

May 1988

WINS: The Westside neighborhood strategy

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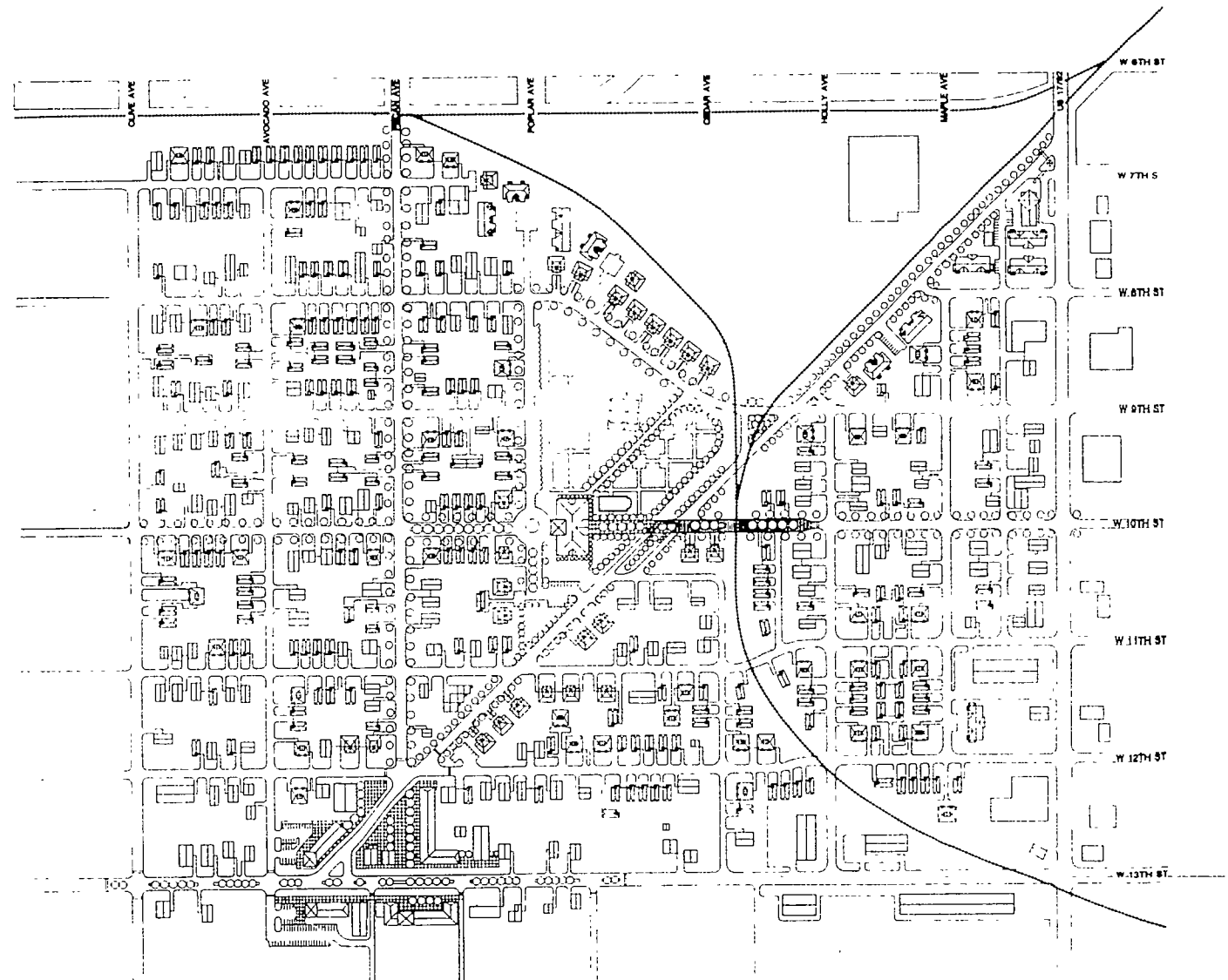
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PHASE 1 REDEVELOPMENT PLAN & WINS AREA ANALYSIS (PART II)

WINS: THE WESTSIDE NEIGHBORHOOD STRATEGY

Sanford, Florida



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WINS AREA ANALYSIS (PART II)

Prepared for:

The City of Sanford, Florida

Prepared by:

FLORIDA CENTER for Urban Design & Research

In Association with:

- o Florida State University
- o Florida A&M University School of Architecture

With professional assistance from the City of Sanford

May, 1988

Sanford, Florida

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Preface

PREFACE

The "Westside Neighborhood Strategy" (acronym WINS) involves comprehensive physical and economic revitalization in a broad target area of 720 acres with over 4,000 existing residents, who are predominately black. Known as the Goldsboro Community, the area is identified with a history of railroading operations and place of settlement for agricultural workers. It lies just west of Sanford's downtown CBD and inhibits its business growth opportunities with severe problems of dilapidated housing, vacant land, incomplete and poorly maintained infrastructure, and socio-economic distress among the residents.

The WINS planning and action program initiative reflects the determination of forward-looking Sanford leaders to place this traditional central Florida community in a stronger position to compete for the dynamic growth presently occurring along the I-4 corridor between Orlando and Daytona Beach. Since mid-1987 a Steering Committee of business, neighborhood, and public sector leaders has been working on the WINS process with a multi-discipline professional team from the Florida State University System; the consultant team was let by the FLORIDA CENTER for Urban Design & Research.

Planning for the WINS initiative addressed the potential for development interventions at different levels of intensity and cost. A priority Phase I area of approximately 150 acres was identified major for redevelopment actions on the basis of the area's proximity to the downtown CBD, extensive vacant land resources allowing construction of affordable new housing without excess disruption of existing residents, and other positive community revitalization assets. The Phase I Redevelopment Area has been the subject of detailed surveys and planning.

In the balance of the Goldsboro/WINS community more general surveys have been conducted. The proposed levels of intervention emphasize socio-economic improvement opportunities tied to the positive impacts of Phase I redevelopment.

The accompanying PHASE I REDEVELOPMENT PLAN & WINS AREA ANALYSIS (PART II) represents the final product of the more detailed level of work in one part of the WINS area. This document is designed to serve as the official instrument of local government planning and implementation policy pertaining to redevelopment of

the Phase I area. It complies with the State of Florida Statutes governing these activities, and it provides a specific yet flexible framework within which the project activities will take place. The document and a related PART II APPENDIX provide factual descriptions of existing blighting conditions within the Phase I and surrounding areas; these conditions warrant a Sanford City Commission determination of the area's eligibility for public redevelopment under Florida laws.

Two other major reports are available and provide supplemental information on the WINS plan and action program, including:

- o EXECUTIVE SUMMARY (PART I). This is a brief illustrated report offering an overview of the WINS strategy and highlights of selected recommendations.
- o WINS IMPLEMENTATION ACTION PROGRAM GUIDELINES (Part III). This document and its several Appendices offer additional analysis to back up consultant team recommendations for the Phase I Redevelopment Plan. It also provides specific planning, design, and implementation guidelines for the use of public, private, and neighborhood sector leaders as they go forward in their respective program execution roles.

The WINS plan takes advantage of the most successful national experience with "public-private partnership" development strategies. The project is not only quite feasible in financial term but will generate excellent economic and fiscal benefits for the city.

It is therefore appropriate that the Sanford City Commission goes forward with timely public hearings and official adoption proceedings for this PHASE I REDEVELOPMENT PLAN & WINS AREA ANALYSIS. Such plan approval will open the door to whole new levels of creative energy for Sanford's future.

On behalf of our many dedicated and talented professional collaborators, we feel privileged to have participated with local leaders in reading the position

of choice and future opportunity which is now available to the City of Sanford. We are ready to help further as may be requested.

David A. Crane, FAIA, AICP
Director
The FLORIDA CENTER
for Urban Design & Research

Project Area Characteristics and Analysis

1.0 PROJECT AREA CHARACTERISTICS AND ANALYSIS

The purpose of this section is to provide general overview of the existing context for the WINS project. The general information found in this section, together with the specific data and analysis which follows in Chapter 2.0 forms the basis for the proposed Phase I Redevelopment Plan.

1.1 OVERVIEW OF THE WINS PROJECT AREA

The overall WINS project area comprises approximately 720 acres or about 1.13 square miles in the northwest portion of the City of Sanford.

Project boundaries (see map 1.1.0a) include:

- o West First Avenue (U.S. 46) on the north
- o The SCL railroad R.O.W. on the west
- o French Avenue on the east
- o West 18th Street, the city limits and West 20th Street on the south.

The descriptions which follow represent a very general overview of the larger study area. A more detailed survey and analysis of existing conditions within the proposed redevelopment area is presented in paragraph 1.2.0 below.

1.1.1 General Population Characteristics

The overall WINS project area is largely black, with a small percentage of hispanic and white residents. The area is typically low to moderate income.

Many households are long-time area residents; many are elderly one and two person households on fixed incomes. These are also a significant number of single-headed households as is typical of such areas.

1.1.2 General Land Use Characteristics

Residential

In general, the overall study area is residential. Small houses, averaging approximately 900 to 1,000 square feet on small lots, represent the largest share of residential development. These units are typically in some state of deterioration because of deferred maintenance. Many structures are significantly dilapidated and should be replaced.

A significant portion of residential uses in the study area is public housing operated by the Sanford Housing Authority. There are two large areas of public housing within the study boundaries. Generally, these units are duplex, townhouses or multi-family apartments developed in "super block" configurations. As a result of this development concept and the unit types involved, the public housing is readily evident and presents a distinctly different physical character in comparison to the other housing types in the area.

Non-Residential

The area contains several major non-residential land uses. The most dominant is the holdings of the SCL railroad. The area includes the SCL "Auto Train" terminal as well as maintenance facilities and marshalling yards. In addition, there are a few light manufacturing facilities and related types of industrial uses.

Commercial uses are predominant along French Avenue and in the West 13th Street corridor from Lake Avenue to Persimmon Avenue. The French Avenue commercial is typical of a sub-regional "strip" and contains a variety of larger scale as well as smaller uses which serve both local residents and others from throughout the city. This sub-regional shopping function is enhanced by the fact that French Avenue (US 17/92) is a major link between Sanford, Orlando, and the sprawling suburban developments in between.

The West 13th Street corridor contains only locally serving commercial use consisting of small retailers and service providers. The corridor contains a significant number of deteriorated structures as well as some that are vacant or abandoned. This commercial activity is not strong, and it reflects the relatively modest aggregate buying power typical of the low-income area it serves. There are a large number of churches and other religious organizations within the overall project area. These are concentrated in the area between French Avenue and Persimmon Avenue, West 10th Street to West 13th Street.

Vacant Land

The amount of vacant land within the area is significant. Much of this vacant land is undeveloped holdings of the SCL, a substantial portion of which is within predominantly residential sections.

The amount of vacant land is illustrative of the relative market weakness of the study area. This weakness is reinforced by the relatively smaller number of new housing units built in the last two decades.

While the amount of vacant land is indicative of a problem, it also represents a major resource and opportunity to accommodate new development of housing and other supportive uses if market strength can be generated and sustained.

1.1.3 Public Infrastructure, Facilities and Services

Public Infrastructure

The general neglect evident in the quality of existing residential and commercial structures within the area is mirrored for the most part by the current state of the public infrastructure. Public holdings evidence deferred maintenance which is indicative of the general lack of public investment in roads, utilities, and public amenities in recent years. Clearly this lack of attention by the public sector has contributed, in part, to the current physical conditions of area structures and the disinvestment (or lack of new investment) that has occurred.

While many roads are in relatively good condition, others have been left to deteriorate, and several others have never been paved, creating visual eyesores, safety hazards and access problems.

Public water and sanitary sewer services are generally adequate. Some problems with combined sewer systems need to be corrected. Similarly, storm drainage in some areas is a problem with large open ditches substituting for adequate underground drainage structures. The ditches represent a significant threat to public safety as well as a visual problem.

Parks and Recreational Facilities

The major park serving the area is the seven acre Coastline Park. The park contains relatively meager recreational facilities. It is underused in part because of the lack of facilities coupled with a relatively difficulty to gain access to the park. Despite this, its size and extensive tree cover represent a significant potential.

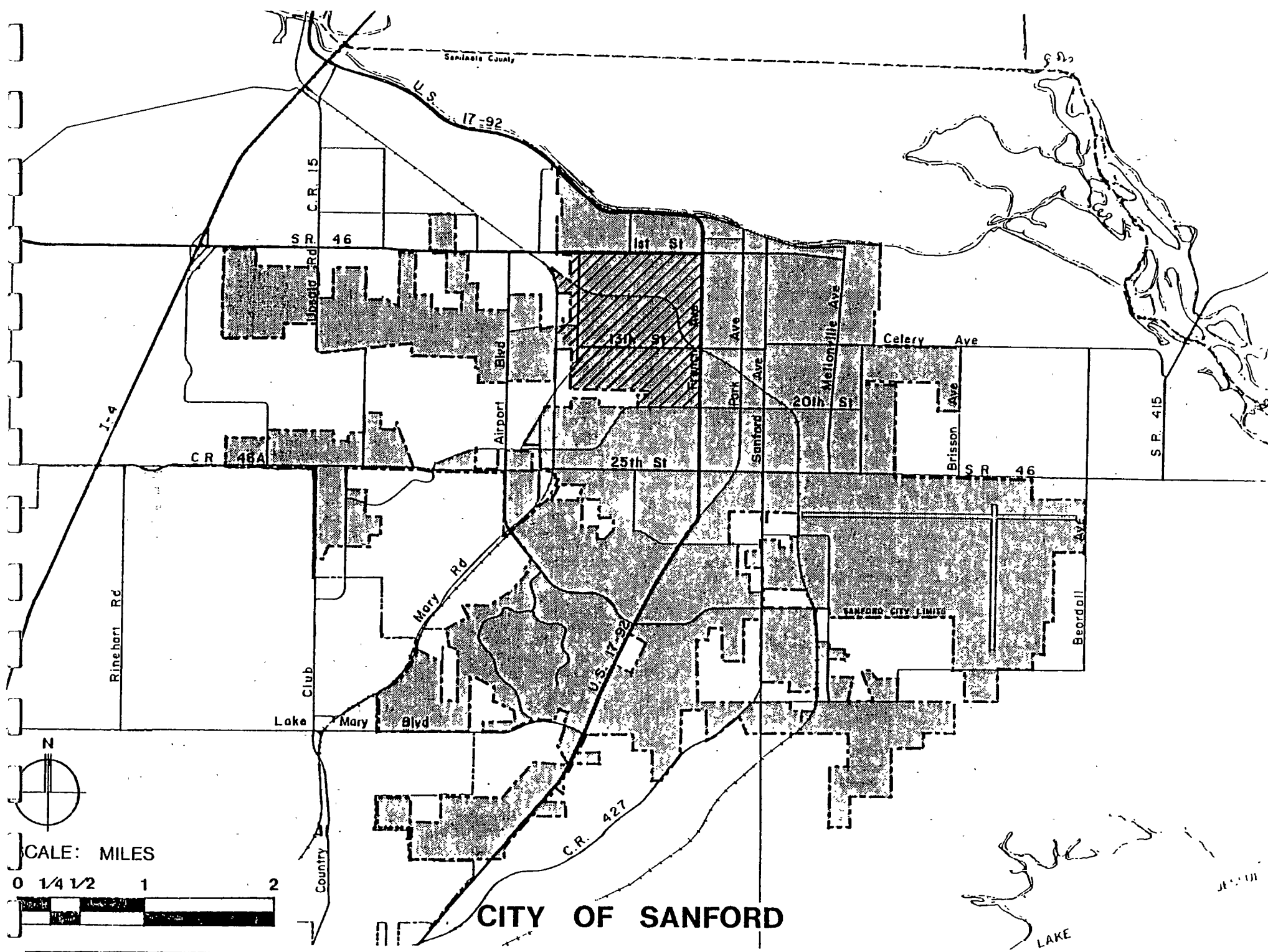


FIGURE 1.1.0a: WINS PROJECT AREA AND CITY OF SANFORD

A second park, George Stark Park, is located at approximately Mulberry Avenue and West 5th Street, adjacent to a large public housing project. It is similar in size to the Coastline Park but appears to be more highly used, especially by housing project residents.

The other major recreational facility in the study area is the Westside Center located on Persimmon Avenue at West 10th Street. It consists of a relatively new building and several ball fields. The city's Parks and Recreation Department runs programs at the center for children in the 10 to 14 year age group.

Schools

Overall WINS project area contains three schools. The Crooms School is located at West 13th Street and Persimmon Avenue close to the Westside Center. Crooms is a former high school now designated as a special school. Facilities are modest, although there is a recently constructed gymnasium on the campus.

The Goldsboro Elementary School is located at approximately West 18th Street and Olive Avenue. Facilities at this school are similar to those at the Crooms School.

The third school in the area is the Sanford Middle School located at the corner of French Avenue and West 18th Street.

1.1.4 The WINS Project Area in the Context of Sanford and Seminole County

In looking at the characteristics of the study area in its larger context, several significant contrasts are obvious.

Seminole County and the City of Sanford to a lesser extent are both receiving significant new growth and investment as a by-product of the expansion of the Orlando metropolitan area. Trends in growth, as measured by tax base increases, new building permits, and public sector investment in roads, utilities, facilities and other public services are not mirrored in the WINS project area. In fact, the evidenced characteristics of the study area run counter to the broader trends for both the city and the county.

Given the demands that new growth place on public resources, it is likely that the study area would continue to be neglected and see continued disinvestment in both public and private dollars in the foreseeable future without a change in priorities on the part of the city government, and without efforts to make the area relatively more attractive than it is at present in terms of attracting successful housing development.

Past experience shows that a continuation of the current situation would be detrimental to existing residents and property owners. There would also be negative fiscal impacts on both the city and county as a by-product of continued neglect.

WINS Action Program Phasing and Priorities

The overall Goldsboro/WINS community will require carefully tailored and phased neighborhood improvement actions. Given the large size and severe problems of the area, major redevelopment and physical revitalization actions in the next few years should focus on a limited residential section closest to the downtown CBD and most accessible to the city-wide housing market. At the same time, the economic opportunities and community service needs of the broader WINS area population should be addressed in parallel with the phase I Redevelopment undertaking.

The accompanying map (Figure 1.1.4a) indicates action program areas which were adopted for purposes of detailed surveys and redevelopment planning priority in the WINS work program. It also indicates a "Primary Survey Area" relating to potential major redevelopment actions for the first phase of activity; and the "Neighborhood Reinforcement Area" where less costly interventions would occur initially.

1.2 CHARACTERISTICS OF THE PRIMARY SURVEY AREA

The Primary Survey Area (PSA) was identified early in the planning process as the most likely candidate area to begin the needed redevelopment and revitalization at the WINS project area. Detailed field surveys, resident interviews, and data mapping/analyses were conducted in this area.

The PSA consists of approximately 150 acres with the boundaries as shown on map 1.2.0a. The following paragraphs and accompanying maps illustrate specific characteristics significant in the PSA.

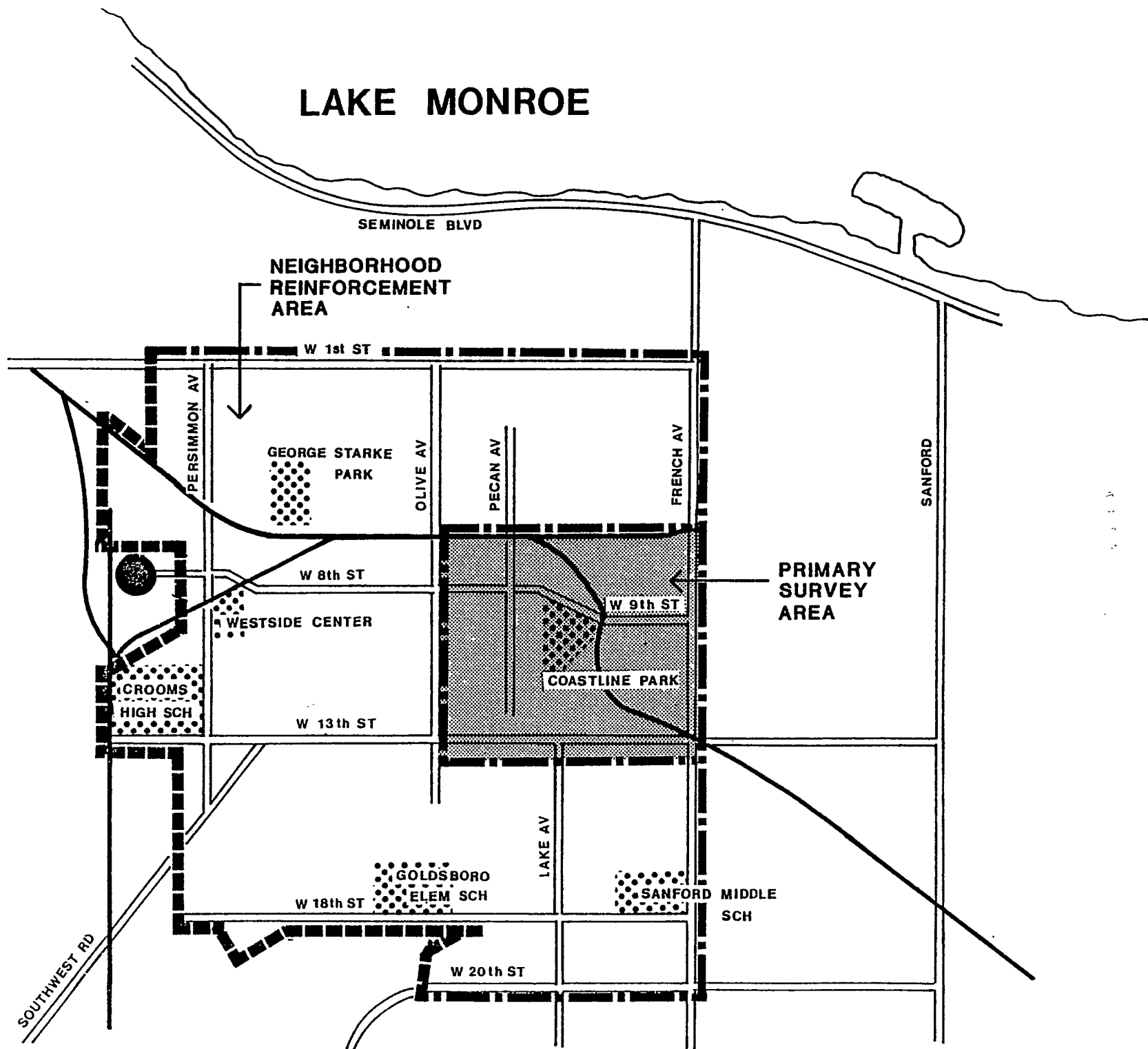


FIGURE 1.1.4a: WINS AREA (GOLDSBORO) AND ACTION PROGRAM SUB-AREAS

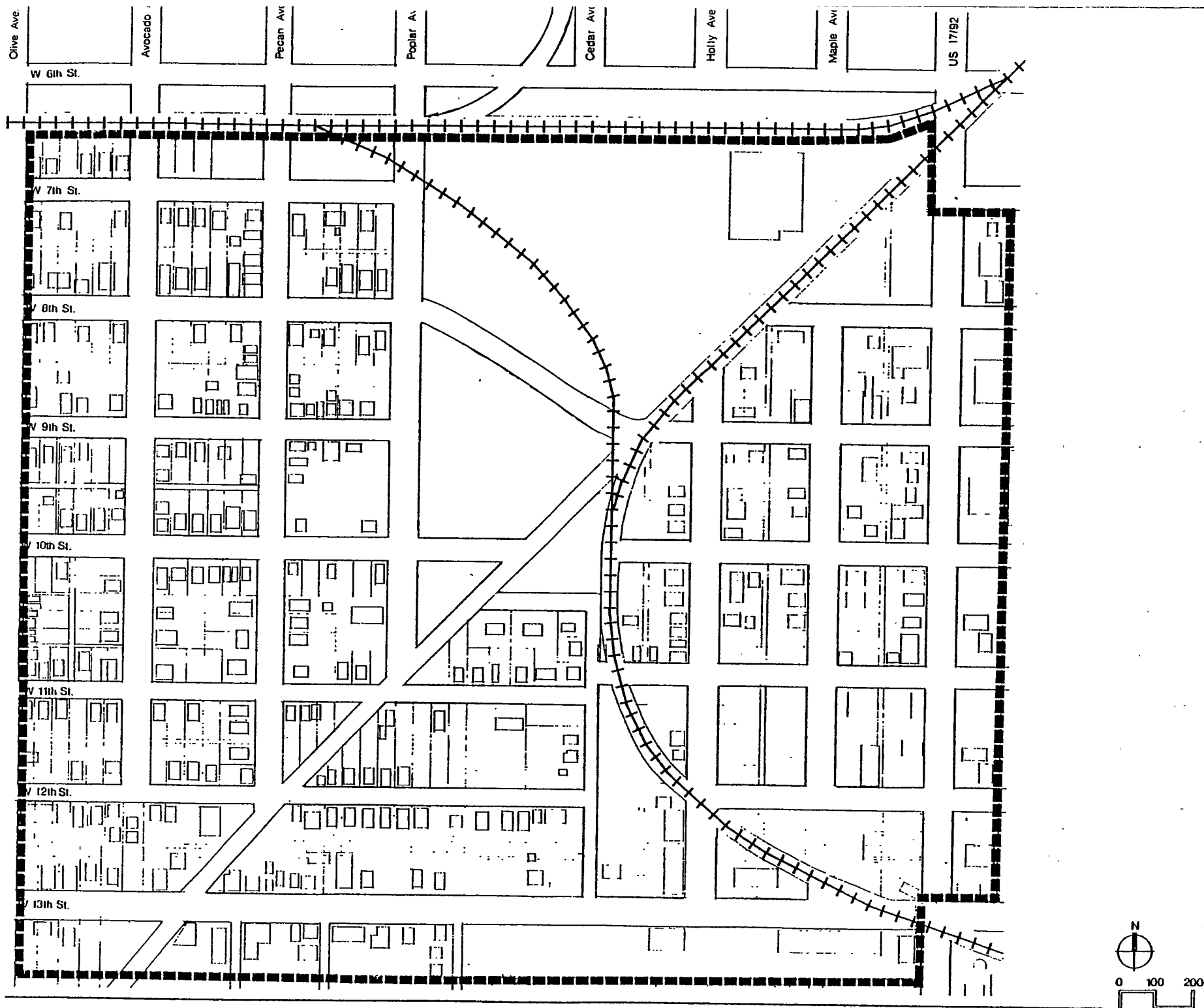


FIGURE 1.2.0a: PRIMARY SURVEY AREA (PSA) BOUNDARIES

1.2.1 Existing Land Use

For analysis purposes the PSA has been divided into 8 different sub-areas as shown on map 1.2.1a. Table 1.2.1b summarizes the significant quantitative characteristics for each sub-area and for the PSA as a whole.

