

RESOLUTION _____

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3 A RESOLUTION OF THE CITY OF GAINESVILLE, FLORIDA FINDING THE
4 PORTION OF THE CITY TO BE KNOWN AS THE EASTSIDE DISTRICT, AS
5 FURTHER DESCRIBED HEREIN, TO BE AN AREA OF SLUM OR BLIGHT;
6 FINDING THAT THE AREA IS APPROPRIATE FOR COMMUNITY
7 REDEVELOPMENT; FINDING THAT REHABILITATION, CONSERVATION,
8 REDEVELOPMENT, OR A COMBINATION THEREOF, OF THE AREA IS
9 NECESSARY IN THE INTEREST OF PUBLIC HEALTH, SAFETY, MORALS OR
10 WELFARE OF THE RESIDENTS OF THE CITY OF GAINESVILLE; AND
11 PROVIDING AN IMMEDIATE EFFECTIVE DATE.
12

13 **WHEREAS**, the City of Gainesville has conducted a study of an area of the City
14 described below, to be known as the Eastside District (“the study area”), to determine if there
15 exist in the study area conditions that are injurious to the public health, safety, morals, or welfare
16 of the residents of the City; and

17 **WHEREAS**, the study area is characterized by defective and inadequate street
18 infrastructure that substantially impairs and arrests sound growth; and

19 **WHEREAS**, the study area exhibits unsafe and unsanitary conditions that substantially
20 impair and arrest sound growth based on the need for infrastructure improvements, the
21 correlation between poverty level and age of housing and housing cost;

22 **WHEREAS**, there exists in the study area a substantial number of deteriorated and
23 deteriorating structures and conditions that lead to economic distress or endanger life or property
24 by fire or other causes, and conditions exist, which, due to dilapidation, deterioration, and age of
25 structures, result in a preponderance of structures which constitute a menace to public health,
26 safety and welfare; and

27 **WHEREAS**, there exists in the study area a diversity of ownership of properties along
28 the State road system that impairs and arrests sound growth because several parcels would have

1 to be purchased in some cases in order to be developed in conformance with existing regulations;
2 and

3 **WHEREAS**, there exist in the study area properties that have tax delinquencies
4 exceeding the fair market value of the land, and tax delinquencies approaching the fair value of
5 the land, which conditions reduce the marketability of the properties, and impair and arrest
6 sound growth of the area; and

7 **WHEREAS**, the study area is deficient in stormwater management facilities that address
8 water quality and quantity issues, which impair and arrest sound growth of the area.

9 **NOW THEREFORE**, BE IT RESOLVED BY THE CITY COMMISSION OF
10 THE CITY OF GAINESVILLE, FLORIDA:

- 11 1. That the City Commission adopts the above statements as findings;
- 12 2. That the study of the Eastside District prepared by the Department of Community
13 Development, dated November, 2000, was presented to the City Commission and the City
14 Commission relied upon the study in making its findings;
- 15 3. That the City Commission finds that proper notice of this action has been given
16 pursuant to Florida Statutes sec. 163.346 (2000);
- 17 4. That the Eastside District, bounded as described in Attachment A, is hereby found to
18 be a blighted area;
- 19 5. That the area is appropriate for a community redevelopment pursuant to the
20 Community Redevelopment Act of 1969; as amended; and
- 21 6. That the rehabilitation, conservation, or redevelopment, or combination thereof, of
22 the area is necessary in the interest of the public health, safety, morals, or welfare of the
23 residents of the City of Gainesville.

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7. This resolution shall take effect immediately upon adoption.

Dated this _____ day of November, 2000.

PAULA M. DeLANEY
MAYOR

ATTEST:

APPROVED AS TO FORM AND
LEGALITY:

KURT M. LANNON
CLERK OF THE COMMISSION

MARION J. RADSON
CITY ATTORNEY

ATTACHMENT A
Legal Description

An area of land located in Sections 3, 4, 9, 33 and 34 of Township 10 South, Range 20 East of Alachua County, Florida, being more particularly described as follows: Commence at the southeast corner of the intersection of N.E. 15th Street and N.E. 16th Avenue, as the Point-of-Beginning; from said Point-of-Beginning run East along the south right-of-way line of said N.E. 16th Avenue (and an easterly extension thereof) to a point lying on the northeasterly right-of-way line of the abandoned Seaboard Coastline Railroad property (parcel number 10812-300-000) also known as the Rail-to-Trail property; thence run in a Southwesterly direction to a point on the south line of a City of Gainesville drainage ditch as per Official Record Book 573, page 33, of the Public Records of Alachua County, Florida; thence run along said south line to the east line of Section 34, Township 9 South, Range 20 East; thence run South along said east line to a point lying on the south right-of-way line of N.E. 8th Avenue; thence run West along said south right-of-way line to the east right-of-way line of N.E. 25th Street; thence run South along the east right-of-way line of said N.E. 25th Street to the south right-of-way line of East University Avenue; thence run West along said south right-of-way line of East University Avenue to the east right-of-way line of S.E. 21st Street; thence run South along said east right-of-way line of S.E. 21st Street to a point on an easterly extension of the south right-of-way line of S.E. 6th Avenue; thence run West along said south right-of-way line extension and along the south right-of-way line of SE 6th Avenue to the west right-of-way line of S.E. 17th Terrace; thence run North along said west right-of-way line of S.E. 17th Terrace to the south right-of-way line of S.E. 4th Avenue; thence run West along said south right-of-way line of S.E. 4th Avenue to the east right-of-way line of S.E. 15th Street; thence run South along said east right-of-way line of S.E. 15th Street to its intersection with the south line of Section 4, Township 10 South, Range 20 East; thence run West along said south right-of-way line of Section 4, Township 10 South, Range 20 East to its intersection with the west right-of-way line of S.E. 12th Street; thence run South 10 feet; thence run West to the east right-of-way line of S.E. 11th Street; thence run South along said east right-of-way line of S.E. 11th Street to an easterly extension of the south right-of-way line of S.E. 9th Avenue; thence run West along said southerly extension and along the south right-of-way line of S.E. 9th Avenue to a point lying 119 feet east of the east right-of-way line of S.E. 7th Street (being also the east line of tax parcel number 16044-000-000); thence run South to the south right-of-way line of S.E. 9th Place; thence run Southwesterly along said south right-of-way line of S.E. 9th Place and a westerly extension thereof to the west right-of-way line of S.E. 4th Street; thence run Northwesterly along said westerly right-of-way line of S.E. 4th Street to the south right-of-way line of the abandoned Seaboard Coastline Railroad property, tax parcel number 12745-300-000 (also know as the Rail-to-Trail property); thence run Easterly and Northeasterly along said right-of-way line of the abandoned Seaboard Coastline Railroad property to the north right-of-way line of N.E. 3rd Avenue; thence run West along said north right-of-way line of N.E. 3rd Avenue to the east right-of way line of N.E. 12th Court; thence run North along said east right-of-way line of N.E. 12th Court to a creek branch; thence run Northwesterly along said creek branch (being also the south line of tax parcel number 12560-000-000) to the East line of Lot 1, Block1, Range 5 of Doig and

Robertson Addition as per Deed Book "W", page 437, of the Public Records of Alachua County, Florida; thence run North to the south right-of-way line of N.E. 5th Avenue; thence run East along said south right-of-way line to a southerly extension of the east line of Sperry Heights, a subdivision as per Plat Book "E", page 1, of the Public Records of Alachua County, Florida; thence run Northeasterly along said east line of Sperry Heights Subdivision to the south right-of-way line of N.E. 6th Place; thence run West along said south line of N.E. 6th Place to the west right-of-way line of N.E. 12th Street; thence run North along said west right-of-way line of N.E. 12th Street to the south right-of-way line of N.E. 8th Avenue; thence run East along said south right-of-way line of N.E. 8th Avenue to a southerly extension of the easterly right-of-way line of N.E. 14th Street; thence run Northerly and Northeasterly along said southerly extension and along said easterly right-of-way line of N.E. 14th Street and along the easterly right-of-way line of N.E. 15th Street to the southeast corner of the intersection of N.E. 15th Street and N.E. 16th Avenue, being the Point-of-Beginning, and close. All lying and being in the City of Gainesville, Florida; containing 952 acres more-or-less.

Draft Report Finding of Necessity for The 4th Redevelopment District



SUMMARY

On May 10, 1999 the Gainesville City Commission authorized staff to develop a final proposal for establishment of a fourth redevelopment district for an area as indicated in Map 1 (see Exhibit B). A legal description of the proposed area is provided in Exhibit A. The purpose of this report is to provide the information necessary to assess conditions of slum and blight as defined by Florida Statutes Section 163.340 for a Finding of Necessity, thereby creating a fourth redevelopment district in the City of Gainesville.

Procedure

1. In order to establish a Community Redevelopment Area (CRA), the City Commission must adopt a resolution finding slum or blight in a certain redevelopment area. A public notice pursuant to s. 166.041(3) must be mailed by registered mail to each taxing authority which levies ad valorem taxes on taxable real property contained within the geographic boundaries of the redevelopment area at least 15 days prior to the hearing at which the resolution was made.
2. After the finding of blight has been made the municipality or redevelopment agency must prepare a redevelopment plan in sufficient detail to indicate specific redevelopment plans, capital expenditures, lands to be assembled, condemnation actions, land use and zoning amendments, maximum densities and building requirements. The contents of the redevelopment plan are specified in s. 163.362. The local planning agency must hold a public meeting in order to determine compliance with the comprehensive plan, with written findings forwarded to the local government.
3. The local government must hold a public hearing, noticed as cited above. The local government must make a finding as specified in s. 163.360 (6) regarding relocation of residents, conformance with the comprehensive plan, adequate consideration of need for parks, recreation and facilities for children and opportunity for private enterprises to be involved in the redevelopment process.
4. A redevelopment trust fund must be established by ordinance before a community redevelopment agency may receive or spend any increment revenues. Such conditions may be adopted only after the governing body has approved a community redevelopment plan. The base ad valorem value for the trust fund is set based on the most recent assessment role used in connection with the taxation of such property by each taxing authority prior to the effective date of the ordinance providing for the funding of the trust fund.

Legal basis for finding of slum or blight:

Community redevelopment means activities that are undertaken “in a community redevelopment area for the elimination and prevention of the development or spread of slum and blight or for the provision of affordable housing, whether for rent or sale, to residents of low or moderate income including the elderly, and may include slum clearance and redevelopment in a community redevelopment area or rehabilitation or conservation in a community redevelopment area, or any combination or part thereof, in accordance with a community redevelopment plan and may include the preparation of such a plan”. The definitions necessary for determining the eligibility of an area to be designated as a community redevelopment area (CRA) are found in s. 163.340.

Slum area is defined as an “area in which there is a predominance of buildings or improvements, whether residential or nonresidential, which by reason of dilapidation, deterioration, age or obsolescence; inadequate provision for ventilation, light, air, sanitation or open spaces; high density of population and overcrowding; the existence of conditions which endanger life or property by fire or other causes, or any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, or crime and is detrimental to the public health, safety, morals or welfare.

“Blighted area” means either:

(a) An area in which there are a substantial number of slum, deteriorated, or deteriorating structures and conditions that lead to economic distress or endanger life or property by fire or other causes or one or more of the following factors that substantially impairs or arrests the sound growth of a county or municipality and is a menace to the public health, safety, morals or welfare in its present condition and use:

- 1. Predominance of defective or inadequate street layout;*
- 2. Faulty lot layout in relation to size, adequacy, accessibility or usefulness;*
- 3. Unsanitary or unsafe conditions;*
- 4. deterioration of site or other improvements;*
- 5. Inadequate and outdated building density patterns;*

- 6. Tax or special assessment delinquency exceeding the fair value of the land;*
- 7. Inadequate transportation and parking facilities; and*
- 8. Diversity of ownership or defective or unusual conditions of title which prevents the free alienability of land within the deteriorated or hazardous area; or*

(b) An area in which there exists faulty or inadequate street layout; inadequate parking facilities; or roadways, bridges, or public transportation facilities incapable of handling the volume of traffic flow into or through the area, either at present or following proposed construction.

The finding necessary for the establishment of the proposed community redevelopment district may be made based on a combination of factors included in either or both definitions.

Finding and declarations of necessity

Pursuant to F.S. 163.355, no “county or municipality shall exercise the authority conferred by this part until after the governing body has adopted a resolution finding that:

1. One or more slum or blighted areas, or one or more areas in which there is a shortage of housing affordable to residents of low or moderate income, including elderly, exist in such county or municipality; and,
2. The rehabilitation, conservation, or redevelopment, or combination thereof, of such area or areas, including, if appropriate, the development of housing which residents of low or moderate income, including the elderly, can afford, is necessary in the interest of the public health, safety, morals, or welfare of residents of such county or municipality.”

Explanation:

This report focuses on the definition of “slum area” in regards to condition of housing and the definition of “blighted area” under paragraph (a) and (b) above for the purposes of identifying conditions and establishing the basis for the Finding of Necessity. More specifically, the collection of data and documentation of the conditions has sought to identify whether any of the eight factors listed above exist in the area in such a way to substantially impair or arrest the sound growth of the city or create a menace to public health, safety, morals or welfare.

Documentation of data collected and conditions described herein is on file with the City of Gainesville Department of Community Development. The proposed 4th district includes Census Tract 6, block groups 1, 2, 3 and 4, and Census Tract 7, block group 1. A substantial portion of the proposed 4th district is considered the “Duval Neighborhood” (see Map 2 in Exhibit B). A Duval Neighborhood Action Plan was completed by residents in 1999 for the Duval Neighborhood as part of the City of Gainesville Neighborhood Planning Program (see Exhibit D). This document is referenced in this report related to neighborhood conditions and areas of concern, as identified by residents. A Duval Area Neighborhood Revitalization Strategy was completed for the same area in 1998 (see Exhibit E).

General Study Area information:

Population:	4,036 persons
Housing units:	1,608 units
Land Area:	720 acres
Parcels:	1,583

Findings:

1. Predominance of defective or inadequate street layout

Conditions:

Roadway Facilities:

The area is a grid system. Arterial State roadways serving the area include Waldo Road (S.R. 24), East University Avenue (S.R. 26) and Hawthorne Road (S.R. 20), constituting approximately 3.0 miles of roadway. The Study Area includes neighborhoods with substandard street widths that are inadequate to accommodate a standard driving surface, sidewalks and storm drainage facilities which are standard improvements for urban neighborhood streets. Most of the streets in the study area were paved at least 30 years ago. The semi-paved streets, in particular, were built to last 10 to 15 years. The study area consist of approximately 11 miles of local semi-paved streets and 7 miles of local streets with pavement only. The total cost to repave/reconstruct all of the semi-paved streets and streets with pavement only in the study area, including sidewalks where needed, is estimated to be \$9 million dollars. The study area includes 6.5 miles of streets with curb and gutter. The estimated cost to repave these streets is approximately \$1 million dollars.

As indicated above, approximately 75% of the local streets within the study area are non-curb and gutter, and as such stormwater facilities for either stormwater management or quality do not exist for much of the study area. Map 3 (see Exhibit B) indicates the condition of street surfaces and location of sidewalks in the study area. Map 4 (see Exhibit B) indicates the ditches and swales and curb and gutter streets in the study area. Photos 1 and 2 (see Exhibit C) are examples of non-curb and gutter and semi-paved streets in the study area. These photos illustrate erosion problems due to the lack of stormwater management facilities. The Duval Neighborhood Action Plan and the Duval Area Neighborhood Revitalization Strategy identified the improvement of the overall drainage system in the neighborhood as a major need.

As a result of the concentration of roadway needs in the study area, it is likely that some local roadways could deteriorate to the degree that they would need to be reconstructed rather than re-paved by the time they would be rescheduled for re-paving under current allocations.

Along the state roadways in the study area development is typically on small lots each with its own driveway and parking area. The pattern of development is in conflict with the State roadway design intended to provide for relatively high speeds and volumes of vehicular and truck traffic. Individual property access to State roadways exists without consideration to alternatives such as shared access, access onto alleys and access onto local streets.

Sidewalk and Bicycle Facilities:

Wide roadway widths and high-speed vehicular traffic on State roadways within the Study Area compromise the pedestrian grid. Where local streets intersect S.E. 11th Street (Williston Road), Waldo Road, East University Avenue and Hawthorne Road, pedestrian accessibility breaks down and the State roadways create physical barriers between neighborhoods.

Non-local street system:	3.01 miles
Miles of sidewalks:	6.00
Percentage of non-local street with sidewalks:	100%
Local Street System:	24.5 miles
Miles of sidewalks	3.3
Percentage of street with sidewalks:	14%

Most of the streets within the interior neighborhoods do not have sidewalks, curb or gutter. Existing sidewalks are in poor condition in some locations. Along arterials sidewalks are narrow. Poles, signs and other structures constrain pedestrian accessibility.

FINDING: The study area is characterized by defective and inadequate street infrastructure that substantially impairs and arrests sound growth.

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

Conditions:

Approximately 11.0% of the parcels in the study area exhibit one or more of the following conditions: 1) No apparent legal access 2) illegally subdivided 3) non-conforming as to minimum dimensional requirements under current zoning 4) commercially zoned but of a size that they could not accommodate a new building and all necessary site improvements under current codes, or 5) zoned for multi-family residential development but of a size that they could not accommodate a new building and all necessary site improvements under current codes.

Number of parcels which appear to be too small to be developed under current zoning regulations for some or all of allowable uses: approximately 150.

Number of parcels without apparent roadway access: approximately 30.

FINDING: Faulty lot layout in relation to size, adequacy, accessibility and usefulness substantially impairs sound growth.

3. Unsanitary or Unsafe Conditions

Conditions:

Roadway Infrastructure:

Miles of state and local roadways: 27 miles

Percentage with no sidewalks or identifiable storm drainage facilities: 65%

Percentage of local streets with no sidewalks or identifiable storm drainage facilities:
73%

Pedestrian and Bicycle Accidents:

1998-99 Bicycle Accidents:

Citywide: 258

Study Area: 27

Percent of Citywide accidents in Study Area: 10.5%

1998-99 Pedestrian Accidents:

Citywide: 116

Study Area: 16

Percentage of Citywide accidents in Study Area: 14%

Approximately 11% of all bicycle/pedestrian accidents in the City during the two year period of 1998-99 occurred in the Study Area.

Stormwater Management

Structure flooding and street flooding occurs at several locations in the study area due to inadequate and non-existent storm drainage facilities, resulting in unsafe and unsanitary conditions. The semi-paved roadways in the study area do not have curb and gutter. The age of existing development pre-dates requirements for stormwater quality treatment. Stormwater deficiencies are on file in the Public Works Department. Additional study may be needed to identify appropriate strategies to address stormwater problems in the study area. Areas which were included as problems sites, as identified by residents in the Duval Neighborhood Action Plan, are as follows:

- North of N.E. 8th Avenue in the vicinity of N.E. 9th Avenue
- vicinity of 601 N.E. 19th Street
- vicinity of N.E. 20th Street behind Bartley Temple Baptist Church
- N.E. 19th Drive in the vicinity of N.E. 3rd Avenue
- N.E. 24th Street in the vicinity of N.E. 13th Avenue
- N.E. 22nd Terrace in the vicinity of N.E. 13th Avenue

Pollution:

Within the study area, there are approximately 30 sites that have petroleum contamination (see Map 5 in Exhibit B). The sites are given a score by the Alachua County Environmental Protection Department according to the magnitude of the contamination compared to that of other sites. Scores above 50 are eligible for state funded clean up and restoration. The majority of the contaminated sites within the district have scores below 50. These sites will remain stagnant until the higher priority sites are cleaned.

The Sweetwater Branch Creek runs through the southwest portion of the Study Area. Information contained in reports by the St. John's Water Management District indicate that the creek is experiencing degrading water quality due to both point and non-point sources of pollution. Point sources include wastewater facilities, and non-point sources include stormwater runoff or leaching of pollutants into ground water from urban land uses and septic tanks.

Correlation between poverty level, housing cost, age of housing and unsanitary/unsafe conditions:

Poverty level:

According to the 1990 Census, the percentage of persons below poverty level in the City of Gainesville overall is 26%. The average percentage of persons below poverty level in the study area is 47%.

Housing Cost:

The State of Florida defines affordable housing as having a maximum monthly cost limited to 30 percent of household income. According to the 1990 Census, within the City of Gainesville overall, 12 % of home owners have housing costs exceeding 35%. Within the study area, the average percentage of homeowners with housing costs exceeding 35% is 21.6%. Within the City of Gainesville overall, 44.6% renters have housing costs exceeding 35%. This high number can be attributed to University of Florida students. Within the study area, the average percentage of renters with a housing costs exceeding 35% of household income is 28%. Census Tract 6, Block 3 however, indicates that 48% of renters in this area have housing costs exceeding 30% of household income.

Age of Housing:

According to the 1990 Census, the percentage of structures built prior to 1970 in the City of Gainesville overall is 53%. In the Study Area, the percentage of structures built prior to 1970 range from 72% to 96% across six census tract block groups.

The high poverty rate within the Study Area, combined with the high percentage of homeowners spending more than 30% of their household income on housing costs, and

the high percentage of housing units which are at least 30 years old, sets the stage for the inability of study area residents to maintain and repair homes at a level which is consistent with personal and public safety. This is evidenced by a high percentage of units that can be classified as being in a "fair" to "dilapidated" condition, as described below. Photos 3, 4, and 5 (see Exhibit C) illustrate examples of residential structures in the study area which are either in a poor or dilapidated condition.

Vacant lots:

The study area contains approximately 250 acres of vacant land (excluding right-of-way), or 33% of total land area. The Duval Neighborhood Action Plan indicated that a major concern of residents is vacant lots which are not maintained and where illegal dumping occurs. This results in a hazardous situation which is detrimental to the public health, safety and welfare. In 1999, the City of Gainesville Code Enforcement Division identified 31 lots in the Duval Neighborhood alone which had been deemed to meet the city's definition of hazardous lands and excessive growth of vegetation. Illegal dumping on vacant lots will continue to be a hazard in the study area until such time that the development of these lots is attractive to investors. Photos 6 and 7 (see Exhibit C) illustrate examples of vacant lots in the study area which may be appropriate for infill development.

FINDING: The Study Area exhibits unsafe and unsanitary conditions that substantially impair and arrest sound growth based on the above conditions including the need for infrastructure improvements, the correlation between poverty level, and age of housing and housing cost.

4. Deterioration of site or other improvements. The finding related to this "blighted area" factor also meets the definition of "slum" in regards to a predominance of buildings or improvements, whether residential or nonresidential, which by reason of dilapidation, deterioration, age or obsolescence is detrimental to the public health, safety, morals or welfare.

CONDITIONS:

Percent of housing units by condition:

	Standard	Need Minor Repair	Need Major Repair	Dilapidated
NPA 29	68%	23%	8.3%	.2%
NPA 17	38%	51.5%	10%	0%
NPA 31	74%	24%	1.5%	.4%

Source: City of Gainesville Housing Conditions Survey, 1992; methodology: windshield survey.

Note: Neighborhood Planning Areas (NPA's) indicated do not correspond exactly with study area boundaries. See Map 6 for the NPA boundaries as utilized for the Housing Conditions Survey.

According to the City of Gainesville Housing Conditions Survey, completed in 1992, 20% of housing units within an area closely aligned with the study area boundaries, contain housing units that were either in a dilapidated conditions or in need of major repair. Based on a windshield survey of 1,047 structures conducted by Community Redevelopment Agency staff in 1999, approximately 33% of structures were rated from “fair to poor” to “dilapidated” (see Photos 3, 4 and 5 in Exhibit C for examples). Approximately 51% of structures were rated as “fair”. According to the Duval Neighborhood Action Plan, completed in 1999, the City of Gainesville Code Enforcement Division identified at least 40 structures which were determined to be in a dilapidated condition, and were slated for demolition, in the Duval Neighborhood. The Duval Neighborhood comprises a large portion of the study area (see Map 2 in Exhibit B).

The following information was obtained from the 1990 Census:

Housing units lacking complete plumbing facilities: 13 (.8%)

Housing units lacking complete kitchen facilities: 26 (1.6%)

Use septic tank or cesspool: 46 (2.9%)

Age of buildings: The percentage of buildings within the study area which are at least 30 years old range from 72% to 96% across 6 census tract block groups.

FINDING: The study area includes a substantial number of deteriorated and deteriorating structures and conditions that lead to economic distress or endanger life or property by fire or other causes, and conditions exist, which, due to dilapidation, deterioration, and age, result in a preponderance of structures which constitute a menace to public health, safety and welfare.

5. Inadequate and outdated building density patterns

Study area conditions:

Land Area:	720 acres (excluding right-of-way)
Vacant Land Area:	250 acres
Percentage of Vacant Land Area:	33%

The amount of vacant, undeveloped land in the study area contributes to inadequate density patterns. Some of the lots in the study area are too small to meet current Land Development Code requirements for development, as indicated in Item #2 above.

