sidewalks where there are none and replace deteriorating sidewalks;
- Improvement of unsanitary and unsafe conditions related to inadequate drainage and other related infrastructure (i.e. septic tanks, junk and debris piles);
- Use a combination of Tax Increment Financing, CDBG grants (planning, public works, and housing) and other available funding sources to achieve the recommendations within this analysis area;

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- 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.

# GENERALIZED FUTURE LAND USE PLAN CORPORATE LIMITS VALENTINE, NEBRASKA



LEGEND

[Pattern]	VACANT
[Pattern]	PARKS/RECREATION
[Pattern]	PUBLIC/QUASI-PUBLIC
[Pattern]	RESIDENTIAL - SINGLE FAMILY
[Pattern]	RESIDENTIAL - MULTIFAMILY
[Pattern]	RESIDENTIAL - MOBILE HOME
[Pattern]	COMMERCIAL
[Pattern]	INDUSTRIAL

HANNA-KERLAN ASSOCIATES, P.C., 1999

## ILLUSTRATION 5.7

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## **CONCLUSION**

As stated in the Blight and Substandard Study, there are a number of factors contributing to the Blight and Substandard conditions of the South Study Area. The recommendations listed above will aid the City of Valentine 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 area. In addition, portions of the study area are critical to the redevelopment and proper clearance of conditions within the City, as well as preparing the area for redevelopment and/or the development of a specific project.