Key points derived from the land use analysis include:

- o The amount of vacant land, which represents almost 1/3 of all land available for residential use, and more than 17% of all land, excluding public rights-of-way.
- o The amount of land in public rights-of-way which is about 36% of all land within the study area. Much of the street R.O.W. is either 62, 66 or 83 feet in width. Additionally, there is a significant amount of R.O.W. in mid-block alleys which are largely unused due to their narrow width (approximately 10 feet wide is typical).
- o The relatively large amount of parkland (almost seven acres) which is nearly 15% of the total land area available for potential residential use.
- o The existing residential uses comprise only about 24% of all land in the PSA. The gross residential density is about 1.6 units/acre. The net residential density is about 4.8 units/acre. The net/net residential density is about 6.9 units/acre. The typical residential lot size is 50' x 117' or about 5,850 square feet.
- o Existing commercial and industrial uses comprise more than 20% of all land in the PSA. This relatively high percentage results from the predominance of non-residential uses in sub-areas 6, 7 and 8.

In general, the pattern of land uses is typical of residential neighborhoods bordered by industrial/commercial uses, as shown in map 1.2.1c. Other significant land use characteristics are illustrated in Figures 1.2.1d and 1.2.1e.

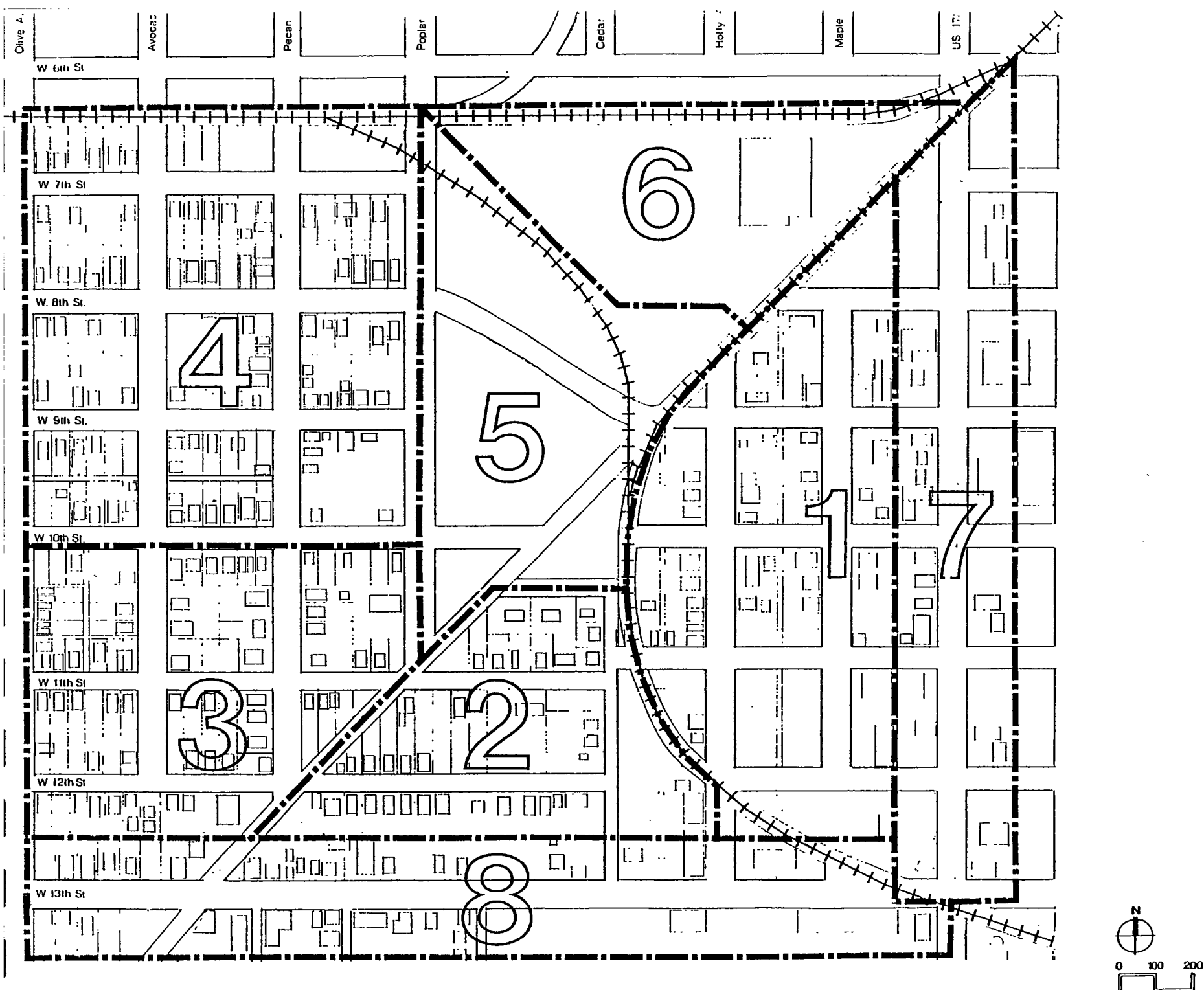


FIGURE 1.2.1a: PSA SUB-AREAS

TABLE 1.2.1b: EXISTING LAND USE TABULATION (SQUARE FEET)

Survey	Sub-Areas									% of Total	% of Developable
Primary Survey Area	1	2	3	4	5	6	7	8	Total		
Total Land Area	727,900	639,400	836,800	1,344,800	810,000	514,300	701,500	874,700	6,449,400	100%	-
Total Land Area: Right-of-Way	344,200	197,100	332,100	588,800	293,900	66,000	284,000	282,700	2,389,300	37%	-
Total Land Area: Residential	303,700	286,400	420,300	571,500	-	-	-	-	158,900	24%	39%
Total Land Area: Institutional	22,500	25,000	38,500	-	-	-	34,100	13,000	133,100	2%	3%
Total Land Area: Open Space	-	-	-	-	300,200	-	-	-	300,200	5%	8%
Total Land Area: Commercial/ Industrial	36,000	-	-	-	16,500	448,300	335,400	518,000	1,354,200	21%	33%
Total Land Area: Vacant	21,500	130,900	45,900	184,500	199,400	-	47,500	61,000	690,700	11%	17%

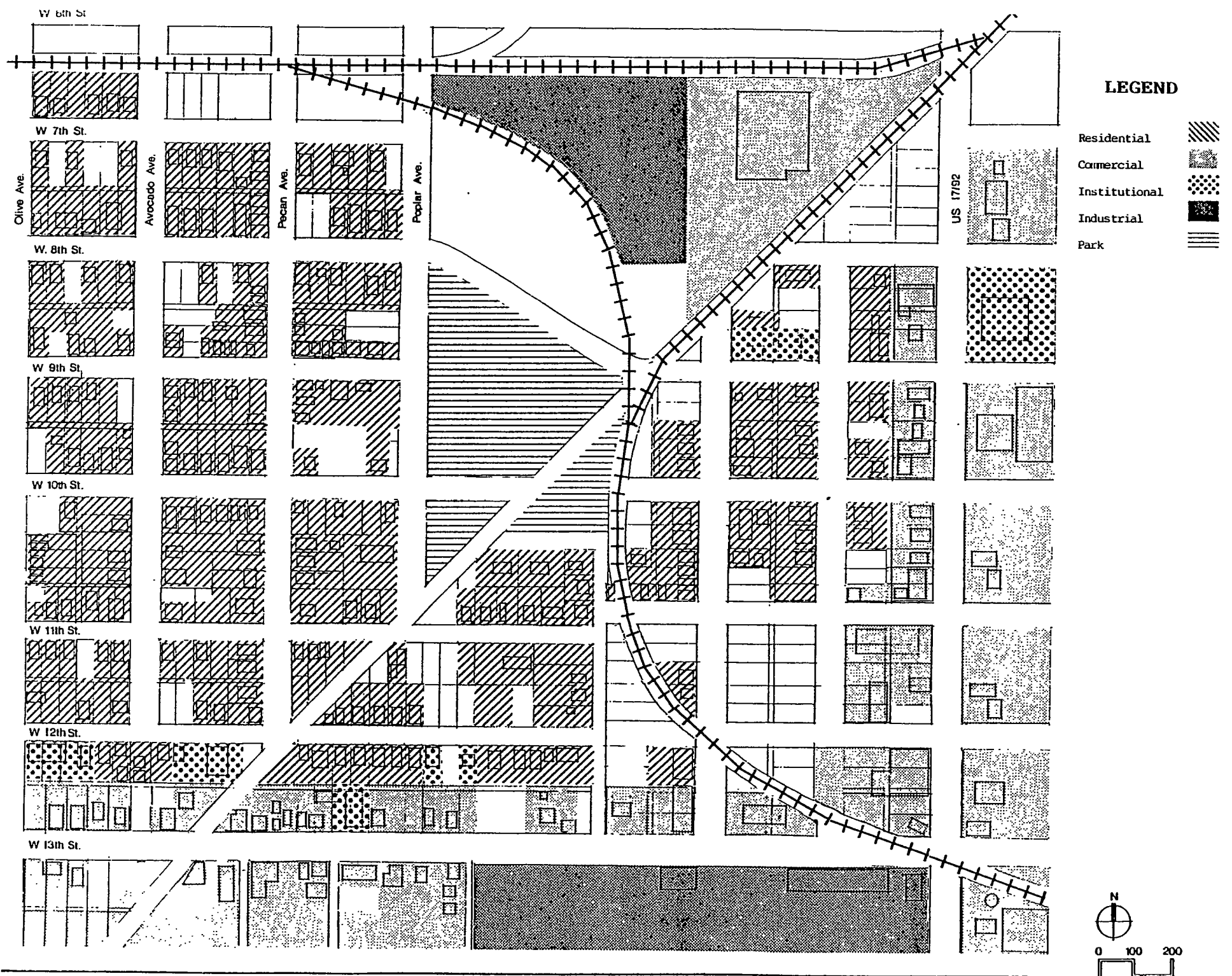


FIGURE 1.2.1c: PSA EXISTING LAND USE

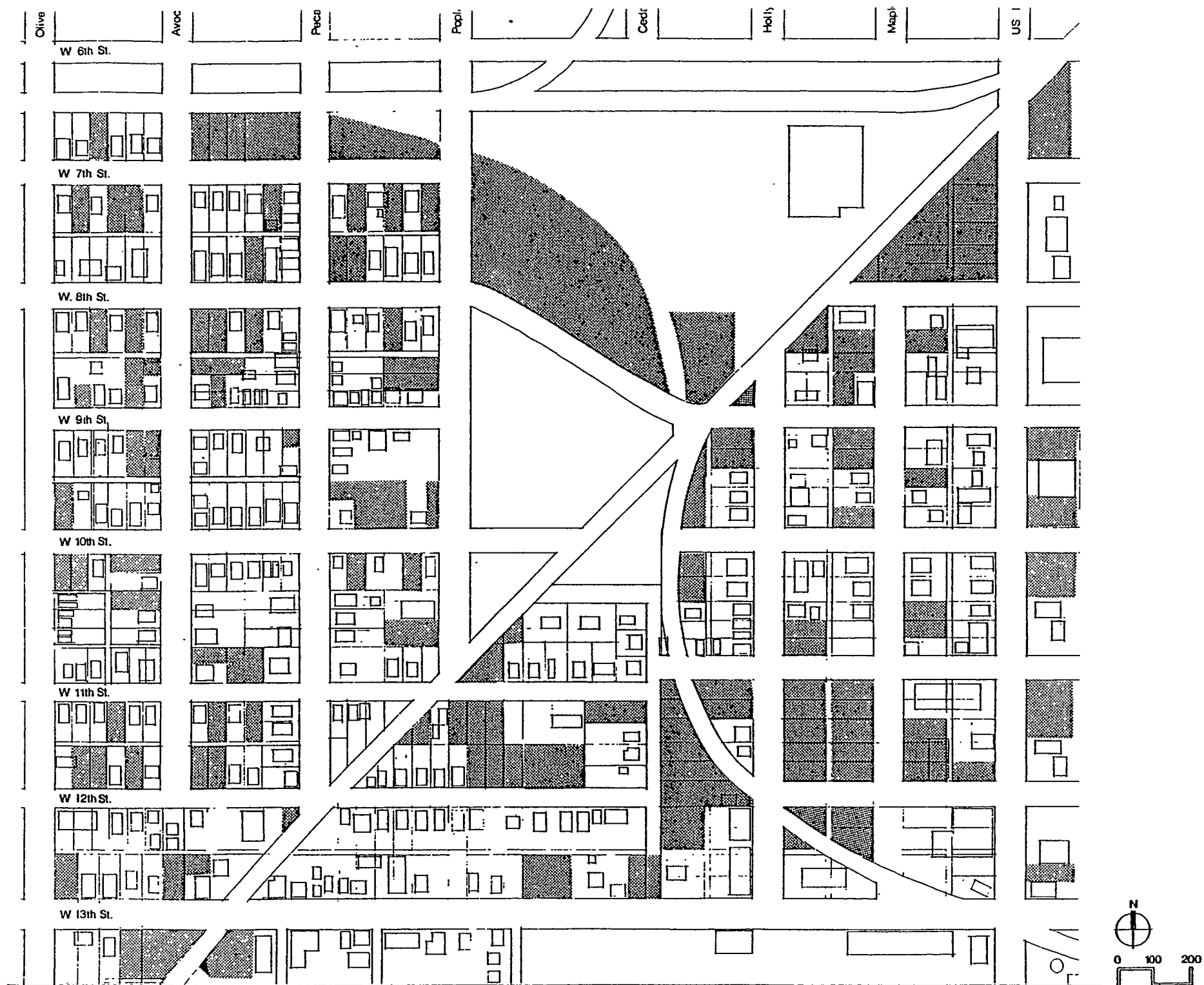


FIGURE 1.2.1d: PSA VACANT LAND

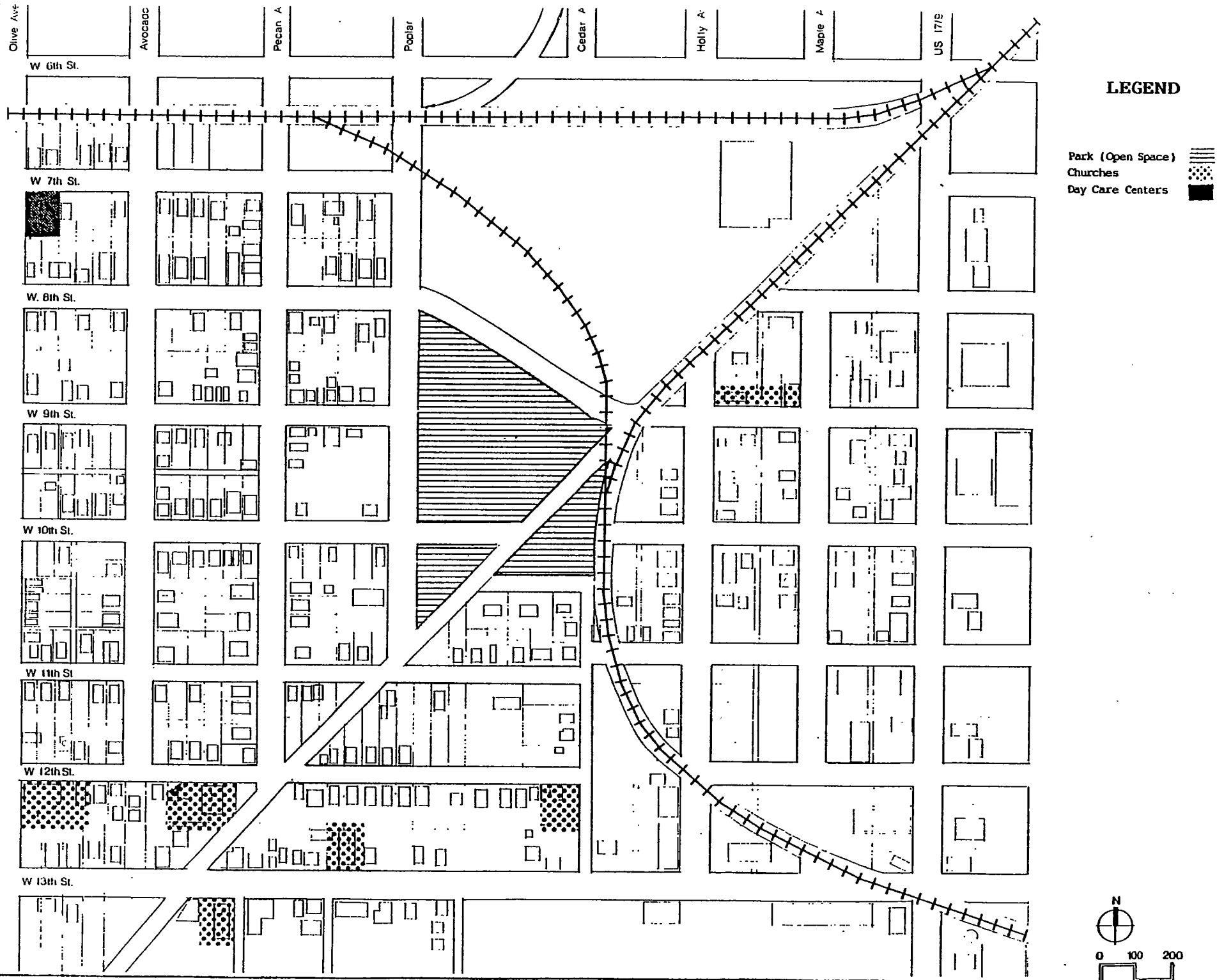


FIGURE 1.2.1e: PSA INSTITUTIONAL AND RECREATIONAL USES

1.2.2 Building Conditions

Building conditions in the Primary Survey Area (PSA) were assessed based on an exterior survey only. Five categories were identified, based on the following characteristics:

- o Good Condition (Category 1). Structures appear to be well maintained with no observable defects.
- o Marginally Good Condition (Category 2). Structures are basically in good condition with a few minor cosmetic problems such as peeling paint trim in need of replacement, slightly deteriorated roof shingles, gutters and the like. No structural problems are evident. Units of this type can easily be brought up to standard with a modest expenditure.
- o Deteriorated (Category 3). Structures exhibit some significant cosmetic deterioration; and may have some major structural problems including roof damage, sagging porch, siding in need of replacement, and the like. Units of this type can be cost effectively renovated.
- o Dilapidated (Category 4). Structures exhibit several major structural problems as well as an array of cosmetic problems. Units of this type can only be renovated with a major expenditure of funds. In almost all cases, the renovation would not be cost-effective in comparison to new construction.
- o Severely Dilapidated (Category 5). Structures exhibit severe structural problems. Such units are in such bad condition that demolition is the only reasonable course of action. Renovation should not be considered.

A summary of the residential condition survey results is as follows:

CONDITION	# OF STRUCTURES	# OF UNITS	% OF TOTAL STRUCTURES
GOOD (1 & 2)	60	65	25%
DETERIORATED(3)	63	64	27%
DILAPIDATED (4 & 5)	110	120	48%
TOTAL	233	249	100%

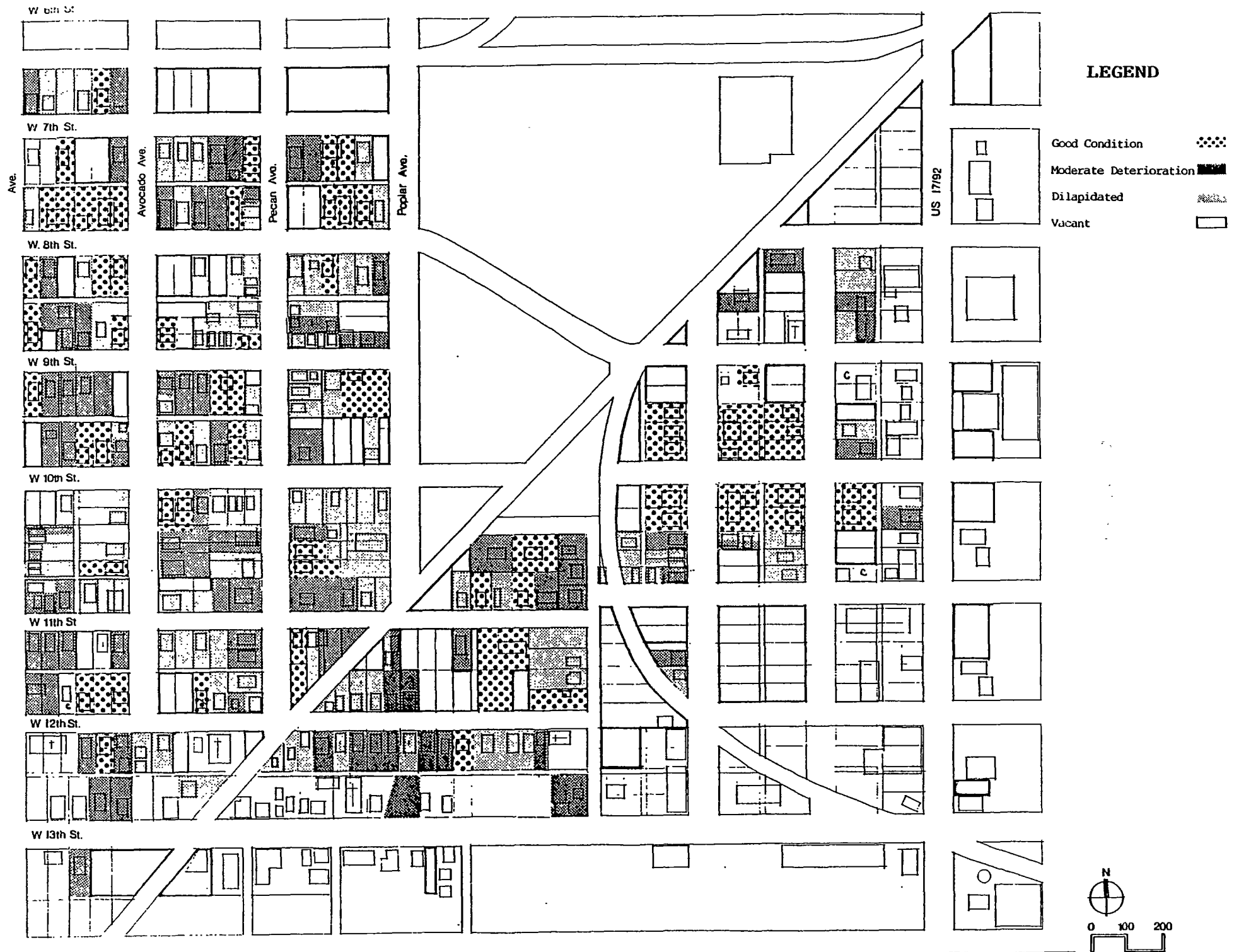


FIGURE 1.2.2a: RESIDENTIAL BUILDING CONDITIONS

TABLE 1.2.2b: SUMMARY OF RESIDENTIAL BUILDING CONDITIONS

PSA SUB-AREAS:	1	2	3	4	5	6	7	8	TOTAL
Total Number of Residential Units	35	38	63	96	-	-	1	16	249
Total Number of Residential Structures	33	38	62	92	-	-	1	7	233
Total Number of Residential Structures: Category 1	4	2	2	8	-	-	-	-	16
Total Number of Residential Structures: Category 2	15	4	8	17	-	-	-	-	44
Total Number of Residential Structures: Category 3	3	13	17	23	-	-	1	6	63
Total Number of Residential Structures: Category 4	5	13	24	32	-	-	-	1	75
Total Number of Residential Structures: Category 5	6	6	11	12	-	-	-	-	35

1.2.3 Valuation

The current tax base of the PSA was analyzed based on current tax assessment data provided by Seminole County.

The valuation information is illustrated on Figure 1.2.3a. Key findings are as follows:

- o Almost half of all private holdings are valued at less than \$15,000 (property plus improvement, if any). Of this total, about 50% is in vacant land; just less than 50% in land with residential structures; the remainder consists of parcels housing vacant or dilapidated non-residential structures.

- o Holdings valued at \$15,000 to \$30,000 constitute about 10% of the total.

Of these, approximately 70% is property with residential structures, about 25% is property with commercial structures, and the balance is vacant but relatively highly valued land with some commercial potential.

- o Of all holdings valued at over \$30,000, only about 15% are residential units. The balance comprises commercial uses along West 13th Street and French Avenue, and institutional uses (mainly churches). A small portion is vacant land with commercial development potential.

Surprisingly, almost 40% of all private holdings is in the value range.