Number of lots in the study area:	2,165
Number of lots developed as residential:	1,204 (296.4 acres)
Number of vacant lots with residential zoning:	643 (150.5 acres)
Number of housing units:	1,608
Overall density for residentially zoned land:	3.6 dwelling units per acre

The study area includes the residential zoning districts of RSF-1 (33.23 acres); RSF-2 (55.41 acres); RSF-3 (121.85 acres); RSF-4 (55.11 acres); RC (77.09 acres) and RMF-5 (104.12 acres). The maximum allowable densities for these zoning districts range from 3.5 du/a to 8 du/a for RSF-1 to RSF-4; and 12 du/a for RC and RMF-5. The overall density for all residentially zoned properties in the study area is 3.6 dwelling units per acre, thereby barely exceeding the maximum allowable density for the least intense residential zoning district. This clearly indicates that maximum residential densities have not been attained in the study area, resulting in inadequate and outdated building patterns for an urban area. The amount of vacant, undeveloped land in the Study Area (33% of all land zoned for residential use), contributes to the low densities.

The study area is located within close proximity to the central core of the City of Gainesville and its downtown. As such, the study area has the potential to be built to its maximum allowable residential density, with commercial enterprises to support residential uses. Photos 8 and 9 (see Exhibit C) illustrate examples of commercially zoned properties in the study area which may be appropriate for redevelopment.

Development along State roads in the study area consist of low density single-family residential and low intensity commercial development (at floor area ratios of 0.25 or lower). Low densities and intensities are indicative of a lack of investment in the study area, particularly when zoning regulations are in place which allow higher densities and intensities. Therefore, the study area would benefit from added incentives to encourage development and redevelopment.

FINDING: The Study Area is characterized by inadequate and outdated building patterns that impair and arrest sound growth.

6. Tax or special assessment delinquency exceeding the fair value of the land

Condition:

Tax delinquent properties:	129
Total assessed value:	\$1,190,400.00
Percentage of study area assessed value:	5%
Percentage of all properties:	6%
Tax delinquencies exceeding 70% of assessed value:	7
Tax delinquencies exceeding 100% of assessed value:	3

Total delinquency: \$188,712.53
Percentage of total assessed value of delinquent properties: 16%

Source: Property Appraiser Records, June 1999

FINDING: The study area exhibits conditions where properties have tax delinquencies exceeding the fair value of the land, tax delinquencies approaching the fair value of the land, and tax delinquencies below fair value of the land. These conditions reduce the marketability of the properties, and impair and arrest sound growth of the area.

7. Inadequate transportation and parking facilities

The transportation system in the study area was developed, for the most part, in a grid pattern, therefore much of the area, excluding narrow roads and those in need of repair, provide an acceptable transportation system for vehicles. The City of Gainesville Regional Transit System operates in the study area, though lag times and lack of bus shelters inhibits the use of the mass transit transportation system. According to the 1990 Census, 10% of persons used the bus to get to work; 20% carpooled; 64% drove alone; 3% bicycled; and 0% walked to work.

The pedestrian transportation system in the study area is inadequate. Of the 24.2 miles of local roadway system, 20.9 miles (86%) of roadways do not include sidewalks. Of the 27 miles of non-local street system, 20.7 miles (77%) of roadways do not include sidewalks.

The transportation system for bicycles appears adequate, as bike lanes exist along the state roadways.

As revitalization, infill and higher density development occur in the study area, pedestrian and mass transit provisions will become increasingly necessary and improvements to these transportation systems will need to be made.

FINDING: While the vehicular transportation systems and parking facilities appear adequate at present, pedestrian facilities (sidewalks) are inadequate to meet existing and future needs. An inadequate sidewalk system impairs and arrests sound growth in the study area.

8. Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area.

Many of the blocks along the State roadway system contain lots which, due to diversity of ownership, would be difficult to develop or redevelop because of the size and/or shape of lots relative to current development regulations.

The study did not examine conditions of title.

FINDING: Diversity of ownership relative to development standards for properties along State road systems impairs and arrests sound growth because several parcels would have to be purchased in some cases in order to be developed in conformance with existing regulations.

9. Other- The need for parks, recreation and facilities for children

The proposed 4th district is located in both the Northeast and Southeast quadrants of the City. The 1990-2001 Gainesville Comprehensive Plan, Recreation Element, indicated that a surplus existed for all quadrant facilities except racquetball courts. However, many facilities are older than 25 years and in need of repair, and the facilities may be too widely dispersed. This is of particular concern since socioeconomically depressed areas such as the southeast quadrant experience public facility inadequacies much more acutely than more affluent areas, where residents may have better access to private and semi-private recreational opportunities and non-local facilities. In addition to repair and replacement of facilities, efforts to meet recreational needs within the quadrant should include an increase in staffing for facilities in combination with initiatives designed to encourage participation in recreational activities.

Evaluation of the Northeast Quadrant of the City indicated a projected deficiency in the area of softball fields by 1997. The playground at mini-park #1, located at N.E. 15th Street and N.E. 4th Avenue in the study area, was rated in poor condition. Tot lot #2, located at S.E. 9th Street and S.E. 8th Avenue was also identified to be in poor condition. The 1998-2007 Parks and Recreation Department Capital Improvement Program indicated the need to replace equipment due to age, condition and for creative play opportunities, and provide lighting for use and safety, as well as mulching and wood framing play areas, at an estimated cost of \$30,000 per playground. The program also indicated the need to develop an eastside regional park at Citizens Field, located partially in the study area, to serve pre-schoolers through seniors, and construct 2 lighted soccer fields and 2 lighted baseball fields. The estimated capital cost for this project is \$1,510,000. Since the City of Gainesville recreation tax initiative failed in 1998, current funding levels do not allow for the completion of these and other recreation projects in the study area.

FINDING: Recreation facilities are in need of improvement in the study area.

Conclusion: Based on the above evaluations of conditions of blight in the study area, this report concludes that the study area is blighted as defined by applicable sections of Florida Statutes. This report further concludes that designating the study area as a redevelopment area is necessary to alleviate the negative conditions which have been stated in this report in order to preserve the public health, safety, morals and welfare and encourage the sound growth and development of the study area.

Exhibit A

LEGAL DESCRIPTION FOR THE 4TH REDEVELOPMENT DISTRICT

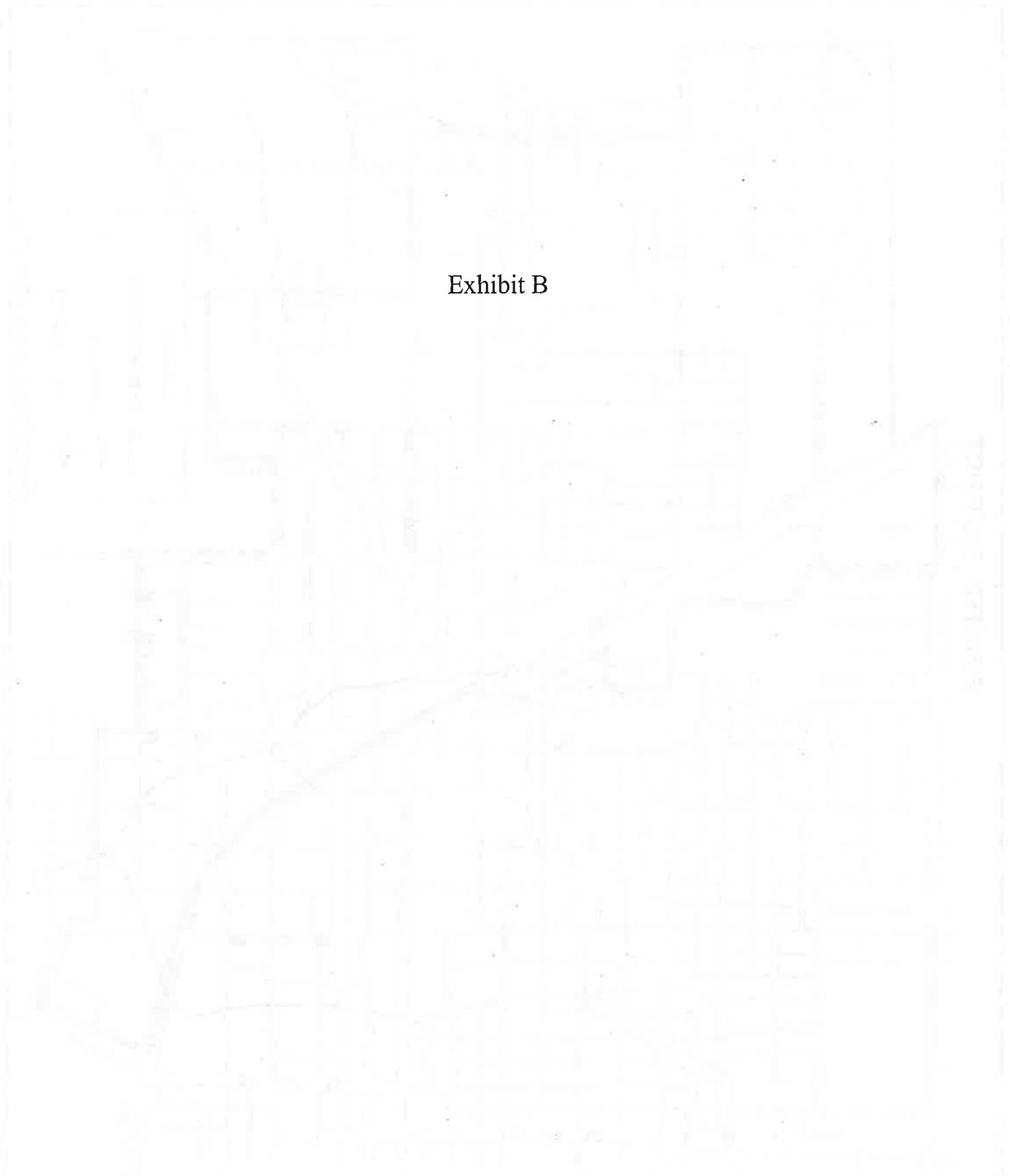
November 8, 2000

An area of land located in Sections 3, 4, 9, 33 and 34 of Township 10 South, Range 20 East of Alachua County, Florida, being more particularly described as follows:

Commence at the southeast corner of the intersection of N.E. 15th Street and N.E. 16th Avenue, as the Point-of-Beginning; from said Point-of-Beginning run East along the south right-of-way line of said N.E. 16th Avenue (and an easterly extension thereof) to a point lying on the northeasterly right-of-way line of the abandoned Seaboard Coastline Railroad property (parcel number 10812-300-000) also known as the Rail-to-Trail property; thence run in a Southwesterly direction to a point on the south line of a City of Gainesville drainage ditch as per Official Record Book 573, page 33, of the Public Records of Alachua County, Florida; thence run along said south line to the east line of Section 34, Township 9 South, Range 20 East; thence run South along said east line to a point lying on the south right-of-way line of N.E. 8th Avenue; thence run West along said south right-of-way line to the east right-of-way line of N.E. 25th Street; thence run South along the east right-of-way line of said N.E. 25th Street to the south right-of-way line of East University Avenue; thence run West along said south right-of-way line of East University Avenue to the east right-of-way line of S.E. 21st Street; thence run South along said east right-of-way line of S.E. 21st Street to a point on an easterly extension of the south right-of-way line of S.E. 6th Avenue; thence run West along said south right-of-way line extension and along the south right-of-way line of SE 6th Avenue to the west right-of-way line of S.E. 17th Terrace; thence run North along said west right-of-way line of S.E. 17th Terrace to the south right-of-way line of S.E. 4th Avenue; thence run West along said south right-of-way line of S.E. 4th Avenue to the east right-of-way line of S.E. 15th Street; thence run South along said east right-of-way line of S.E. 15th Street to its intersection with the south line of Section 4, Township 10 South, Range 20 East; thence run West along said south right-of-way line of Section 4, Township 10 South, Range 20 East to its intersection with the west right-of-way line of S.E. 12th Street; thence run South 10 feet; thence run West to the east right-of-way line of S.E. 11th Street; thence run South along said east right-of-way line of S.E. 11th Street to an easterly extension of the south right-of-way line of S.E. 9th Avenue; thence run West along said southerly extension and along the south right-of-way line of S.E. 9th Avenue to a

point lying 119 feet east of the east right-of-way line of S.E. 7th Street (being also the east line of tax parcel number 16044-000-000); thence run South to the south right-of-way line of S.E. 9th Place; thence run Southwesterly along said south right-of-way line of S.E. 9th Place and a westerly extension thereof to the west right-of-way line of S.E. 4th Street; thence run Northwesterly along said westerly right-of-way line of S.E. 4th Street to the south right-of-way line of the abandoned Seaboard Coastline Railroad property, tax parcel number 12745-300-000 (also know as the Rail-to-Trail property); thence run Easterly and Northeasterly along said right-of-way line of the abandoned Seaboard Coastline Railroad property to the north right-of-way line of N.E. 3rd Avenue; thence run West along said north right-of-way line of N.E. 3rd Avenue to the east right-of way line of N.E. 12th Court; thence run North along said east right-of-way line of N.E. 12th Court to a creek branch; thence run Northwesterly along said creek branch (being also the south line of tax parcel number 12560-000-000) to the East line of Lot 1, Block1, Range 5 of Doig and Robertson Addition as per Deed Book "W", page 437, of the Public Records of Alachua County, Florida; thence run North to the south right-of-way line of N.E. 5th Avenue; thence run East along said south right-of-way line to a southerly extension of the east line of Sperry Heights, a subdivision as per Plat Book "E", page 1, of the Public Records of Alachua County, Florida; thence run Northeasterly along said east line of Sperry Heights Subdivision to the south right-of-way line of N.E. 6th Place; thence run West along said south line of N.E. 6th Place to the west right-of-way line of N.E. 12th Street; thence run North along said west right-of-way line of N.E. 12th Street to the south right-of-way line of N.E. 8th Avenue; thence run East along said south right-of-way line of N.E. 8th Avenue to a southerly extension of the easterly right-of-way line of N.E. 14th Street; thence run Northerly and Northeasterly along said southerly extension and along said easterly right-of-way line of N.E. 14th Street and along the easterly right-of-way line of N.E. 15th Street to the southeast corner of the intersection of N.E. 15th Street and N.E. 16th Avenue, being the Point-of-Beginning, and close. All lying and being in the City of Gainesville, Florida; containing 952 acres more-or-less.

Exhibit B



Map 1

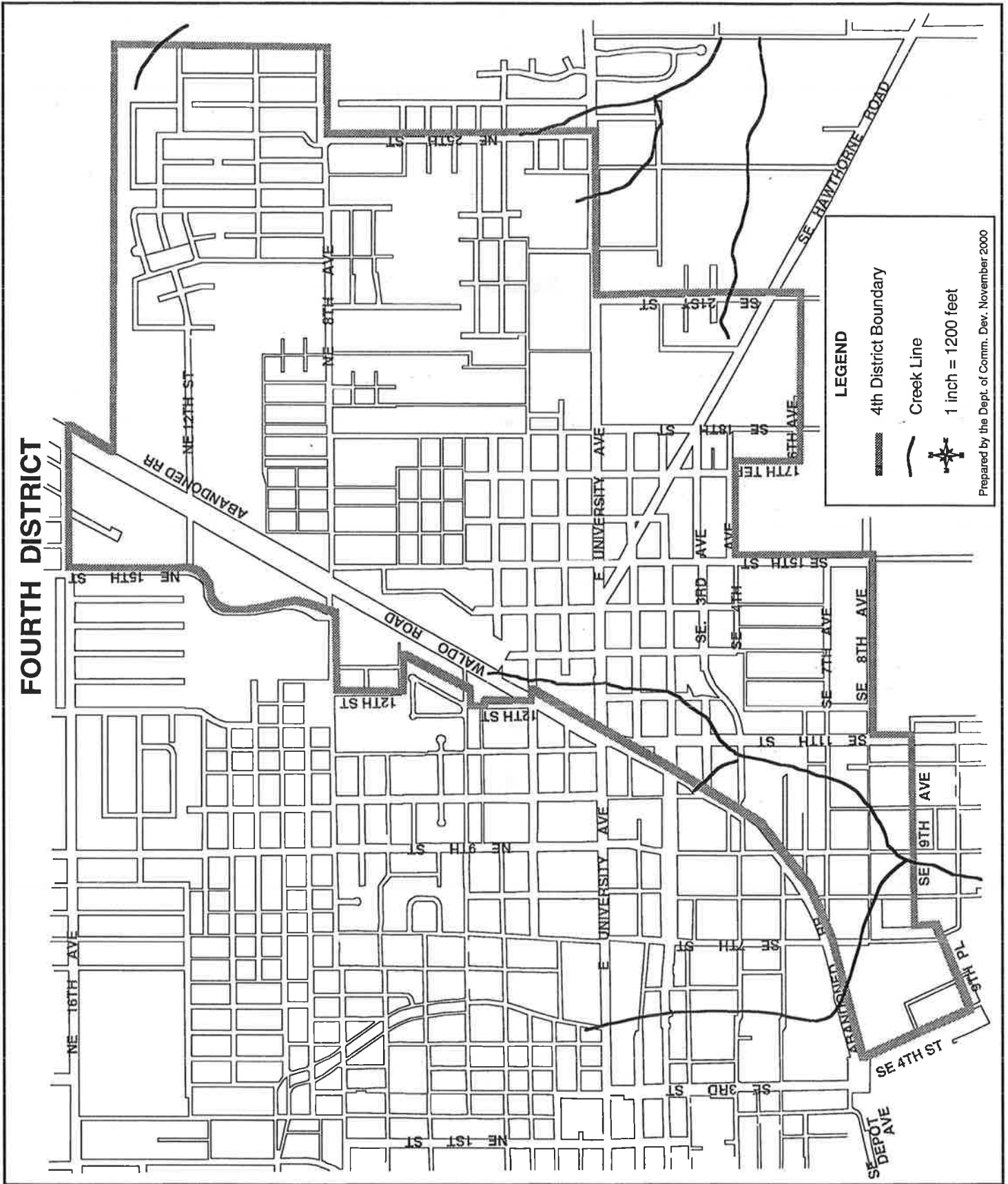


EXHIBIT D

DUVAL NEIGHBORHOOD ACTION PLAN

**Prepared by Duval Neighborhood Residents
City of Gainesville Department of Community Development**

April 5, 1999

Revised September 1999

Participating Residents:

Geraldine Noble
Juanita Miles Hamilton
Ruth Brown
Susie Mae White
Joseph Dix
Clarence Kelly
Daisy Fuller
Elizabeth Simmons
Diane Davis
Sallie Hollis
Rev. Clifford T. Patrick
Peggy Shade

Ivey Campbell Web
Lois Harrison
Verna Beckford
Willard Reed
Carrie Williams
Martha Franklin
Scherwin Henry
Elizabeth Williams
Florence James
Mattie Smith
Beatrice Ellis

**Duval Neighborhood
Neighborhood Action Team**

Neighborhood Planning

Kathy Winburn, Senior Planner
Thomas Center Building B, 2nd floor
302 N.E. 6th Avenue
334-5022

Public Works/Traffic Engineering

Stewart Pearson, City Engineer
Rick Melzer, Civil Engineer II
Thomas Center Building B, 3rd floor
302 N.E. 6th Avenue
334-5072

Codes Enforcement

Diana Osborne, Codes Enforcement Officer
Thomas Center Building B, 1st floor
334-5030

Parks and Recreation

Patrick Byrne, Parks and Recreation Manager
405 N.W. 39th Avenue
334-2171

Police

Officer Vick Norman (COPS Team officer assigned to Duval area)
721 N.W. 6th Street
334-2400

Community Development Block Grant (CDBG)

Jim Hencin, CDBG Manager
Thomas Center Building B, 2nd floor
334-5031

Solid Waste

Steve Hiney, Solid Waste Manager
Gina Hawkins, Recycling Coordinator
Old Library Building, 2nd floor
334-5040

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VI.	Appendices	12

I. EXECUTIVE SUMMARY

The City of Gainesville instituted a Pilot Neighborhood Planning Program in FY 98-99. The program included the designation of two neighborhoods for participation in a neighborhood planning process. The Duval Neighborhood was designated as a participating neighborhood. The program included the provision of city staff (the Neighborhood Action Team), comprised of representing the city's Public Works, Community Development, Parks and Recreation and Police Departments, to work with and assist the neighborhoods in addressing issues and developing a neighborhood action plan, which includes goals identified by the neighborhood residents and proposed projects. The City Commission allocated \$30,000 in neighborhood planning grant dollars to be shared between the two participating neighborhoods for projects located in the city right-of-way or on city owned property. The project should help to create a common identity or sense of community in the neighborhood.

The goals of the pilot neighborhood planning program were to:

- * empower and strengthen the neighborhood
- * initiate and enable intra-neighborhood communication
- * define neighborhood goals and issues
- * enhance communication and understanding between the neighborhood and the city
- * explore alternatives for achieving desired neighborhood and city priorities
- * realize tangible and physical improvements in the neighborhood
- * enhance partnerships with appropriate agencies

In addition to the development of a project within the city right-of-way or on city owned property, the end product of the neighborhood planning program is the adoption of a neighborhood action plan which will serve as a guide to the neighborhood, city departments which serve the neighborhood, and affected agencies.

PART II

OVERVIEW OF THE DUVAL NEIGHBORHOOD

The area designated as the "Duval Neighborhood" for purposes of the Pilot Neighborhood Planning Program is depicted in figure 1. It generally includes the same area as that designated for the Duval Area Neighborhood Revitalization Strategy, excluding areas south of E. University Avenue. This area has been designated by the City Commission as a Target Area Revitalization Program (TARP) Area, and the Duval Area Neighborhood Revitalization Strategy Plan was completed by the City of Gainesville Block Grant Division in 1998 and approved by H.U.D. in January 1999. The Duval neighborhood was chosen to participate in the pilot neighborhood planning program as a continuation of the Duval Area Neighborhood Revitalization Strategy. The program goes further to identify more site specific neighborhood projects and implementation measures than that provided in the Strategy and serve as a proactive approach in the development of a partnership between the city and the neighborhood.

According to the Duval Area Neighborhood Revitalization Strategy and based on the 1990 Census, the neighborhood is predominantly African American; has a much higher unemployment rate than the city-wide average and consists primarily of very low, low and moderate income families. Over half of the families were headed by females, many of which were subsisting below poverty level.

Many of the homes within the Duval neighborhood are rental units, and there are several multi-family developments located within the neighborhood. The condition of the housing stock in the neighborhood varies, ranging from well-maintained to varying stages of disrepair, with many dwellings in need of substantial renovation and demolition. Approximately 40 houses within the neighborhood have either been demolished by the City's Code Enforcement Division or are slated for demolition. The neighborhood is lacking in basic infrastructure in certain locations, such as stormwater management and sidewalks. Several street resurfacing and sidewalk projects have been conducted by the Public Works Department in recent years. The neighborhood also has crime problems and a designated COPS team to help address them. There are two pockets of commercial development in the neighborhood, one located east of the intersection of Waldo Road along N.E. 8th Avenue, which many consider the main entrance to the neighborhood, and the other along East University Avenue. Some of the buildings housing businesses along N.E. 8th Avenue are in poor condition and the properties are not well maintained.