- o The total gross valuation in the PSA is approximately \$10,862,700, while net valuation is \$8,797,400 (i.e., excluding homestead exemptions for owner-occupants):

	GROSS VALUATION TOTAL : \$	NET VALUATION TOTAL : \$
RESIDENTIAL	\$4,162,600: 38%	\$2,097,300: 24%
VACANT LAND	\$1,176,200: 11%	\$1,176,200: 13%
NON-RESIDENTIAL	\$5,523,900: 51%	\$5,523,900: 63%

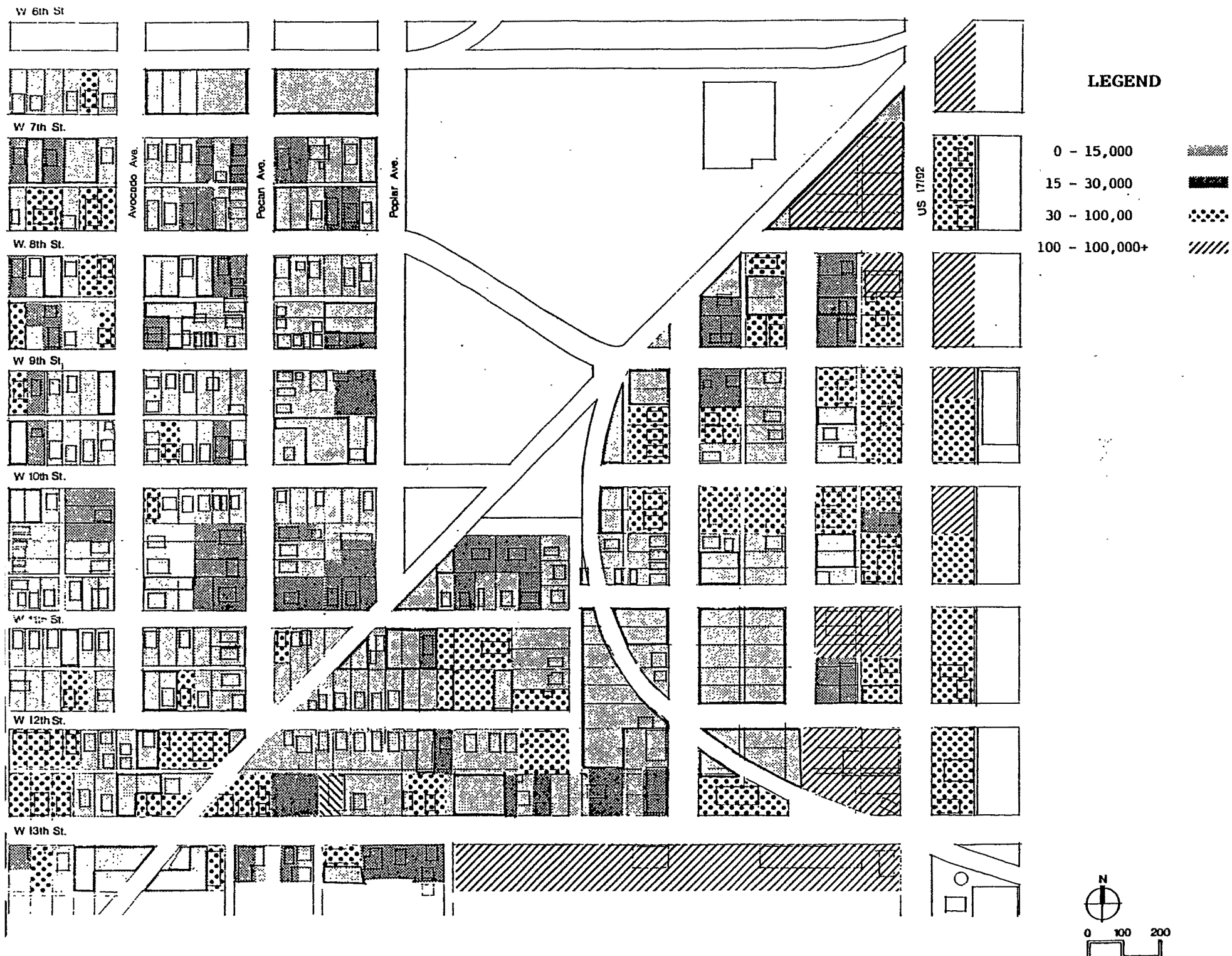


FIGURE 1.2.3a: PROPERTY TAX ASSESSMENT VALUATION

1.2.4 Street and Public Right-of-Way Conditions

The condition of improved street rights-of-way is generally good. In most cases, the existing pavement is serviceable and without need for repair. Some streets evidence some pavement deterioration but in most cases, remedial actions would consist of repaving with asphalt rather than complete reconstruction. Many streets lack curbs and are without structured drainage (see paragraph 1.2.5). The field survey found only two intersections which were deteriorated enough to require reconstruction due to "potholes" and other significant pavement defects.

In contrast, there are important portions of five key streets which are unimproved dirt roads, thus representing a significant problem. Street construction in these rights-of-way is urgently needed.

Many R.O.W.'s are poorly maintained and are overgrown with weeds. This represents a significant visual problem which contributes to the overall lack of environmental quality in the PSA.

1.2.5 Utilities Services

Water

By all accounts, the PSA is well served by the existing system of water mains and laterals. There are no blocks which do not have access to water to support existing or new development.

Sanitary Sewer

Sanitary sewer services are generally adequate; although there are several blocks which are served by an outdated combined sewer system. This problem though significant, will be alleviated in the next few years by virtue of a planned program to install relief sanitary sewer lines. Upon completion, all portions of the PSA will be fully served by sanitary sewer.

Storm Drainage

While a majority of the PSA is currently served by structured storm drainage, there are several areas where drainage is handled by large open storm ditches. In several instances, the ditches are wide and deep and therefore, represent a significant safety problem.

Street Lighting

Street lighting in the PSA is marginal. Typically, there is a standard fixture at each intersection. Many of the fixtures are either out of order or have been broken or otherwise vandalized. Consequently, the nighttime lighting levels are minimal and uneven, with several intersections without lighting.

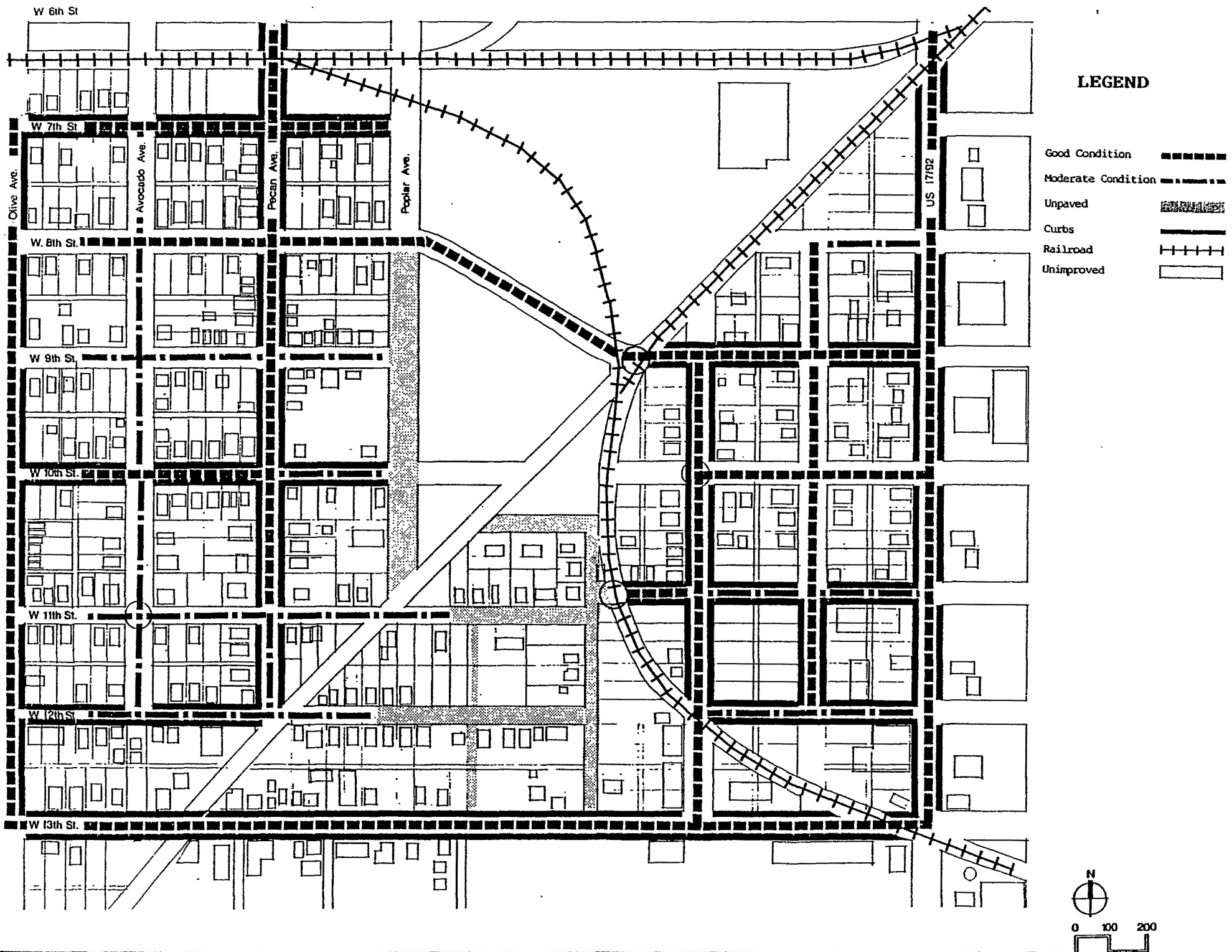


FIGURE 1.2.4a: EXISTING STREET CONDITIONS

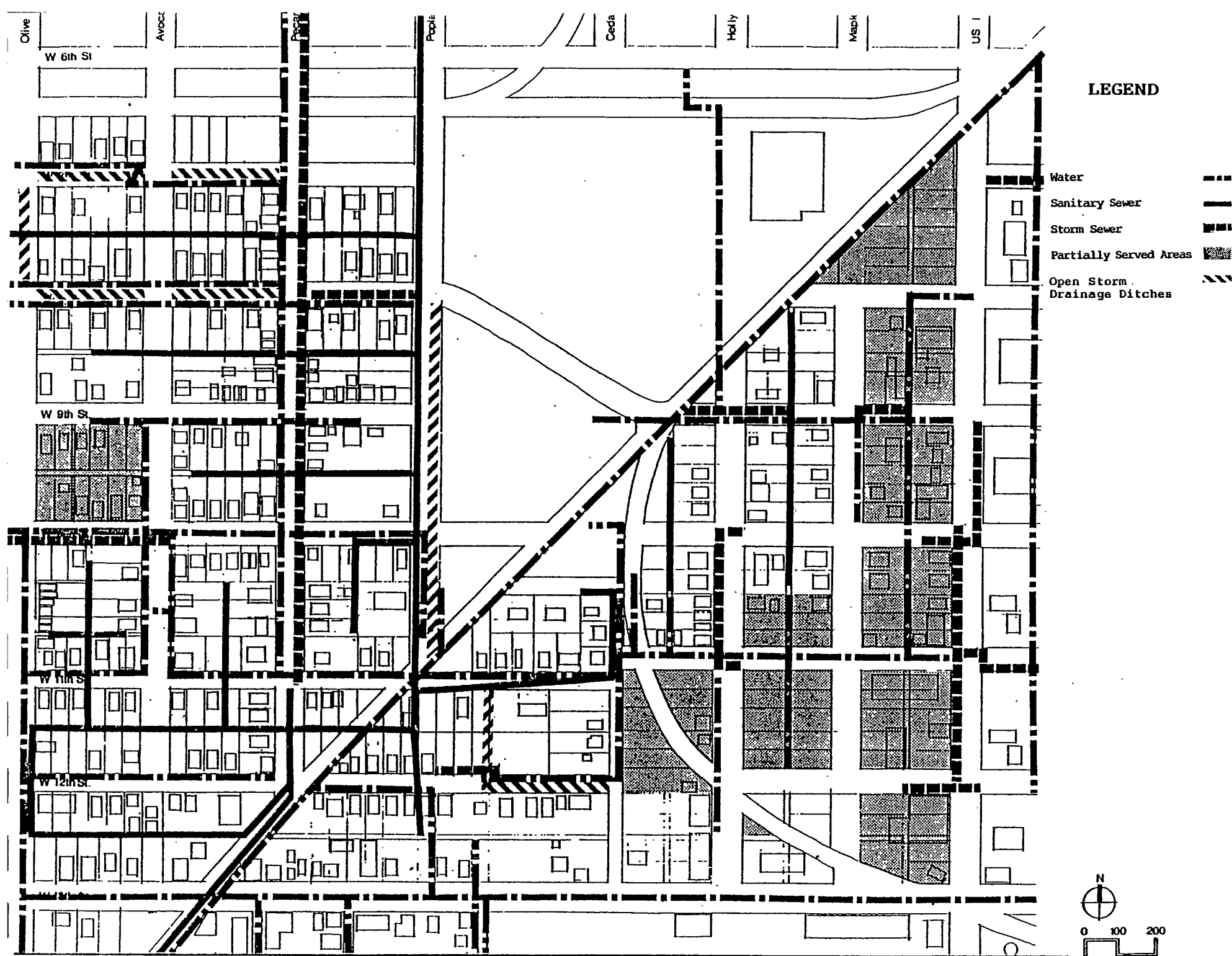


FIGURE 1.2.5a: EXISTING UTILITIES SERVICES AND DEFICIENCIES

1.2.6 Demographic Characteristics of the Primary Survey and Adjacent Areas

Primary Survey Area

Table 1.2.6a compares the PSA to the Georgetown CDBG target area and to Sanford as a whole. The information is based on U.S. Census Block data. Because block data are more limited than tract data, variables, such as income, are missing. Such information, however, was collected in the surveys. Comparisons are made to the Georgetown CDBG target area because of the city's apparently successful experience with housing initiatives in that area.

Not surprisingly, the PSA is predominantly black and has a higher percentage of population that is black than the Georgetown target area or Sanford. The PSA appears to have a population with a greater percentage of families with children and fewer families with elderly. Moreover, there is a smaller percentage of single person households in the PSA than in Georgetown or the city as a whole.

Single family, detached dwellings consist of 90 percent of the dwellings in this category. Fifty percent of the dwellings are owner-occupied.

The average value of owner-occupied housing in the PSA is low. While there is no comparable figure reported in the Census for the city, the mean value in the Georgetown neighborhood is even lower. The median value for owner-occupied housing in the city as reported is substantially higher than the average value for the PSA. While a comparison of the two statistics should be viewed cautiously, this suggests that housing values are substantially lower than average in the PSA.

Rents are also very low in the PSA, with an average of \$98.00 per month.

The census lacks good indicators of housing quality. Other indicators show that the percentage of dwelling units lacking complete plumbing represents over eight percent of the dwellings in the PSA. This percentage is considerably higher than it is for the City of Sanford.

Housing in the PSA is also substantially more likely to be overcrowded than in the rest of the city, with 11 percent of the dwellings having more than one person per room.

Finally, the variable of percent of households with family householders and no spouse and children present shows that single parenthood (most of which is presumably female headed) has a much higher incidence in the PSA than in either Georgetown or Sanford.

Neighborhood Reinforcement Area (NRA) Selected Sub-Area

The survey activities included not only the detailed information from the PSA door-to-door survey discussed previously, but also more generalized information from the portion of the larger Neighborhood Reinforcement Area that lies directly west of the PSA. This portion of the NRA consists of about 125 acres and nearly 500 residential housing units. This area was surveyed using a mail-out form completed by area residents. While the response was modest (approximately 20% of all households responded), the information obtained was helpful in further delineating the characteristics of WINS Project Area residents.

The NRA sub-area surveyed is similar to the PSA in some respects and different in others. It is also a predominately black neighborhood, with similar percentages of the population younger than 18 or 65 years and older.

The percentage of dwellings that are overcrowded is nearly the same in both areas. However, the percentage of units lacking plumbing in the Neighborhood Reinforcement Area is less than the percentage for the PSA.

As a larger geographic area, the NRA sub-area also has a larger population and a larger number of dwelling units than the PSA. There are other contrasts as well. Primarily because of the presence of several large public housing developments, only about one-fourth of all households own their own dwellings in the Neighborhood Reinforcement Area, and there is a lower percentage of single family dwellings in this area as well. Moreover, the average value for owner-occupied housing is substantially lower in the NRA sub-area than in the PSA. The same is true for monthly rents.

Finally, there is a slightly higher percentage of single person households in the NRA sub-area than in the PSA and a higher percentage of single parent households.

**TABLE 1.2.6a: COMPARISON FOR 1980 CENSUS BLOCK DATA FOR THE
NEIGHBORHOOD REINFORCEMENT AREA, GEORGETOWN CDBG
AREA, AND CITY OF SANFORD**

CENSUS MEASURES	PSA 1980	WINS PROJECT AREA	GEORGETOWN CDBG AREA	CITY OF SANFORD
POPULATION	816	1,235	247	23,176
# OF BLACKS	765	1,205	167	8,011
% BLACK	93.8%	97.6%	67.6%	34.6%
# <18 YRS.	291	435	36	6,860
% <18 YRS.	36.8%	35.2%	17.4%	29.6%
# 65+ YRS.	129	189	54	3,453
% 65+ YRS.	16.3%	15.8%	26.1%	14.9%
# YEAR-AROUND DWELLINGS	289	418	123	8,965
# SINGLE FAMILY DWELLINGS	256	302	100	7,244
% SINGLE FAMILY DWELLINGS	91.4%	72.9%	88.5%	80.8%
# OWNER-OCCUPIED DWELLINGS	139	110	63	5,220
% OWNER-OCCUPIED DWELLINGS	49.6%	26.6%	58.3%	58.2%
MEAN VALUE OF OWNER-OCCUPIED DWELLINGS	\$23,304	\$15,667	\$19,912	\$30,200*
# RENTERS	122	276	29	3,135
MEAN RENT	\$106	\$66	N/A	\$156*
# DWELLINGS >1.0 PERSONS/ROOM	29	56	5	467
% DWELLINGS >1.0 PERSONS/ROOM	11.2%	13.5%	4.6%	5.2%
# DWELLINGS LACKING COMPLETE PLUMBING	23	10	5	134
% DWELLINGS LACKING COMPLETE PLUMBING	8.2%	2.4%	4.6%	1.5%
# SINGLE PERSON HOUSEHOLDS	64	108	31	2,074
% SINGLE PERSON HOUSEHOLDS	22.9%	26.1%	28.7%	24.8%
# SINGLE PARENT HOUSEHOLDS	61	123	10	1,120
% SINGLE PARENT HOUSEHOLDS	21.8%	29.7%	9.3%	12.5%

* These are medians, not means. The Census does not report mean value or rent for Sanford.

** Defined as Female Headed Families in 1970.

SOURCE: U. S. Census Block Statistics

**TABLE 1.2.6b: ESTIMATE OF 1987 AVERAGE HOUSEHOLD INCOME IN THE
PSA. PER CAPITA INCOME IN SEMINOLE COUNTY.**

YEAR	PER CAPITA INCOME	% DIFFERENCE
1978	\$ 7,198	
1979	7,997	11.1%
1980	9,037	13.0%
1981	10,051	11.2%
1982	10,987	9.3%
1983	11,215	2.1%
1984	12,209	8.9%
1985	13,340	9.3% (EST.)
1986	14,576	9.3% (EST.)
1987	15,926	9.3% (EST.)
AVERAGE ANNUAL INCREASE 1979-1984:		9.3%
TOTAL PERCENT INCREASE 1979-1987:		99.1%
AVERAGE HOUSEHOLD SIZE SEMINOLE COUNTY (1985):		2.72
EST. 1987 AVERAGE INCOME FOR SEMINOLE COUNTY:		\$43,318
TRACT 205, SANFORD		
1979 AVERAGE INCOME;		\$ 8,341
1987 ESTIMATE, ASSUMING 25% OF COUNTY INCREASE :		\$10,408
1987 ESTIMATE, ASSUMING 33% OF COUNTY INCREASE :		\$11,070
1987 ESTIMATE, ASSUMING 50% OF COUNTY INCREASE :		\$12,476
1987 ESTIMATE, ASSUMING 75% OF COUNTY INCREASE :		\$14,543
1987 ESTIMATE, ASSUMING 100% OF COUNTY INCREASE:		\$16,611
FINAL ESTIMATE OF 1987 AVERAGE GOLDSBORO INCOME:		\$11,070

TABLE 1.2.6c: ESTIMATE OF 1987 HOUSEHOLD INCOME DISTRIBUTION IN THE PSA

1979 INCOME	1979 INCOME			1987 INCOME ESTIMATE	
	(1) NUMBER	(2) BY CLASS	(3) CUM	(4) BY CLASS	(5) CUM
LT \$5,000	553	43.7%	43.7%	32.0%	32.0%
\$5,000-7,499	229	18.1%	61.8%	19.0%	51.0%
\$7,500-9,999	104	8.2%	70.0%	10.0%	61.0%
\$10,000-14,999	218	17.2%	87.3%	15.0%	76.0%
\$15,000-19,999	90	7.1%	94.4%	10.0%	86.0%
\$20,000-24,999	20	1.6%	96.0%	7.0%	93.0%
\$25,000-34,999	23	1.8%	97.8%	4.8%	97.8%
\$35,000-49,999	22	1.7%	99.5%	1.7%	99.5%
\$50,000+	6	0.5%	100.0%	0.5%	100.0%
TOTAL	1,265			100.0%	
MEDIAN					

Continued...

1979 INCOME	1987 INCOME			
	(6) DECILE	(7) BY DECILES	(8) INCOME INCREASE ADJUSTMENT	(9) ESTIMATED CURRENT INCOME
LT \$5,000	10%	\$ 1,250	1.33	\$ 1,659
\$5,000-7,499	20%	2,400	1.33	3,185
\$7,500-9,999	30%	3,500	1.33	4,645
\$10,000-14,999	40%	4,400	1.33	5,840
\$15,000-19,999	50%	5,600	1.33	7,432
\$20,000-24,999	60%	7,200	1.33	9,556
\$25,000-34,999	70%	10,000	1.33	13,272
\$35,000-49,999	80%	12,500	1.33	16,590
\$50,000+	90%	16,250	1.33	21,567
	95%	20,000	1.33	26,544
TOTAL				\$ 7,432
MEDIAN				

1.3 URBAN DESIGN AND DEVELOPMENT ANALYSIS

An overall urban design and development analysis was done to provide a comprehensive examination of key existing characteristics, opportunities, and constraints which guide the preparation of the urban design and public improvements plan as well as overall development program to be implemented as part of the Redevelopment Plan.

1.3.1 Design Characteristics of the PSA

The urban design analysis focusses on significant characteristics related to urban form and texture which are not addressed in other components of the field survey work documented previously.

Residential Fabric and Character

Despite the relatively large amount of vacant land and the number of deteriorated or dilapidated residential structures, the PSA has a unique and potentially attractive residential development pattern. This pattern, consisting of modest structures on small lots, is pleasant and gives the neighborhood a unique kind of "urban/single family" character.

In this pattern, the street is important as a social context or arena, as well as serving needed functions of access. This is reinforced by the fact that many houses have street-facing front porches and access with side driveways. Additionally, most houses are located very close to the front of the property line. These characteristics lend a distinctively "urban" sense to the neighborhood, especially in relationship to newer residential neighborhoods found elsewhere in Sanford where units are located more to the rear of lots which are much larger than those common in the PSA.

There is a major opportunity to enhance and reinforce this unique "urban" character through a combination of housing rehabilitation, new housing construction (similar in pattern to that currently in evidence), and public improvements to enhance the street appearance.

Two important types of non-residential activities which support residential use are already established within the PSA. The locally serving West 13th Street commercial corridor and the Coastline Park have the potential to provide services and facilities that would greatly support neighborhood development. Both represent major assets which, despite deterioration

and lack of use, have significant potential to become major positive factors in the overall neighborhood revitalization program.

A third distinctive characteristic is the number of churches and their distribution within the fabric of the neighborhood. These churches represent not only a significant organizational context for building community support within the PSA, but they also have the potential to be significant architectural elements adding uniqueness to the area.

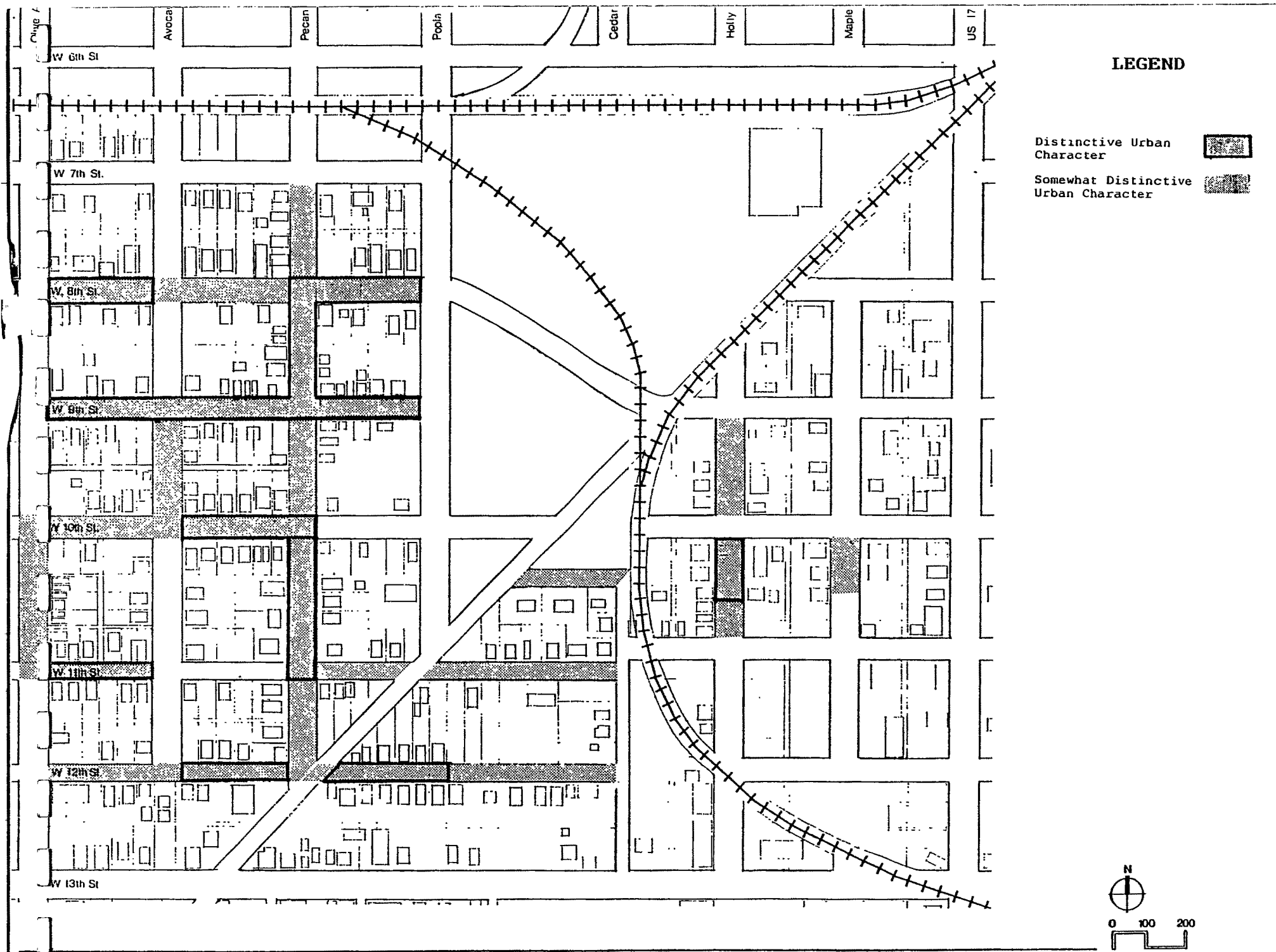


FIGURE 1.3.1a: STREETS WITH DISTINCTIVE "URBAN" CHARACTER

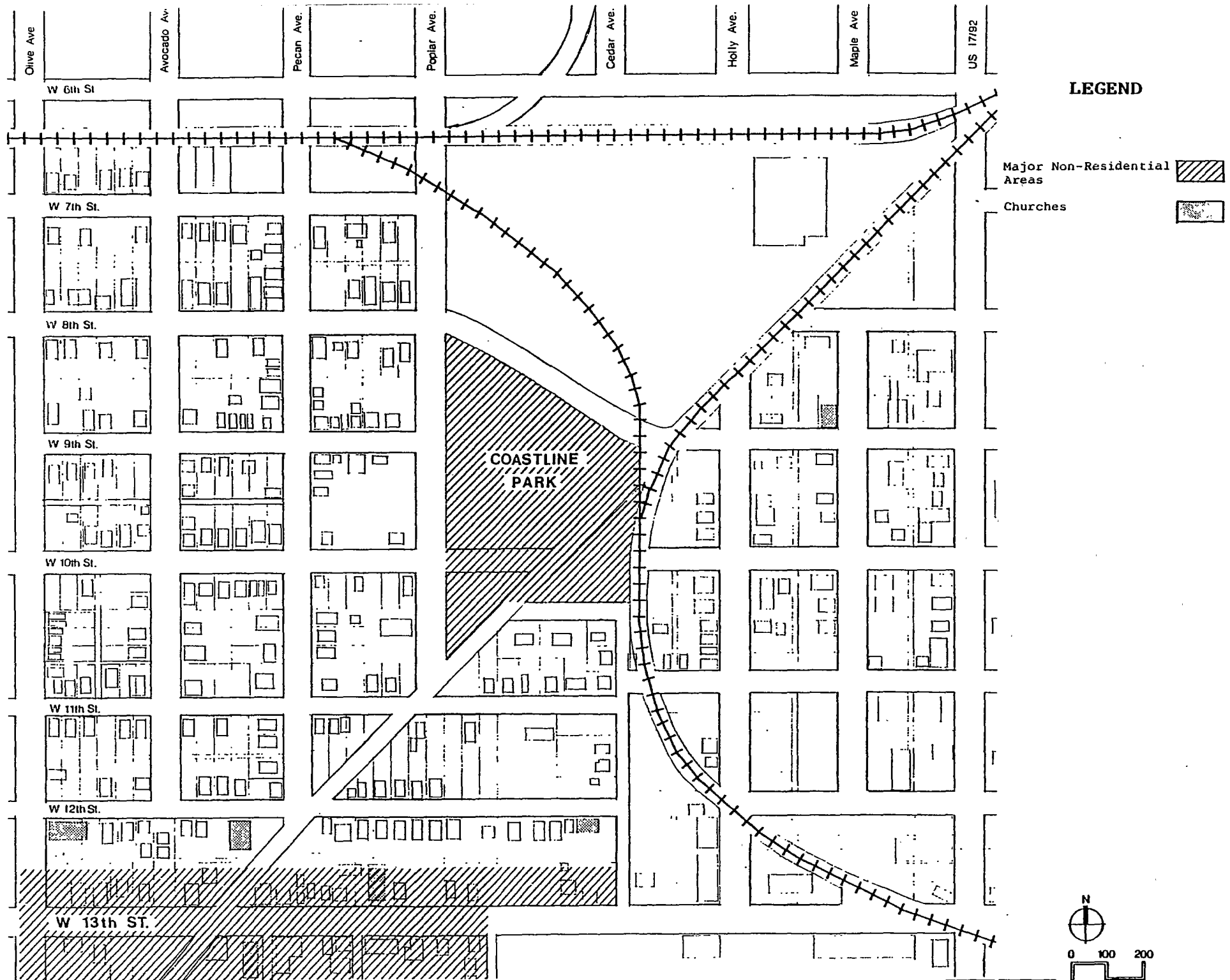


FIGURE 1.3.1b: PSA: NON-RESIDENTIAL ACTIVITIES

1.3.2 Urban "Linkages" and Accessibility

The urban design analysis also focusses on the physical and visual "linkages" which strongly affect the activities of neighborhood residents as well as the visual image and identity of the area as a neighborhood unit. In this sense, "accessibility" deals with not only physical access but also the understanding that individuals have regarding where specific activities and functions take place in the neighborhood, and how to get to them.

Internal Linkage/Accessibility Problems

The West 13th Street commercial corridor and Coastline Park are the two major non-residential activity "centers". Unfortunately, each is relatively inaccessible to neighborhood residents. Figure 1.3.2a illustrates current access routes to each and the corresponding barriers that prevent or diminish access.

Beyond this, neither "center" has a very strong visual image or positive urban character. Each "center" needs to be improved in terms of physical access with collateral urban design actions to increase visibility and image-creating potential.

Additionally, the access barriers to Coastline Park also effectively divide the PSA into two sections, one east and one west of the park. As a result, the park, which should be a focus of activity and a unifying community element, has become a barrier effectively separating the east and the west portions of the neighborhood.

External Linkage/Accessibility Problems

The PSA is substantially isolated from the larger community of Sanford. This isolation is both physical and psychological.

Physical access is limited by the commercial activity "barrier" along French Avenue and by the absence of streets connecting the residential area to the West 13th Street commercial area. There is access to the residential area north of the PSA, but no real links to the west exists, except along West 13th Street and West 8th Street to a lesser extent. Neither of these two streets provides ready access to the Westside Center located on Persimmon Avenue about six blocks west of the PSA's western boundary.

External linkages need to be improved, especially in relation to:

- o The Westside Center
- o The residential area north of the PSA, particularly accessibility to the West 13th Street commercial area.
- o French Avenue, which is the key connection of the neighborhood to the CBD and the remainder of the city.

In visual and psychological terms, the area is an anonymous element in the larger city context. This is fostered by the absence of physical linkages discussed previously, and by the lack of any real physical image-making elements of built form which could give some sense of identity to the area.

Clearly, the neighborhood development concept should include a set of design elements which clearly meet this image/identity-creating function. Such means as architectural elements, unique signage, street lighting and landscaping can be used to help establish and reinforce a unique physical character of the neighborhood.

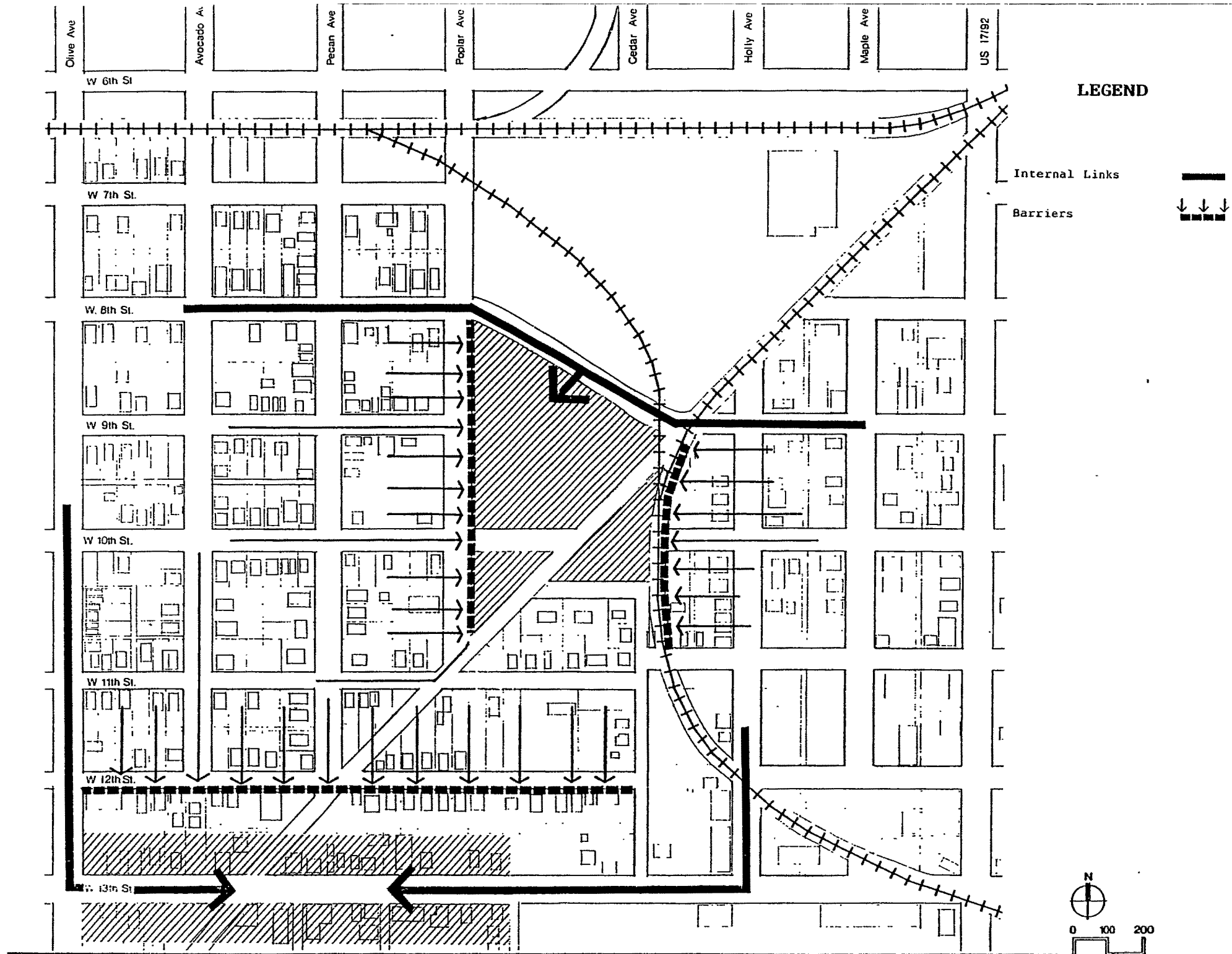


FIGURE 1.3.2a: PSA: INTERNAL LINKAGES AND PROBLEMS

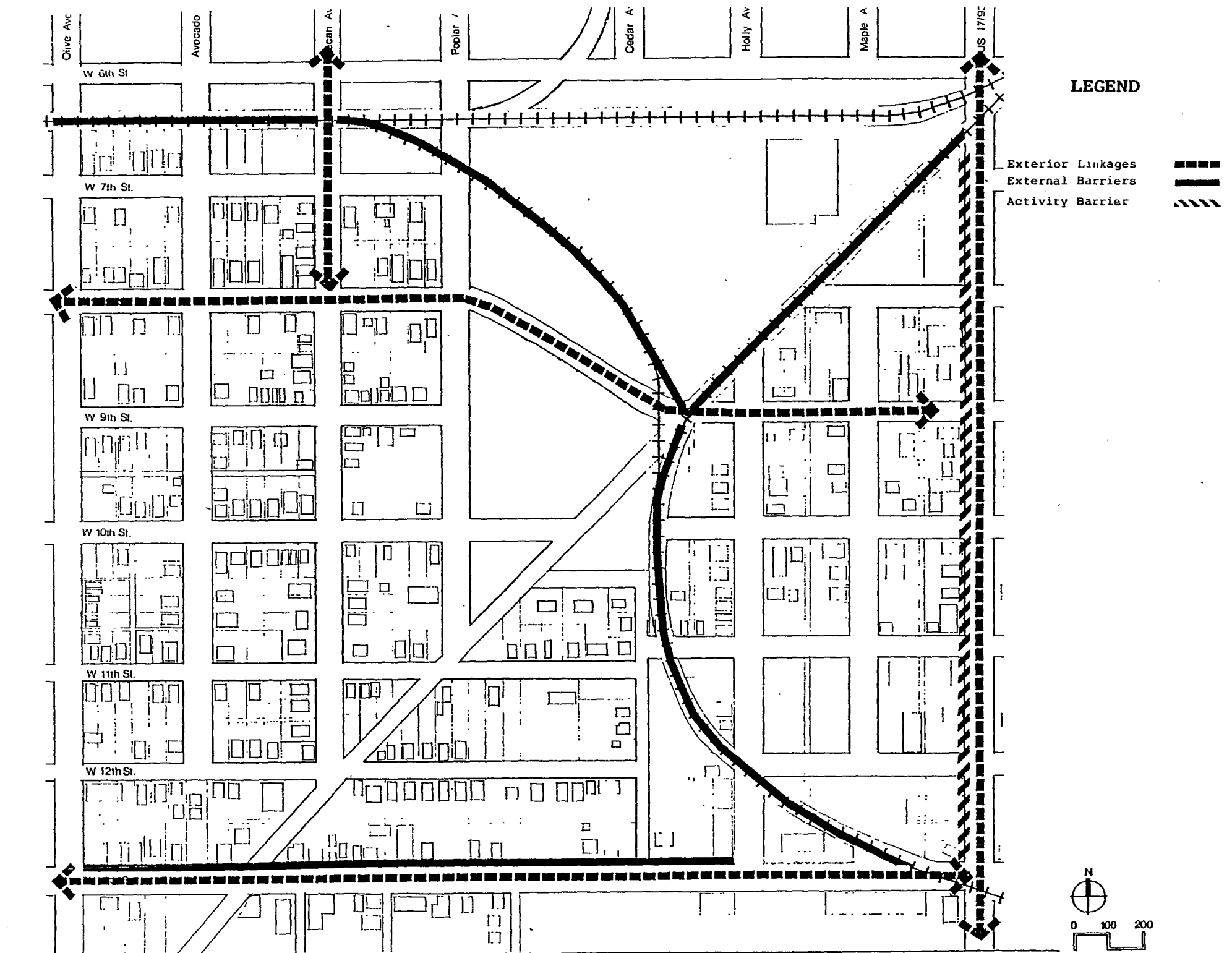


FIGURE 1.3.2b: PSA: EXTERNAL LINKAGES AND PROBLEMS

1.3.3 Linkage and Image-Building Opportunities

Figure 1.3.3a illustrates the concept for developing improved linkages and accessibility in the PSA. The elements and patterns shown build upon existing opportunities to mitigate the problems discussed previously for creating better linkages within the neighborhood, and better linkages between the neighborhood and the large City of Sanford urban context.

The streets, both existing and new, would include special landscaping, lighting and related amenities to enhance their visual character and role as key elements of the overall pattern of accessibility. Collateral development of new housing and commercial uses, in conjunction with rehabilitation effects will further reinforce this objective.

Figure 1.3.3b further illustrates the key strategic locations within the PSA where specific image-building elements would be created. These elements, including landmarks, urban public spaces, and gateways would be reinforced by the creation of visual corridors with special amenity elements as discussed above.

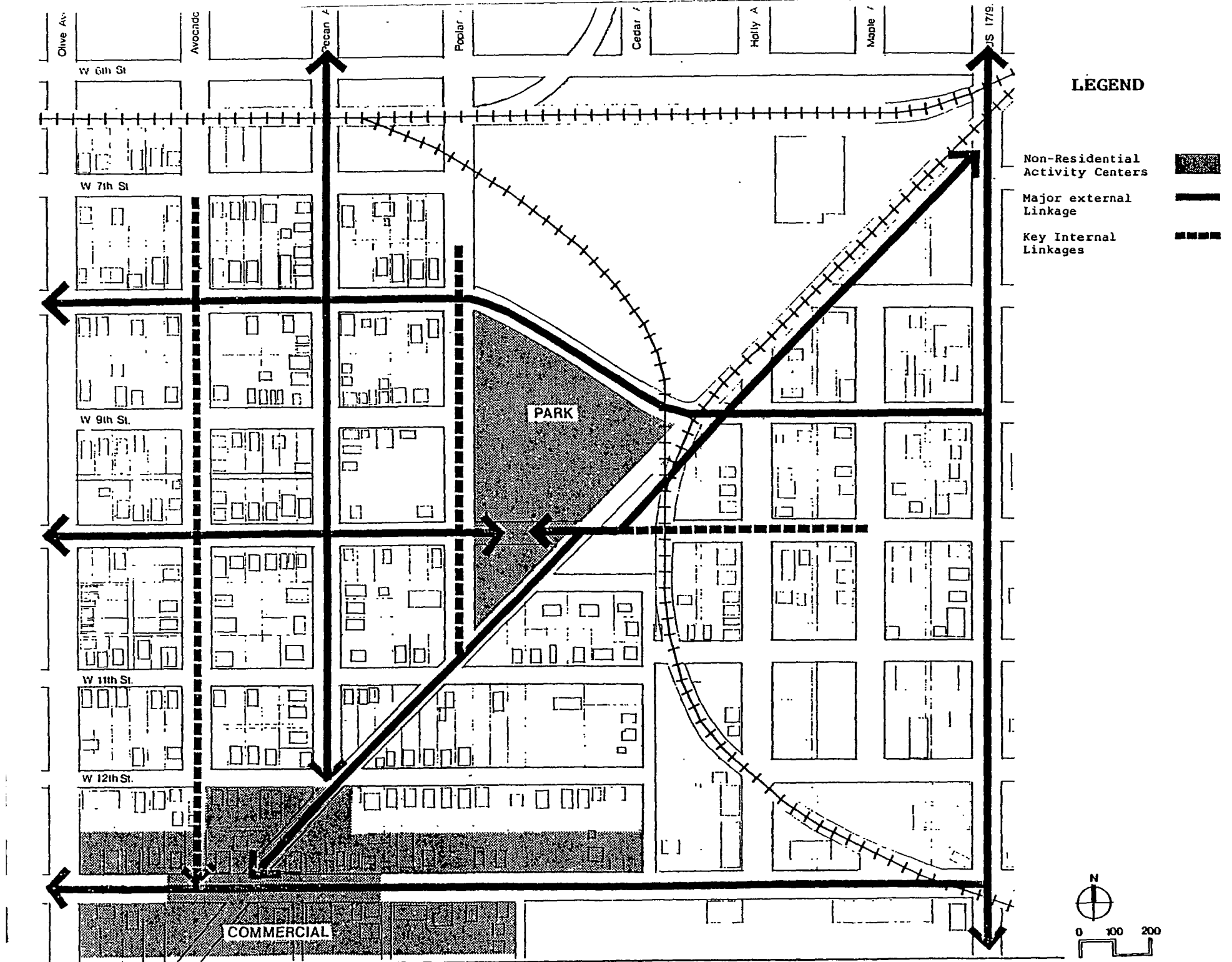


FIGURE 1.3.3a: PSA: LINKAGES AND ACCESS OPPORTUNITIES



1.3.4 Development Analysis and Summary of Opportunities

Opportunities have been examined for residential, commercial and recreational development in the context of the analysis previously outlined. This provides useful insights into the range of overall development programs that could be accommodated within the redevelopment area. It also serves as means for determining the magnitude of new development most appropriate.

Residential development was analyzed from the standpoint of "capacities" to support additional housing. This relates largely to the amount of developable land within the area and to the service capabilities of the existing primary infrastructure system of streets and utilities serving the area.

Commercial and recreational development opportunities were then examined with respect to the range of potential new housing development that is possible. It also takes into account the fact that commercial and recreational uses serve both the redevelopment area and much of the surrounding WINS Project Area as well.

Housing Development

The inventory of potentially developable land consists of the following types:

- o Existing developed parcels containing dilapidated structures which are more cost-effective to demolish and replace rather than to renovate.
- o Existing vacant land.
- o Existing underdeveloped parcels, which consist of holdings whose owners reside on adjacent parcels.

The analysis of potentially developable land as shown in Figure 1.3.4a indicates extensive opportunities for new housing development.

At a minimum, the PSA could accommodate a total of about 350 housing units with a majority of new development being in single family detached housing on typical lots, and a small amount of new duplex units. The breakdown of overall housing in this minimal program would be as follows:

Existing units rehab. potential	129
Replacement units (for dilapidated housing)	120
New housing	101

TOTAL	350

The existing infrastructure of public streets, utilities, and related services could easily accommodate this minimum program. Only remedial work to bring deficient portions of the infrastructure up to city standards would be needed.

On the other hand, the analysis revealed that the maximum achievable capacity for the redevelopment is about 700 total housing units. In this concept, the new housing would consist of some single family attached types (duplexes, townhouses) and a significant number of multi-family types (typical walkup apartments and similar types). The breakdown of overall housing in this maximum program would be as follows:

Existing units rehab. potential	129
Replacement units (for dilapidated housing)	120
New housing	451

TOTAL	700 Units

The existing primary public infrastructure system would generally be able to support this magnitude of development. However, it would likely require a substantial set of street capacity improvements and some additional underground utilities, especially laterals from existing main or trunk lines in areas where significant new housing would be developed.

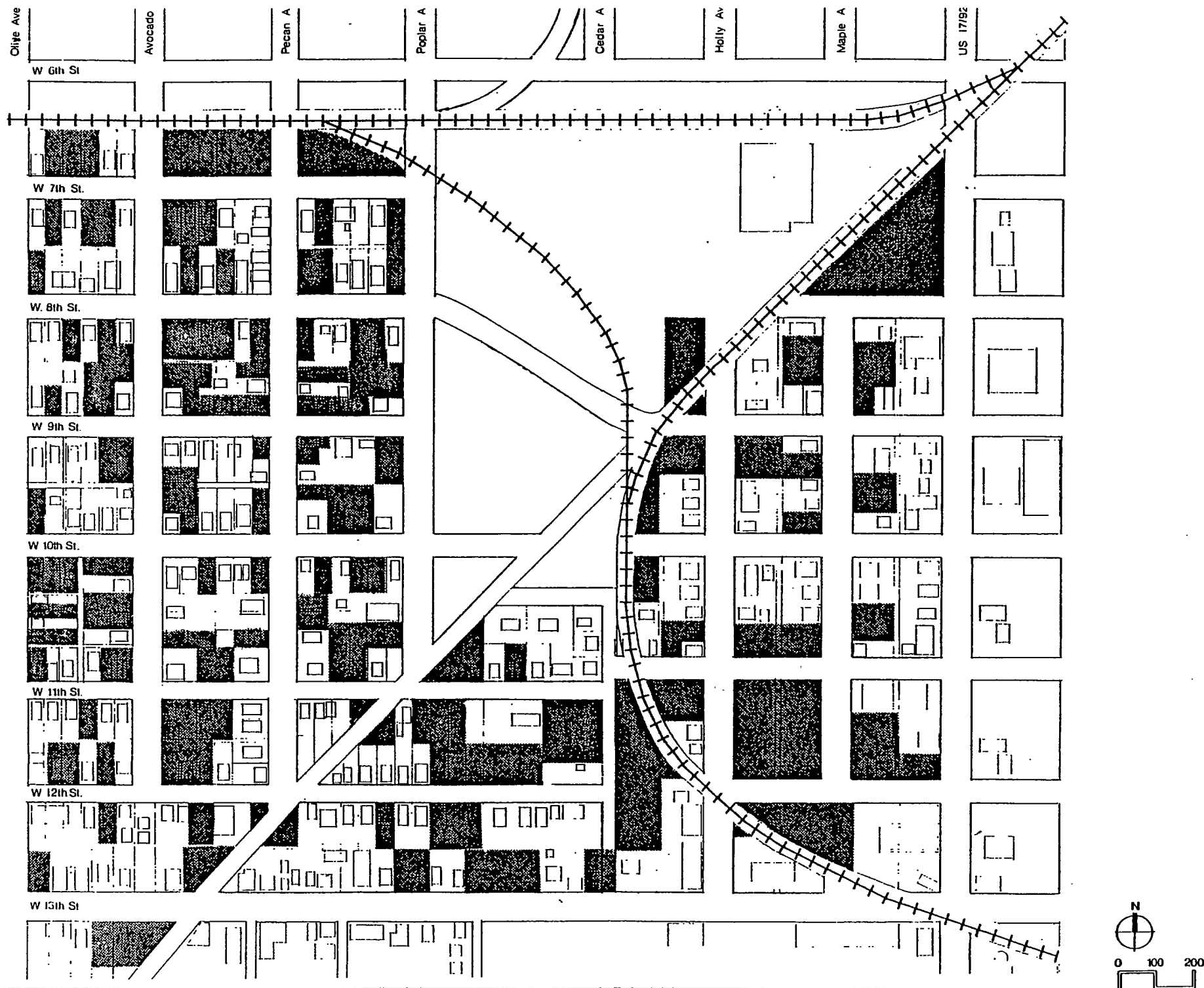


FIGURE 1.3.4a: POTENTIALLY DEVELOPABLE LAND

Commercial Development

Based on the range of total residential development that could be supported, it is believed that between 10,000 square feet and 40,000 square feet of new commercial space could be provided. This development would include space for existing businesses, businesses wishing to expand and new businesses.

Commercial uses would consist largely of locally serving retail (small scale specialty shops and the like), as well as businesses and professional service providers. The majority of the "consumers" would come from within the PSA; others would come from throughout the WINS project area. Additionally, there would be some potential opportunity for commercial uses which would serve segments of the larger city-wide market. Such uses would be most appropriately located along French Avenue rather than in the West 13th Street corridor.

The more modest commercial development of approximately 10,000 additional square feet could easily be accommodated by scattered site infill development of existing vacant parcels.

The more ambitious program of up to 40,000 additional square feet would necessitate a more typical kind of redevelopment activity. This would consist of acquisition and assembly of a number of contiguous properties into larger development parcels. This activity would likely include the displacement of some existing businesses, which could be relocated into new spaces as they become available. The commercial redevelopment program would therefore include a component of replacement space as well as newly created space.

Recreational Development

The modest residential development program (300 total units) would require only minimal improvements to Coastline Park. Such improvements would essentially address the current lack of facilities in the park.