On the positive side, the strengths of the neighborhood include the many residents who are active in their community and wish to improve the quality of life in the Duval neighborhood. Some of the active residents have lived in the Duval neighborhood all of their lives and include retired educators, a published author, those active on community boards, and city employees who live in the neighborhood. The existence of many churches and an elementary school are also considered assets of the neighborhood. Physical improvement projects in the neighborhood in recent years include tree planting along N.W. 8th Avenue and N.W. 25th Street, the improvement of the Northeast

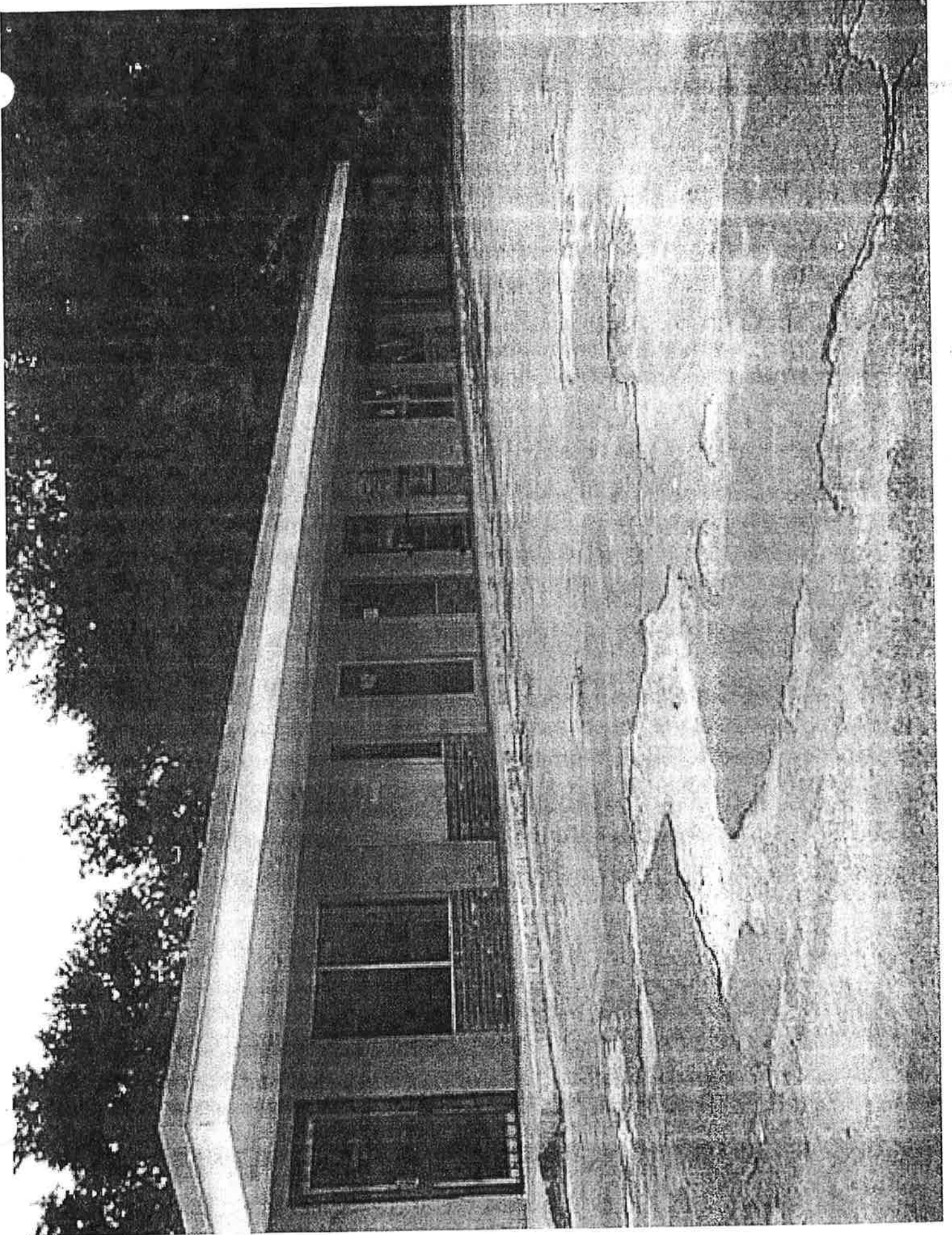
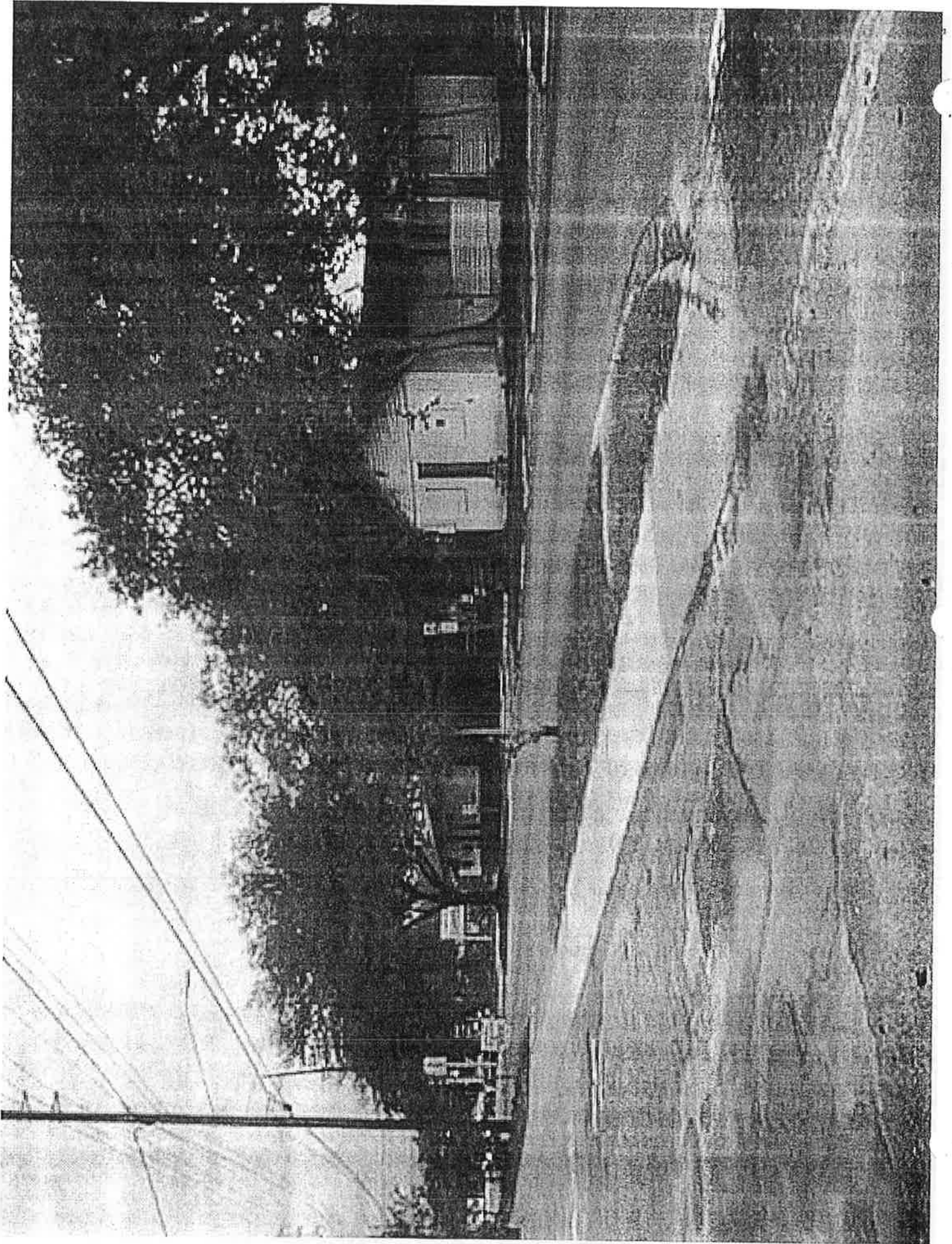




Photo 8



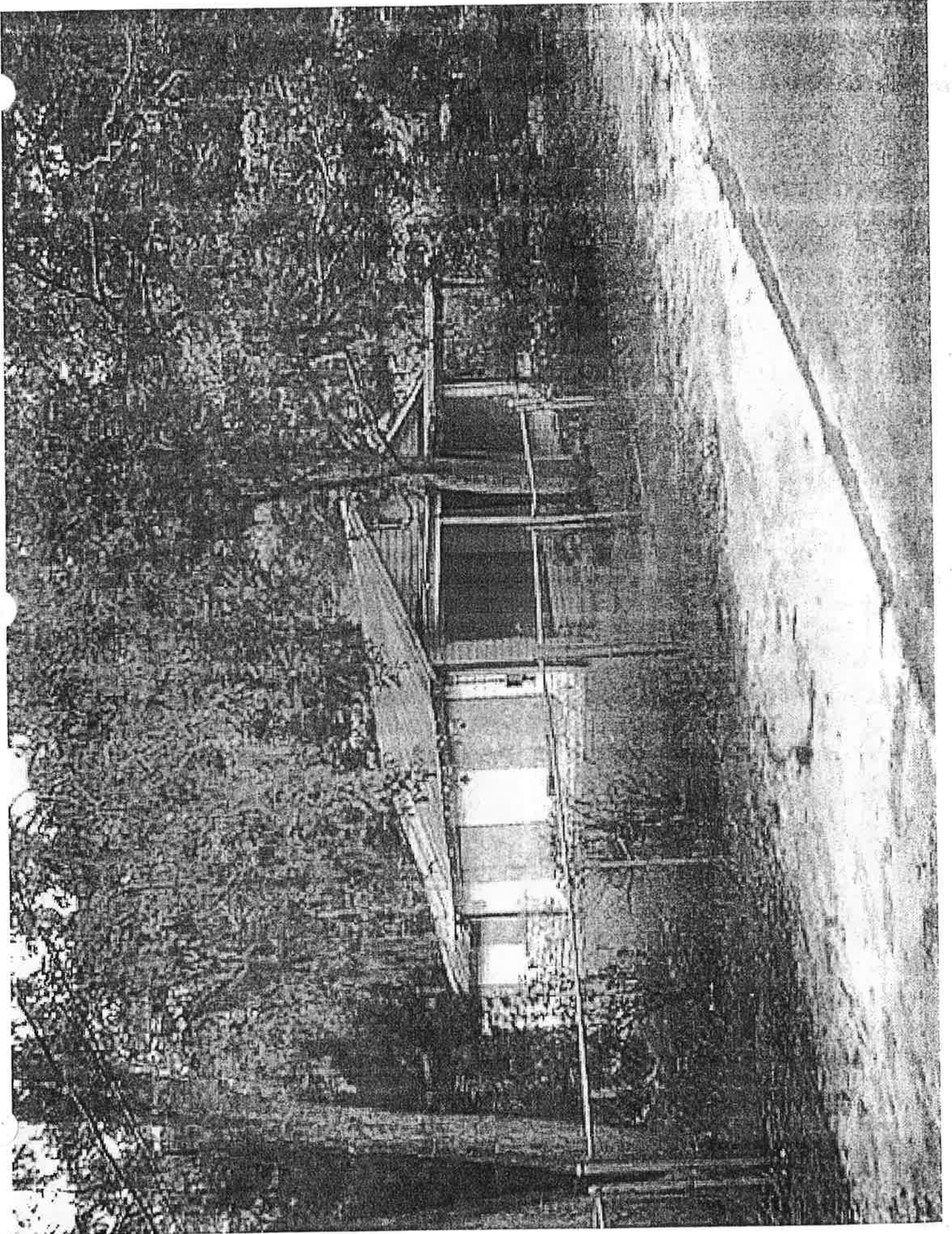
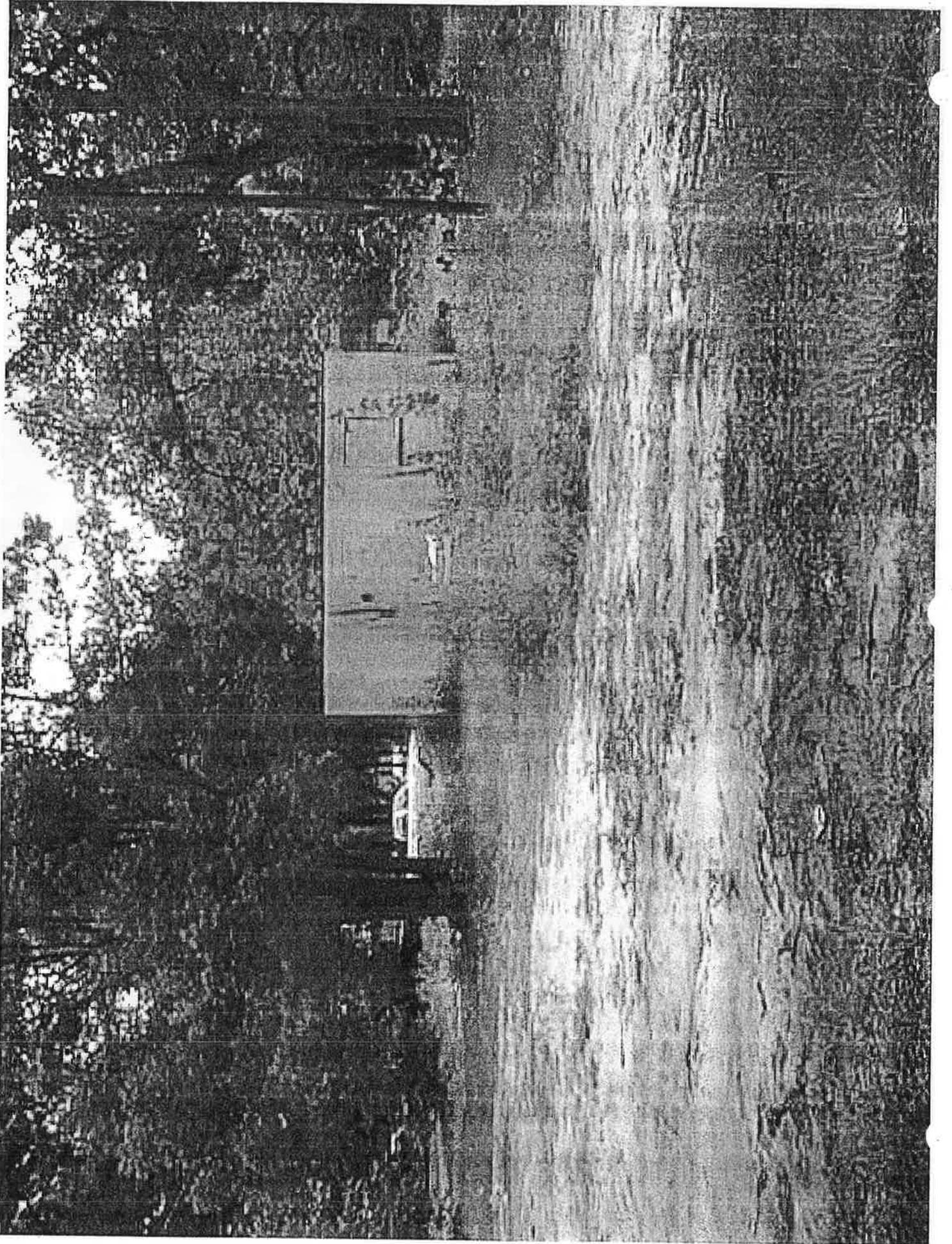
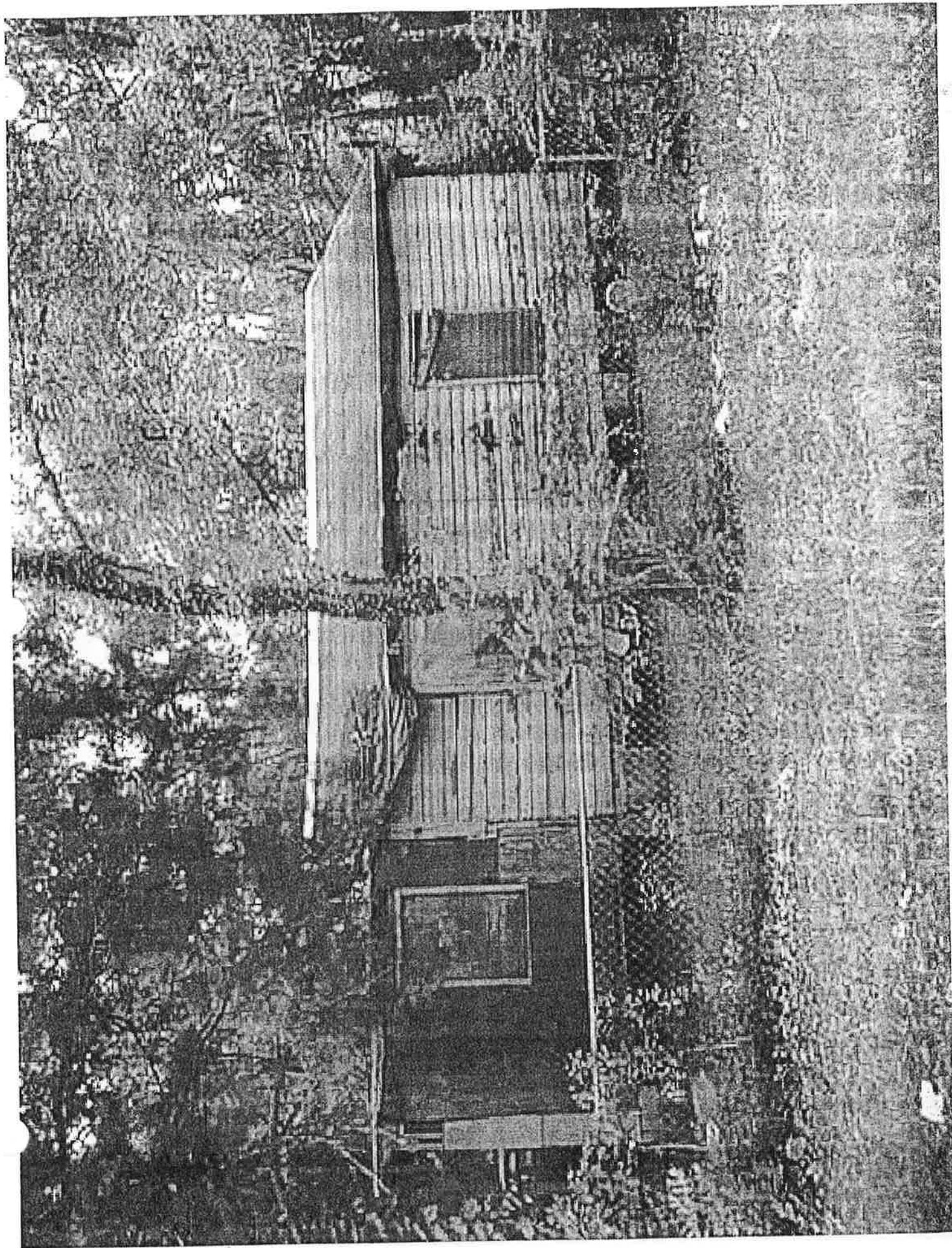
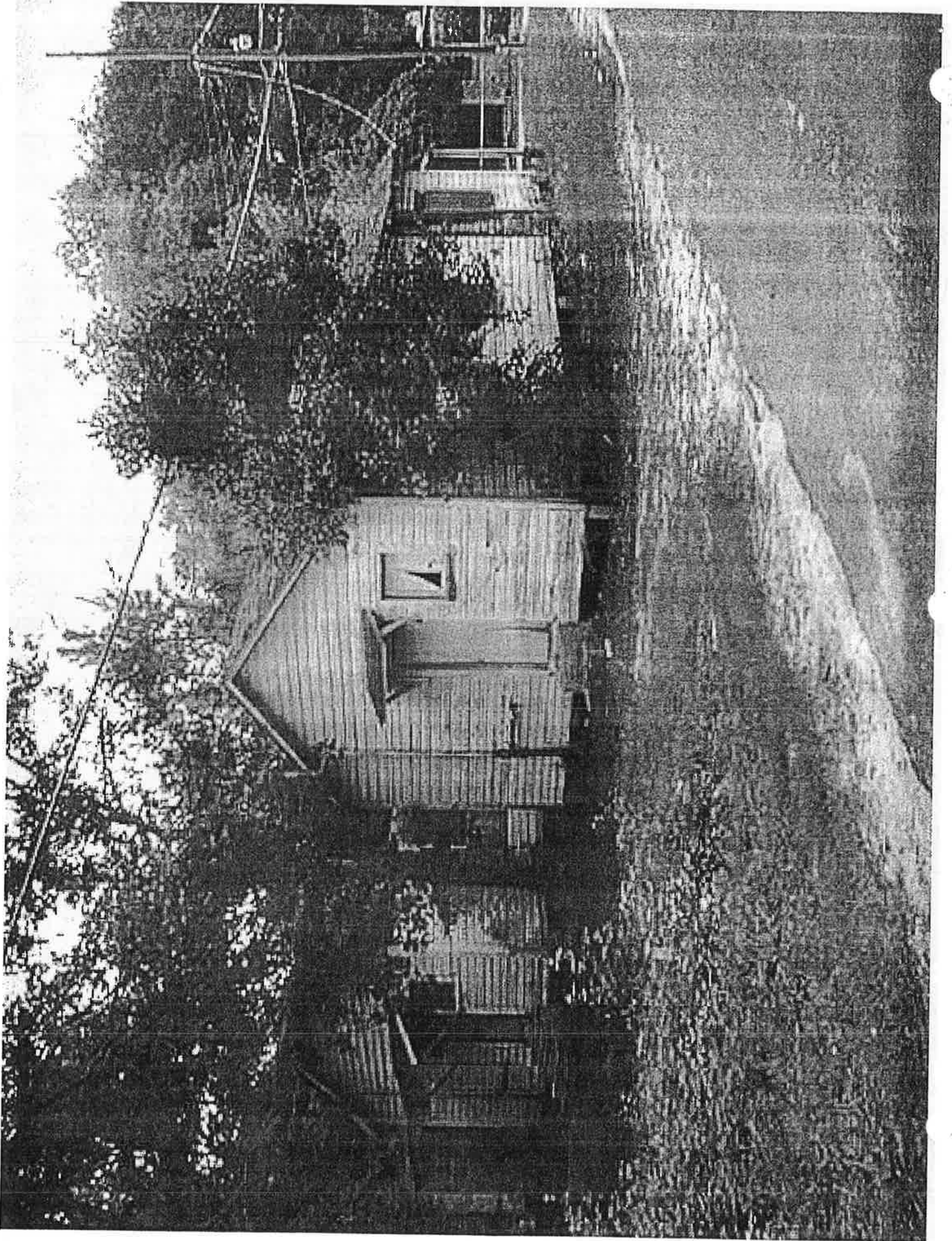
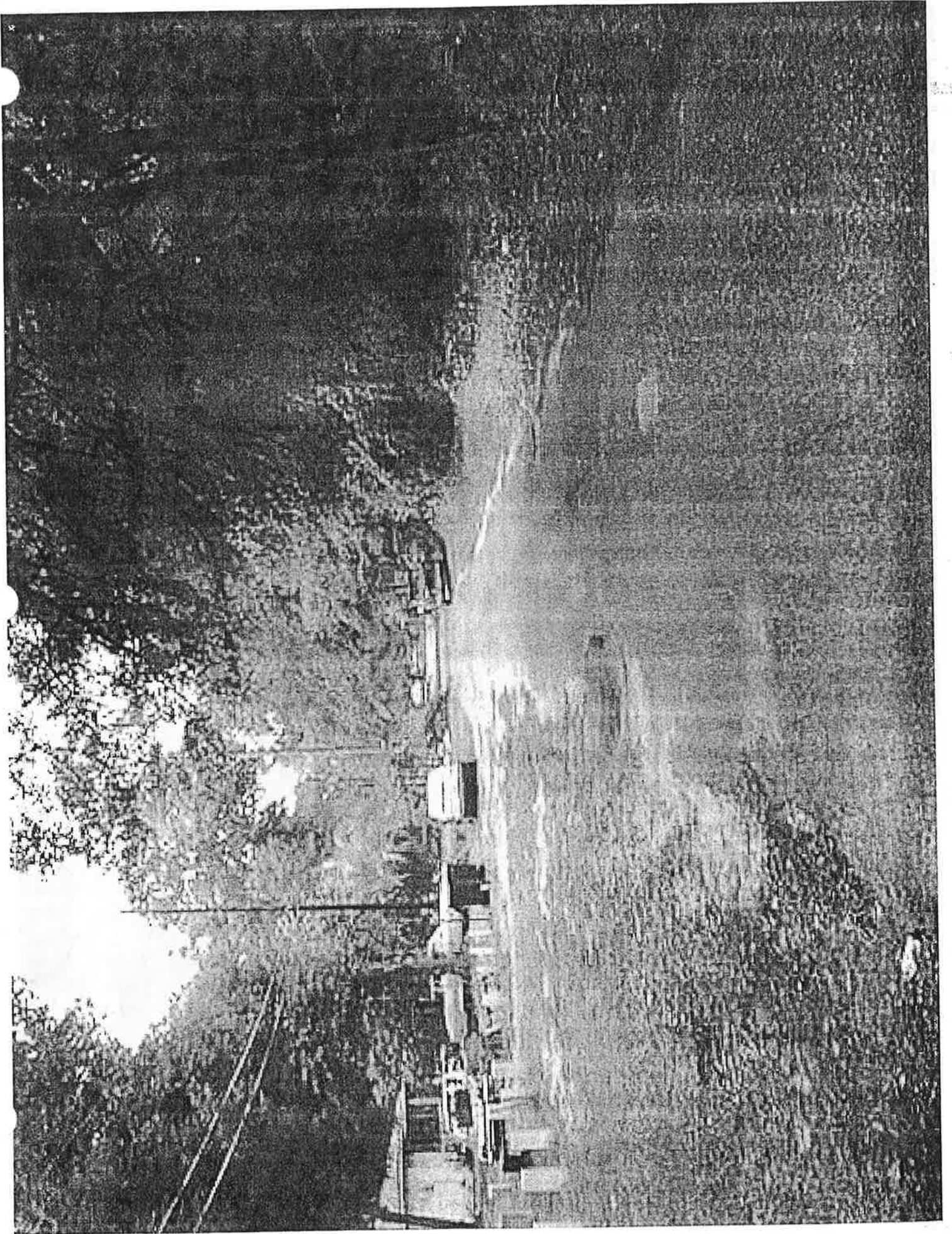