The more aggressive program (700 total units) would likely justify more significant park improvements. Such improvements would support the additional neighborhood population and would improve the facilities available to existing residents in the redevelopment area and in the larger WINS Project Area. Given the size of the park, it is likely that all

improvements that may be appropriate in the aggressive program could be accommodated within the existing land area of the park. No additional recreational or park acreage would be needed.

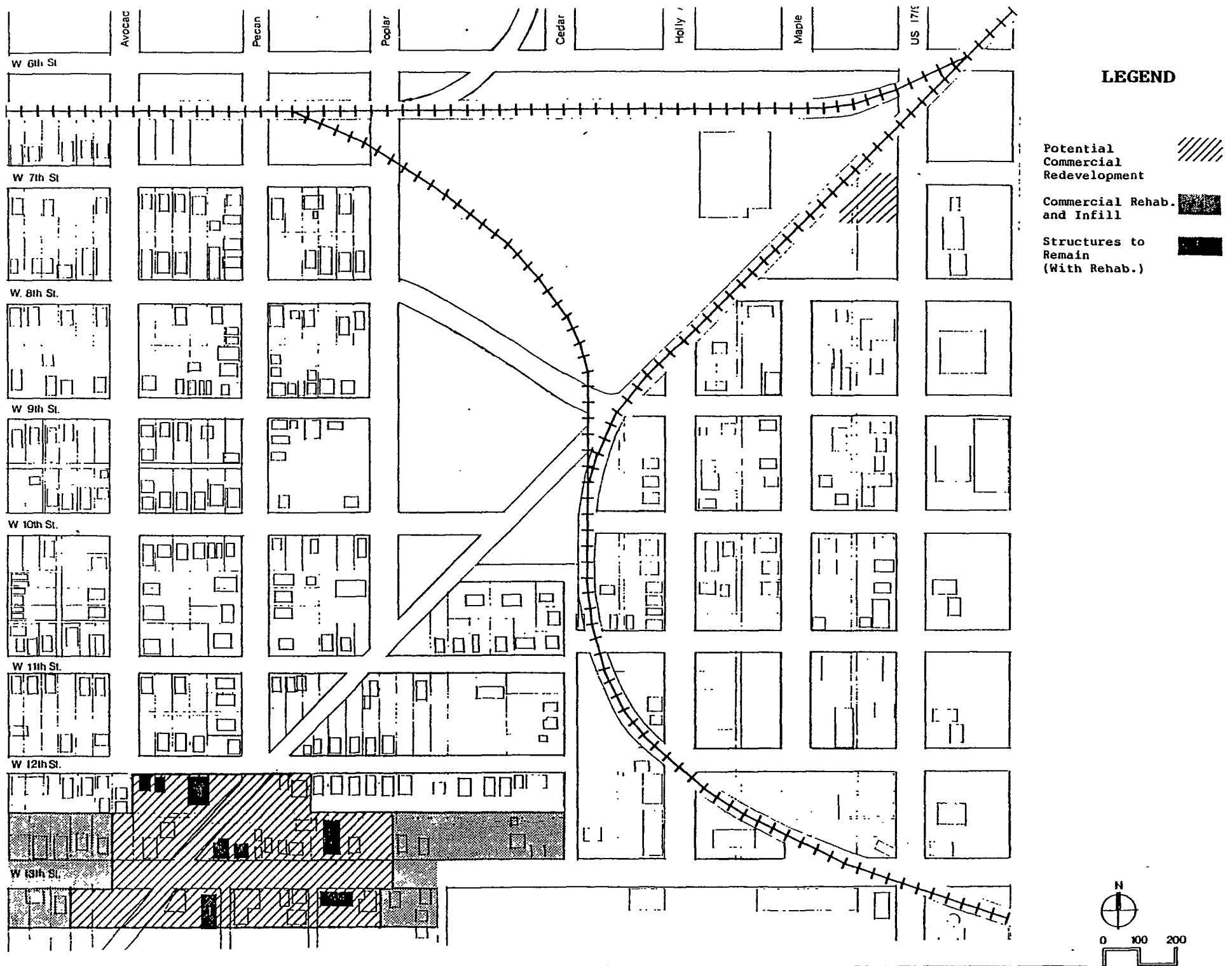


FIGURE 1.3.4b: COMMERCIAL REDEVELOPMENT OPPORTUNITIES

WINS Project Area/ Primary Study Area Goals

2.0 WINS PROJECT AREA/PRIMARY STUDY AREA GOALS

2.1 GENERAL GOALS

In the broadest terms, the primary intent of the WINS project in general, and for redevelopment activities in the Primary Study Area in particular is to foster an economically, socially, and physically viable community. Goals relate to the creation of:

- a. Opportunities for adequate, safe, and affordable housing, including both the conservation of existing serviceable units and the creation of new housing.
- b. An adequate network of non-residential services and facilities needed to support the community, including public utilities and roadways; public recreational facilities; commercial, institutional and related facilities; and activities by the private sector.

2.2 STATEMENT OF JUSTIFICATION FOR THE REDEVELOPMENT PLAN

Redevelopment within the PSA boundaries is justified based on the following characteristics which are consistent with the pertinent State of Florida Statute ("Community Redevelopment Act of 1969", 163.330 through 163.450 inclusive, plus subsequent revisions: specifically 163.335 and 163.340):

The area in question qualifies for definition as "blighted " because of the following:

- a. Approximately 48% of all existing residential structures evidence severe dilapidation so as to make conventional renovation or rehabilitation non cost-effective. Such residential structures represent a health and safety hazard to occupants.
- b. Almost 45% of all existing residential structures evidence deterioration to some extent. Such residential structures represent a potential future health and safety hazard to occupants.
- c. Only 7% of all residential structures are sound, requiring no obvious repairs.
- d. Approximately 17% of all developable land is vacant; this represents almost 31% of all land available for residential use.

- e. Approximately 40% of all vacant lots are poorly maintained so as to represent unsanitary and unsafe conditions, as measured by normally accepted standards.
- f. The average residential valuation in the redevelopment area is less than 50% of the city-wide average residential valuation.
- g. Approximately 12% of all residential structures exist as fee-simple ownership on non-platted and/or non-conforming residential lots which prevent the free alienability of land (and improvements).
- h. Approximately 10% of all residential structures are served by inadequately sized and improperly connected municipal water services.
- i. There are several portions or segments of public R.O.W. holdings, including streets and alleys, which are defective in layout and inappropriate in function.

All of the above conditions: 1) materially contribute to a situation where sound growth is impaired or arrested in the project area; and 2) represent a significant potential hazard to public health and safety.

2.3 PROJECT AREA BOUNDARIES AND DESCRIPTION

As shown on Figure 2.3a, the proposed redevelopment project area is bounded as follows:

- o North: southern boundary of the existing SCL R.O.W. between West 7th Street and West 6th Street.
- o East: centerline of the north/south blocks east of French Avenue, between West 6th Street and West 13th Street.
- o South: centerline of the east-west blocks between West 13th Street and West 14th Street between French Avenue and Olive Avenue
- o West: centerline of Olive Avenue between West 13th Street and West 6th Street.

A detailed description of physical and qualitative characteristics of the proposed redevelopment area is found in Chapter 1.0 of this report.

2.4 REDEVELOPMENT PROGRAM OBJECTIVES

The objectives for the Redevelopment Plan relate directly to the goals stated in section 2.1.

2.4.1 Housing

Steps are recommended to create an overall housing program to conserve existing serviceable units, to provide affordable replacement housing for households in dilapidated units, and to provide affordable and marketable units to take advantage of opportunities for market expansion and socio-economic balance within the area.

In quantitative terms, this includes:

- o Conservation of 17 existing standard units.
- o Minor rehabilitation of 48 existing units exhibiting some minor deterioration.
- o Major rehabilitation of 64 existing units exhibiting more substantial deterioration.
- o Provision of 120 units of replacement housing. A large majority of those units would be either single family detached, zero lot line or duplex type units. These units would be modest in size and employ standard materials and methods of construction to keep costs down.
- o Provision of 300 units of new housing to be marketed to households not currently residing in the area. Market emphasis would be for households in the \$16,000 to \$24,000 per year income range. Units would consist of a variety of single family detached, attached and lower density multi-family types. Units would employ economical materials and methods of construction, but would be "upscaled" to provide attractive housing alternatives.

The design of all new housing should incorporate architectural elements of building form, scale, and use of materials which will create or reinforce a unique visual image and foster the existing "urban single family" scale and character of the neighborhood.

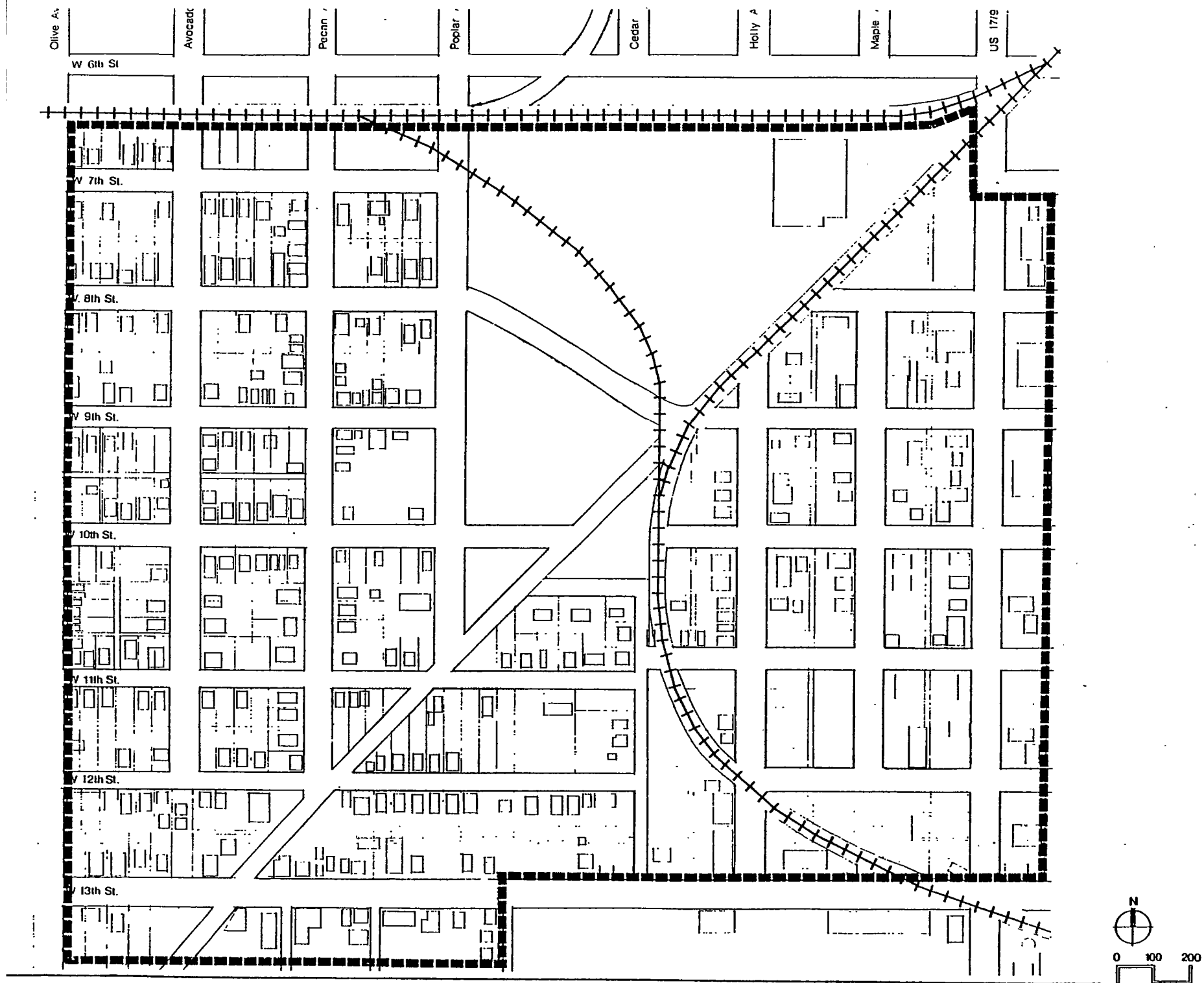


FIGURE 2.3a : REDEVELOPMENT PROJECT AREA BOUNDARIES

2.4.2 Commercial

Steps are recommended to create an amount of new and replacement commercial space which, when coupled with renovation of existing structures, will result in a locally serving commercial activity center along West 13th Street between Olive Avenue and Lake Avenue; and take advantage of commercial development opportunities along French Avenue. This recognizes that this activity center should be able to meet commercial demands generated within the redevelopment area, and should meet a substantial portion of the demand within the larger WINS Project Area.

Specifics include:

- o Replacement space (for businesses affected by redevelopment) 13,000 s.f.
- o Relocation space (for existing business not affected by redevelopment) 10,000 s.f.
- o New space/new businesses 21,000 s.f.

In design terms, this new commercial activity center should be of unique character and include urban public amenities such as plazas, landscaping, and special lighting which will visually reinforce its function.

2.4.3 Parks and Recreation

Create a significant center of recreational activity in Coastline Park, whose facilities and services will complement those found in other areas of the WINS area such as the Westside Center.

Facilities improvements should include additional courts, playgrounds and other active outdoor facilities; a new community center to house a variety of indoor functions and activities; and an array of landscaping and related improvements to enhance visual quality and passive recreation opportunities.

The park in general, and the community center in particular is an important activity focus in the neighborhood. The planning and design of facilities should recognize this and seek to create a strong visual character to reinforce the important role of a park in the neighborhood context.

2.4.4 Street and Infrastructure Improvements

Steps are recommended to create a comprehensive set of above-ground and below-ground public improvements to streets and rights-of-way that will:

- o Correct existing deficiencies.
- o Support the proposed program of new residential, commercial and recreational development.

Above-ground improvements should include design elements to enhance the unique neighborhood character. Major emphasis should be placed on the principal streets within the neighborhood. Secondary streets should also receive visual improvements to improve quality and establish a unique "street character".

2.5 PROPOSED LAND USE PLAN

The proposed land use plan reflects the overall program objectives for a rational arrangement of land uses and activities which reinforce the neighborhood's residential character and provide for proper interaction between residential uses and those commercial, institutional, and recreational uses which benefit the neighborhood.

A key component of the land use concept which is critical to the realization of program objectives is the development of existing vacant land. New development on vacant land is largely for residential uses; some vacant land development is for commercial activities which reinforce the neighborhood.

2.5.1 Residential Land Use

Residential uses are predominate in the neighborhood and create the major component of the neighborhood fabric and character. Components of residential land use include:

- o Preservation of existing residential structures which are in sound condition, and those which evidence some deterioration which can be corrected cost-effectively.
- o New infill housing development on separate lots consisting of single family units, derivative unit types such as zero lot line units, and duplexes.
- o New larger scale housing developments, or on land aggregated from the assembly of several smaller existing parcels. Generally, the housing called for in these developments would be largely single-family unit derivatives such as zero lot line units and duplexes.
- o New larger scale, multi-family projects, consisting of apartment type units developed for rental or condominium ownership.

2.5.2 Commercial Land Uses

Commercial uses are limited to the street frontages along French Avenue and West 13th Street. Commercial uses comprise:

- o Existing commercial structures to be retained in the plan.

- o New commercial structures to be constructed along a portion of West 13th Street and the northern terminus of French Avenue. These new commercial structures would be completed in a phased program, through the commercial redevelopment of the Plan.

New commercial would be limited to small scale locally serving activities which provide goods and services to the neighborhood and surrounding residential areas outside the Redevelopment Plan boundaries. No major commercial uses would be included since such uses seem to be adequately provided in other areas of the WINS Project Area and throughout the city.

- o Institutional

At present, the main institutional activities in the neighborhood are the various churches active in the area. These uses would be preserved in their current locations. The overall program would encourage the enhancement of church activities and renovation of church structures to further reinforce the positive contributions they make to the community.

- o Recreational

At present, Coastline Park (consisting of approximately 7 acres) is the only recreational land use in the neighborhood. This use would be retained and reinforced through improvements to recreational facilities in the park and the creation of a community center on the park property.

- o Industrial and Related

At present, there are no significant industrial or related land uses in the project area. However, several exist adjacent to project boundaries. Adjacent industrial uses would be retained in the overall program. Community development activities which are part of the overall program would include public improvements designed to provide adequate buffering from adverse visual or environmental effects.

- o Public Rights-of-Way

Existing public rights-of-way (including the right-of-way held by the SCL Railroad) which are needed functionally to promote accessibility

within the neighborhood are retained and improved in line with community development objectives. Those rights-of-way which are extraneous to activities within and adjacent to the redevelopment area, or those which mitigate against neighborhood development objectives are abandoned or acquired as needed to implement the program and its objectives.

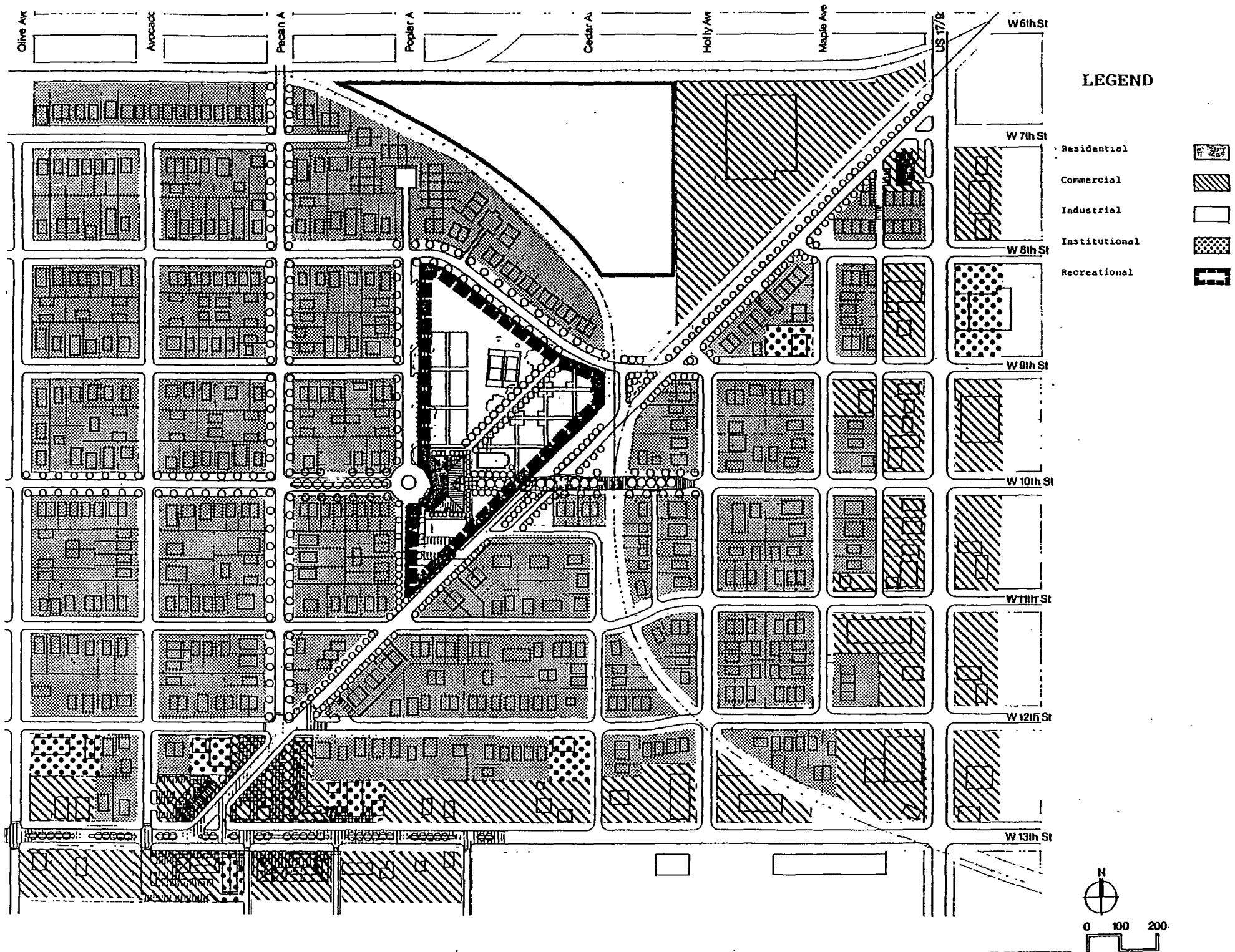


FIGURE 2.5a : PROPOSED LAND USE

2.6 LAND ACQUISITION PLAN AND PROGRAM

The proposed land acquisition program is designed to meet the goals and objectives of the Redevelopment Plan, while minimizing disruption of the neighborhood fabric to be retained and reinforced, and minimizing acquisition costs.

The land acquisition program consists of the following components:

- o Tier 1 Acquisitions, which include all privately held properties needed to implement the program for public rights-of-way and streets improvements.
- o Tier 2 (Commercial) Acquisitions, which include all privately held properties needed to implement the commercial redevelopment program targeted for West 13th Street and French Avenue. In principle, each commercial redevelopment project will require the assembly of several separately owned parcels into one package for disposition to the selected private developers.
- o Tier 2 (Residential) Acquisitions, which include all privately held properties needed to implement the major residential projects called for in the plan. In principle, each major residential project will require the assembly of several separately owned parcels into one package for disposition to the selected private developer.
- o Tier 3 (Residential) Acquisitions, which include all privately held properties for which smaller scale infill housing development is to occur.

Acquisition, whether through negotiation or the eminent domain provisions of the State of Florida Redevelopment Law, is mandatory for all Tier 1 and Tier 2 acquisitions.

Tier 3 acquisitions are discretionary public options, which would only occur when the current land owners refuse to participate in land development or land sale transactions that would be required to implement infill housing and housing rehabilitation. Private civic interest development entities will be encouraged to acquire and develop scattered infill sites.

In general, all land acquisitions for public improvements (Tier 1) and residential development (Tier 2 Residential and Tier 3 Residential) are either vacant land or land with severely dilapidated structures.

Only three properties with potential for cost-effective renovation are targeted for acquisition. In each case, this acquisition is needed to implement major public roadway improvements deemed critical to the success of the plan.

The Tier 2 (Commercial) acquisitions consist largely of either vacant land or land with severely dilapidated or abandoned structures. However, this portion of the program would include the acquisition of five properties containing structures with potential for cost-effective renovation. The acquisition of these five properties is justified because they are believed to be critical to the successful implementation of the commercial redevelopment program along West 13th Street.

Figure 2.6a and Table 2.6b illustrate the specifics of the land acquisition program. All findings shown and the table/figure are based on information available as of mid-1977. All details of the land acquisition program are subject to confirmation and revision based on a detailed land acquisition and relocation survey to be conducted as early as possible following adoption of the Redevelopment Plan.

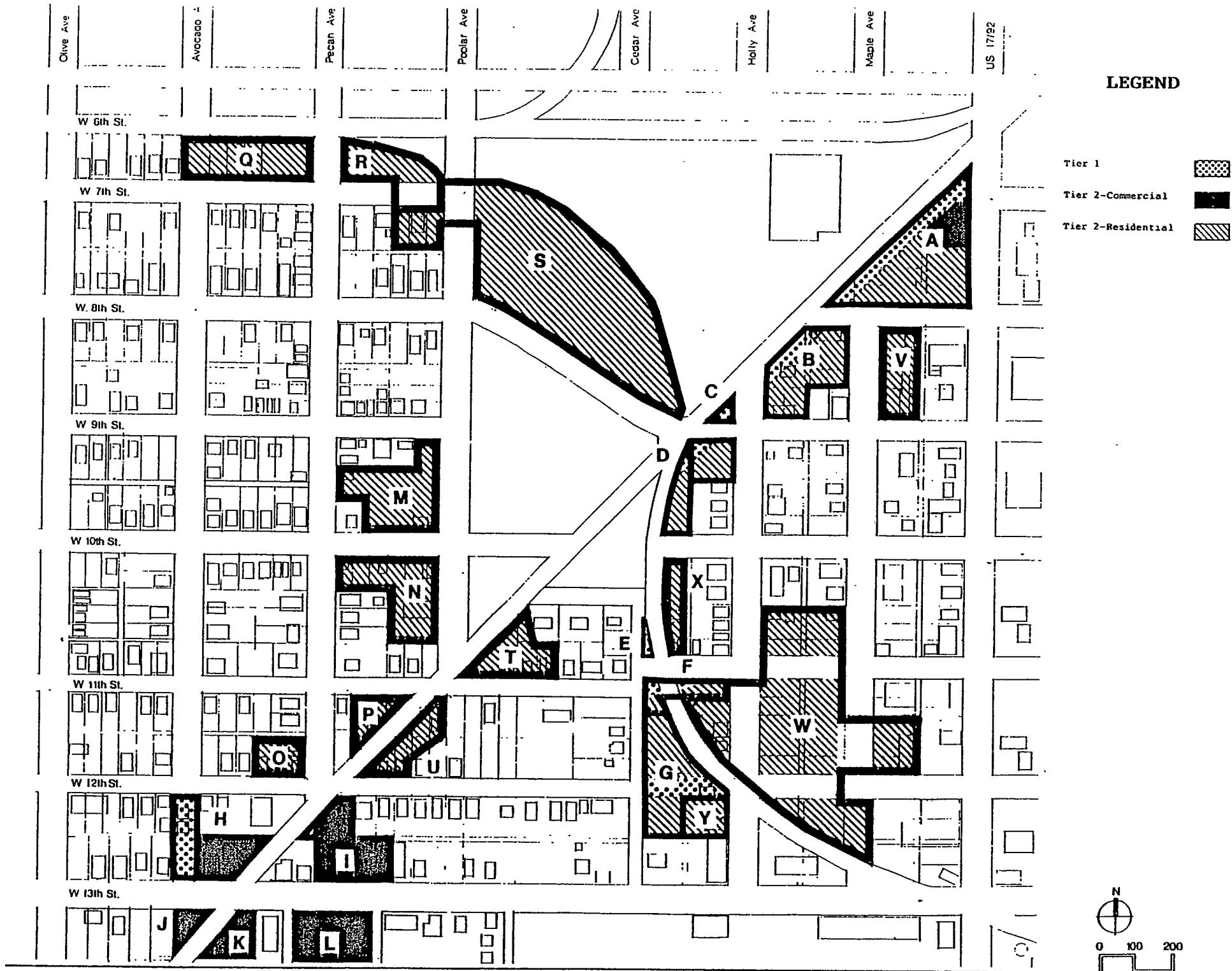


FIGURE 2.6a: LAND ACQUISITION PLAN

Table 2.6b LAND ACQUISITION PROGRAM TABULATION

<u>Parcels</u>	<u>Tier 1</u> <u>(in s.f.)</u>	<u>Tier 2/</u> <u>Commercial</u> <u>(in s.f.)</u>	<u>Tier 2/</u> <u>Residential</u> <u>(in s.f.)</u>	<u>Tier 3/</u> <u>(Discretionary)</u> <u>(in s.f.)</u>
A	22,000	11,800	41,550	
B	9,015		11,960	
C	2,300			
D	2,500		17,250	
E	1,000			
F	4,500		25,000	
G	14,300		18,150	
H	8,800	21,960		
I		37,450		
J		7,500		
K		11,460		
L		19,900		
M			52,010	
N			52,125	
O			17,250	
P			15,313	
Q			49,400	
R			40,825	
S			195,500	
T			31,050	
U			21,090	
V			30,750	
W			216,400	
X			14,050	
Y			6,500	
TOTAL:	----- 64,415	----- 110,070	----- 856,173	----- 0
OTHER ACQUISITIONS:				365,900

2.7 RELOCATION PLAN

The development concept includes provisions for those residents (both owners and renters) and businesses displaced by land acquisition activities. In all cases, displaced parties will be given the opportunity to relocate within the neighborhood boundaries, and will be strongly encouraged to do so.

2.7.1 Residential Relocation

Existing owner-occupants of dilapidated structures will retain ownership of their land, but will have the structures acquired under the CDBG Uniform Guidelines. They will be paid the fair market value based on current tax assessment and market appraisals at the time of acquisition. These residents will also receive a temporary relocation allowance to be used for interim housing under the Uniform Guidelines. Finally they will receive a subsidy payment under the Uniform Guidelines equal to the difference between the cost of a new house (to be constructed on their property) and the value of their existing house acquired under the program. This component of the program consists of 54 households.

Existing renter-occupants of dilapidated housing will be relocated to new rental units to be constructed within the project area boundaries. This construction will take place within the structure of the State of Florida's low income assisted housing program which will help to insure that rental rates are kept within the limits of affordability of this income group. Of the existing 66 renter-occupants, 54 households will have this option available. It is anticipated that the remaining 12 households will be able to move into ownership situations.

Existing owner-occupants and renter-occupants of other housing to be acquired will be compensated for the fair market value of their land plus structure. This group will also be able to take advantage of new housing opportunities as a result of the construction of new units on existing vacant land. This program component will consist of approximately 5 households.

2.7.2 Commercial Relocation

Existing businesses housed in structures to be acquired as part of the commercial redevelopment component of the plan will be compensated at fair market value for their land plus improvements. Both owner-occupants and renter-occupants of existing commercial spaces will be temporarily relocated, if needed, into existing

vacant commercial spaces along West 13th Street.

This creates a "roll-over" situation which will eliminate, or at least greatly minimize, the need for temporary relocation of business entities outside the redevelopment area.

2.8 LAND DISPOSITION PLAN

The land disposition plan is closely tied to the land acquisition plan concept (see section 2.6), since the land acquisition categories (tiers) directly relate to intended future land use for each parcel or group of parcels.

2.8.1 Commercial Re-Use Projects (Tier 2 Commercial)

The Redevelopment Plan identifies five discrete commercial redevelopment projects for implementation. These projects are located on Figure 2.8.1a.

Project I: Development Program:

Parcel Size	:10,600 s.f.
Leasable space in structure	:4,000 s.f.
Parking	:8 spaces on site, 8 to 10 spaces in adjacent new multi- family housing project, for joint use between commercial and residential projects
Phasing	:Year 4, or earlier if appropriate

Project I would be constructed on portions of two existing parcels of vacant land.

Project II: Development Program:

Parcel Size	:24,300 s.f.
Leasable Space	:7,200 s.f.
Parking	:30 spaces on site for joint use with other adjacent commercial uses
Phasing	:Year 4 or earlier if appropriate.

Project II would be constructed on a parcel composed of two existing lots. One lot contains a dilapidated residential structure, the other contains an abandoned garage.

Project III: Development Program:

Parcel Size	:37,400 s.f.
Leasable Space	:14,400 s.f.
Parking	:20 spaces on site
Phasing	:Year 3

Project III would be constructed on a parcel composed of five existing parcels. Among the five to be assembled, one is vacant, three contain moderately to severely dilapidated commercial structures, and one contains a commercial structure and a dilapidated residential structure.

Project IV: Development Program:

Parcel Size	:18,900 s.f.
Leasable Space	:6,000 s.f.
Parking	:54 spaces (for joint use with other adjacent commercial uses)
Phasing	:Year 5, or earlier if appropriate.

Project IV would be constructed on a parcel currently composed of five parcels and a portion of the SCL rail right-of-way currently used for public parking. Of the five parcels, four are vacant and one contains a commercial structure currently in use.

Project V: Development Program:

Parcel Size	:19,000 s.f.
Leasable Space	:13,000 s.f.
Parking	:20 spaces on site
Phasing	:Year 5 or earlier if appropriate

Project V would be constructed on a parcel currently composed of five lots. Of the five lots, one is vacant, the other four contain each a commercial structure currently in use.



FIGURE 2.8.1a: LAND DISPOSITION FOR COMMERCIAL REDEVELOPMENT

2.8.2 Residential Projects (Tier 2 Residential)

The Redevelopment Plan identifies 16 major projects, each of which includes multiple housing units that because of project type, size, or complexity will require public land assembly (followed by disposition to a single developer) to facilitate implementation. Projects include an array of housing types, and vary in size from four units to 38 units.

Project A: Development Program:

Parcel Size	:40,000 s.f.
Number of Units	:30
Net Density	:3.25 d.u./acre
Units, by type	:30 flats in a 2 story walk-up configuration
Parking	:30 spaces plus eight to 10 spaces shared with adjacent commercial development.
Phasing	:Year 4 (40%) and Year 5 (60%)

This project would be developed on portions of two existing vacant parcels. It is anticipated that the project would be for rental units; however, condominium ownership is possible under market conditions favorable to sales rather than rentals.

Project B: Development Program:

Parcel Size	:33,750 s.f.
Number of Units	:12
Net Density	:15.5 d.u./acre
Units, by type	:SFD: four Twin: four Townhouses: seven
Parking	:two per unit, internal
Phasing	:Year 3 or 4

This project would consist of 12 separately platted lots created by assembling 5 existing parcels. Of the 5 parcels, 3 are currently vacant; 2 contain dilapidated residential structures.

Project C: Development Program:

Parcel Size	:29,200 s.f.
Number of Units	:nine
Net Density	:13.5 d.u./acre
Units, by type	:zero lot line: five

Duplex: four
Parking :two per unit, internal
Phasing :Years 2, 3, or 4

This project would be developed on nine separately platted lots, created by assembling five existing parcels. Of the five parcels, three are vacant, and two contain dilapidated residential structures.

Project D: Development Program:

Parcel Size	:21,200 s.f.
Number of Units	:five
Net Density	:10.3 d.u./acre
Units, by type	:MEWS: one SFD: one zero lot line: one Duplex: two
Parking	:two per unit, internal
Phasing	:Years 2, 3 or 4

This project would be developed on a parcel assembled from two lots, both currently vacant. The parcel would be platted into five separate lots.

Project E: Development Program:

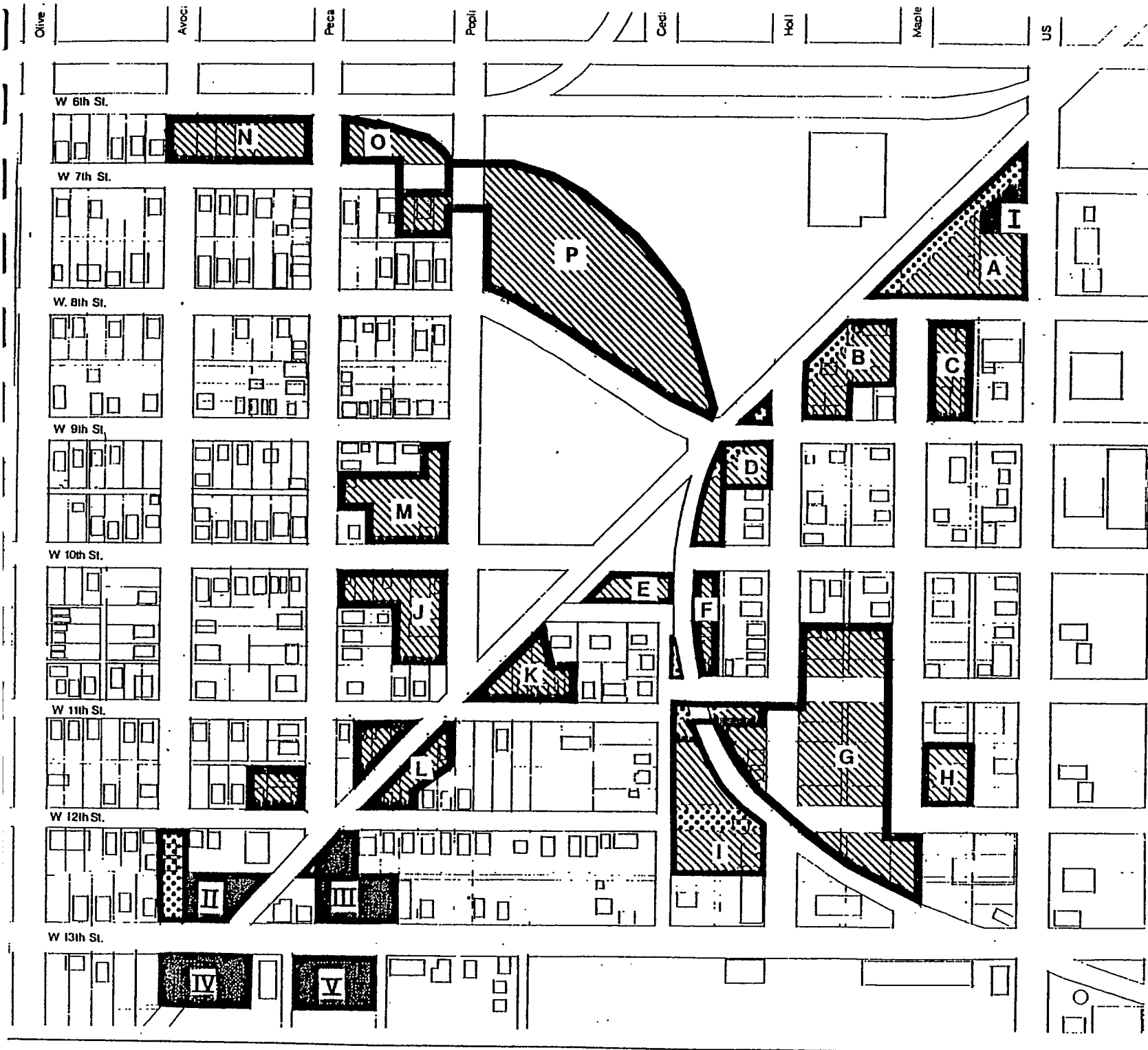
Parcel Size	:13,500 s.f.
Number of Units	:four
Net Density	:13.0 d.u./acre
Units, by type	:twins: 4
Parking	:two per unit, internal
Phasing	:Year 3 or 4

This project would be developed on a portion of the public land holdings associated with Coastline Park. The parcel would be platted into four lots.

Project F: Development Program:

Parcel Size	:24,000
Number of Units	:six
Net Density	:10.0 d.u./acre
Units, by type	:MEWS: four SFD: two
Parking	:two per unit, internal
Phasing	:Year 3 or 4

This project would be developed on a parcel resulting from the assembly of three lots. Of the three lots, two are vacant and one contains a dilapidated residential structure. The parcel



LEGEND

Major Residential A - F
Commercial I - V

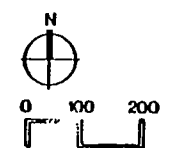


FIGURE 2.8.2a: LAND DISPOSITION FOR MAJOR NEW HOUSING DEVELOPMENT

would be replatted into six lots.

Project G: Development Program:

Parcel Size :149,900 s.f., in four parcels
Number of Units :46
Net Density :13.5 d.u./acre
Units, by type :MEWS: eight
 SFD: five
 zero lot line: 19
 duplex: 14
Parking :two per unit, internal
Phasing :Years 3, 4 and 5

This project would be developed on a total of four parcels. The total area comprises 25 existing lots. Of this total, 17 are vacant, five contain dilapidated structures, and two contain deteriorated structures. The total land area would be replatted into 38 new lots.

Project H: Development Program:

Parcel Size :19,500 s.f.
Number of Units :10
Net Density :22.4 d.u./acre
Units, by type :ten flats in 2 story
 walk-up configuration
Parking :20 Spaces
Phasing :Year 4 or 5

This project would be developed on a parcel assembled from two existing lots. One lot is vacant, one contains an abandoned garage structure.

Project I: Development Project:

Parcel Size :53,900 s.f. in two parcels
Number of Units :14
Net Density :11.3 d.u./acre
Units, by type :SFD: one
 zero lot line: seven
 Twin or duplex: six
Parking :two per unit, internal
Phasing :Year 3 or 4

This project would be developed on a total of two parcels. The total area comprises six existing lots, five of which are vacant. The other parcel contains a dilapidated storage building used by an adjacent business. The two parcels would be replatted into a total of 14 new lots.

Project J: Development Program:

Parcel Size :44,000 s.f.
Number of Units :14
Net Density :13.9 d.u./acre
Units, by type :MEWS: two
 zero lot line: four
 Twin or duplex: eight
Parking :two per unit, internal
Phasing :Years 3 and 4

This project would be developed on a parcel currently comprising 11 lots. Of this total, six are vacant and five contain dilapidated residential structures. The parcel would be replatted into 12 new lots.

Project K: Development Program:

Parcel Size :13,600 s.f.
Number of units :four
Net Density :12.8 d.u./acre
Units, by type :twin: units four
Parking :two per unit, internal
Phasing :Year 3

This project would be developed on a parcel assembled from three existing lots, two of which are vacant. The other contains a dilapidated residential structure. The parcel would be replatted into four new lots.

Project L: Development Program:

Parcel Size :37,700 s.f. in 2 parcels
Number of Units :nine
Net Density :10.5 d.u./acre
Units, by type :twin: six
 townhouses: three
Parking :two per unit, internal plus four spaces commercial
Phasing :Year 3 or 4

This project would be developed on two parcels comprising seven existing lots. Of this total, six contain dilapidated residential structures (seven total structures) and one lot is vacant. The two parcels would be replatted into 9 new lots.

Project M: Development Program:

Parcel Size :53,500 s.f.
Number of Units :14 Units
Net Density :11.4 d.u./acre
Units, by type :MEWS: two
zero lot line: eight
twin or duplex: four
Parking :one per unit, internal
Phasing :Year 3 or 4

This project would be developed on a parcel assembled from six existing lots, and part of one other lot. Of these six lots, four are vacant and two contain dilapidated structures. The parcel would be replatted into 12 new lots.

Project N: Development Program:

Parcel Size :52,600 s.f.
Number of Units :9 Units
Net Density :7.5 d.u./acre
Units, by type :zero lot line: 9
Parking :one per unit, internal
Phasing :Year 2, 3 or 4

This project would be developed on a parcel consisting of five currently vacant lots, and the abandoned R.O.W. of Avocado Avenue north of West Street and south of the SCL R.O.W.

Project O: Development Program:

Parcel Size :63,200 Square Feet
Number of Units :18 units
Net Density :12.5 d.u./acre
Units, by type :twin or duplex: six
townhouse: 12
Parking :two per unit, internal
Phasing :Years 3 and 4 or Years 4
and 5

This project would be developed on a parcel comprising two vacant lots, one lot containing a dilapidated residential structure, portions of two unimproved street R.O.W., and a portion of a large vacant tract. The parcel would be replatted into 18 new lots.

Project P: Development Program:

Parcel Size :100,800 Square Feet
Number of Units :21 units

Net Density :9.0 d.u./acre
Units, by type :twin: 18
townhouses: 3
Parking :two per unit, internal
Phasing :Year 3 or Year 4

This project would be developed on a parcel comprising the balance of a large tract of land that is currently vacant. It would be replatted into 21 new lots.

2.8.3 Residential: Smaller Scale Infill Project (Tier 3: Discretionary).

The portion of residential development program not included in paragraph 2.8.2 consists of small scale infill projects which can be undertaken singly by individual owner-occupants or property owners since public land assembly may not be required. This fact, however, does not necessarily preclude the option of public acquisition and disposition to other developers (as is required for the projects outlined in 2.8.2).

All parcels targeted for potential acquisition in the Tier 3 category are currently vacant parcels, or contain severely dilapidated rental units. Since land assembly is not a prerequisite, land acquisition and disposition for new development would occur only on an "as needed" basis; this would include the following situations:

- o Where the current land owner is not willing to participate in new development, either by pledging the property for which he would receive an equity in the new unit(s), or through the sale of property directly to the person or entity responsible for the development of new housing intended for the parcel.
- o Where several parcels exist together which require replatting prior to land disposition to achieve the development densities or unit types called for in the housing program.

To the extent possible, existing land owners would be encouraged to participate in development using their land holding as equity. Where necessary, Tier 3 parcels would be acquired, replatted as needed, and then resold to either individuals or to developers who have committed to new housing construction which is consistent with the new affordable housing program and the controls included in the Redevelopment Plan.

2.8.4 Disposition of Public Right-of-Way

In concert with the land disposition plan, the city would undertake a program to dispose of portions of the existing public R.O.W. which are not needed for public uses.

Certain of these public R.O.W. are needed for proposed residential and commercial redevelopment. Others represent the transfer to private ownership of unused alleys and parts of excessively wide street R.O.W.'s.

In all cases, the excess R.O.W.'s would be transferred to developers or adjacent landowners without fee. R.O.W. adjustment activities are identified in Figure 2.8.4a.

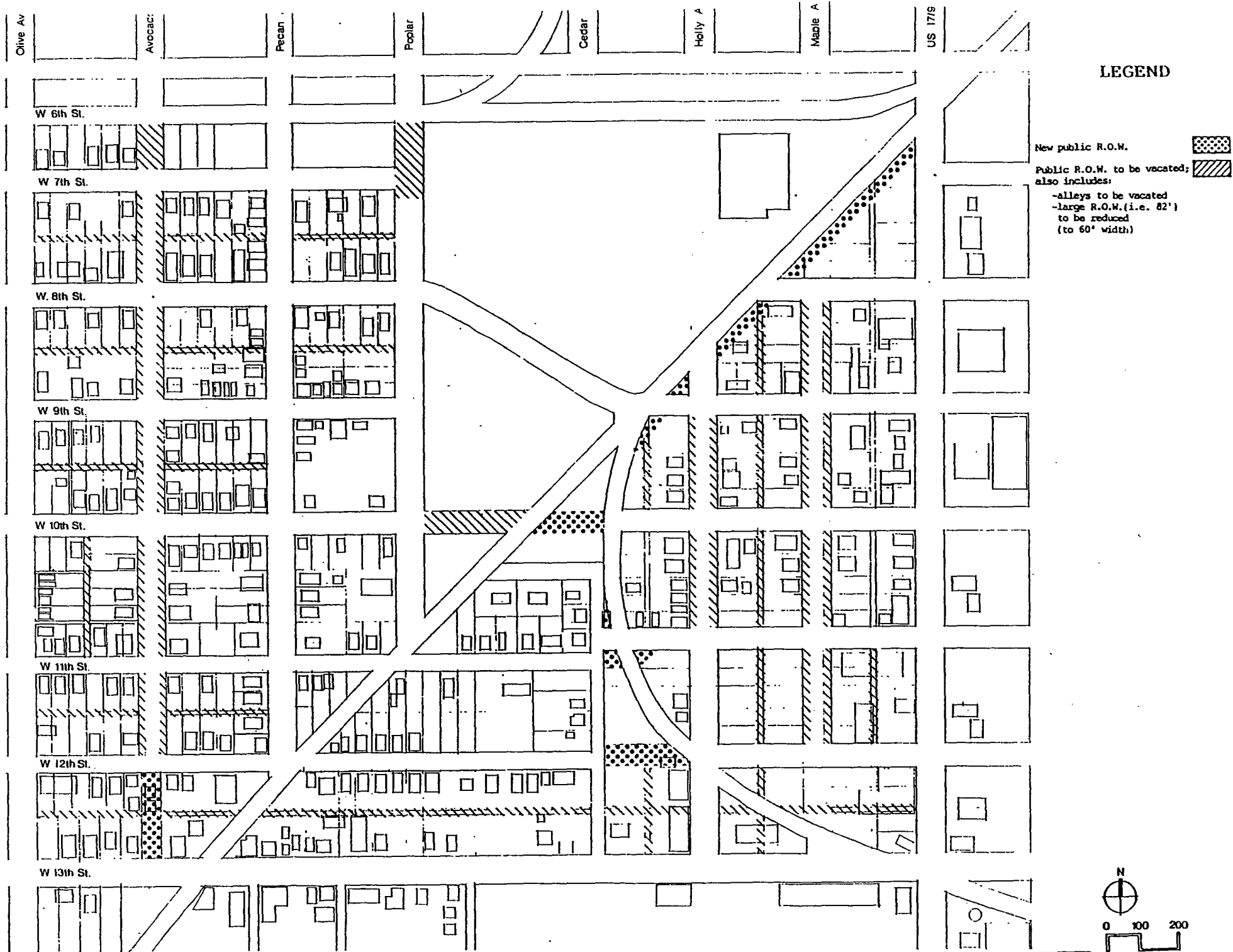


FIGURE 2.8.4a: R.O.W. ADJUSTMENTS

2.8.5 Land Disposition Standards and Procedures.

The disposition of all publicly owned or assembled land will be subject to objective and clearly defined standards and procedures which will assure timely re-uses and improvements to property in accordance with the Redevelopment Plan and its development controls. Detailed land disposition standards and procedures shall be promulgated by the public land disposition agency (City Commission or Redevelopment Authority) after completion of detailed property acquisition and relocation surveys and property appraisals. These standards and procedures shall be consistent with the following criteria and principles:

- o Site re-use guidelines. Site re-use and development program objectives, schedules, and design criteria shall be established in writing in advance of actual land disposition steps. These may range from very simple statements for disposition of surplus public R.O.W. to local abutters to full "Project Briefs" and "Requests for Proposals (RFP's)" for major residential and commercial projects. Major Project Briefs will define each project's development program intent in quantitative and qualitative terms; this may be based on the program characteristics outlined above for specific sites I-V and/or A-P or alternatively, future program variations may be specified in terms of project/site size, density, unit types, housing user needs/incomes criteria, etc. Redeveloper responsibilities and schedules for performance will be defined.
- o Preferred redeveloper designations. The City Commission and/or Redevelopment Authority may pre-designate "Preferred Redeveloper"; or recipients of properties for public disposition under "sole source" contracts, provided that general public interests and particular goals and objectives of this Redevelopment Plan will be well served by such non-competitive designations. This would be a natural disposition method for conveying surplus public R.O.W. to abutters, as well as for use in the replatting of lot lines in the course of small-scale infill development. Additionally, the objectives of affordable new housing development for low and moderate income households and generation of neighborhood jobs and business opportunities will justify "Preferred Redeveloper" designation for private, civic-interest or community-based development entities

offering appropriate project commitments; however, such non-competitive designations may not exempt the designers from demonstrating acceptable professional development/financial qualifications. All "sole source" disposition contracts will be subject to public notice, disclosure, and other provisions of relevant State of Florida Statutes.

- o Competitive private developer selection. Where the city and/or Redevelopment Authority finds that particular site/project objectives can be successfully met by conventional private developers/builders, a competitive private developer/builder selection procedure will be used. Project Briefs and RFP's to be issued in these cases shall define explicit requirements for developer qualifications, proposals content, commitments, etc.; types and levels of public or private/civic-interest development assistance to be made available to the successful proposer(s) will also be identified. Selection criteria and procedures will assure objective, professionally-based evaluation of proposals followed by project negotiations with the preferred party. Selection criteria should emphasize developer experience and ability to complete the project, service to project objectives, potential design quality, etc. i.e., in preference to competitive bidding on the basis of land price.
- o Terms of property conveyance. Publicly owned and assembled land may be disposed of by grants, sales, or leases. Variable sales prices/lease rates, schedules of transfer and methods/timing of compensation may be set in accordance with the program objectives and economic feasibility of particular sites/projects. The affordability of new housing to the intended end users will be a key consideration in establishing particular terms of conveyance.
- o Development controls and design review. All public property disposition will be subject to the recipient's conformance with overall development controls of the Redevelopment Plan, as well as the particular re-use guidelines established for specific sites -- i.e., especially in major Project Briefs and RFPs. A professionally-based design review and quality control process will be established to assure that all property improvements meet acceptable performance standards. Major projects may involve phased developer submittals, reviews and approvals of

design plans, marketing and financing commitments etc. When developers are designated for particular sites final transfer of the property may be made contingent upon approval of plans, financing, etc.

- o Land disposition contracts. All public property dispositions will be subject to an enforceable written agreement between the parties, in which reference will be made to site re-use guidelines, terms of conveyance, development timing, and guarantees. Agreements for major projects include provisions for public re-capture of the property in the event of developer default or delays of performance.

2.9 ZONING MODIFICATIONS AND DEVELOPMENT CONTROLS

The analysis of existing zoning in the redevelopment area and related development controls currently in-place in relationship to the specifics of the redevelopment program resulted in the conclusion that significant zoning adjustments and revised development standards and controls would be needed in order to implement the intent of the Redevelopment Plan and its particular components.

2.9.1 Conflicts with Current Zoning and Redevelopment Studies

At present, all property in the redevelopment area is in one of three separate zoning categories (Figure 2.9.1a):

- o RI.1 (Restricted Industrial District): The portion of the redevelopment area in this category is identified for new residential development in the plan. The current zoning designation does not permit residential development as either a permitted or conditional use.
- o GC: 2 (General Commercial District): A majority of the redevelopment area in this category is identified for locally serving commercial development; however, the minimum lot size and yard requirements would not allow the development of some of the new commercial facilities called for in the plan without special exception.