Photo 6









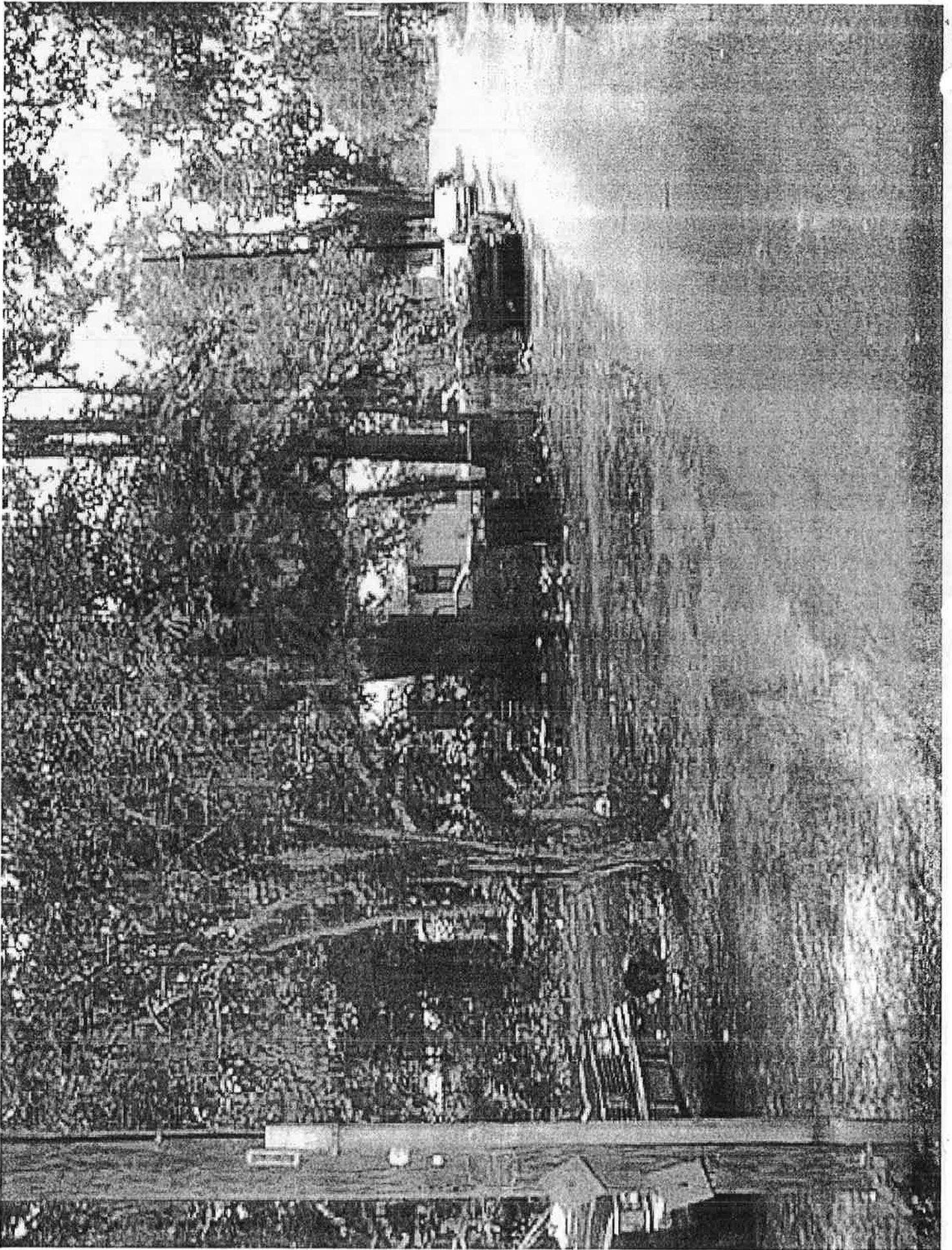
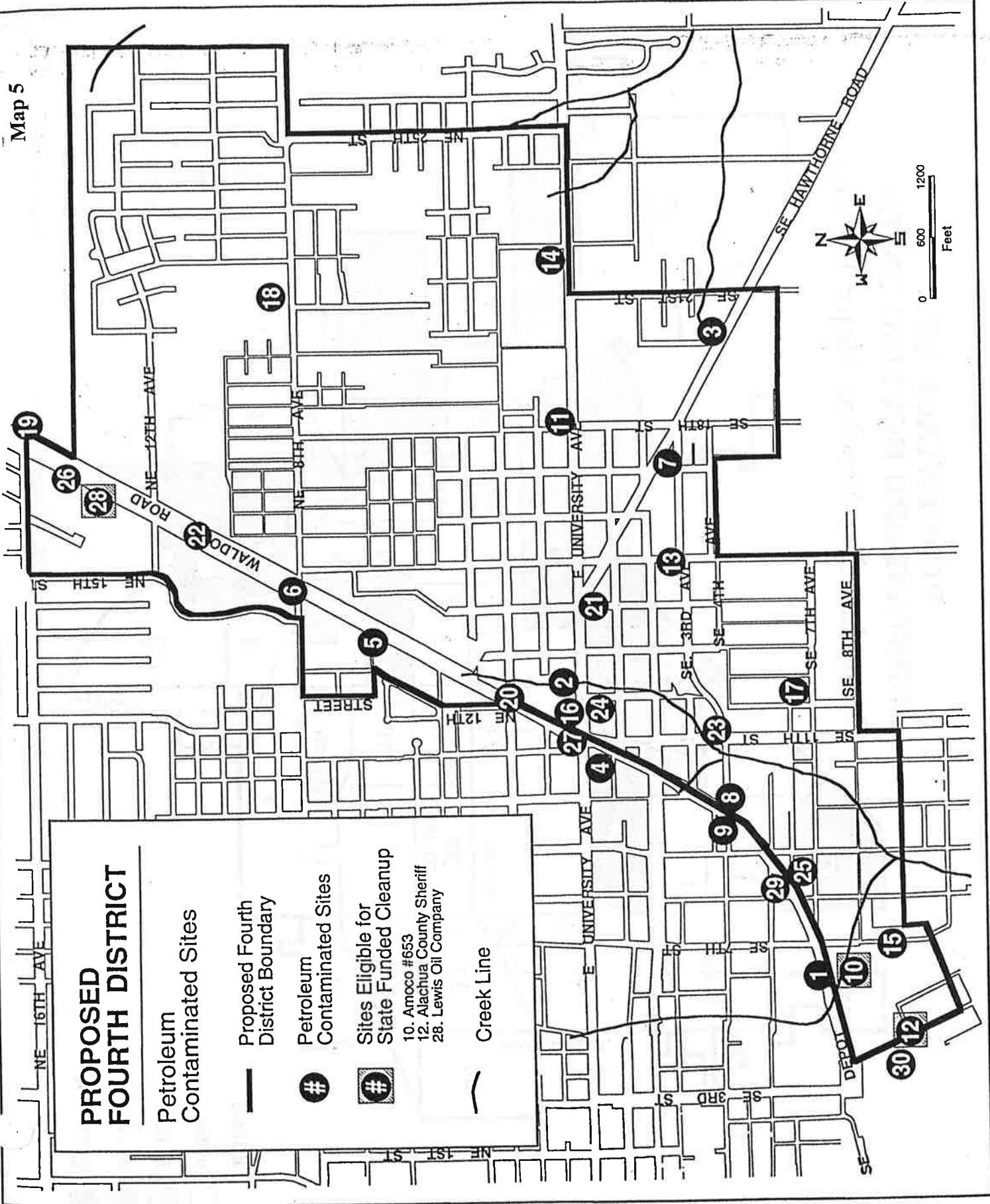


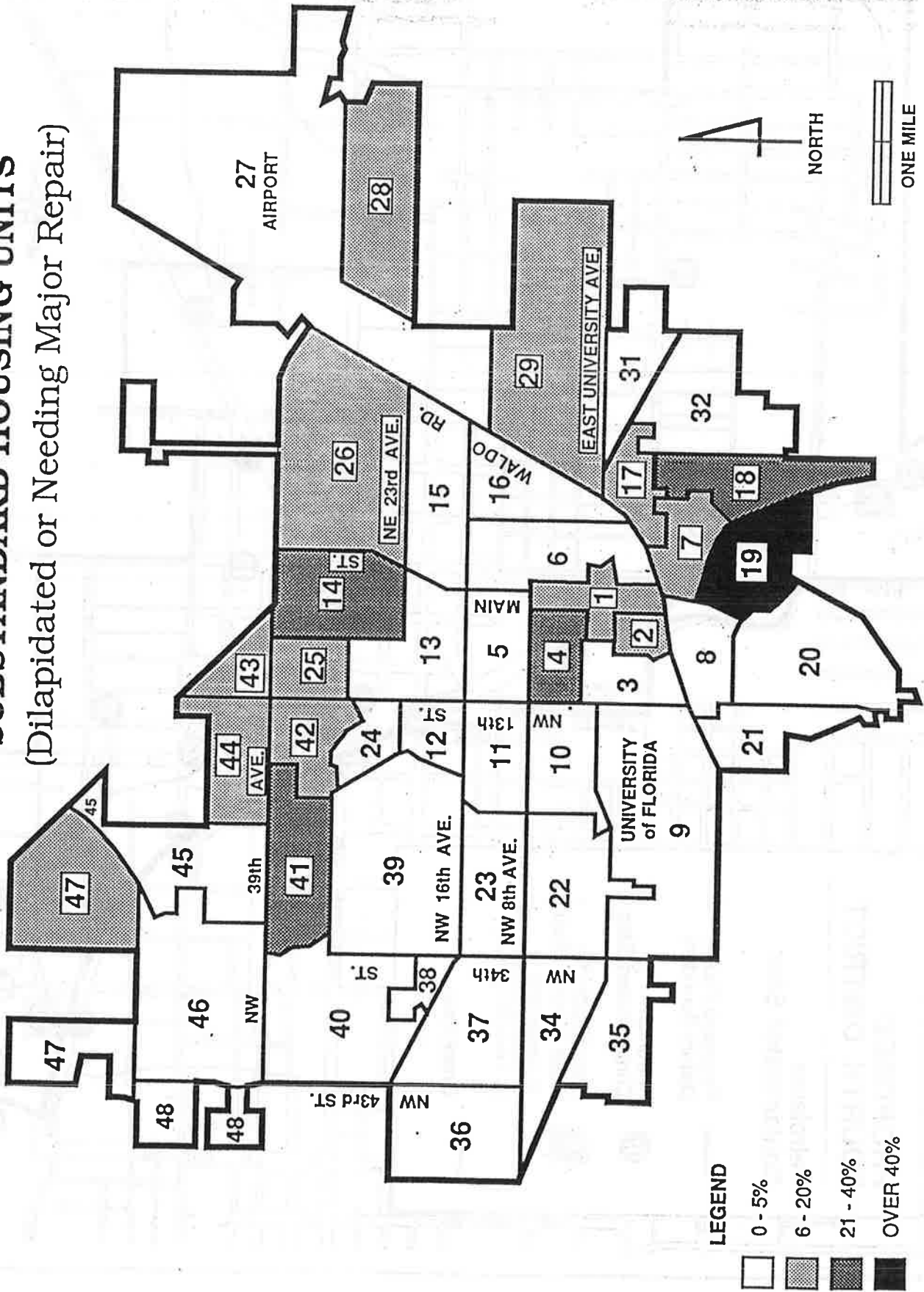
Exhibit C

Map 5



PERCENTAGE OF SUBSTANDARD HOUSING UNITS

(Dilapidated or Needing Major Repair)

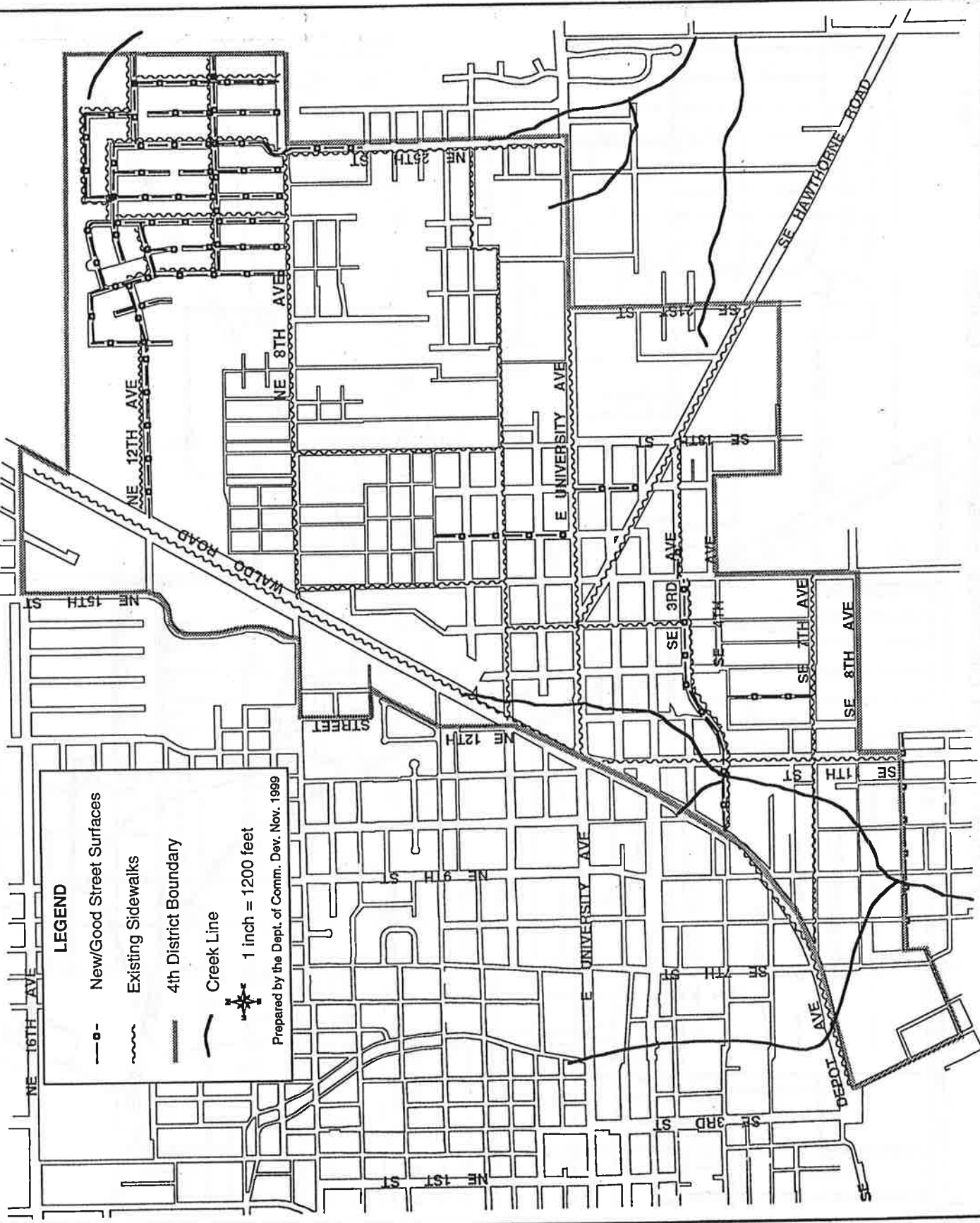


Note: This map does not contain the 1992 Annexation Areas.

August, 1993

Fourth District Street Surfaces and Sidewalks

Map 3



LEGEND

- New/Good Street Surfaces
- ~ Existing Sidewalks
- - - 4th District Boundary
- Creek Line

1 inch = 1200 feet

Prepared by the Dept. of Comm. Dev. Nov. 1999

Community Center and playground for youth activities, improvements to the Duval Elementary School, the development of Cedar Grove II (a new housing development currently under construction), traffic calming initiatives, and road reconstruction.

PART III CITIZEN PARTICIPATION

Because the Duval Neighborhood did not have a neighborhood organization at the inception of the program, the initiation of the Pilot Neighborhood Planning Program began with the organization of neighborhood leaders through meetings of the East Gainesville Development Task Force (EGDTF) Neighborhood Coalition. The purpose of the EGDTF Neighborhood Coalition is to establish and strengthen neighborhoods and neighborhood associations in East Gainesville and to assist neighborhoods to empower themselves to make changes in their community. The EGDTF was a crucial partner in the neighborhood planning effort.

Meeting Summaries

At the September 17, 1998 EGDTF Neighborhood Coalition meeting, city staff made a presentation to Duval residents and the Coalition regarding the proposed pilot neighborhood planning program. As a result, several neighborhood residents attended the September 28, 1998 City Commission meeting to show their support and interest in participating in the program.

At the October 14, 1998 EGDTF Neighborhood Coalition, city staff indicated that the Pilot Neighborhood Planning Program had been approved by the City Commission, and outlined the general process that would take place during the next year for residents to identify neighborhood needs and priorities and develop an action plan. Duval residents took the opportunity to begin expressing problems in the Duval neighborhood, including: paving certain neighborhood streets that are in disrepair; traffic calming; cleaning of vacant lots and drainage. Stuart E. Pearson, P.E. with the City of Gainesville Public Works Department discussed the East Gainesville Sprout Program.

The November 19, 1998 EGDTF Neighborhood Coalition meeting focused on the Duval Neighborhood and the initiation of the Pilot Neighborhood Planning Program process. Neighborhood Action Team members (city representatives from departments including Code Enforcement, Parks and Recreation, Housing, Solid Waste, Public Works, and Police) made presentations regarding their departments' roles in relation to neighborhoods. Questions were asked and valuable information was provided to residents. A presentation was also made by a representative of the Santa Fe Community College Citizen Leadership Training Program. Residents answered the question "What would make the Duval Neighborhood a better place to live?" Residents indicated needs/priorities for the neighborhood at this meeting, which were placed on a flip chart (see Appendix A). A written survey was also distributed by representatives of the Community Outreach Partnership Center (COPC) and the EGDTF. Results of these

surveys are provided in Appendix B. The issues identified at this meeting were divided into five categories, as provided in Section IV.

At the December 17, 1998 meeting of the East Gainesville Development Task Force Neighborhood Coalition, the Duval neighborhood was broken up into sectors and discussion took place regarding establishing "block captains" for different areas to foster neighborhood organization. Goals for neighborhood leaders/block captains, developed by city staff and adopted by the EGDTF Neighborhood Coalition, were distributed (see Appendix C).

On Saturday, January 30, 1999, a neighborhood meeting was facilitated by city staff at the Northeast Community Center, located within the Duval Neighborhood. The purpose of the meeting was to begin establishing goals and strategies to address the issues that residents had previously identified. Additional issues were also identified. During this meeting, residents decided to establish a neighborhood organization, and appointed a President, Vice President and Secretary. The newly formed organization began planning a neighborhood clean-up, to be conducted in conjunction with Keep Alachua County Beautiful, and discussed identifying block captains for each street.

Meeting via the EGDTF Neighborhood Coalition on February 18, 1999, Duval residents discussed and announced the dates for neighborhood clean-ups in conjunction with Keep Alachua County Beautiful. The group indicated that a neighborhood clean-up on March 13, 1999 would focus on areas north of 8th Avenue, and a clean-up on April 10th would focus on areas south of 8th Avenue. Duval residents also discussed proposed stormwater improvements in the neighborhood, including concerns about how stormwater basins would look and the removal of vacant lots for non-residential purposes. Problems with vacant lots and dilapidated structures were also discussed, as well as a proposed site plan for a development to be located on the Camps property to the north.

On March 3, 1999, representatives of the Duval Neighborhood Action Team (staff from the City's Public Works Department, Planning Division and Block Grant Division) met with the president of the Duval Neighborhood Organization to discuss potential projects in the neighborhood.

The neighborhood met on April 13, 1999, and heard a presentation by the City's Public Works Department on proposed stormwater management improvements to be funded with CDBG funds. The general consensus of the neighborhood was to pursue as neighborhood projects the relocation of a tot lot, new bus shelter(s) and entrance landscape features at Waldo Road and N.E. 8th Avenue, and that the neighborhood planning grant funds should be spent in some form on some or all of these projects (see Appendix D for detailed minutes).

At a neighborhood meeting on June 22, 1999, the City's Parks and Recreation Department indicated that a tot lot located at N.E. 8th Avenue and N.E. 15th Terrace would be removed, since it was discovered that the city park was located on private

property. It was determined that right-of-way near Waldo Road on N.E. 8th Avenue was very limited, and as such discussions with a nearby property owner would be pursued regarding landscaping improvements. The neighborhood decided to use the neighborhood planning grant funds to: replace the bus shelter across from Duval Elementary School, provide another bus shelter in a location to be determined at the next meeting in order to see if a bus route on N.E. 15th Street is approved, and spend the remainder of the neighborhood planning grant funds on landscaping improvements. Discussion also took place with police officers attending the meeting and regarding stormwater management improvements (see Appendix D for detailed minutes).

At a neighborhood meeting on August 22, 1999, residents heard a presentation on the development of the Camps property, located in the 1200 block of Waldo Road, as well as an update on a CDBG stormwater project north of N.E. 8th Avenue. Residents also discussed neighborhood projects and decided to locate a second bus shelter on the north side of N.E. 8th Avenue, across from Gardenia Gardens Apartments. Residents also decided to spend grant funds on a third bus shelter, to be located at Waldo Road and 3rd Avenue, and to hire a landscape architect to develop a plan for an entrance feature at Waldo Road and N.E. 8th Avenue (see Appendix D for detailed minutes).

PART IV ISSUES, IDEAS AND GOALS

The purpose of this plan is to outline approaches for addressing neighborhood improvement priorities identified by neighborhood residents. These priorities generally fit into the following categories:

- * Infrastructure/Traffic
- * Crime/Policing
- * Code Enforcement/Housing
- * Beautification
- * Human Services/Neighborhood Organization

Strategies for addressing these priorities, which were developed by the neighborhood residents, are the basis of this plan. This document presents initiatives for action determined by the neighborhood residents, many of which can be accomplished by partnerships within the neighborhood and with the assistance of the city and outside agencies.

Infrastructure and Traffic

Infrastructure and traffic issues have been mentioned most often by Duval neighborhood residents. Many streets within the neighborhood have been identified as needing traffic calming improvements. Stormwater management has been identified as a major problem in the neighborhood. Stormwater enters the neighborhood from the north from an existing development which was built prior to current regulations. Because there are no stormwater facilities or management systems in the neighborhood, stormwater runs unchecked across many lots. Consequently, residents find themselves ankle deep in water when it surrounds their homes, and occasionally the stormwater has seeped into the interior of homes. A CDBG grant has been applied for to resolve the stormwater problem in a portion of the Duval neighborhood.

GOAL: Reduce the speed of cars in the neighborhood by:

1. Installing speed humps on the following streets:
 - a. N.E. 3rd Avenue and N.E. 14th Street
 - b. N.E. 20th Street and N.E. 9th Place (*coordination w/ School Board & Fire Dept. will be needed to determine feasibility*)
 - c. N.E. 10th Avenue
 - d. N.E. 9th Place
 - e. N.E. 22nd Street (*3 humps planned*)
 - f. N.E. 24th Street (*2 humps planned*)
 - g. 2300 N.E. 3rd Place
 - h. N.E. 19th Terrace
 - i. N.E. 13th Avenue

- j. N.E. 25th Street and 11th Place
- k. N.E. 26th Terrace
- l. N.E. 8th Avenue and 16th Terrace
- m. N.E. 19th Drive
- n. N.E. 19th Street

2. Determining the possibility of installing traffic circles and/or 4 way stops at the intersections of:
 - a. N.E. 22nd Terrace and N.E. 10th Avenue
 - b. N.E. 22nd Street and N.E. 10th Avenue
 - c. N.E. 25th Street and N.E. 8th Avenue (*mini-circle possible-- survey work needed*)
 - d. N.E. 23rd and N.E. 10th Avenue (*mini-circle planned*)
 - e. N.E. 24th Street at 10th Avenue and 12th Avenue (*mini-circles planned*)

Note: The Duval Neighborhood will work with the City's Parks Department regarding landscaping and maintenance of the mini traffic circles.

GOAL: Improve pedestrian accessibility and safety for children walking to Duval Elementary School by:

1. Installing sidewalks in the following locations:
 - a. on N.E. 24th Street, from N.E. 8th Avenue to connect with the existing sidewalks which start in the 1100 block of 24th Street
 - b. N.E. 22nd Street north of 8th Avenue to connect with Cedar Grove
 - c. N.E. 10th Avenue, from N.E. 25th Street to N.E. 22nd Street

GOAL: Improve lighting conditions on streets in the neighborhood by:

1. Adding more street lights in the following locations:
 - a. N.E. 20th Street and N.E. 10th Avenue
 - b. N.E. 4th Avenue
2. Requesting a street light review by G.R.U.