A small portion of the development area in GC: 2 zoning is identified for multi-family housing development. While this use is permitted under GC: 2, the required net densities would exceed that permitted under the present zoning.

Additionally a third portion of the redevelopment area in this zoning category would be developed in lower density single family or duplex housing units. While this use is permitted under GC: 2 zoning, the minimum lot sizes required exceed that called for in the plan.

- o MR.1 (Multiple Family Residential Dwelling District): The majority of the redevelopment area is in this zoning category. New residential development called for in the plan is consistent with uses permitted; however, the site size and yard requirements are not consistent with those called for in the plan.

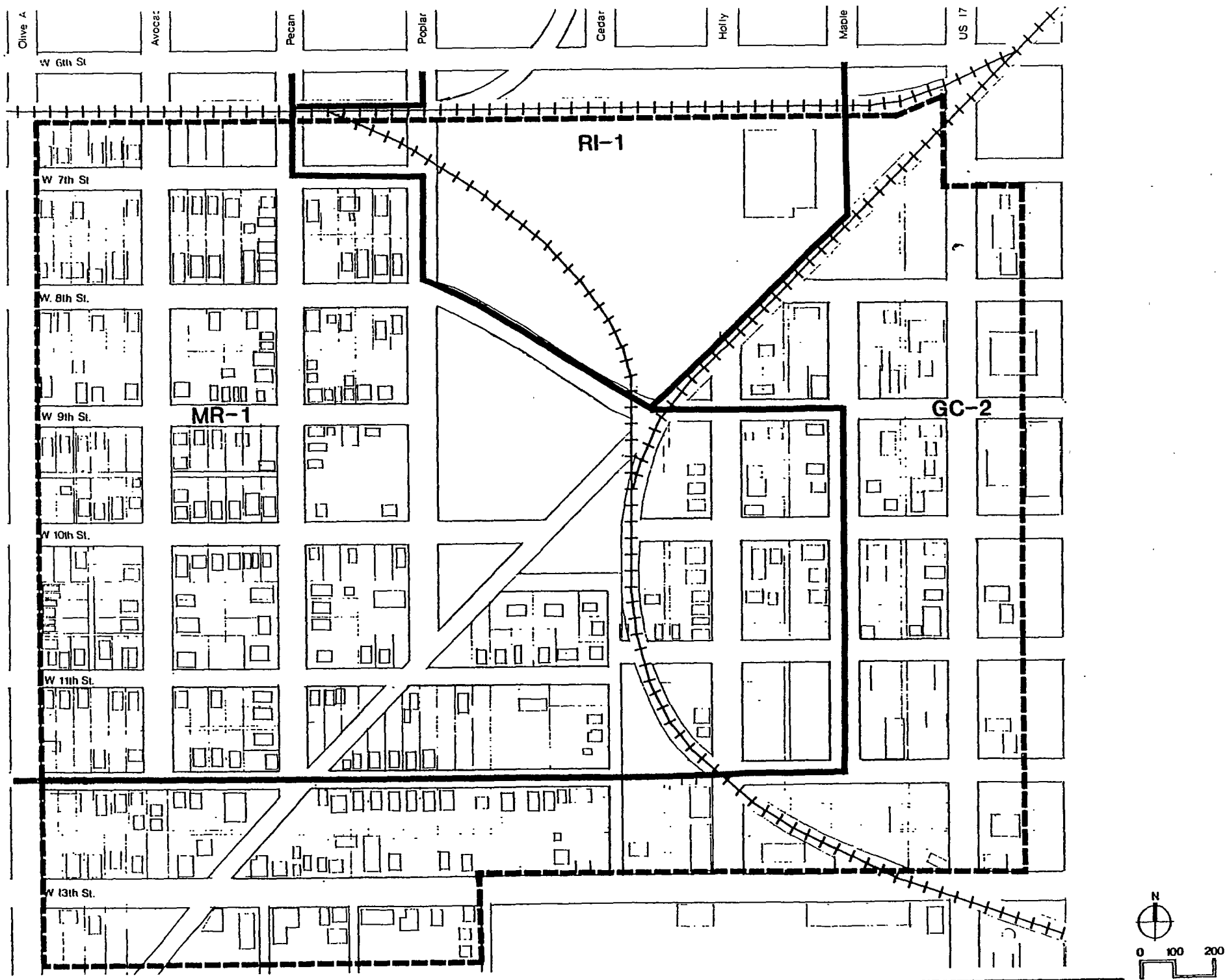


FIGURE 2.9.1a: EXISTING ZONING DISTRICTS WITHIN THE REDEVELOPMENT AREA

2.9.2 Proposed Zoning Modifications/Special Overlay District

In general, the current zoning district classifications and related development standards seem to serve the city as a whole quite well. However, these controls run counter to the specific development goals and standards reflected in the Redevelopment Plan.

As a result, it is necessary to create a Special Development District Zoning Overlay which would encompass the entire redevelopment project area. The Special District designation would allow for the preparation of development standards for each type and density of new housing which match the intent of the plan.

The Special District would also require that detailed site development plans be submitted for each project. Site plan approval would be a prerequisite for project approval. Additionally, building plans and elevations would be required for review and approval to insure that projects meet the architectural intent of the plan in terms of building use, scale, and materials of construction.

The Special Development District Zoning Overlay (SDD) would apply only to the redevelopment project area. The current zoning district structure and related development standards would remain in force for the rest of the city.

2.9.3 Development Controls and Developer Selection

The provisions of the SSD would permit the preparation of specific development requirements and criteria for each of the commercial and residential projects previously identified. This procedure, as outlined in section 2.8.5, would allow each project to have specifically tailored performance requirements, timetables, and contract formats. This will help to ensure that each project properly fits into the overall redevelopment and urban design scheme, and to the market context prevailing at the time each project is initiated.

Administration of the SDD and professionally based design review process should be supported by the preparation of affordable housing design prototypes and standards that would apply to each of the housing types comprising the new infill housing development program. Such procedures would require that site and building plans and elevations be submitted for review and approval prior to the beginning of construction. The approvals would be required of individual developers (including owner-occupants) as well as developers who may be involved in any specific infill housing construction.

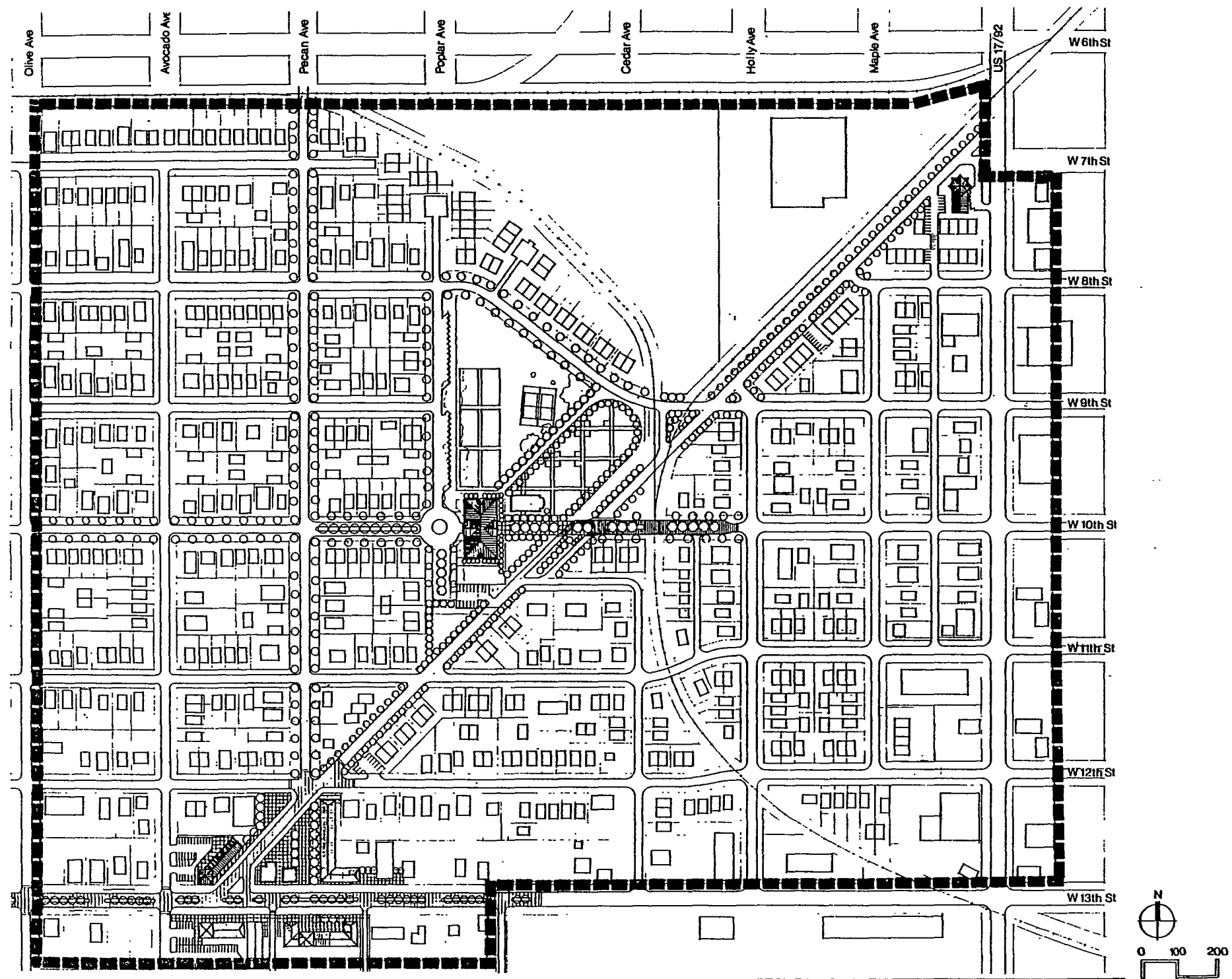


FIGURE 2.9.2a: PROPOSED SPECIAL DEVELOPMENT DISTRICT (SDD) OVERLAY BOUNDARIES

2.10 PUBLIC IMPROVEMENTS PLAN AND PROGRAMS

The public improvements component of the Redevelopment Plan is conceived to meet two main objectives:

- o To ameliorate existing problems in the public infrastructure which have been neglected.
- o To implement a comprehensive set of improvements which enhance the appearance, quality, and service levels within the neighborhood. These improvements will provide a better physical context for existing residents and businesses and will enhance the market development opportunities upon which much of the new housing program is based. In this sense, the public improvements program, taken as a whole, is critical to the success of the overall plan and program.

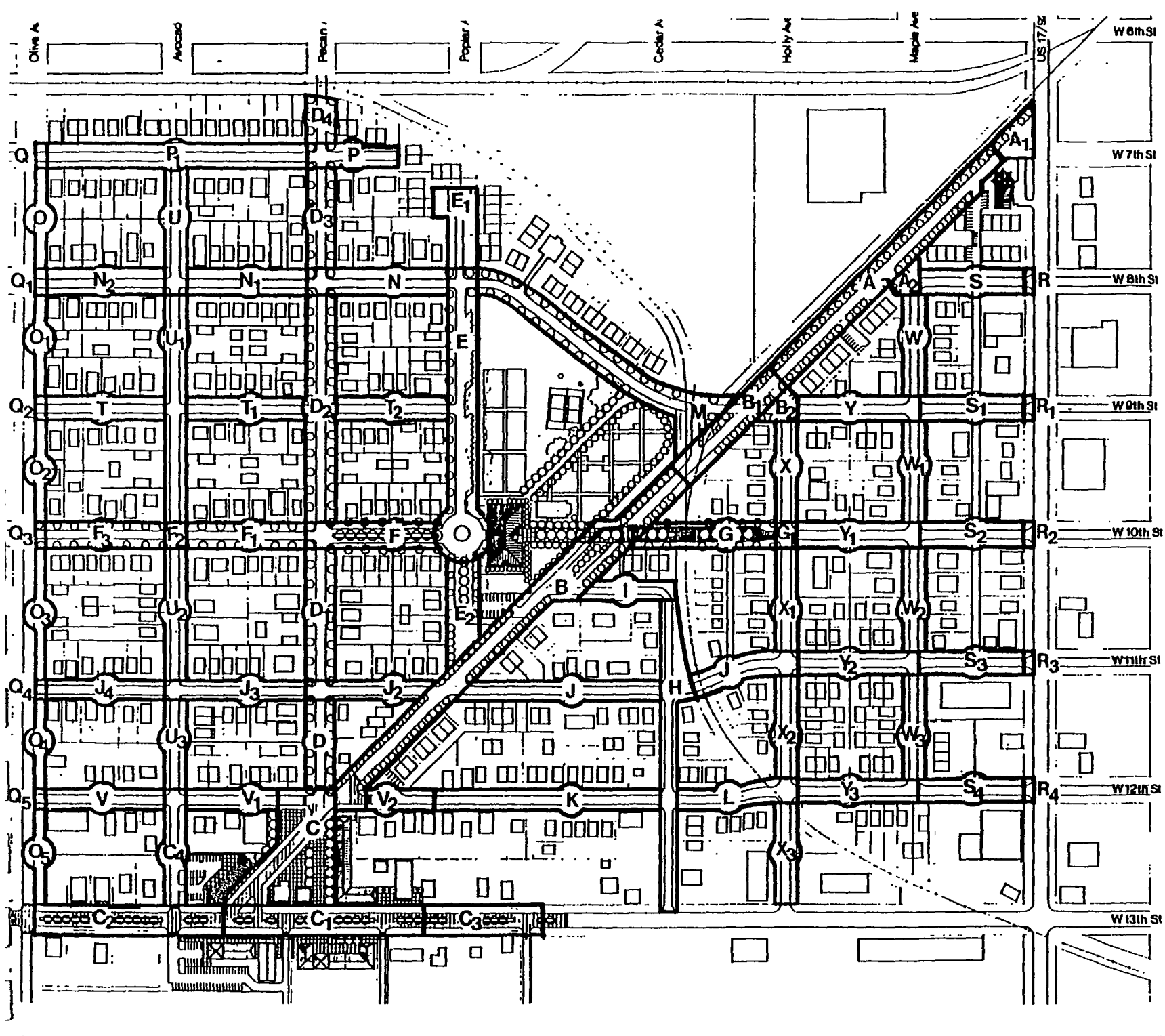
Figure 2.10.0a is an index map to all public improvements projects. Appendices to Part III of this report describe each project (and line items of work for each) in detail and include detailed project cost estimates. It also includes an overall summary of base cost for each project, proposed phasing (by year) and projected project cost for the year indicated for implementation.

2.10.1 Street and Movement System

An objective of the public improvements program is to enhance movement and access within and to the neighborhood by establishing a hierarchy of movement paths for autos and pedestrians. The system illustrated in figure 2.10a recognizes the existing major street system, enhances it, and completes the existing neighborhood street grid as a secondary system to complement the primary system. The system as a whole will provide access to the neighborhood and its major recreational and commercial amenities, and will facilitate movement within the neighborhood.

Elements of the primary system include:

- o French Avenue
- o The new diagonal street along vacated SCL railroad R.O.W.
- o West 13th Street
- o West 9/8th Streets
- o Pecan Avenue
- o West 10th Street
- o West 11th Street
- o Poplar Avenue



LEGEND

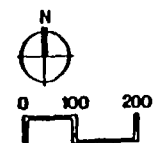


FIGURE 2.10a : STREETS AND R.O.W. IMPROVEMENTS PLAN INDEX

New Paving Projects

The new projects shown on figure 2.10.1b represent major street construction activities required in the plan.

These include two major categories of activity:

- o New streets, consisting of the new diagonal thoroughfare as the primary "neighborhood street" which provides access from French Avenue; and provides primary access to the Coastline Park and Community Center and to the West 13th Street commercial redevelopment.
- o Street construction in existing unimproved or marginally improved rights-of-way. This includes primary street projects (Poplar Avenue, West 10th Street) as well as secondary projects (Lake, West 11th and 12th Streets) which are currently dirt roads.

Additionally, the overall paving program would include repaving, installation of curbs and intersection repair in locations where such activities are needed.

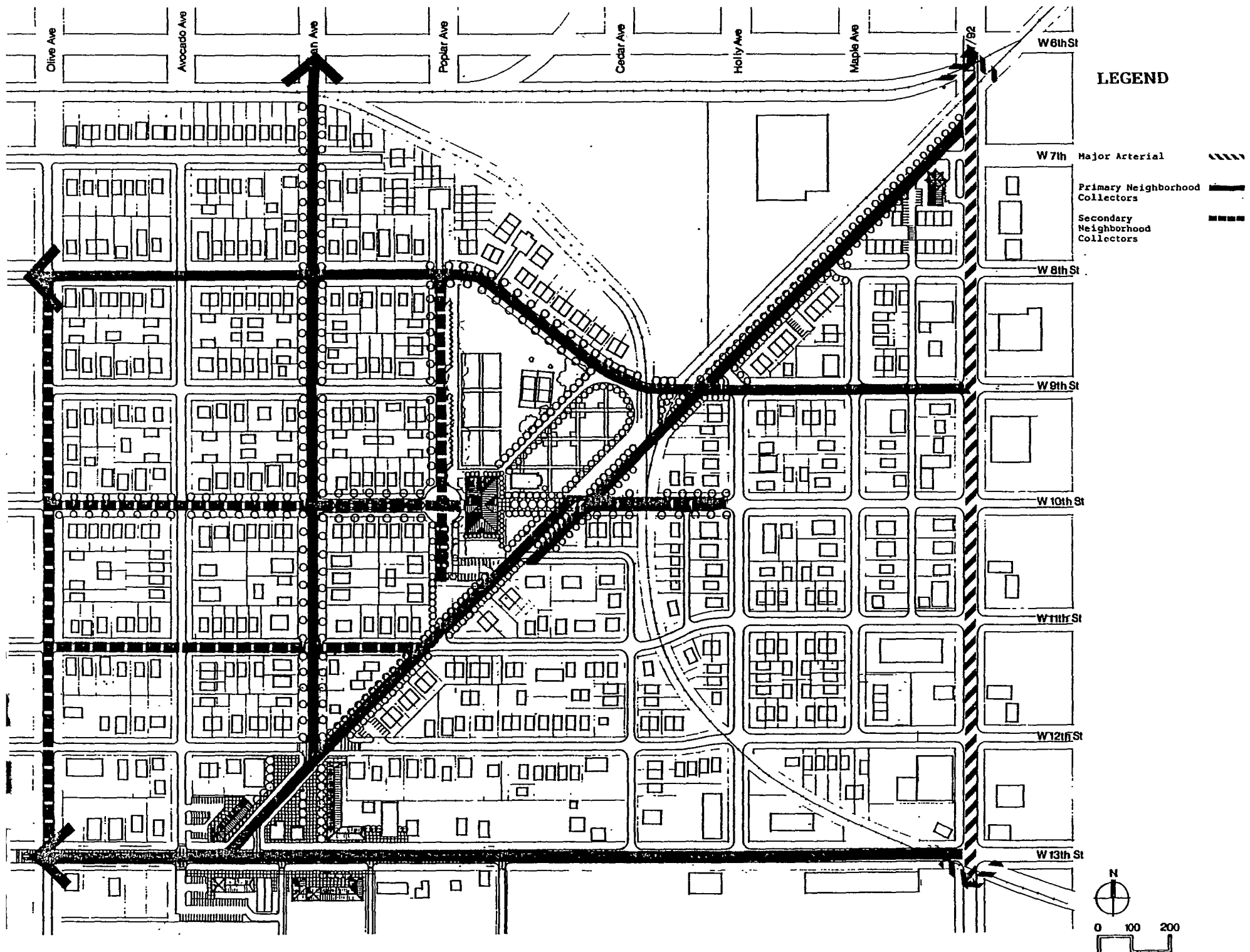


FIGURE 2.10.1a: PROPOSED STREET AND MOVEMENT HIERARCHY

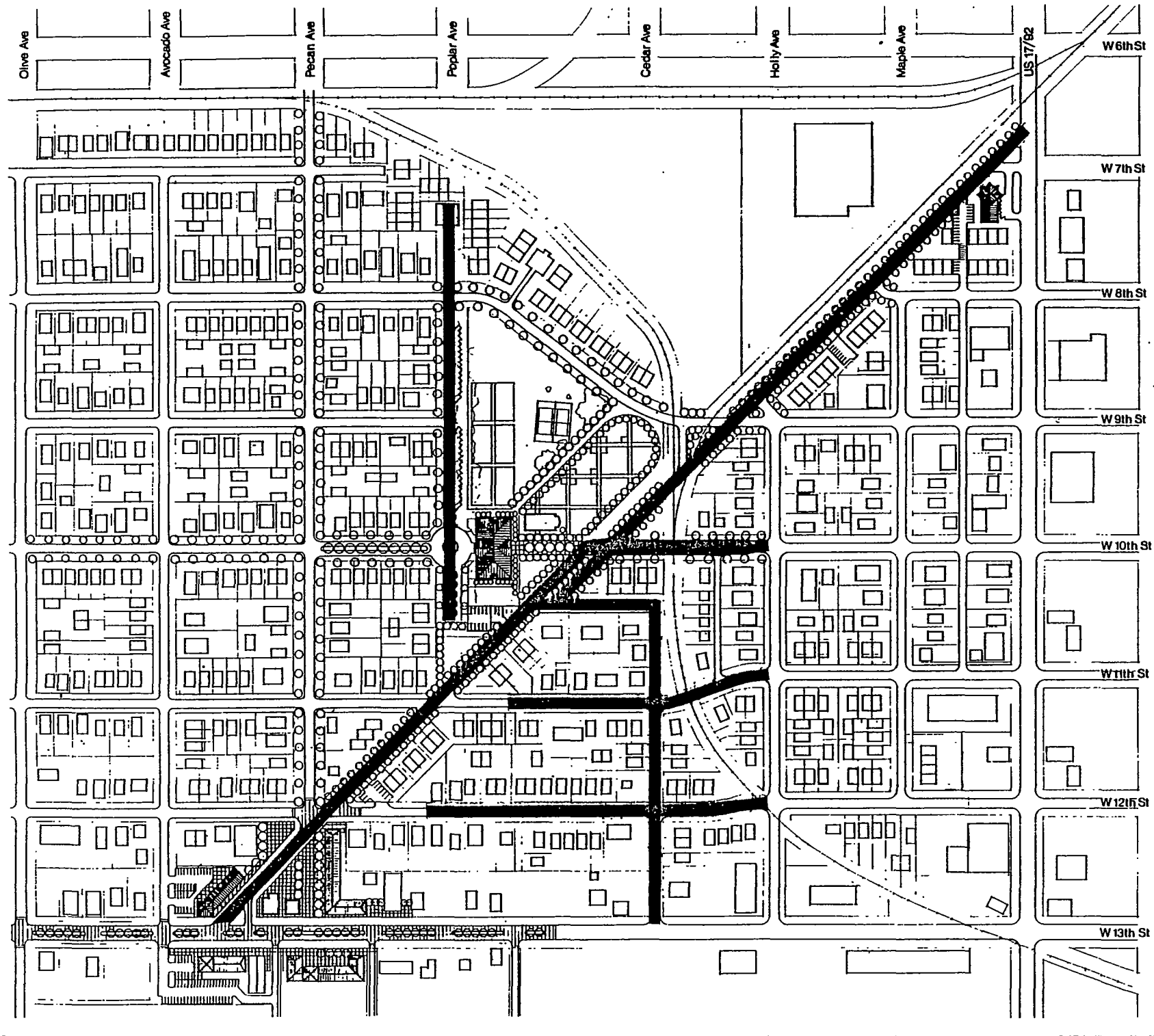


FIGURE 2.10.1b: MAJOR NEW PAVING PROJECTS

2.10.2 Major Utilities Projects

The major underground utilities projects shown on map 2.10.2a includes both the comprehensive (e.g. water, sanitary sewer and storm sewer) work needed in conjunction with the new paving work outline in paragraph 2.10.1; and remedial storm sewer work needed to correct the often severe problems connected with the existing open drainage ditches found in the redevelopment area.

Other needed, but less comprehensive underground utilities improvements are included in other projects not specifically shown on 2.10.2a. This work required to provide adequate services in support of the new housing development program is detailed in the Appendices of this report.

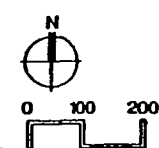
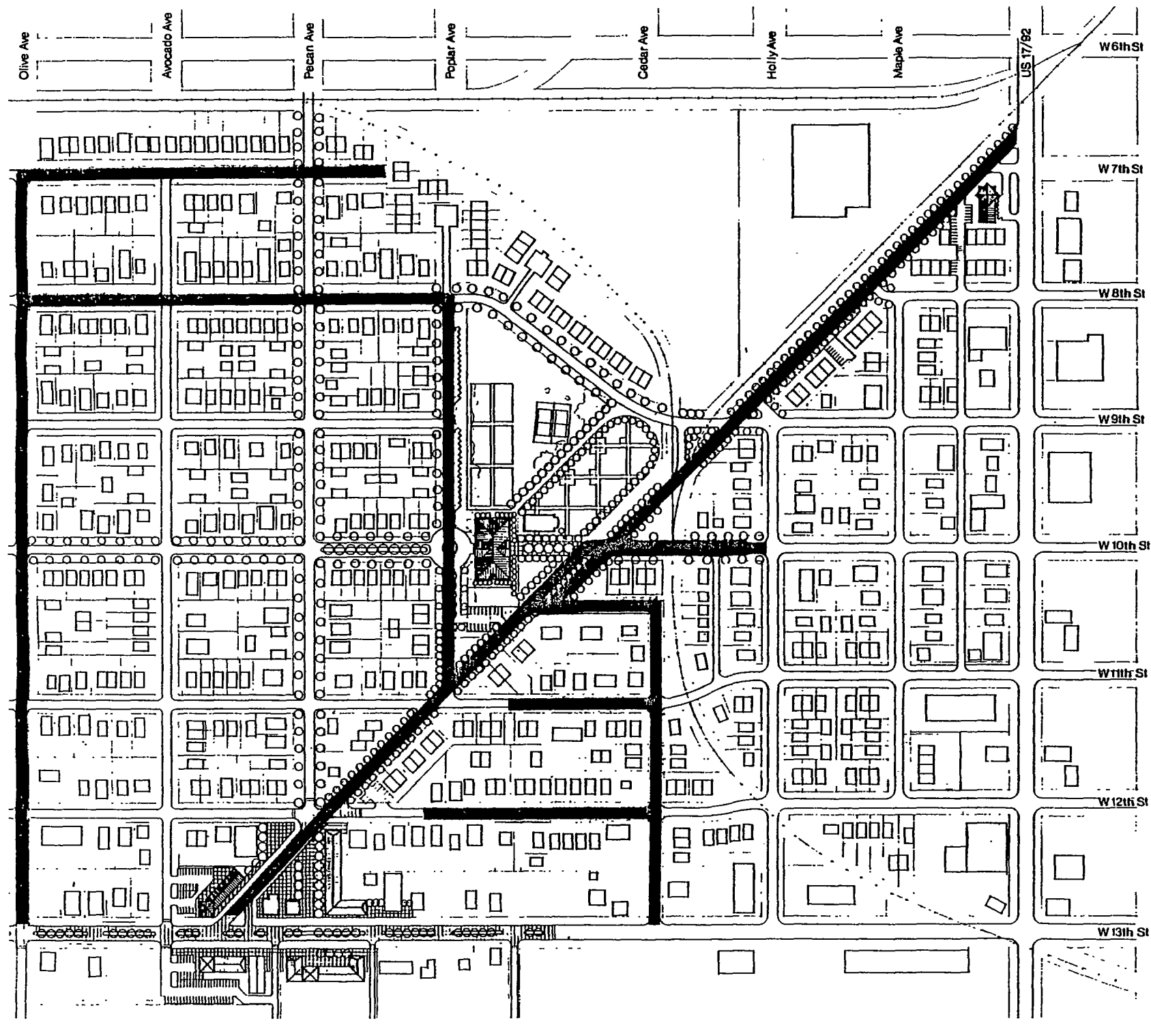


FIGURE 2.10.2a: MAJOR NEW UNDERGROUND UTILITIES PROJECTS

2.10.3 Major Public Open Space Improvements and Public Amenities

This category of work, shown on Figure 2.10.3a comprises three types of activity:

- o Improvements to Coastline Park, consisting of a comprehensive array of recreational improvements a recreational facilities to enhance park use and recreation to both passive and active, indoor and outdoor recreational activities and services would include:
 - New multi-use playing courts and equipment;
 - Pavilions for gatherings, picnics and the like;
 - Playgrounds for toddlers and for older children;
 - A community center and related facilities to provide for context, for an array of recreational and social activities and programs;
 - Landscaping and related kinds of amenities and site improvements.
- o Public Plaza at West 13th Street, consisting of paving, lighting, landscaping, and "street furniture". This is intended to enhance the context supporting commercial activities in general, and commercial redevelopment in adjacent parcels in particular. This work will also demonstrate the city's commitment, in tangible terms, to the successful revitalization of this neighborhood commercial area.
- o Neighborhood "Gateways", consisting of landscape, lighting, and related improvements at key points of access to the neighborhood. These improvements will provide "signals" which "announce" the neighborhood and help to define its boundaries, thus enhancing the areas identity and unique character.

Of particular importance is the "gateway" at French Avenue and West 6th Street. The program includes a structure to be constructed at this very important location as a tangible physical symbol of the neighborhood.

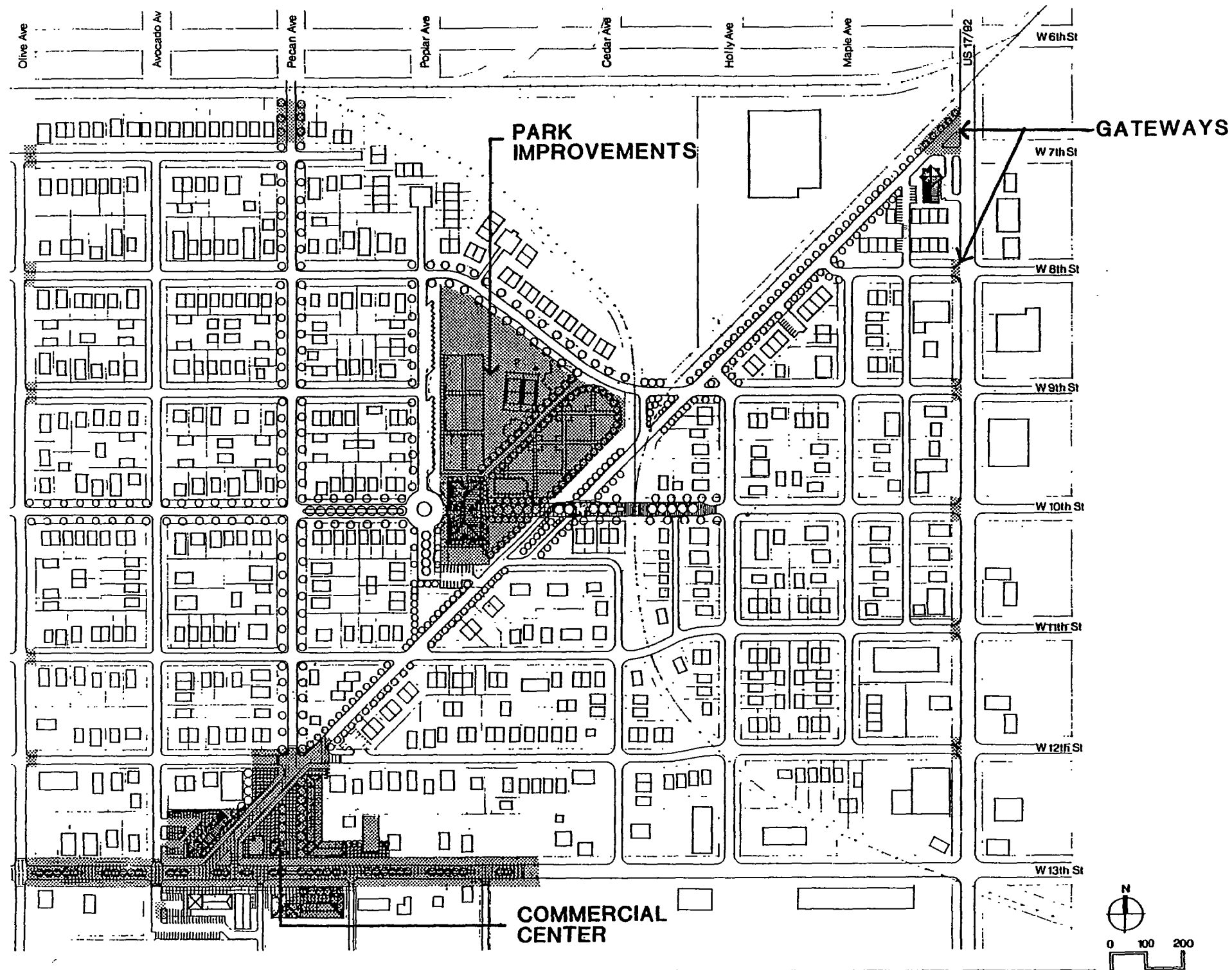


FIGURE 2.10.3a: MAJOR NEW PUBLIC OPEN SPACE IMPROVEMENTS AND PUBLIC AMENITIES

2.10.4 Streets and R.O.W. Beautification

This component of the program complements the activities outlined in paragraph 2.10.1, and brings the concept of improved environmental quality and amenity to the doorstep of each resident.

In general, the program consists of landscape improvements and improved street lighting.

Figure 2.10.4a illustrates those streets designated for major improvements. Each street in this category is important visually to the success of the program in creating a strong, unique neighborhood image and identity. Such streets receive substantial landscaping together with high quality street lighting.

The work proposed for other streets also include landscape and lighting improvements. However, the extent of work would be less than that for the streets in the major improvements category.

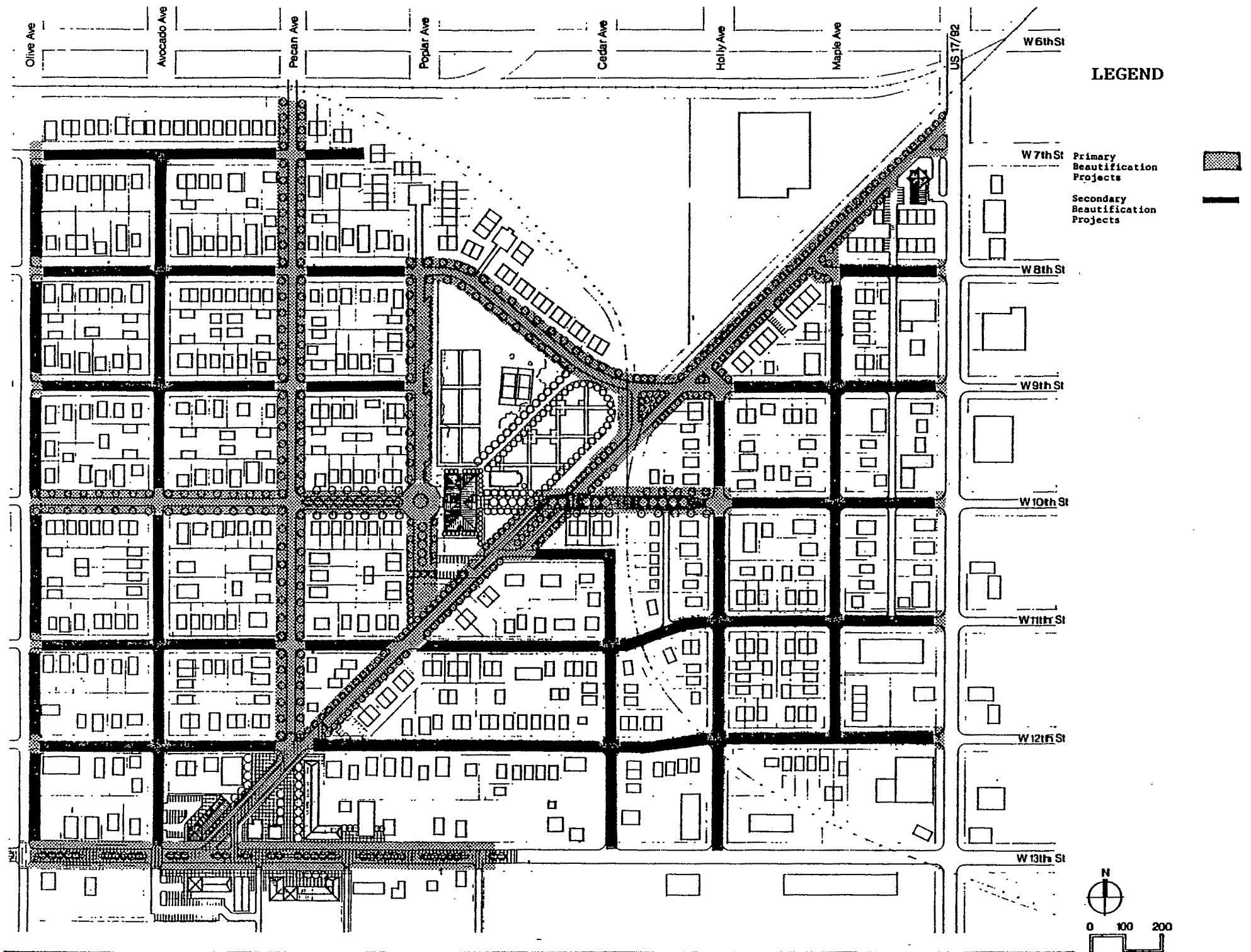


FIGURE 2.10.4a: STREETS AND R.O.W. BEAUTIFICATION PROJECTS

2.11 SUMMARY OF PROJECT IMPACTS

Every component of the Redevelopment Plan is designed to support the overall neighborhood development program for the study area. This neighborhood development will result in impacts on existing sources and service-providing agencies. Additionally, the program will generate a set of positive impacts related to the city's ad valorem tax base and to the overall economic characteristics of the neighborhood.

2.11.1 Services and Facilities Impacts

Impacts in this category include schools, public utilities, public transportation, police and fire services and recreational facilities and services.

Schools

Based on the proposed new housing development program, the schools serving the study area will see an increase in student enrollment. These schools, including Goldsboro Elementary, Sanford Middle School, and Seminole High School, will have total enrollment increases of up to 600 students over the six year period. This enrollment increase should not require new facilities, since each of the schools seems to have adequate physical capacity to accommodate their share of the total enrollment increase anticipated.

There may be a need, however, to increase the number of teachers and classes, and course offerings to meet the new demand. The fiscal requirements to meet this potential new demand will be offset to a substantial degree by the increases of the neighborhood tax base, and the corresponding increase in tax collections from the neighborhood received by the school district (see paragraph 2.11.2).

Public Utilities and Infrastructure.

The public improvements component of the Redevelopment Plan includes all improvements needed to support the neighborhood development program. All costs are included in the plan's financing strategy (see section 2.13). Generally, the larger scale city-wide streets and utilities services and plants are sufficient in capacity and scope to support the neighborhood development program without additional expenditures.

Public Transportation.

Transit ridership attributable to the study area will likely increase by virtue of new development. Some adjustments in service rates and intervals may be

needed. The street improvements included in the plan should make bus services more efficient and should improve access to transit stops wherever they are located within the neighborhood. This will benefit existing transit services to the neighborhood.

Police and Fire Services.

Generally, demand for these services will increase slightly as a result of the neighborhood development program. However, service provision should be facilitated by virtue of infrastructure improvements included in the plan.

- o Police: Additional residents may result in a need for increased services (either calls or patrols). This is counterbalanced by the street improvements which will improve police access (and should reduce response time). Further, the lighting improvements included in the plan should improve neighborhood security during nighttime hours.
- o Fire: Additional housing may result in an increased likelihood for additional calls. This is counterbalanced by the fact that the overall quality of neighborhood structures will be improved, thus eliminating the substandard conditions which result in fire hazards. Further, response time should be reduced as a result of the street improvements which yield better access throughout the neighborhood.

Recreational Facilities and Services

The public improvements component of the plan include substantial improvements to Coastline Park and the construction of a new community center. These costs are included in the plan's financing strategy (see section 2.13).

These new facilities plus the anticipated increase in demand resulting from the overall development program will likely necessitate an increase in the recreational programs offered to residents both within and outside the neighborhood. These potential new programs have not been identified, nor have needs been studied in any detail. This should be done in order to develop and analyze what programs and staffing would be needed. It is assumed that the majority of the cost of the new programs would come from the city's Parks and Recreation Department yearly operating budgets. It is possible (and certainly desirable) that part of the staff, as well as staffing costs and related expenditures, could be supported with neighborhood

based and private sector resources. Such activities are legitimately within the purview of the proposed public-private partnership implementation of neighborhood self-help development, job training, and social betterment activities as a part of the overall neighborhood improvement program.

2.11.2 Fiscal Impacts and Benefits

The new development component of the plan (both residential and commercial) as well as the rehabilitation component will result in substantial positive economic impacts. These related to both the public sector and the private sector.

Public Sector Benefits

All taxing jurisdictions, including the city, the County, and the School District will benefit substantially from the anticipated increase in the tax base of the neighborhood. In the near term of the program these benefits will accrue to the neighborhood, since tax revenue increases will be used to pay a substantial portion of costs associated with the public improvements program and plan.

In the longer term, tax revenue benefits will accrue to all taxing jurisdictions, including the County, the School District and the city. Such revenue benefits will increase substantially over the years. The timing and extent of tax revenue benefits accruing to the various taxing districts will vary depending on how the long term debt financing bond issue are structured.

Private Sector Benefits

Beginning with the first year of the plan the private sector providers of goods and services to the neighborhood (both within the neighborhood and throughout the City of Sanford) will benefit from the development program through the anticipated increase in population and resulting buying power. The anticipated increase in overall buying power of the neighborhood will yield additional business opportunities to existing merchants and service providers. Additionally it will provide a fertile context for the expansion of commercial and professional services through new entrepreneurs who identify market opportunities in the area. The end result will be a prospering business community, and an expansion of the goods and services conveniently available to neighborhood residents.

This will yield further benefits to the city, county and state in the form of the additional taxes of various sorts that these jurisdictions collect from neighborhood retailers and service providers.

2.12 PROJECT IMPLEMENTATION STRATEGY AND PARTICIPANTS

The proposed implementation strategy includes both conventional and atypical mechanisms within the general framework of a "public-private partnership" for the WINS action program. The implementation structure includes the City of Sanford (largely through the creation of a Redevelopment Authority), a not-for-profit private corporation, and a neighborhood association consisting of residents and businesses within the project area boundaries. Figure 11.0.1 illustrates the 3-part implementation structure, general staffing, and roles and responsibilities.

2.12.1 City of Sanford

As required by State of Florida Statutes, the City of Sanford would create and empower a Redevelopment Authority to execute the public components of the plan. The Redevelopment Authority activities would be focussed initially in the overall WINS Project Area, but would be able to expand its operations to other neighborhoods or parts of the city in the future if additional redevelopment projects are created.

The Redevelopment Authority would have the usual powers under state law. Primary responsibility would include: Redevelopment Plan administration and development controls enforcement; public financing coordination; land acquisition, and disposition; relocation assistance; and implementation of all public improvements called for in the plan except for the streets and R.O.W. improvements. These projects would be executed by the City of Sanford directly through its Department of Public Works (DPW). Alternatively, these projects could be implemented by DPW under the auspices of the Redevelopment Authority.

DPW would also have the responsibility for any required demolition associated with the acquisition of property and improvements in the plan.

Beyond this, the city's Community Development Office would be strongly involved as a conduit for money from the Federal CDBG program earmarked for housing assistance, and rehabilitation assistance for both residential and commercial structures. It would also provide technical assistance required on an individual basis for rehabilitation projects.

This unit would also provide preparation of grant applications for various kinds of State and Federal

assistance that may be needed and available to support economic and social programs undertaken in the redevelopment area.

2.12.2 Sanford Neighborhood Restoration Corporation (SNRC)

SNRC (see Figure 2.12.0a) would be created as a private not-for-profit corporation to facilitate the new housing development program called for in the plan. As a non-profit developer, SNRC would play a vital role in the implementation of affordable new housing for both existing and new residents. For components of the new housing program to be provided by private developers, SNRC would provide project packaging and public-private development and financing assistance to support feasible private development. It would perform a similar role for commercial redevelopment projects.

SNRC would also participate in economic development programs such as job training and management assistance for neighborhood self-help development activities.

SNRC would also be responsible for the marketing and public relations efforts which will be needed to help in the development of new housing market opportunities. This market expansion is critical to the success of the overall new housing program.

SNRC would be the vehicle for the involvement of the Sanford business community in the project. As a community-wide organization, it would seek to develop a broad base of support involving all key segments of Sanford's private leadership.

Its purview would be city-wide. Initial efforts would be focussed in the WINS area, but future activities could encompass other neighborhoods within the city, including the downtown CBD.

2.12.3 Local Neighborhood Association

A Goldsboro neighborhood association will be established as an unincorporated organization with specific functions with respect to advocacy of the neighborhood, and for liaison between local residents, businesses and the Redevelopment Authority and SNRC. Its activities include dissemination of information, the gathering of resident feedback regarding specific project activities, and a variety of other neighborhood self-help development activities vital to the success of the WINS program.

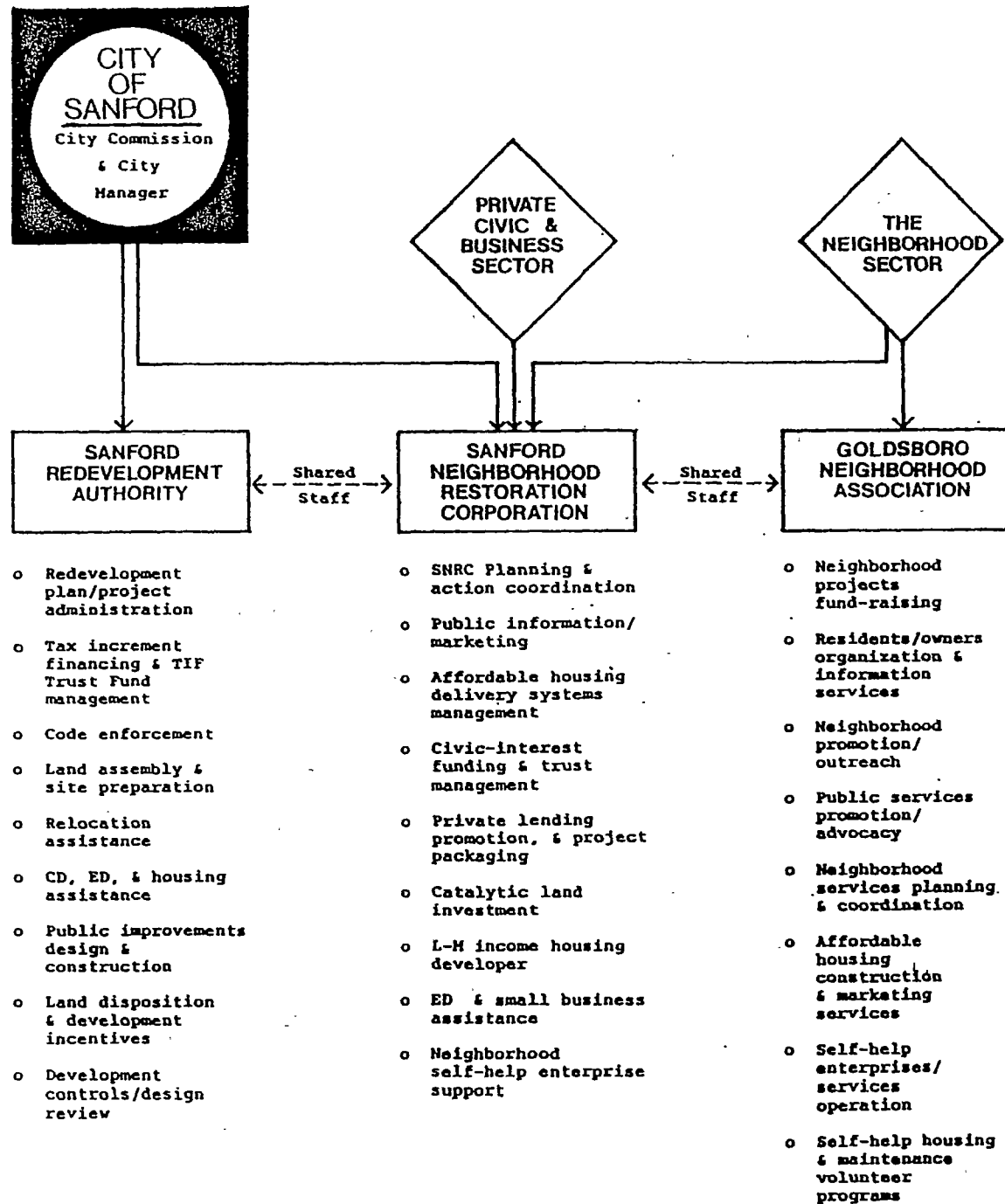


FIGURE 2.12.0a: PARTNERSHIP STRUCTURE FOR SANFORD NEIGHBORHOOD RESTORATION: THE FIRST STAGE

2.13 Redevelopment Project Financing

The redevelopment project financing strategy and program involves the use of available federal, state and local government funding sources for eligible items of development cost. In the near term, expenditures not covered by such sources would be funded by the city from Bond Anticipation Notes (BAN) in combination with other yearly city sources. In the long term, funds to pay off the BANs and cover any other needed expenditures would come from bond issues backed by the anticipated growth of ad valorem tax revenues generated yearly within the redevelopment area by virtue of the development program.

The BANs and later Tax Increment Bond debt financing issues will be limited residual amounts to be undertaken only after exhausting all other current sources of federal, state and local funds. The improvements within the neighborhood are expected to generate a sound basis for long term debt service without resort to general debt obligations or liabilities to the city.

The paragraphs below explain the revenue sources for each of the five major categories of program expenditures. A detailed summary of expenditures and revenue sources is presented in Part III, Chapter 5.0 of this report.

2.13.1 Housing Program

New Housing Program

The primary public funding source is anticipated to be Community Development Block Grant (CDBG) monies. This could be supplemented in part by private sector charitable donations and in-kind contributions. In addition, a small amount of funding will come directly from the city to defray impact fees and support interest earning revolving loans and loan guarantee funds.

The above sources will combine for about 23.5% of the total projected housing investment. The remaining 76.5% of funding requirement and investment will come from homeowner equity; developer equity; and mortgage loans.

Housing Rehabilitation Program

The primary funding source will be the CDBG program. Supplemental funding will come from private contributions and in-kind donations of materials and

labor from SNRC through its proposed job-training program.

2.13.2 Streets and Right-of-Way Improvements

The primary source of funding for streets and R.O.W. improvements (and required land acquisition for such improvements) may come from a bond issue for which a portion of the city's local option gas tax is pledged.

Other supplemental sources could be the city's Water and Sewer Enterprise Fund and current funds from the city's Scenic Improvement Board.

It is anticipated that the gas tax will generate 86% of the cost of improvements, with 8% being funded by the Water and Sewer Enterprise Fund and the remaining 6% coming from the Scenic Improvement Board.

2.13.3 Land Acquisition (Excluding Streets R.O.W.'s)

Land acquisition costs can initially be funded through proceeds from BANs. About 62% of this cost will be recovered from the resale of land. The remaining 38% of the cost can be covered by proceeds from bond sales against which the long term tax increment revenues would be pledged.

2.13.4 Demolition

The total cost for demolition will be covered by the city in the form of in-kind contributions. City crews will execute the demolitions using city equipment and labor. The city would also incur the administrative costs. The total dollar amount for this component is relatively small and is not anticipated to exceed a total of \$195,000 over six years.

2.13.5 Park and Community Center

The entire cost of the park and community center construction and improvements will be funded in the short-term by the issuance of a BAN (Bond Anticipation Note). Private charitable contributions may reduce the amount of required debt financing.

The costs associated with the park and community center, (as well as those of land acquisition) will be retired in the long-term through tax increment revenues, as outlined in paragraph 2.13.3.

Credits

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A. A. McClanahan

Bob Thomas
Whitey Eckstein

Staff

Frank A. Faison, City Manager

William Simmons, Director, Engineering and Planning
Richard Woods, Community Development Officer
Jay Harder, City Planner

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Marva Hawkins
Willie King
Eliza Pringle
James Sweeting III
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Phyllis Richardson
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