Note: The Public Works Department will request a street light reviews of the neighborhood.

GOAL: Improve the overall drainage system in the neighborhood by:

1. Working with the City's Public Work Department to remedy flooding and drainage problems, particularly in the following areas:
 - a. north of N.E. 8th Avenue in the vicinity of N.E. 9th Avenue.
 - b. in the vicinity of the Open Door Baptist Church at 601 N.E. 19th Street

- c. in the vicinity of N.E. 20th Street behind the Bartley Temple Church
- d. N.E. 19th Drive in the vicinity of N.E. 3rd Avenue
- e. N.E. 24th Street in the vicinity of N.E. 13th Avenue
- f. N.E. 22nd Terr. in the vicinity of N.E. 13th Avenue

Note: A CDBG application was submitted by the City's Public Works Department for \$205,000 for stormwater management improvements in an area north of 8th Avenue and east of N.E. 15th Terrace. Between March and October 1999, the city will conduct dialogue with the neighborhood in regards to the design of the project. The projected start date of the project is October 1999 and projected completion date is January 2001. The project will result in the acquisition and replatting of properties to create larger lots (possibly eight lots to meet minimum lot size requirements). These lots would be appropriate for redevelopment. Ten percent of funding for the project will come from stormwater utility fees (\$20,000 in engineering services). On July 21, 1999, the City Commission voted to award \$146,240 for the stormwater project.

GOAL: Improve the condition of existing streets by:

- 1. Repaving with curbs in certain locations.

Note: N.E. 18th Street from University Avenue to 5th Avenue is currently being reconstructed with curb and gutter. Several other streets within the neighborhood have been resurfaced within the last couple of years.

GOAL: Improve convenience for RTS bus riders by:

- 1. Providing covered bus stops and benches in the following locations:
 - a. N.E. 8th Avenue close to Waldo Road and Gardenia Gardens Apartments

Note: This project was approved by the neighborhood for funding with neighborhood planning grant dollars. Locations and costs have been determined in consult with Gainesville Regional Transit Systems and the Public Works Department. At neighborhood meetings in June and August 1999, the neighborhood voted to use a portion of the neighborhood planning grant funds to replace the bus shelter across from Duval Elementary School, and provide a bus shelter on the north side of N.E. 8th Avenue across from Gardenia Gardens Apartments, and at Waldo Road and N.E. 3rd Avenue.

GOAL: Improve drainage ditches and roadways by:

- 1. Cleaning ditches and rights-of-way and sweeping roads on a regular basis

Note: A list of locations were provided to the Public Works Maintenance Division on March 2, 1999.

CRIME AND NEIGHBORHOOD SECURITY

Residents have expressed concerns about the crime level in the neighborhood, particularly in regards to drug sales, drug houses, and loitering. A Community Oriented Policing (COPS) Team is assigned to the neighborhood to help residents curtail crime.

GOAL: Reduce crime throughout the Duval Neighborhood by:

1. Increasing police patrols, particularly in the following locations:
 - a. N.E. 4th Avenue area
 - b. Forest Pines area
2. Shutting down drug houses
3. Establishing a Crime Watch Neighborhood
4. Providing better police enforcement to decrease loitering

BEAUTIFICATION AND NEIGHBORHOOD APPEARANCE

Neighborhood beautification efforts have been made recently in the city right-of-way in the Duval neighborhood with the planting of trees, and additional landscape improvement possibilities have been identified. Residents have expressed the need for the improved appearance of private properties. Successful neighborhood clean-ups were conducted in the spring of 1999 by the residents in an effort to improve neighborhood appearance.

Goal: Improve the appearance of the neighborhood by:

1. Installing an appealing landscape scheme in the vicinity of N.E. 8th Avenue and Waldo Road, a gateway to the neighborhood.

Note: This is a potential project for funding with neighborhood planning grant dollars, however, efforts may be limited due to a lack of city right-of-way in the area. Coordination with the City's Parks and Recreation Department would be needed.

2. Conducting regular neighborhood clean ups in conjunction with Keep Alachua County Beautiful.

Note: A Neighborhood Clean-up was held on March 13th for areas north of 8th Avenue, and on April 10th for areas south of 8th Avenue.

3. Instilling a sense of responsibility in residents to maintain their properties.
4. Trimming trees in the following locations:
 - a. N.E. 22nd Street (oak trees are hindering lighting)
 - b. N.E. 20th Street in the vicinity of N.E. 10th Avenue
5. Painting and fixing up businesses.

6. Improve the playground equipment at the tot lot located at N.E. 8th Avenue and N.E. 15th Terrace

Note: The above mentioned tot lot was determined to be located on private property. Residents requested that the tot lot be removed because of the nearby location of the playground at the Northeast Community Center, and because the area was not appropriate for children to frequent. The tot lot equipment was removed by the Parks and Recreation Department in August of 1999.

CODES COMPLIANCE AND HOUSING

One of the major concerns of the neighborhood is vacant lots that are not maintained and full of trash. Residents have been working with the City's Code Enforcement Division on this issue as well as the demolition of dilapidated structures, as outlined below.

Goal: Clean up vacant lots

1. Conduct regular neighborhood clean-ups and continue to work with the Codes Enforcement Division regarding vacant lots in violation of city codes.

Note: 31 lots within a Duval neighborhood subarea north of N.E. 8th Avenue have been deemed to meet the definition of hazardous lands and excessive growth of vegetation and were cited by the Codes Enforcement Division in mid-March, 1999. The city is authorized to clean and mow the lots and bill the property owners if the owners do not respond within a specified time period.. As of March 24, 1999, eight violations had been abated.

Goal: Reduce the amount of vacant land throughout the Duval neighborhood

Note: If the CDBG grant for stormwater improvements is approved for areas north of 8th Avenue, some vacant lots will be acquired and replatted to meet minimum lot size requirements, thereby encouraging redevelopment.

Goal: Eliminate boarded up and dilapidated houses

1. Work with the City's Code Enforcement Division to continue to identify problem properties.

Note: Approximately 40 structures are scheduled for demolition in the Duval Neighborhood, many of which have been demolished within the past year. A list of lots and structures potentially violating city codes in the Duval Neighborhood subarea north of N.E. 8th Avenue and west of Duval Elementary School were forwarded to the City Codes Enforcement Division on March 2, 1999.

Goal: Eliminate the storage of abandoned vehicles

1. Contact the City Codes Enforcement Office, at 334-5030, to report abandoned vehicles at specific locations on private property.
2. Contact the City of Gainesville Police Service Technicians, at 334-2482, to report stored vehicles on any public right of way or public property.

Goal: Eliminate trash and large items such as furniture accumulating at street side

1. Contact the City of Gainesville Solid Waste Division at 334-5040 to report specific incidences.

Goal: Improve the overall appearance and quality of housing in the Duval Neighborhood

1. Investigate programs that could help residents paint and fix up their homes.

HUMAN SERVICES AND NEIGHBORHOOD ORGANIZATION

The Duval neighborhood has made great efforts toward organization with the recent establishment of a neighborhood association and with the successful organization of neighborhood clean-ups. Residents have expressed concerns regarding the elderly and would like to see a Senior Center located in the neighborhood.

Goal: Improve the services available to elderly residents and residents needing home repairs by working with the:

1. East Gainesville Development Task Force (EGDTF) on locating a senior center within the neighborhood.
2. Community Outreach Partnership Center, the City of Gainesville Housing Division and other agencies to provide repair and painting services.

Note: The names of several elderly residents in need of home repairs have been forwarded to the City's Housing Division.

Goal: Improve the provision of services for residents with specific needs:

1. Establish a clothes closet for the needy in the neighborhood
2. Conduct a toxic clean-up for household items with home pick-up for those who cannot or do not have a way to get there.

Goal: Increase participation in all neighborhood activities by:

1. Establishing a dedicated neighborhood organization.
2. Improving communication by dividing the neighborhood into subareas with residents serving as block captains. Block captains should:
 - 2.1 Form a network of residents and make personal contacts with

other neighbors (preferably face to face or via a telephone tree).

- 2.2 Promote and participate in neighborhood improvement activities and meetings.
- 2.3 Attend monthly EGDTF Neighborhood Coalition meetings.
- 2.4 Keep neighbors informed and distribute meeting announcements and flyers to notify residents.

Note: A neighborhood organization was formed at the January 30, 1999 Duval Neighborhood Workshop. A president, vice-president and secretary were elected. The organization has worked on establishing block captains for neighborhood clean-ups.

**PART V
PROJECTS FOR FUNDING**

The Pilot Neighborhood Planning Program allocates \$15,000 to be spent on a neighborhood improvement(s) within the city right-of-way or on city owned property. The project should help to create a common identity and a sense of ownership or community. Based on projects identified by neighborhood residents, the following have been identified as suitable for:

<u>Project</u>	<u>Cost</u>
1. Bus shelters	\$2,800.00 materials <u>\$ 380.00</u> installation \$ 3,180.00 each
<i>Two bus shelters were ordered in August of 1999 for a total cost of \$5980.00. A third bus shelter is scheduled to be ordered, at an approximate cost of \$3,000.</i>	
2. Gateway landscaping improvements at Waldo Road and N.E. 8th Avenue	\$ 550.00 landscape architect fees \$2,880.00 plants and trees

Remaining funds available for gateway neighborhood sign is approximately \$2,000.

3. Sidewalk additions	approx. \$10 per linear foot
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Because the amount of funding available would not provide for a significant amount of sidewalk, the neighborhood decided not to pursue this project.

Other projects which can be accomplished by existing city programs or neighborhood partnerships are provided with the Goals and Strategies Section of this plan.

APPENDIX A
November 19, 1998
EGDTF Neighborhood Coalition Meeting

**WHAT WOULD MAKE THE DUVAL NEIGHBORHOOD
A BETTER PLACE TO LIVE?**

Citizen Responses:

better drainage
more street lighting in specific locations
speed humps
cleaning up of vacant lots
eliminating boarded up houses
elderly support
eliminating mosquito problems
reducing crime
street paving in specific locations
entrance enhancement to Waldo Road/ N.W. 8th Avenue

APPENDIX B
Duval Residents Survey Response

The following contains written responses by Duval residents to a survey of neighborhood concerns. The survey was distributed at EGDTF Neighborhood Coalition meetings by representatives of the Community Outreach Partnership Center (COPC).

The following list is in no particular order. Number following each item is the number of times the concern was mentioned. Nine surveys were returned.

1. speed humps N.E. 3rd Avenue and 14th Street
2. vacant lots (2)
3. sidewalks (2)
4. more police patrol (4)
5. drainage
6. lighting (3)
7. boarded up houses (2)
8. Camps Lumber Co. Area
9. speed humps
10. beautification in N.E. (specifically Waldo Road and 8th Avenue)
11. speed humps on N.E. 20th Street and N.E. 9th Place (2)
12. speed humps on N.E. 10th Avenue and N.E. 19th Terrace.
13. bright street lights on N.E. 20th Street and N.E. 10th Avenue
14. roads paved with curbs
15. stormwater
16. trees trimmed back
17. vacant lots cleaned
18. ditches need cleaning (2)
19. roads and right-of-way need cleaning
20. businesses need to be painted up or fixed up
21. old cars need to be removed or ticketed
22. old furniture besides roads and trash needs to be removed on trash pick-up day
23. covered bus stops
24. landscaping
25. speed humps on 22nd Street
26. paint up, clean up
27. N.E. 4th Avenue area- no police come on our block and area is completely dark (no lights)

APPENDIX B

Continued

The following list was submitted by Mrs. Lois Harrison, Duval resident, based on interviews with area residents. The list is in no particular order.

1. street paving and roads (curbs)
2. stormwater drainage
3. street lights
4. covered bus stops and benches
5. speed humps
6. police patrolling (more)
7. all ditches need cleaning up
8. clearing of right-of-ways and roadways
9. trees need to be cut back from power lines
10. widening of some streets
11. vacant lots need cleaning
12. boarded up houses need to be torn down or fixed up
13. furniture, etc. needs to be picked up weekly
14. old cars not running need to be removed or ticketed
15. landscaping
16. businesses need to be painted and fixed up
17. wooded areas need cleaning periodically
18. speeding
19. drug houses (shut them down)
20. signs in all areas for children at play (please slow down)
21. all trash should be picked up beside roadways regardless of what it is
22. need a dedicated neighborhood committee to get information to all neighbors (need name, address and phone #) to keep neighbors informed.
23. crime watch neighborhoods
24. sweeping roads and streets

EXHIBIT E

CITY OF GAINESVILLE

**DUVAL AREA NEIGHBORHOOD
REVITALIZATION STRATEGY**



SEPTEMBER 1998



DUVAL AREA NEIGHBORHOOD
REVITALIZATION STRATEGY

SUBMITTED TO

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

PREPARED BY

THE CITY OF GAINESVILLE
COMMUNITY DEVELOPMENT DEPARTMENT
BLOCK GRANT DIVISION

SEPTEMBER 1998

**CITY OF GAINESVILLE
DUVAL AREA NEIGHBORHOOD REVITALIZATION STRATEGY**

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I. INTRODUCTION

The widespread disinvestment in many cities and urban counties nationwide, along with cutbacks in federal urban assistance, has intensified the need for an alternative approach to address problems in low-income, inner-city neighborhoods. Programs designed to alleviate poverty and improve the quality of life in urban neighborhoods have been unsuccessful largely because such efforts were planned and implemented without the participation of the intended beneficiaries - the local residents.

Significant socio-economic improvements have been made in communities that have pursued initiatives which required the active involvement of neighborhood residents and community organizations in the development process. The U.S. Department of Housing and Urban Development (HUD) recognizes that for any revitalization effort to succeed, the entire community - social, business, educational and religious organizations - as well as residents and local governments must be equally involved in the effort as partners. The necessity for partnerships, as emphasized in its Notice CPD-96-01, becomes even more critical as nationwide state, county and city officials grapple with the impacts of welfare reform nationwide.

Cedar Grove II

The regulations for consolidated plan submissions to HUD (24 CFR Part 91, published January 5, 1995) provided the necessary encouragement for the development of a neighborhood revitalization strategy. Now, for the first time, HUD will allow some flexibility and incentives in the application of its Community Development Block Grant (CDBG) program rules for communities that have developed a comprehensive neighborhood revitalization strategy in consultation with neighborhood residents.

Simultaneous with the publication of the consolidated plan regulations, the City of Gainesville was initiating plans to develop the Cedar Grove II subdivision, located in Northeast Gainesville, north of Duval Elementary School. However, lack of funding for infrastructure improvements such as underdrains, street resurfacing, and construction of an access from the neighborhood to Waldo Road, hampered the City's ability to facilitate the construction of houses in the subdivision.

For over ten years, the City had hoped to see Cedar Grove II completed. Finally, in December 1994, the City was awarded a \$1.0 million Special Purpose Grant from HUD to initiate the infrastructure improvements and move forward with Cedar Grove II. CDBG and HOME funds allocated to the project would have necessitated a 100% very low- and low-income project. However, there was a strong desire on the part of everyone who was involved in the Cedar Grove II project to see it developed as a mixed-income neighborhood.

The incentives provided under the neighborhood revitalization strategy regulations allow for the aggregation for housing units assisted pursuant to an approved neighborhood revitalization strategy. The development would qualify as a CDBG assisted project if at least 51% of the houses were sold to very low- and low-income families (i.e., those whose incomes do not exceed 80% of MFI). The regulations allow for the remaining 49% of the Cedar Grove II homes to be sold to moderate-income families (up to 120% of MFI).

Development of the Duval Area Neighborhood Revitalization Strategy (NRS) focuses on the creation of a partnership among county and city governments, community organizations, the private sector, and neighborhood residents. The strategy also places emphasis on identification of the neighborhood's assets - the organizational structure of neighborhood level institutions such as churches, neighborhood organizations, volunteer groups; existing educational institutions (elementary and high school and the School Advisory Council and its residents. The individual skills, institutional resources, and associational strengths, together with the support and commitment of various city departments, is expected to result in the creation of a broad-based group that is committed to developing and strengthening partnerships that emphasize community involvement in efforts to improve the quality of life in the neighborhood. The objectives of the NRS are as follows:

- * To achieve community-based development through the direct participation and involvement of neighborhood residents in all facets of the development process.
- * To focus efforts on the provision of incentives, ancillary services and economic infrastructure to attract businesses in the neighborhood, create job training opportunities, and encourage efforts which seek to empower low- and moderate-income families to attain economic stability.
- * To maintain and enhance a quality environment that the residents can take pride in, focusing on the educational, health and environmental needs, as well as physical improvements in the community,
- * To create partnerships among federal, state and local governments, the private sector, financial and educational institutions, community organizations, and neighborhood residents to promote comprehensive and coordinated efforts to achieve economic and community development.

II. DESCRIPTION OF NEIGHBORHOOD

The Duval Area Neighborhood Revitalization Strategy (NRS) describes a contiguous area in east Gainesville which includes the Duval Heights Target Area, as well as the northern portion of the Lincoln-Hawthorne Prairie Target neighborhood. While the Strategy makes specific reference to the Duval neighborhood, it may also be used as a framework to foster sustained economic and social development in other neighborhoods within east Gainesville.

A. HISTORICAL CONTEXT

Once a thriving community located within close proximity to downtown, east Gainesville has seen a continuing decline in the pace and level of commercial, economic and residential development over the past three decades. This decline reflects structural changes that have taken place over time within the city and county, and may be attributed, in part, to a combination of the following economic, geographical and technological factors that emphasize locational advantages:

- The city of Gainesville, well known as a center of medicine, science and research, is home to the University of Florida and several hospitals, all of which are located in west Gainesville.
- In its heyday, downtown Gainesville, once the gateway into the city, served as the transportation hub and center of economic activity for shoppers, commuters and visitors arriving by rail. The subsequent decline in the use of the railway and the corresponding increase in the automobile as the major mode of transportation following World War II contributed to the decline of the downtown.
- The construction of Interstate 75 in the 1960's and the accompanying and inevitable development of major arterial roads on the city's west side provided access to the Interstate, as well as the abundant supply of land that was available on the west side and extending beyond the city limits.
- The availability of land, coupled with the major infrastructural improvements that were undertaken in the western portion of the city created unlimited opportunities for the development of large and expansive commercial developments including several shopping malls, theaters, home and garden centers, hotels, restaurants. Concomitant with this commercial development was the emergence of new residential subdivisions consisting mostly of middle, upper-middle and upper-income family apartments, condominiums and single family homes.

Factors such as accessibility, availability of space, advantageous location, a local labor supply, availability of jobs, infrastructural improvements and capacity, and the subsequent expansion of Williston, Archer and Newberry Roads and 39th Avenue as major commercial arterials attracted many residents and businesses from the eastside. These favorable conditions have helped to create and sustain hubs of economic activity and commercial and residential developments on the west side of the city.

The continuous westward movement of economic development opportunities, along with homeowners, renters, and entrepreneurs, has resulted in a vibrant and vital economy in

west Gainesville, leaving the eastside geographically isolated, blighted and in economic distress.

Recognizing the significant long-range implications for the future of east Gainesville if this polarization in development continued unchecked, the city of Gainesville, in collaboration with the Gainesville Area Chamber of Commerce and east Gainesville residents and business owners, initiated and organized several tasks that highlighted the need for redevelopment and revitalization of the area. These included preparing and submitting two applications seeking federal and state designation of the area as an Enterprise Zone. More recently, the efforts of the East Gainesville Development Task Force to change the negative perception of east Gainesville have culminated in the publication of an East Gainesville Development Action Plan which outlines the goals, objectives and action steps that need to be taken to stimulate economic development and revitalization of East Gainesville.

In 1994, the City's Block Grant Office also prepared a Target Area Revitalization Program (TARP) report. The ten target neighborhoods which include the eastside, are the older sections of the city and are concentrated close to downtown. Reference to these target areas in the TARP report underscores the need to give priority to these neighborhoods when allocating resources for community and economic development programs. Many of these neighborhoods have a large minority population, consisting primarily of very low-, low- and moderate-income families. They also exhibit many problems associated with the lack of investment, such as high unemployment, vacant or under-utilized commercial and residential property with deteriorating structures, higher crime rates, illegal drug activity, low per capita incomes, and high poverty levels. The few employment opportunities that exist within the community tend to be low-paying service type jobs that do not provide healthcare and other fringe benefits.

B. STUDY AREA

The area covered in the Duval Area NRS includes two target neighborhoods extending over two square miles, and is located entirely within the State Designated Enterprise Zone. The area is predominantly residential in character and encompasses several residential subdivisions.

The Duval Area NRS reflects a mix of housing and ownership patterns, from single family owner-occupied homes to renter-occupied apartment complexes. The condition of the housing stock in the study area also varies, ranging from well maintained to varying stages of disrepair, with many dwellings in need of substantial renovation or demolition. The neighborhood abounds with churches that are scattered throughout the study area. There are also a few existing commercial enterprises that are concentrated along the three major commercial arterials, Waldo Road, Hawthorne Road and University Avenue.

C. BOUNDARIES

The boundaries of the study area, shown on MAP 1, are coterminous with Census Tract 6, and are defined by 16th Avenue and the Tacachale campus to the north, Waldo Road to the west, Hawthorne Road to the south, and extending east to the city limits.

D. NEIGHBORHOOD DEMOGRAPHICS

The racial composition of the city of Gainesville varies considerably, with west Gainesville having the greatest concentration of white population and east Gainesville having the greatest concentration of black population. Based on the 1990 census, approximately 5% of the city's 85,075 residents lived in the study area. This predominantly minority neighborhood is comprised of 3,724 blacks who represented 94% of the 3,973 residents counted in the 1990 census.

In 1990, the study area had an unemployment rate of 10.5%, much higher when compared to the city's rate of 6.8%. Overall, 46% of all persons in the study area were living below the poverty level as compared to the city's rate at 27%. The neighborhood had a total of 1,343 households - 1003 families and 340 non-family households - which consisted primarily of very low, low and moderate income families.

Approximately 557 of the neighborhood's 1003 families were headed by females in 1990, 69% of whom were subsisting below the poverty level. The most vulnerable were households with related children under 5 years of age, 85% of whom were living below the poverty level. These statistics suggest an urgent need for day care facilities for single working mothers. The study area had a total of 1,051 children below 18 years of age, representing 26% of the population. Half of the young population was below 5 years of age.

The high unemployment and high poverty rates are directly related to the low levels of educational attainment of the study area's population. A total of 1612 persons over 25 years of age attended school up to the 12th grade. This number represented 75% of the 2,146 persons who achieved some education. Of the 1612 who attended school up to the 12th grade, only 808 graduated from high school.

A large number of the neighborhood residents did not own their homes. Of the total 1,499 housing units in the neighborhood, 638 homes were identified as renter-occupied. This represented 48% of all households in the neighborhood.

In 1990, a total of 586 people aged 60 and over lived in the study area and represented 14% of the population. Statistical data reveal that 46% of all persons 65 years and over were living below the poverty level in 1990. A total of 142 seniors aged 60 to 65 were excluded from the count, some of whom would have been living below the poverty level. Including them would reflect a higher percentage living below the poverty level.

The study area consisted primarily of very low, low and moderate income households. The median household income of the neighborhood was \$11,807, compared to the city at \$21,077. The median family income was slightly higher at \$12,083 but still quite low compared to the city at \$31,321. Approximately 58% of all households and 56% of all families had incomes less than \$15,000.

The 1998 median income for a family of four in Gainesville is \$39,900. Table 1 shows the breakdown of income limits, adjusted for family size, for families who are 50% and 80% of the area median income.

TABLE 1. INCOME LIMITS FOR GAINESVILLE MSA

FAMILY SIZE (persons)	VERY LOW INCOME (50% MFI)	LOW INCOME (80% MFI)
1 person	\$13,950	\$22,350
2 persons	15,950	25,550
3 persons	17,950	28,750
4 persons	19,950	31,900
5 persons	21,550	34,450
6 persons	23,150	37,050
7 persons	24,750	39,600
8 persons	26,350	42,150

Source: HUD, 1998

In 1990, the average household size for the study area was estimated at 2.96 and the median household income was \$11,807. Many households, especially single parent households, will continue to be categorized as very low income, falling below the income category of \$17,950 if significant improvements are not made to their existing socio-economic conditions to allow them to experience an improved standard of living.

E. IDENTIFICATION OF EXISTING LAND USES







The study area consists of approximately 1660 parcels distributed over 1240 acres of land. The existing land uses, depicted in MAP 2, are identified under the following categories: residential, vacant, commercial, institutional and recreational. TABLE 2 shows the number of parcels and the acreage allocated to each land use category.

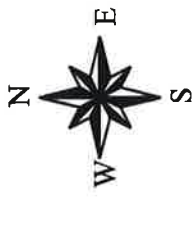
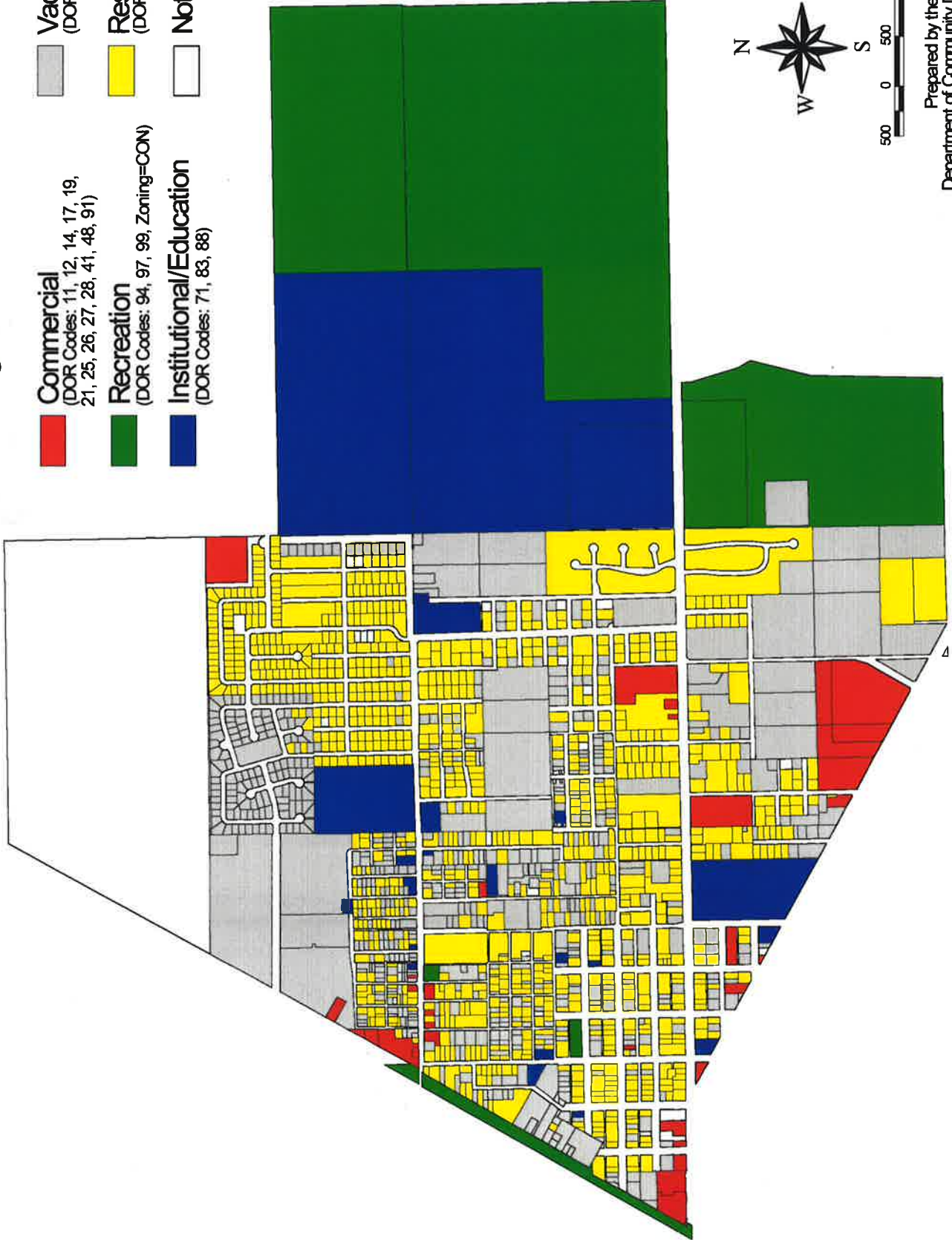
TABLE 2. DISTRIBUTION OF LAND USE BY PARCEL AND ACREAGE

LAND USE	ACREAGE	%	PARCELS	%
Residential	278	23	980	59.0
Vacant	303	24	622	37.5
Commercial	28	2	23	1.4
Institutional	242	20	26	1.6
Recreational	389	31	9	.5
TOTAL	1240	100	1660	100.0

Revitalization Study Area (Duval)

Existing Land Use

- | | | | |
|---|---|---|---|
|  | Commercial
(DOR Codes: 11, 12, 14, 17, 19,
21, 25, 26, 27, 28, 41, 48, 91) |  | Vacant
(DOR Codes: 00, 10, 40, 55) |
|  | Recreation
(DOR Codes: 94, 97, 99, Zoning=CON) |  | Residential
(DOR Codes: 01, 02, 03, 08) |
|  | Institutional/Education
(DOR Codes: 71, 83, 88) |  | Not Identified |



Based on an analysis by number of parcels, the study area can be described as predominantly residential with 890 (59%) parcels in residential use. A total of 622 (37.5%) parcels are identified as vacant. Institutional uses are identified on 26 parcels, commercial use on 23 and recreational use on 9 parcels.

A review of existing land use by acreage, however, indicates that a large portion of the neighborhood remains vacant, exceeding the acreage that is residentially developed. A comparison of these two use categories shows that 303 acres are identified as vacant land, with 278 acres allocated for residential use. These figures represent 24.4% and 22.5% of the total acreage in the study area, respectively. A total of 389 acres (31%) are identified for recreational uses, 242 acres (20%) are in institutional use and 28 acres (2%) are used for commercial purposes.

1. Residential

Currently, 278 acres are residentially developed. Characterized as predominantly residential, the neighborhood is comprised of several subdivisions located in the north east. These include Cedar Grove I, Booker Washington Heights, Dixon, Pine Ridge, Forest Pines, Duval Heights, Florida Gardens, and the new Cedar Grove II residential development.

A majority of the subdivisions is located north of 8th Avenue in the northeast section of the study area, with a few small clusters located on the north side of University Avenue, west of 15th Street, and east of 23rd Street along the 25th Street corridor, from 8th Avenue to University Avenue. These are well developed, stable residential neighborhoods that are characterized by single family, owner-occupied homes on well maintained lots. Many owners have lived in the neighborhood for almost three to four decades, raised their families and are now retired.

A total of 1,499 housing units existed in the neighborhood in 1990, 1,349 of which were occupied. Owners (52%) and renters (47%) were evenly split in the community, with 711 inhabited by owners and 638 by renters. The present condition of the housing stock varies, ranging from well-maintained to varying stages of disrepair. Many of the units are currently in need of substantial renovation or demolition. The city's Code Enforcement Division recently cited 42 units in the study area, recommending either substantial renovation or demolition of those structures.

The neighborhood is also comprised of public housing developments that are concentrated in the eastern portion of the study area. Gainesville Housing Authority (GHA) owns and operates four residential complexes in the study area, providing a total of 244 affordable rental housing units. These include Lake Terrace which offers 100 units, Pine Meadows with 80 units, Forest Pines with 36 units and Caroline Manor offering 28 duplex units. GHA assists an additional 90 or so families who live the area through its Section 8 Program.

Gardenia Gardens is the sole privately owned housing complex which offers subsidized rental housing on a large scale to the low- and very low-income residents in the study area, providing 100 units. This development, subsidized with federal funds, is affiliated with a neighborhood church, Mount Carmel Baptist. Another private development, Palm

Square Apartments, is an 11- unit complex that fronts on Waldo Road and provides subsidized rental housing for its residents.

2. Vacant

Approximately 24% of the residentially and commercially zoned land remains undeveloped. This represents a substantial number of parcels that are scattered throughout the neighborhood and vary in size, ranging from sliver lots to several acres. Many of the larger parcels are located in the eastern portion of the study area, with the exception of a 54 acre vacant parcel located in the north. The parcel, adjacent to Cedar Grove II, is zoned mixed use and is identified as a potential commercial site that may be developed in tandem with the Cedar Grove II project.

3. Commercial

A total of 23 parcels are identified as currently occupied by commercial uses. These uses are located along four arterials in the neighborhood, Waldo Road, Hawthorne Road, University Avenue and 8th Avenue and represent approximately 2% of the area. The first three arterials are state highways that provide direct access from the city to other communities that are located in the north, east and southeast sections of the county.

Several commercial developments have recently been completed or are in the pipeline. The largest commercial development currently in the neighborhood is a Food Lion supermarket located on Hawthorne Road that was opened in May 1995. A newly constructed Walgreen's pharmacy, located at the intersection of Waldo Road and University Avenue, was opened in December 1997. The shopping center housing the Food Lion supermarket has expanded to include a Family Dollar store and a dry cleaner and laundry, both of which opened in Spring 1998.

4. Institutional

Institutional uses, totaling 242 acres, include educational facilities and churches. The three large parcels, shown on Map 1, are identified as educational uses. The largest parcel located in the east is approximately 200 acres and is occupied by The Lofton High School and Horizon - New Pathways. Duval Elementary School is located in the north, on 8th Avenue, and the School Board of Alachua County in the south between University Avenue and Hawthorne Road, each occupying approximately 15 acres. The remaining parcels are occupied by 27 churches that are dispersed within the study area.

5. Recreational/Social

The study area has few recreational areas that are accessible to the neighborhood residents. Its inventory includes three tot lots and a community center. The tot lots are neither well-maintained nor well-equipped and lack proper security. The larger tot lot located at NE 15 Street and Fourth Avenue is identified as a location where illegal drug activities frequently occur. The Gainesville Police Department monitors this location and makes arrests frequently. An unimproved lot owned by the Housing Authority is used exclusively by youths from the Forest Pines as a basketball court.

The larger parcels located on the eastern extremity of the study area, zoned as conservation lands, include the Morningside Nature Park and Fred Cone Park. Morningside Nature Park encompasses 278 acres of forests that serve as home for dozens of species of birds, reptiles and mammals. The Center also features seven miles of trails and boardwalks that meander through rustic and secluded natural areas and an 1840 cabin and barnyard animals in its Living History Farm.

The Center offers a variety of environmental education programs that are designed and conducted by the City's Nature Operations Division. These include programs for the Alachua County school system, community education classes, nature preschool programs, weekend and summer programs, and special events. Though quite close, both parks are not easily accessible by the Duval Area residents, and, as such, are not considered part of the neighborhood.

Other recreational facilities include an eight foot asphalted path along 2.5 miles of the abandoned CSX rail corridor that runs parallel to Waldo Road, extending from 39th to University Avenues. The path, completed in 1996 as part of the Waldo Road Beautification Project, is currently used by pedestrians, cyclists, roller bladers and joggers. Benches strategically placed along the path and trees, shrubs and wildflowers planted throughout its length provide passive recreational opportunities for residents. Maintenance cost of the portion of the greenway in Duval is estimated at \$24,000 per year.

III. PUBLIC PARTICIPATION AND CONSULTATION

The City of Gainesville's Block Grant Division initiated a comprehensive outreach process to provide information about the Neighborhood Revitalization Strategy (NRS) and to involve the community in the process. Meetings were held with residents, religious leaders, members of social service and non-profit community organizations, educational institutions, and owners and operators of business enterprises located in the Duval area, as well as public agencies (City and County).

The direct participation and involvement of neighborhood residents in all facets of the development process is essential to achieving community-based development. One of the major criticisms of previous efforts to initiate neighborhood revitalization in declining urban areas was that policies were often prescribed and programs implemented without input from community residents. Practitioners in the field of community development have recognized that the success of any local initiative or effort is rooted in local interests (individuals and groups).

The community outreach effort, which began in April 1997, was undertaken to encourage public participation to solicit input from the area's stakeholders. It was considered the most important aspect in the community consultation process, recognizing that those who live and work in the neighborhood are more familiar with, and have more in-depth knowledge of the needs of the neighborhood. The outreach effort emphasized the need for and encouraged residents to actively participate in the development process that would ultimately shape their neighborhood. This involvement ensures that the benefits of economic activity and other development efforts would be reinvested in the neighborhood for long-term and sustained community development.

Achievement

The public participation process brought together a broad-based group representing a cross-section of the neighborhood population. The group, comprised of neighborhood residents, business and civic leaders, church leaders, service providers, community organizations, local, city and county government representatives, worked together to create a successful private/public partnership. This unique collaboration provided an opportunity for the entire community to work harmoniously together to identify issues and concerns. It also allowed them to prioritize the needs of the neighborhood and pursue innovative efforts to develop locally-driven solutions that would be beneficial to the community.

The City's commitment to the continued development and improvement of the Duval area was evident throughout the community outreach process. The positive response from representatives from various City departments who were willing to assist and facilitate a productive working partnership was heartwarming to the residents. The realization that much can be achieved when City resources are combined with neighborhood cooperation and resourcefulness has resulted in a successful local public/private partnership that has instilled neighborhood confidence in local government.

A. DESCRIPTION OF PROCESS

Comprehensive outreach efforts were initiated in April and May 1997 to introduce and explain the purpose of the NRS to everyone who has a stake in development of the Duval area. Individual meetings were held with representatives from the various agencies and organizations and community groups listed below:

- | | |
|---------------------------------|---|
| Religious leaders | Mt. Carmel Baptist Church, Bartley Temple, Community Praise Center, Open Door Ministries, Green Pastures Harvester Church |
| Community Organizations | Central Florida Community Action Agency,
100 Black Men of Greater Gainesville, Inc.
United Gainesville Community Development Corporation
Community Outreach Partnership Center
East Gainesville Development Task Force
Eastside Community Health Center
SantaFe Community Care
Gainesville Housing Authority |
| City Departments | Recreation and Parks, Planning, Housing, Public Works, Police, Code Enforcement, Economic Development |
| Alachua County | Planning and Growth Management Department, Sheriff's Office |
| State Representative | Cynthia Chestnut |
| Educational Institutions | Santa Fe Community College, Horizon-New Pathways, Lofton High School, Duval Elementary School |
| Business Enterprises | Chamber of Commerce |

In addition to meeting individually with representatives from the above-listed agencies, door-to-door contact was made, prior to the meetings, with residents and owners/operators of businesses. Individual contact with the various area stakeholders made it easier to facilitate neighborhood meetings and helped to eliminate some of the barriers and confusion which usually arise when the local residents are unaware of events taking place in their neighborhood.

Neighborhood Meetings

Approximately 35 persons attended the initial neighborhood meeting which was held on May 9, 1997 at 10:00 a.m. in the Community Room of Gardenia Gardens Apartments, centrally located in the Duval area. The purpose of the meeting was to identify the concerns/issues of the neighborhood and discuss possible initiatives to be pursued in an attempt to resolve them.

A second meeting was held on May 29, 1997 at 6:00 p.m. at the Mt. Carmel Baptist Church, to accommodate those who could not attend the day meeting. Approximately 16 persons attended the second meeting where and voiced the same concerns of the first group. The issues raised focused on three major areas of concern:

- the educational and recreational needs of the children and youths in the neighborhood;
- the lack of economic development opportunities and the need to encourage new businesses in the neighborhood to provide jobs for the residents;
- the deteriorating condition of the infrastructure - roads and sidewalks, lack of drainage facilities and the need to improve the quality of the environment.

Having identified some of the major neighborhood issues and concerns, the community agreed to establish working committees to work in a comprehensive manner towards addressing them.

B. WORKING COMMITTEES

Three committees were established: Youth/Education, Economic Development and Infrastructure/Environment. These committees were charged with the task of creating local partnerships to analyze the issues identified and develop workable solutions that would improve the quality of services in the community. Committee Chairs are long-time neighborhood residents who have demonstrated their capability, expertise and ability to mobilize residents around various issues. They have also been able to solicit the active participation and commitment of neighborhood residents and organizations in identifying the needs of the community and have been able to access human, technical and other resources needed to plan, develop and implement programs in a very focused and efficient manner.

1. Youth/Education Committee

The concerns raised at the community meetings regarding the educational and recreational needs of the children and youths in the neighborhood include the following:

- Improving the reading and achievement scores to increase levels of educational attainment at Duval Elementary School after a 1997 state report revealed that the school recorded the lowest achievement scores of any elementary school in Alachua County;
- Improving the socio-economic status of the school-age population, 90% of whom were eligible for free/reduced lunches;
- Upgrading and improving the physical condition (interior and exterior) of Duval Elementary School located in the northern portion of the study area, and evaluating the school's capacity to accommodate the additional elementary school-age population from the Cedar Grove II housing development;
- The need to get parents more involved and interested in their children's education by assisting with homework and reading, and by actively participating in school activities and parent-teacher conferences;

The difficulty experienced by youths in the neighborhood who have to cross Waldo Road, a heavily traveled arterial, in order to access the Martin Luther King Jr. (MLK) Multipurpose Center, raising serious pedestrian-safety issues;

- The need for after-school computer training centers, community resource rooms and more recreation facilities for youths in the neighborhood;
- The possibility of making the school available to the community for their use after school-hours.

The Youth/Education Committee convened a meeting with the principal of Duval Elementary School in November 1997 to outline the responsibilities of the Committee and to discuss the issues identified at the community meetings. Urgent needs of the school were identified and on-going initiatives to address some of the needs were discussed.

The meeting also provided an opportunity for the principal to discuss the school's relationship with its many business and community partners in the "Partners in Education" Program. The school receives enormous financial and in-kind support from its business partners who are very supportive of and generous to the school and its students. For example, the school received a donation of playground equipment from Shands at AGH. The Alachua County School Board dismantled the equipment which was located on the hospital's property and installed it at the school's playground.

Other business partners, together with community groups, will work together to fulfill some of the other needs outlined below:

- Install some tables and benches to provide an outdoor picnic area since the school currently does not have such amenities;
- Provide vests for the choir and offer T-shirts to every student;
- Provide transportation for students who attend the evening program;
- Construct a marquee in front of the school to notify the public of upcoming activities;
- Provide landscaping of the grounds;

In addition to follow-up meetings with the school's principal in December 1997 and January 1998, the Education Committee met separately with two educators who are developing programs that will be offered in 1998 to children currently residing in the Gainesville Housing Authority complexes. The Committee also met with the Director of Educational and Community Programs for the new Eastside Community Health Center which opened in April 1998. The Committee has also met with officials from the City's Recreation and Parks Department to address the recreational needs of the neighborhood's youths and is expected to continue outreach efforts to develop working

partnerships to identify and pursue opportunities to address other needs of the neighborhood's school-age population.

2. Economic Development Committee

Residents expressed concern about the non-existent economic development opportunities and the lack of a well-developed retail and commercial sector in the neighborhood. Residents are forced to compete with university students for jobs. This situation has led to the lack of job opportunities for the local population and difficulty in accessing goods and services in the neighborhood.

One measure of the economic health and vitality of a neighborhood is its retail and commercial sector. Small neighborhood retail enterprises are invaluable to the local community. These are often owned and operated by families living in the neighborhood and are an important source of local employment, as well as provider of goods and services. Residents now travel to the west side of town for most of their shopping. They discussed the need to attract resident-based and organization-based initiatives to address the lack of economic development opportunities in the neighborhood, and the need to encourage new businesses into the area to provide jobs and shopping facilities.

Another issue identified by many residents was the lack of knowledge about the economic benefits of locating in the Enterprise Zone. Many business owners do not take advantage of tax and other economic benefits to be derived because they are not aware of them.

In response to the need to be actively involved in publicizing programs that would be beneficial to local businesses, members of the Economic Development Committee participated in a door-to-door outreach effort to inform business owners and operators of the East Gainesville Facade Improvement Program. The program provides matching grants to owners of businesses located in a targeted portion of the Enterprise Zone to help them correct code violations and improve the appearance of their properties. The goal of the program is to stop deterioration, stabilize property values, improve and upgrade the visual appearance and encourage redevelopment investments in the area.

Attempts to address the above issues coincided with the East Gainesville Development Taskforce efforts to develop an East Gainesville Development Action Plan. The Plan which is proposed to spark new growth, interest and encourage investment in east Gainesville, has been completed and is available to the public. The Chair and members of the NRS's Economic Development Committee participated in the development of the Plan.

3. Infrastructure/Environment Committee

Residents identified several issues which threaten the quality of life of the neighborhood and discussed the need to improve the visual character and aesthetics of the area to prevent further degradation. They expressed concern about the level and frequency of drug activities occurring in the neighborhood. The police have been frustrated in their attempts to eliminate drug dealing because of the footloose nature of the operations. Residents are concerned about the detrimental impact on the neighborhood's children and youths.

Environmental issues were identified, such as garbage dumped along streets, abandoned vehicles parked in yards and streets, overgrown and unkempt lots and many dilapidated and boarded buildings, which add to the deterioration of the neighborhood. Many vacant lots are not regularly maintained and are often used as garbage dumps, quite a few of which are sliver lots that are too small to facilitate any type of development. As a result they remain undeveloped and not well maintained, serving as dumping grounds.

Residents also identified the need to improve the quality of the environment by implementing strict enforcement of regulations that require absentee landlords, owners and occupants of buildings to regularly maintain lots and premises, and to eliminate the large number of boarded up houses that are "eyesores" in the neighborhood.

A discussion of infrastructural issues focused on the need to upgrade a number of low quality streets, located between University Avenue and 8th Avenue, that were constructed decades ago. These generally do not have curbs and gutters installed and lack underdrains, often resulting in flooding conditions which are exacerbated during heavy storms. Residents also expressed the need to construct sidewalks where they are currently nonexistent.

C. OTHER PUBLIC PARTICIPATION EFFORTS

City Housing Division

For about three years, the City's Housing Division has been aggressively pursuing efforts to establish community partnerships to help facilitate the development of 131 affordable housing units in the Cedar Grove II subdivision. The outreach effort resulted in the selection of several volunteers to serve on various committees that would assist the Housing Division in its efforts to implement the development.

A Design Committee, comprising of City staff, representatives of east Gainesville neighborhoods, architects, interior designers, non-profit housing providers and other individuals with expertise in design and development, assisted in the formulation of minimum housing design standards, developed minimum qualifications for the employment of a certified architect and a Request for Proposals (RFP) for the participation of non-profit and for-profit developers.

The City also solicited the assistance of lenders, realtors, business leaders and educators to develop a marketing plan. The Marketing Committee completed market research analysis, established marketing strategies and formulated a marketing budget. Local banks and mortgage brokers were recruited and have committed to offering attractive financing for construction loans and permanent mortgages.

The City has also been working with potential clients through the SHIP Program to pre-qualify first-time home buyers for Cedar Grove II. This program allows the City to assist very low, low and moderate income families with downpayment and closing costs, and other subsidies. In addition, donation of the land by the City provides additional equity to families who purchase new homes in the Cedar Grove II subdivision.

East Gainesville Development Task Force

The City's Economic Development Department, in collaboration with the Gainesville Area Chamber of Commerce, began a community-led effort in February 1997 to generate renewed interest in economic growth and development in east Gainesville.

The impetus for this joint initiative began in 1995 with the City Commission's creation of the Gainesville Enterprise Zone Development Agency (GEZDA) to assist local neighborhoods which exhibit extreme and unacceptable levels of poverty, unemployment, physical deterioration and economic disinvestment. The City's efforts resulted in the State's designation of the Enterprise Zone. This designation coincided with the creation of an Eastside Economic Development Committee of the Gainesville Area Chamber of Commerce to convene small and minority business owners to identify ways to revitalize the business environment in East Gainesville.

These initiatives, aided by area residents' growing concern about the lack of growth and development in east Gainesville, resulted in the establishment of the East Gainesville Development Task Force. The Task Force is an incorporated non-profit, grassroots organization that is focusing efforts to encourage investment and sustainable development in east Gainesville.

IV. ASSESSMENT OF ECONOMIC CONDITIONS AND POTENTIAL

The approach used in preparing this NRS placed much emphasis on identifying and utilizing the community's existing assets - individual and organizational - to facilitate community building and, ultimately, sustained community-based development. On-going meetings with various groups and individuals have led to the development of partnerships that have begun to explore ways in which partnering can work to improve the overall quality of life in the neighborhood.

A successful effort towards improving the socio-economic status and quality of life in the community entails identification of all possible resources - human, economic, social, organizational - that are available within the area. Having identified the resources, efforts should be made to utilize these resources to promote comprehensive and coordinated efforts to achieve economic and community development. This is accomplished by creating partnerships with federal, state and local governments, the private sector, financial and educational institutions, community organizations and residents.

The active participation of the area's stakeholders is essential in determining how resources are efficiently and effectively utilized to effect beneficial change. The development of partnerships with entities from outside the neighborhood serve to attract external resources to the neighborhood while ensuring that local assets remain in the neighborhood. The partnership also guarantees that benefits derived from economic and social development activities will be reinvested in the neighborhood for long-term community development.

An assessment of the economic potential of the Duval area must take into account the skills, capacities and assets of the community. Individuals, associations and institutions, together with land, buildings and infrastructure, represent much of the asset base that attracts and retains resources within the community.

A. OPPORTUNITIES

During the community outreach and public participation process, discussions regarding an appropriate plan of action to pursue identified the need to build consensus and develop partnerships. These partnerships include parents, educators, church and other community organizations, service providers, law enforcement officials, the business community, and public officials, working together with the goal of drawing upon all of the community's available resources.

Neighborhood resources include organizational structures such as churches, schools and businesses that are located within the neighborhood. Several partnerships have developed initiatives that will enhance the community building process. It is anticipated that existing programs will be expanded to assist residents to further develop their educational and job training skills to take advantage of new employment opportunities. These initiatives and programs are proposed to be implemented with the assistance of various municipal and community organizations that work in the neighborhood.

Existing neighborhood assets are briefly described below.

Schools

The NRS Education Committee has already established a working partnership with the Duval Elementary School, its School Advisory Council and some of the school's business partners. Together, this partnership is committed to working together on projects to improve the educational standards of the children and parents, and effect changes that would ensure that the children receive a quality public education to meet the challenges of the future.

The School Board of Alachua County's "Partners in Education Program" provides an opportunity for members of the business community to partner with schools county-wide. This partnership provides financial and in-kind contribution to schools and works closely with the student body through mentoring and other programs to introduce students to the business world. The school has eight business partners that have assisted Duval Elementary School to fulfill its many needs. These include A Heritage Funeral Home, Community Health Center at Eastside, Holy Trinity Episcopal Church, PCA Insurance Company, Santa Fe Community College, Shands at Alachua General Hospital, The 100 Black Men of Greater Gainesville, and Walgreens.

Another major educational asset in the study area, The Lofton High School is within easy access to residents, especially former welfare recipients who are working toward improving their educational attainment to seek employment opportunities. The school is a unique multipurpose educational institution serving the educational and vocational needs of high school and adult students in the Gainesville area. Students in attendance range from high school students preparing for a career to adults seeking a high school diploma or the GED, to students earning an Associate of Science Degree in programs offered cooperatively with Santa Fe Community College.

A variety of academic and job preparatory vocational programs are also available for adult students seeking a change in occupations, or seeking to enhance the skills used in their current employment. All high school programs are Tech Prep programs, providing students the opportunity to continue study at the post secondary level.

Churches

The greatest opportunity that is often overlooked and underestimated is the existence of many churches in the Duval area. Approximately 26 churches are currently located in the neighborhood. The network and organizational structure already existing within each church provides an important link through which information is disseminated to area residents. In addition to catering to the spiritual needs of their congregations, churches also provide social and educational activities and organize functions for families - children, parents and seniors.

A number of churches are currently involved in organizing many after-school, senior and other community programs in the neighborhood. Recognizing the importance and effectiveness of churches in the community outreach process, the City hopes to facilitate a process that serves to strengthen this private/public partnership to represent the community's interest. This includes coordinating with neighborhood churches to identify and participate in local economic development opportunities. The church buildings are

also important assets that are easily accessible and available to the neighborhood that can be used as possible locations for the operation of community programs.

Neighborhood Organizations

Several other organizations exist within the study area, including a homeowners association and a neighborhood watch patrol that have been in effect for some time. These are extremely effective structures that can be duplicated in other areas as a means of communicating with the neighborhood residents. The Gainesville Police Department's Community Oriented Policing (COP) Team unit, working with residents from the Forest Pines subdivision, has helped to reduce crimes in the neighborhood.

The study area has a large number of retired teachers and professionals who are currently involved, either at an individual level or in small groups, in community development efforts. Opportunities to achieve asset based community development through organizing these individuals around projects that provide opportunities for them to share their expertise and experiences with youths and their parents should be pursued.

Programs

Neighborhood residents who are currently living below the poverty level will be impacted by the State's Welfare Reform Program (Work and Gain Economic Self-Sufficiency - WAGES). The program is designed to assist long-term welfare recipients achieve financial independence and economic self-sufficiency within two years by encouraging them to improve their educational and job training skills to obtain permanent employment. At the end of the two years, the financial assistance from the State will cease, at which time they will be required to fully support themselves and families.

Those most affected by this mandate are single mothers, especially those with young children, many of whom are residents of the Gainesville Housing Authority. GHA previously received CDBG funding to implement the Family Self-Sufficiency Program, geared towards assisting very low and low income families achieve economic self-sufficiency. Since its inception two years ago, the program has assisted some 50 low income households, 13 of whom live in the Duval neighborhood.

Opportunities to assist the very low and low income households in the neighborhood have to focus primarily on improving their educational and employment opportunities. Toward this end, funding is currently available through *Project Entrepreneurship*, a program that offers business startup training, individual business counseling and family child care home technical assistance to persons who are either underemployed or unemployed, are residents of Alachua County and have been referred by a local agency. This assistance is vital as mothers require child care services while they seek to upgrade their employment skills as they prepare to enter the job market.

In addition, a Welfare to Work grant program administered by the U.S. Department of Labor makes \$3 billion available to states and local Private Industry Councils (PICs) during Fiscal Years 1997 and 1998 to assist welfare recipients make the transition to work. Because transportation is critical to ensuring access to jobs, this grant will provide many opportunities for collaboration with stakeholder groups and local grant recipients

to coordinate efforts with transit agencies, and to leverage resources for the development of appropriate strategies to meet the transportation needs of the WAGES participants and the community residents.

The State Designated Enterprise Zone

The study area is located within the Enterprise Zone, an area designated by the state that is in need of economic revitalization. The Enterprise Zone designation offers financial incentives to businesses as a means of encouraging private investment and increasing employment opportunities for area residents.

Some of the financial incentives offered include tax savings to businesses that employ residents living in the Enterprise Zone, rehabilitate real property or purchase new business equipment. Companies can also receive credits on their state sales tax, corporate income tax and property tax. In addition, local incentives include a 50% discount on building permits, development fees and occupational licenses.

A Facade Improvement Program undertaken by the City's Economic Development Department was awarded funding through the City/CDBG for Fiscal Year 1997-1998. The program provides an opportunity for for-profit businesses to obtain matching grants to renovate code violations and improve the appearance of their properties.

Infrastructure/Utilities

Three of the four major transportation corridors, Waldo and Hawthorne Roads, and University Avenue, are well-maintained state arterial highways that provide direct and easy access from the neighborhood and the city to other outlying communities north, east and southeast of the county. The City expended approximately \$1 million for construction of East 24th Street, a 2-lane road from University Avenue to Hawthorne Road to facilitate the Food Lion development. A U.S. Department of Housing and Urban Development grant of \$1 million, awarded to the City in 1994, will facilitate infrastructural improvements in the Cedar Grove II new housing development, including construction of a new access road from the development to Waldo Road.

Based upon information from the Gainesville Regional Utilities (GRU), east Gainesville currently has a well-developed network of natural gas, water, electricity and sewer lines and connections currently installed with adequate capacity to support a number of new developments.

Commercial/Economic Development

While the potential for economic and commercial development exists in the study area, it has remained an underutilized area for decades with very few commercial enterprises, until recently. The neighborhood is currently experiencing an upward surge in new development. The Food Lion supermarket, the largest commercial development currently in the neighborhood, opened in May 1995, followed by a newly-constructed Walgreen's pharmacy that opened in December 1997. The most recent development was an expansion of the Food Lion shopping complex to facilitate a Family Dollar store, a Subway restaurant and a dry clean and coin laundry, all of which opened in April 1998.

The on-going expansion and renovation of a former shopping center to house the Sheriff's office and the completed Eastside Health Center, are two major developments that are not located in the study area. However, their proximity to the study area will generate spillover effects that will serve to attract and encourage other investors, developers and entrepreneurs to take advantage of development opportunities in the community.

Availability of Land for New Development

Areas within the study area that are currently zoned for mixed uses and other high intensity uses are grossly underutilized. The zoning designations allow a greater diversity of neighborhood commercial and retail uses than those which presently exist. Local retail and commercial uses should be encouraged to locate along the major arterials, particularly University Avenue and Hawthorne Road which are currently underutilized. Restricting similar type uses to the arterials will ensure that development is compatible with surrounding uses. Much of the land along these major commercial arterials has either remained vacant for a long time or is occupied by boarded-up, deteriorating structures.

Housing

The City's goal is to provide decent, sanitary, safe and affordable housing opportunities to all residents. The Housing Division seeks to achieve this goal by offering financial and technical assistance to homeowners and renters through a variety of housing programs. The following programs have been implemented in the Duval neighborhood to improve the housing stock and enhance the quality of life of area residents.

Owner-Occupied Rehabilitation Program

This program provides assistance, ranging from emergency repair to full rehabilitation, to very-low and low-income residents to help eliminate existing code violations and other unsafe and unsanitary living conditions. The assistance is provided in the form of a grant and/or deferred payment loan that is forgiven over a ten year period.

Since 1978, the City's Housing Division spent about \$3,706,700 to upgrade the existing housing stock in the Duval area, and assisted approximately 295 homeowners with major rehabilitation. The Housing Division is currently (September 1998) assisting four homeowners and has 20 more on the waiting list.

Rental Rehabilitation

The City's Rental Rehabilitation Program was initiated to serve low-income renters. The program provides grant funding at a 50% match up to a maximum threshold, to investors/owners who agree to provide rental apartments to low-income tenants for a period of ten years. Approximately 18 rental units have been renovated in the study area at a cost of about \$300,000. This has resulted in the refurbishing of an 11-unit complex off Waldo Road that was an eyesore in the community. The City's injection of capital helps to leverage additional funding for the provision of housing and, at the same time, eliminate conditions of slum and blight in the neighborhood.

Housing Recycling Program

This program allows the City to acquire boarded-up properties either through purchase and/or donation, rehabilitate and resell to low-income, first-time buyers. While the Housing Division has not implemented this program in the Duval area, the potential exists for greater involvement with other non-for-profit housing and community organizations, including churches, to rehabilitate properties that could be used to provide affordable housing and other much-needed community facilities. The Code Enforcement Division has identified many structures in the neighborhood that are eligible for rehabilitation or demolition that could be targeted for such purposes.

New Construction - Cedar Grove II

A private developer's first attempt to develop the Cedar Grove subdivision back in 1971 for housing was limited to construction of a substandard internal roadway and an inadequate drainage system within the platted subdivision. The 35-acre parcel, vacant for more than 25 years, was abandoned until the City acquired the site 18 years ago. The substantial costs associated with upgrading the road and infrastructure to current codes and standards made the development infeasible. Three years ago the City was awarded a HUD grant to make the necessary infrastructural improvements to facilitate construction of the housing units.

OTHER EFFORTS

Alachua County Department of Community Services

As part of its effort to reorganize county government, several programs were consolidated within the Alachua County Department of Community Services (DCS) which is currently housed in a complex located on Waldo Road just outside the Duval Study Area. This consolidation of office space has resulted in the DCS outgrowing its present space. The County is proposing to relocate DCS offices to a 10-acre parcel recently acquired by the County, that is located in the study area north of the Food Lion shopping center.

Central Florida Community Action Agency

Central Florida Community Action Agency (CFCAA), a private non-profit community-based organization also offers a variety of programs and services to help low-income individuals and families, many of whom live in the NRS study area, become self-sufficient. Some of these programs include emergency home repairs, energy conservation repairs and emergency assistance. Since 1982, CFCAA has provided assistance to approximately 120 homeowners in the study area. CFCAA also provides emergency food assistance to households with its food pantry and special distributions through the USDA federal government surplus food program.

Mt. Carmel Baptist Church

Mount Carmel Baptist Church has been a trail-blazer in the neighborhood for the past 40 years. In addition to catering to the spiritual needs of the community, the Church also spearheaded the construction of the first subsidized housing complex in the Duval area.

Gardenia Gardens is the sole private sector housing provider which offers affordable rental housing on a large scale to the low and very low income residents in the study area. It is a 100-unit facility that was built before the advent of the City's Housing Authority. The church was also instrumental in establishing and operating the Palmer King Day Care Center, located in the GHA's Pine Meadows housing complex. The church has expressed interest in expanding the day care program at other locations to provide services for WAGES participants.

The Mt. Carmel church building is one of the largest in the Duval area, and portions of which are often used by the public agencies and the community for meetings and other functions, free of charge. This building is constructed on a fairly large plot. In an interview, the pastor outlined several other initiatives that the church is presently pursuing. These include plans to construct a family life center adjacent to the existing church to accommodate 10 classrooms and a community gymnasium to provide a variety of recreational activities for the community's children and youths. The existing parcel will be reconfigured to accommodate the new building and provide 150 parking spaces.

The church also owns a 5-acre plot that is proposed to be developed as a community park. A regulated creek stretching diagonally across the site would facilitate its development for passive recreational uses and may include small tot lots. Mt. Carmel previously submitted a Section 202 application to the Department of Housing and Urban Development (HUD) to develop housing for the elderly. Though the application was not considered last year, the church plans to resubmit the application next year.

Recognizing the need to focus on economic development opportunities to generate growth and development in the neighborhood, the church has spearheaded an economic initiative and has established a for-profit corporation to undertake this venture. Tentative discussions favor the development of a unique combination of restaurant/gift and bookshop/stage and performance area. Other ideas that are being considered include establishing contact with the Eastside High School Culinary Arts Department to recruit a highly trained and professional staff and chefs from the pool of young and vibrant neighborhood residents.

The initiatives identified above are attempts to address some of the needs identified by residents. These projects can be realized through collaborative efforts of the appropriate city agencies, social service providers, residents, the East Gainesville Development Task Force and other resource personnel who are committed to improving the quality of life in east Gainesville.

RESOURCES OUTSIDE THE NRS COMMUNITY

The following development plans, programs and initiatives that are being undertaken, jointly or individually, by the City of Gainesville, Alachua County Government departments, Shands HealthCare and other partners, will assist in linking the Duval area to the broader society to strengthen community institutions, enhance employment opportunities and provide essential services that will improve the quality of life for area residents.

The Airport Industrial Park

The NRS study area is within close proximity to the Airport Industrial Park which is also located within the State Designated Enterprise Zone. The combined efforts of the City's Economic Development Department, the Chamber of Commerce and other economic partners to aggressively market the park's potential, together with the City Commission's approval to fund additional infrastructural improvements and provide other incentives, have attracted some new firms to locate in the industrial park.

Table 3 provides a description of all existing companies, as well as those that are proposed to be located in the industrial park, including the number of jobs generated, the total acreage and the capital investment provided by each business.

**TABLE 3. Airport Industrial Park Companies
(Present and Future)**

Company	Present/ Future	Description	# of Jobs	# of Acres	Capital Investment
Fabco Air, Inc.	Present	Manufacturer of pneumatic pistons and other devices	150	existing site	\$ 1,600,000
Florida Food Service	Present	Food distributor	55	6.97	\$ 2,684,000
Kenneth O. Lester Company	Present	Food distributor	80	2.00	\$ 4,500,000
Nordstrom, Inc.	Future	Distribution of fine apparel and shoes	100	24.59	\$12,500,000
American Polysteel Forms, Inc.	Present	Manufacturer of insulated concrete forms used in construction	15	3.00	\$ 1,500,000
PCR, Inc.	Present	Manufacturer of industrial chemicals and solutions	220	60.0	\$42,700,000
Heat Pipe Technology, Inc.	Future	Manufacturer of heat pipes for use in the heating and cooling industry	45	5.23	\$ 1,215,950
Ryder Transportation Sys.	Future	Truck repair and maintenance	13	5.26	\$ 1,100,000

Source: City of Gainesville Economic Development Department, 1998

Community Health Center at Eastside

The availability of quality healthcare is essential in maintaining a healthy population. Gainesville, well known as a center of medicine, science and research, is home to several hospitals which offer a comprehensive range of healthcare services.

In addition to the concentration of hospitals, other medical facilities and laboratories and doctors' offices are located almost exclusively in west Gainesville. In spite of this overconcentration of medical facilities in the west, east Gainesville remained a medically underserved area. The significant lack of health care services and facilities resulted in the population of east Gainesville having to travel to the west side of town for adequate and affordable health care.

One of the priorities identified by the eastside community in the State Enterprise Zone application was "to improve access to affordable health care by locating an emergency care center in the Enterprise Zone community." Shands HealthCare responding to this

need, acquired a vacated Thriftway market building on an 11,000 square foot site fronting on Waldo Road to provide a health center. The Community Health Center which opened in April 1998, houses 16 medical exam rooms, 8 dental exam rooms, and a large conference room for seminars and group meetings. The services offered are part of the goal to provide easier access to quality multi-disciplinary care and health education for the eastside community.

Located within close proximity to each other, the County Public Health Department and the Eastside Health Center can together explore opportunities for close collaboration in determining health policy.

ALACHUA COUNTY

In addition to the resources located within and outside the study area, the Alachua County government is also actively participating in community-wide economic development initiatives that will assist in revitalizing the Duval area and east Gainesville.

Alachua County Sheriff's Office

The Alachua County Sheriff's Department is proposing to relocate to the Eastgate Shopping Center, located on the south side of Hawthorne Road, just outside the Duval area NRS boundary. The Alachua County Board of County Commissioners has approved plans to renovate the old shopping plaza to house the Sheriff's new headquarters.

The cost of constructing the new facility is estimated at \$4,000,000 and includes acquisition of property, construction of the new facility, furniture and moving costs. Construction began in April 1998. The approximately 56,000 square foot facility will accommodate about 250 employees, representing a payroll of almost \$13,000,000.

Two buildings to house the city-county joint dispatch and communications center will also be constructed adjacent to the Sheriff's facility. The center will accommodate personnel to dispatch law enforcement, fire-rescue and 911 calls, as well as the Disaster Preparedness Emergency Operations Center for Alachua County.

The Sheriff's new offices, while not located directed within the study area, will be the largest development in southeast Gainesville. The large workforce is expected to generate demand for additional goods and services. This will attract entrepreneurs and Duval residents to take advantage of the opportunities that are expected to be created by this increased demand. The positive spillover effects are expected to generate substantial economic and environmental benefits to the Duval community. The presence of law enforcement personnel in east Gainesville will offer peace of mind to residents and business owners and provide an incentive to other investors and developers to relocate in the eastside. The positive effects to be generated will help to eliminate the negative perception held by many.

East Side Activity Center

Based on the policies specified in the Future Land Use and Economic Elements of the Alachua County Comprehensive Plan, the Alachua County Department of Growth Management has designated an area north of Hawthorne Road at the intersection of SE 43 Street and containing approximately 320 acres, as an "Employment-based Medium Activity Center".

Alachua County has established interim development guidelines for the Activity Center which is zoned to accommodate institutional, office, light industrial, residential, neighborhood or small community-oriented commercial, and support service commercial uses to encourage future development in east Gainesville. A non-profit housing organization has expressed interest in purchasing a ten acre parcel within the Activity Center for the construction of 144 affordable three- and four-bedroom rental housing units with a day care facility.

B. PROBLEMS/BARRIERS/ISSUES

The following issues have been identified as obstacles to achieving sustained economic development of the Duval area and other east Gainesville neighborhoods. Successful resolution of these issues requires comprehensive and collaborative efforts of various eastside community groups and neighborhood residents working closely with the City to develop strong and genuine partnerships.

Topography

Several low-lying parcels in the southeastern portion of the study area remain vacant due to the existence of wetlands and a few regulated creeks that serve as a natural drainage basin and flood control system for the area. While limiting the development potential of much of the land in this area, preserving the wetlands and drainage system is crucial and must be considered a priority. Development interests need to be cognizant of the importance of preserving this ecologically sensitive area by undertaking development that is compatible with environmental preservation.

Small Businesses

It is very difficult for small entrepreneurs to successfully develop and sustain business ventures without some level of financial support and technical assistance. Efforts to secure support for an technology incubator to encourage entrepreneurship and the development of ideas into successful commercial ventures began by the Gainesville Area Innovation Network (GAIN) in the fall of 1986. The proposed facility would have provided new and small businesses with affordable (below market rate) multi-tenant space, shared office services, access to a local support network of business professionals and a full range of management consulting services. However, this project was never realized. United Gainesville Community Development Corporation (UGCDC) is the sole economic development agency in the city that has regularly offered financial assistance to small businesses through its CDBG-funded revolving loan program. However, UGCDC's ability to continue to assist small businesses is in question especially since it has not been able to use its CDBG funds that were allocated for FY 1998.

Misconceptions

Many potential investors, developers, business owners and residents have been dissuaded from either investing or living in east Gainesville because of misconceptions that have perpetuated over the years. The negative public image which projects east Gainesville as a depressed area with a high incidence of crimes and lacking basic infrastructure has steered potential businesses away from the area.

Many are of the impression that utilities on the east side are either substandard or non-existent. However, information presented by a Gainesville Regional Utilities (GRU) official at one of the East Gainesville Development Task Force meetings revealed that east Gainesville has adequate natural gas, water, electricity and sewer lines, with sufficient connections and capacity in place to support new development.

Similarly, the perception that the area experiences a high volume of criminal activity is a fallacy. An official from the Gainesville Police Department presented statistics on the various types of crimes committed citywide. A comparison of the incidences occurring in the various neighborhoods revealed that the eastside does not experience a higher incidence of crimes when compared to the westside.

As part of its mission to change the negative public perception of east Gainesville, the East Gainesville Development Task Force (EGDTF) has embarked on a massive marketing and public relations campaign to highlight the positive elements and assets of the eastside.

Lack of Communication Between Community and City

Many neighborhood residents reported that communication with city government was non-existent. Many felt disenfranchised, never having been involved in any planning or decision-making process with regard to their community. They felt that they did not have any role in determining how municipal services could be obtained or allocated. Another issue voiced by residents was their dissatisfaction with the level of municipal services they have received and the difficulty encountered when dealing with city officials.

And, even though the existing process of addressing neighborhood needs is primarily complaint-driven, a major issue raised by a significant number of residents in the community was that city officials lacked a sense of urgency in resolving outstanding issues, especially complaints originating from the eastside. Residents claimed that their reports and complaints were either not investigated in a timely manner or not investigated at all.

The City has, in fact, addressed a number of complaints from residents of the area. Those that were able to be addressed through the City's maintenance forces were done so as quickly as possible. Other infrastructure problems were identified to be large and complex requiring a comprehensive master plan to solve the problems. Recognizing this, the Public Works Department has added the development of a Master Stormwater Management Plan to the list of capital projects to be undertaken in the Duval Area Neighborhood. Street, sidewalk and drainage improvements are generally provided within neighborhoods via a Special Assessment. Special Assessment Districts are

established with the consent of the property owners as they are required to share in the cost associated with the infrastructure improvements.

Neighborhood Character

Since 1993, the City Parks Division has been involved with residents and churches in a tree planting program in the Duval area. Between 1993 and 1997, some 200 trees have been planted along NE 8th Avenue, 25th Street from 8th to University Avenues, as well as in Duval Heights.

However, in many sections of the study area, quality of life and neighborhood character are threatened by all types of garbage and debris strewn in yards or dumped along side streets. These include abandoned vehicles, automobile parts and other unused household equipment and household furniture.

Many vacant lots in the study area have remained undeveloped for a prolonged period, especially sliver lots that are far too small to allow any type of development. The undeveloped parcels that are not regularly maintained by owners are often overgrown and unkempt and are used as dumping grounds for others. The presence of dilapidated and boarded-up buildings also adds to the deterioration of the neighborhood.

The Code Enforcement Division often encounters long and frustrating delays in their attempts to either clean up vacant lots or resolve housing or property code violations. Code enforcement officials are required by law to notify all property owners of any decision that is made by the City and to obtain approval from all of the owners before any action is taken to either rehabilitate, demolish or dispose of any property that is located in the city.

The transfer of ownership to heirs often results in joint ownership by several persons whose decision regarding disposal of the property may not be unanimous. Some may be willing to part with their inheritance, while others may not want to relinquish the property for sentimental or other reasons. Secondly, all of the joint owners may not be easy to reach, some may be living out of state or are deceased. This can be a cumbersome, costly and time consuming process for the City to undertake to track down every owner in an effort to obtain approval for each property that is identified for rehabilitation or demolition.

V. ECONOMIC EMPOWERMENT

An assessment of the neighborhood's assets indicates that the area is well-endowed with quality individual and organizational resources. Revitalization of the neighborhood, however, requires the involvement of the entire community in the development process. Community residents who actively participated in the NRS outreach effort have indicated their willingness to continue the community-building process by reaching out to the entire population - residents, business owners, institutional, religious and community organizations, service providers, and public agencies.

Commitment from local government officials is crucial to develop dynamic working partnerships. This collaborative approach is essential to addressing the many issues and problems currently experienced in the Duval Area. This includes improving educational standards, providing job training skills and employment creation opportunities, providing affordable and efficient transportation, creating and improving housing opportunities, providing cultural and recreational amenities and other social services that are needed to enhance the quality of life of the area residents. Significant improvements in the socio-economic conditions and quality of life for the residents

The church, traditionally seen as the foundation in black communities, has a very important role in the development of the Duval NRS. A comprehensive and coordinated effort that includes participation of the 26 churches in the area is necessary to promote development strategies that result in economic empowerment and an overall improvement in the standard of living of the area residents.

A. CREATION OF JOBS

Several initiatives are presently being undertaken to expand and upgrade employment opportunities for residents in the study area. These developments are expected to stimulate the demand for construction-related jobs and other related goods and services. The economic impact of the on-going large-scale housing and office developments and those proposed on the eastside can be measured according to the short and long term benefits to be derived.

Construction of 131 new housing units in Cedar Grove II and the additional population accommodated in the study area will create the demand for additional goods and neighborhood services. The development is also expected to create over 266 new construction-related jobs and increase the tax assessed property values in the study area by approximately \$8,415,000. When construction of the homes is completed, this development will yield approximately \$244,035 annually in new tax revenues for local government.

Construction of the Alachua County Sheriff's Department's new \$4 million facility began in April 1998. Anticipated to be occupied by April 1999, the 56,000 square foot office building will accommodate about 250 employees representing a payroll of almost \$13,000,000.

Alachua County has also secured a site for its new public health unit. A 68,000 square foot building will be constructed on the site at a cost of \$7,750,000 and will accommodate approximately 180 employees of the Alachua County Departments of

Health and Community Services. The State has provided \$360,000 for the project which is expected to begin construction in FY 1999-2000.

The recent economic expansion within the Food Lion shopping center, coupled with the proposed relocation of the Sheriff's offices and the County Department of Community Services on 24th Street, is expected to result in the development of an employment and activity center at the intersection of Hawthorne Road and 24th Street. This will lead to an increase in other commercial activities, retail and service developments in the eastern portion of the study area to provide services for the increased daytime population. The designation of the Eastside Activity Center, at the intersection of Hawthorne Road and 43rd Street outside of the city limit, also creates the potential for a second development node that will serve to attract residential, commercial and other economic investments.

Economic Development Administration Grant

The City's Economic Development Department submitted an application in September 1998 for a grant to help construct a 30,000 square foot facility to be used as a technology business incubator. The U.S. Economic Development Administration Public Works Impact Project Grant of \$1,440,000, if awarded, will provide 80% of the funds needed to construct the facility. The additional 20% will be matched by the City and County (\$180,000 each). The proposed site is the 2100 block on the south side of Hawthorne Road. While the incubator would not be located in the study area, its proximity to the eastside entrepreneurial community would ensure that financial and technical assistance is available to small scale investors. The existence of such facility is vital to the survival of small businesses especially since banks and other financial institutions are reluctant to approve loans for "high risk" ventures.

WAGES Coalition Enterprise Florida

The Alachua/Bradford WAGES Coalition Board submitted an application in Summer 1998 to Enterprise Florida requesting some \$1,755,000 to implement a WAGES Job Training Program.

The project entails purchase and renovation of an existing 28,000 square foot shopping center on a 3.3 acre site. Three retailers have agreed to enter into a ten-year lease agreement to provide on-the-job training to WAGES participants for the duration of the lease. The partners have also committed to building another 10,000-15,000 square feet of retail space to provide additional space for other businesses that have expressed interest in participating in the program.

The proposed project will be located adjacent to the One-Stop Career Center which coordinates and administers the delivery of all of the services to be provided to WAGES participants. The strategic placement of the Career and Retail Centers within close proximity to each other significantly increases the program's chances for success. Though not located in the Duval study area, many of the area residents are eligible to participate in the program and will derive substantial benefits such as improving and upgrading their educational attainment levels and securing much needed employment opportunities.

Additional assets that will serve to attract other developers and businesses to take advantage of new development opportunities include the tax advantages and other incentives of locating in the Enterprise Zone, proximity to Gainesville Regional Airport, and the recent and proposed infrastructural improvements within the Airport Industrial Park. The opening of the Eastside Health Center in April and the proposed relocation of the County Health Department may create positive spillover effects that could also encourage doctors and medical offices to relocate on the eastside.

B. EDUCATION

The high unemployment and poverty rates of the area are directly related to the low educational achievement of its residents. Therefore efforts to stimulate economic development and revitalization of east Gainesville must focus first on addressing the educational deficiencies in the community. Priority must be placed on improving the low levels of educational attainment of the study area's population.

The opportunity exists for the entire community to become involved in an educational process that continues beyond the traditional school day to assist the next generation aspire to excellence. The ability to do this requires appropriate programs and curriculum to meet the diverse needs of school-age youths, as well as the adult population.

Several organizations have already stepped forward to accept the challenge, demonstrating their commitment to providing the much-needed assistance to our future leaders in the community. The Gainesville Housing Authority, the School Board of Alachua County and The 100 Black Men of Greater Gainesville are currently spearheading several community-based initiatives that are targeted to the school-age children and at-risk youths and their families.

Gainesville Housing Authority

Two prominent educators from the Gainesville area began two initiatives that are financed by The Gainesville Housing Authority to assist GHA's residents. The **Home Instruction Program for Pre-school Youngsters Program (HIPPY)**, a pilot program which is currently in operation in the Housing Authority's Woodland Park complex, graduated its first class of 35 families and is moving into its second year.

The HIPPY Program is a home-based educational program that teaches parents to be successful teachers while providing an enhanced sense of their own abilities. It also teaches their children (three and four olds) to be successful learners in school and at home. Parents who participate in the program are trained by paraprofessionals from the community and are supported by other participants and a local program coordinator.

The program is making a vital contribution to the education of young children as parents become more involved with their children's education while strengthening the bonds between parents and children, benefiting families and building communities. The instructor is interested in expanding the program to the Duval NRS area.

The second program, the **Caring and Sharing Learning School Inc.**, is partly funded by the state and is the fourth charter school in operation in Alachua County. Two major

goals of the school are to improve the knowledge of students and elicit greater involvement of parents in the education of their children.

The school is housed in two, 3-bedroom apartments in the GHA-owned Pine Meadows complex located within the study area. The apartments were retrofitted with assistance from the Housing Authority. The school opened in the Fall of 1998 with 40 youngsters in kindergarten through third grades. Approximately 70% of the students are from the Pine Meadows complex, the others from the immediate neighborhood. The students are in the free lunch program. Enrollment is expected to grow to 90 students from K-fifth grades by the third year. The charter school provides students, parents and the community with access to valuable educational resources and opportunities for learning and enrichment.

In addition to its academic curriculum, emphasis is also placed on its social curriculum which teaches etiquette and socialization skills. The students also participate in an after-school program which intensively the school's six computers are intensively used. University of Florida student volunteers also assist the kids with their homework.

The School has an active Parent Teachers Association that plans to provide adult literacy programs, tutoring, counseling and job training opportunities to assist adults to complete their GED and prepare them for employment.

100 Black Men of Greater Gainesville

The 100 Black Men of Greater Gainesville Inc. was formed almost three years ago by a group of professionals who returned from the Million Man March held in Washington D.C., vowing to continue to spread the message of hope and faith in their communities. The organization's mission is to provide services and programs to the African-American community with particular emphasis on educational programs which target young African-American males

The organization has an important and crucial role to play in the study area which has a predominantly black population where more than half of the families are headed by females. One of their major goals is to establish intergenerational bonding with young African-American males. Members are presently involved in a mentoring program at Duval and Williams Elementary Schools and have already demonstrated their success in establishing rapport and working with the area youths and teaching them how to prepare for success in school and beyond.

C. HOUSING

New Housing Construction

The City's Housing Division is responsible for developing Cedar Grove II, the 35-acre development consisting of 131 single-family affordable housing units located in the northern section of the NRS study area. A significant portion of the development costs is being provided by the U.S. Department of Housing and Urban Development, including a grant of \$1 million awarded to the City to facilitate construction of a new access road to Waldo Road and other infrastructural improvements.

The first model home has been completed and the second is currently under construction. Approximately 10 homes will be constructed by the end of 1998. The tentative build-out schedule for completing the homes is set to allow construction of approximately 30 homes each year for the four years thereafter, from 1999 through 2002. Lot sizes range from 6,200 to 13,000 square feet, with a majority of the lots measuring 7,000 square feet. The targeted market will consist of very low, low and moderate income families with incomes less than or equal to 120% of the Gainesville area median income.

Cedar Grove II, a significant housing and economic development project in the area, will be the first large-scale new housing development to take place in all of east Gainesville within the past 30 years. By taking the lead in this venture, the City could encourage private housing developers to follow suit. The City has already received requests from other housing providers who have expressed an interest in pursuing housing development opportunities in the neighborhood.

Rehabilitation, Infill Housing, Community Facilities

The study area has a substantial number of vacant parcels of varying sizes, ranging from sliver lots to several acres, that are scattered throughout the neighborhood. Smaller lots that are difficult to develop could be assembled or merged with contiguous lots to create potential sites for the development of housing, commercial and other economic activities, recreational, cultural, or for the provision of community facilities.

Clean-up of the neighborhood began with the East Gainesville Development Task Force "Adopt-A-Highway" Program. The Taskforce, "Keep Alachua Beautiful" and other service organizations have participated in several clean-up efforts that have taken place in the neighborhood. These efforts help to involve eastside residents in the planning and implementation of local projects and also spotlight east Gainesville as an area with development potential.

In anticipation of a boom in housing and economic development, buildings that are slated for demolition may be acquired by adjacent owners, razed and rebuilt to provide community facilities such as a senior center, a cultural center, recreational parks and centers. Should Mt. Carmel Church be successful with its Section 202 application for senior housing, the Duval area could also see the construction of senior housing with associated services.

VI. PERFORMANCE MEASUREMENTS

The delivery of programs and services that are needed to enhance the quality of life in the Duval neighborhood are dependent upon the development of partnerships. These partnerships involving government, local educational and financial institutions, religious and neighborhood organizations will help to facilitate a multi-pronged and coordinated approach towards addressing critical community concerns and needs.

A. GOALS

Achievement of the following goals would address the needs of the Duval community and result in the creation of opportunities to stimulate economic development, recreational and cultural enrichment and ensure improvements in the overall quality of life for all of its residents. The listed goals would also ensure that Duval is a safe, stable and vibrant community that offers opportunities for every resident to access quality education, highly skilled employment, decent, safe and affordable housing and other essential services and programs. Several efforts that have either been made or are proposed in accomplishing the goals are identified.

Community Building

- Encourage Community Participation and Neighborhood Initiative and Develop and Strengthen Partnerships that Emphasize Community Involvement in Efforts to Improve the Quality of Life in the Neighborhood

Efforts to inform neighborhood residents about the need to build consensus on issues and identify priorities must be continued. Dialogue within the community seeks to achieve collaboration in design, planning and implementation of programs that ultimately result in the development of stronger and more vital neighborhoods.

Creating and sustaining partnerships among federal, state, county and local governments, the private sector, financial and educational institutions, community organizations, and neighborhood residents seek to promote comprehensive and coordinated efforts to achieve economic and community development.

Given the limited availability of resources, this collaborative process helps to strengthen the relationship between residents and community partners and invariably results in substantial improvements in the quality of life of all residents.

Two neighborhood organizations, the Community Outreach Partnership Center (COPC) and the East Gainesville Development Task Force (EGDTF) are currently involved in efforts to establish and strengthen neighborhood associations. Both organizations have been actively working with residents from the Duval area to establish a neighborhood association.

- Establish and Improve Communication, Cooperation and Collaboration between City, County, Residents and Other Community Partners

The City should initiate and maintain on-going communication with County Government and neighborhoods by continuing to forge partnerships with neighborhood residents, businesses, educational institutions, religious and community organizations, and social

service agencies. Maintaining an efficient networking system helps in disseminating information between City Hall and the community, a process that serves to strengthen the relationship between local government and its citizens.

The various City departments should be proactive in developing good and solid community partnerships to assist in the successful completion of development projects. City officials should be encouraged to assist community groups to identify alternative funding options and resources that can be used to develop creative solutions that are cost-efficient and maximize service delivery. Together, these efforts result in collaborative decision making, empowerment of neighborhoods, an overall improvement in the quality of life, and good and responsible government.

The City Commission has approved the designation of two neighborhoods for participation in the Pilot Neighborhood Planning Program for FY 1999. One of the neighborhoods is the Duval Area Neighborhood Revitalization Strategy study area. The pilot neighborhood planning program, initiated by the City's Community Development Department, includes the provision of City staff to work with and assist neighborhood residents in prioritizing needs and concerns and developing a project specific neighborhood action plan. The program provides \$30,000 for specific neighborhood projects. The program will augment the implementation of the Duval Area Neighborhood Revitalization Strategy and will serve as a proactive approach in the development of a partnership between the City and the neighborhood. This process will also include partnering with other agencies and community organizations to foster the successful completion of development projects within the neighborhood, empower the neighborhood, and ultimately improve the overall quality of life.

Education

- Develop a Coordinated System of Educational and Career Preparation Programs that will help Students and Adults Prepare for Post-secondary Education and Productive Careers

Several educational institutions located in the study area should collaborate efforts to provide quality public education to address the educational deficiencies in the community in order to meet the challenges of the future. Parents, teachers and community groups should work together to implement innovative new programs to create an environment at home, school and in the community where students explore avenues of interest to develop problem-solving abilities and technological skills. This collaboration is essential to family functioning, school success and active community involvement in raising and educating all of our children.

Existing academic and career preparation programs, such as Technical Preparation (Tech Prep) and Education to Careers Programs, should be coordinated, enhanced and expanded through collaborative efforts of the Alachua County School Board and business, industry, and civic partners. These programs, offering professional development, employment and training opportunities for high-wage and high demand jobs that are applicable in the 21st century, should be offered at the community level to ensure that youths take advantage of such opportunities. Efforts to provide information to the community about such programs help to educate parents who in turn motivate youths to increase their level of participation in such programs. This involvement is crucial to reducing the high unemployment and high poverty rates that currently prevail among the study area's population.

Several initiatives that are designed to improve students' academic performance are currently being implemented in the Duval area. Designated as a critically low-performing school in 1997, Duval Elementary has implemented the "Success for All" curriculum developed by Johns Hopkins University which requires students to spend 90 minutes a day reading. Students also get after-school tutoring in writing. The School Advisory Council (SAC) and Parent Teachers Association (PTA) are also working hard to get parents more involved in the school and their children's education. Preliminary results show considerable improvement in the students' overall performance and parents and teachers are enthusiastic about their children's achievements.

Last year the School Board of Alachua County was awarded a technology grant which resulted in the allocation of \$171,000 to Duval Elementary for the purchase of computers to be fitted in every classroom. The grant covers the cost of equipping each classroom, from kindergarten through third grade, with three computers and three teachers, and a computer laboratory with 21 computers for fourth and fifth grades. All computers will have internet connection and will be installed by December 1998.

A new program, the Caring and Sharing Charter School was started in August 1998. The school provides free breakfast and lunch to the 40 students enrolled. Two months into the program, parents and teachers are excited about the response from children. The school's Parent Teachers Association will be collaborating with other educational institutions to provide adult literacy programs, tutoring, counseling and job training opportunities to assist parents complete their GED and prepare them for employment.

The 100 Black Men of Greater Gainesville will also be involved in a community-based educational initiative. The Academic Enrichment and Support Program, funded with FY 1998-99 CDBG funds, will assist Duval Elementary School in narrowing the educational gap by providing after-school educational support to students. The program will assist 30 low achieving second through fourth graders improve their academic performance using the criteria established in the "Success For All" Program.

- Develop Schools, Churches and Other Neighborhood Space and Fully Utilize Them as a Community Resource

Schools, churches and other community facilities are important community resources that need to be utilized by the entire neighborhood to provide a variety of after-school educational and recreational programs to meet the diverse needs of school-age youths, as well as the adult population. The need to provide children with opportunities for learning and enrichment in a safe and drug-free environment continues to grow as working parents face the challenges of providing for their families.

Other community sites, such as churches, can be used to provide adult literacy programs, tutoring, counseling and job training opportunities to assist adults to complete their GED and prepare them for employment. These services are needed in the community to especially assist WAGES participants and other low- and moderate-income families develop technical and employability skills.

Many neighborhood churches have agreed to make their facilities available to the community. Further discussion and planning is required to negotiate financial support and operational procedures for specific programs.

Economic Development

- Coordinate the Availability of Vocational Education and Employment Training Programs

The changing economy and technological advances dictate the need for vocational education and employment training programs which emphasize basic skills and appropriate technical training for entry level workers as well as programs to retrain displaced workers. Planning and providing a trained workforce requires the creation of an entity to coordinate job training and placement to ensure that training and skills match the hiring needs of businesses and other future job opportunities.

WAGES Coalition

The WAGES Coalition has established a One-Stop Center in east Gainesville to coordinate and administer the delivery of all services that are required by the WAGES participants, many of whom reside in the Duval area. The Center provides assessment, case management and comprehensive workforce development services such as educational training and placement, access to career resource rooms, day care and employability skills training.

The WAGES Coalition Board has submitted an Enterprise Florida application requesting some \$1,755,000 to provide on-the-job training to WAGES participants. The project includes purchase and renovation of an existing retail center, establishment of a job-training program with tenants of the retail center and future expansion of the retail center. A large discount department store, a drug store/surgical supply center and a large grocery store will initially participate in the project. Other members of the local chapter of the Retail Federation of Florida have expressed interest in participating in the training program. The program is expected to provide employment to 350 participants for the first two years and 150 per year for the next eight years.

- Foster the Growth of Resident-based and Organization-based Initiatives to Identify and Address the Lack of Economic Development Opportunities and Encourage New Businesses into the Area to Provide Jobs for the Residents

Financial support and technical assistance for small businesses are practically non-existent in the city. The City should take the initiative to support the creation of financial partnerships to encourage lenders, developers and other financial institutions to assist neighborhoods by making loans available to small entrepreneurs. Efforts should also be focused on the provision of financial and technical support and other ancillary services and economic infrastructure that will attract businesses to the neighborhood. These development initiatives will seek to empower very low, low- and moderate-income families to attain economic stability.

Aggressive marketing and public relations efforts must be made to highlight the community's assets and resources and the advantages of living and/or establishing businesses in East Gainesville. The area's current zoning designations should be reevaluated and amended where possible to facilitate new housing and commercial development.

The City's Economic Development Department recently submitted a U.S. Economic Development Administration Public Works Impact Project Grant application requesting

\$1,440,000 to facilitate construction of a 30,000 square foot technology business incubator. Approval of the application would ensure the availability of the much-needed financial and technical assistance to the eastside entrepreneurial community.

Housing

- Encourage Participation of Private Developers and Non-Profit Organizations in the Production of New and Affordable Homeowner and Rental Housing through Infill Development

Public/private partnerships should be pursued to encourage the construction of new owner-occupied housing either on the many vacant lots in the Duval area or to replace existing dilapidated homes. The continued existence of run-down buildings or vacant lots not only pose a health and safety threat, they also diminish the tax base by reducing assessed values and marketability of existing homes in the area. Efforts should also be made to encourage the construction of new and affordable rental housing to replace the existing rental units, many of which are considered substandard.

A comprehensive effort should be made by the City's Code Enforcement Division to inventory dilapidated and vacant buildings, and existing vacant lots in the community. Efforts must be made to simplify the legal process to allow the Code Enforcement Division to expedite the process to eliminate "eye sores" in the neighborhood, clean up vacant lots or resolve housing or property code violations.

The City's Housing Division will be using approximately \$170,000 of its FY 1998-99 CDBG and HOME allocations through its many programs to assist approximately 32 families improve their housing conditions in the Duval area. In addition, approximately 40 new homes will be completed in the Cedar Grove II subdivision by the end of 1999.

In its commitment to developing public/private partnerships, the Housing Division is working with a private developer who is interested in developing a total of 168 affordable rental units (110 two-bedroom and 56 three bedroom) on a 12-acre site adjacent to the Cedar Grove II development. Total development costs are estimated at \$12,000,000. The developer will be submitting a Low Income Housing Tax Credit (LIHTC) application in January 1999.

The City's Code Enforcement Division has undertaken a series of initiatives that are necessary to be more effective and efficient. Some of the major changes that have impacted the Duval neighborhood have been the identification of priorities for demolitions in an effort to eliminate neighborhood slum and blight and the improved method of notice served to owners to notify them of violations and remedies. The Division has identified approximately 42 dilapidated buildings in the Duval neighborhood that are slated for demolition and is working diligently to accomplish its goal of eliminating slum and blight.

Social/Community Services

- Promote and Strengthen Cooperation among Agencies Involved in Welfare Reform Initiatives to Ensure Successful Achievement of Program Goals and Economic Self-Sufficiency of Targeted Beneficiaries

City and County governments, the WAGES Coalition and other social service agencies must work together with the Gainesville Housing Authority and Gardenia Gardens to

help move people from welfare to work. These are the two largest subsidized housing developments that provide housing for approximately 450 very low- and low-income families who represent 35% of all families in the Duval Area.

Coordination of efforts to assist and encourage WAGES participants, as well as other families, to improve their educational and job training skills to obtain permanent employment will help families achieve financial independence and economic self-sufficiency. Efforts to include provision of day care and transportation services, business, self-employment and other economic development programs and opportunities must also be coordinated with the appropriate organizations and entities.

Gainesville Housing Authority has received \$15,000 of CDBG funds for FY 1998-99 for its Family Self-Sufficiency Program to assist 50 very low income, mostly single mothers living in GHA public housing in east Gainesville to become economically self-sufficient. Approximately 15 households that are currently participating in the program are from the Duval neighborhood.

- Establish and Expand and Upgrade Recreational, Cultural and other Community Facilities and Programs for all ages within the Community.

The City should pursue options that may include acquisition of dilapidated buildings that are slated for demolition or vacant land to provide community facilities such as a senior center, a cultural center, recreational parks and centers. The Northeast Community Center is the sole recreational facility that services the study area.

Innovative designs could be incorporated in a plan for the neighborhood to reclaim the park located on 4th Avenue and 15th Street that is overrun by illegal drug activities. Alternatives should be pursued to encourage the entire community - children and parents - to collaborate with the Department of Recreation and Parks and the Police Department to identify an appropriate community use for the site.

Potential sites for a children's playground, a community center for youths and neighborhood parks and other neighborhood recreational facilities could be investigated. Special attention must also be given to providing a senior center and supportive services for the large senior population. Centers typically provide hot lunches and coordinate recreational and educational activities, case management, socialization, support services and transportation programs. The availability and accessibility of such programs and services for the elderly at senior centers enable them to retain their independence.

The City Recreation and Parks Department installed three playground units and a new playground surface at the NorthEast Community Center using FY 1997-98 CDBG funds. An additional \$5,000 of CDBG FY 1998-99 funds was allocated for landscape improvements, including installation of an irrigation system and a water fountain. These improvements are proposed to be completed by December 1998.

Neighborhood Character

Enhance and Improve the Neighborhood Appearance and Protect the Quality of Life of its Residents by Addressing the Environmental and Infrastructural needs, as well as Physical Improvements in the Community.

A major step towards revitalizing the Duval area is to significantly improve the physical infrastructure and conditions, aesthetic and visual appeal of the neighborhood to prevent further economic decline and environmental degradation. The City must undertake a comprehensive evaluation of the area streets and initiate efforts to improve those that are in deteriorating condition or lacking curbs, gutters and underdrains. Sidewalks should also be installed, if feasible, in areas where they are currently nonexistent

Smaller lots that are difficult to develop should be assembled or merged with contiguous lots to create potential sites for the development of housing, commercial and other economic activities, recreational, cultural, or for the provision of community facilities.

The City Parks Division has allocated \$12,300 and the Sheriff's Office, \$8,800 for median beautification along Hawthorne Road from Waldo Road to SE 27th Street. The trees will be installed by December 1998. Another median beautification grant request of \$150,000 was approved. The project includes landscaping the medians and road edge along the north side of Waldo Road from University to 39th Avenues and extending to the airport entrance. Field work will begin in February 1999 and is expected to be completed by February 2000. The portion to be completed in Duval is estimated to cost \$30,000.

The Public Works Department has completed some projects that will help to resolve some of the problems that have been identified by residents. Pedestrian crossings have already been installed at two locations; at Waldo Road to facilitate easy access to Citizen's Field and the Martin Luther King (MLK) Center and at NE 8th Avenue to provide access to the NorthEast Community Center. The Department has begun installation of traffic calming improvements on NE 8th Avenue from Waldo Road to NE 25th Street and estimates that the project will be completed by December 1998. Reconstruction of NE 18th Street from SR 26 (University Avenue) to NE 5th Avenue to include curb and gutter and sidewalk facilities is estimated to be completed in Spring 1999. The Department has acknowledged the complex nature of the drainage problems in the Duval Area and has included the development of a Master Stormwater Management Plan in its list of capital projects to be undertaken.

Through its Neighborhood Services Bureau and the Community Oriented Policing Program, the City Police Department is working closely with community residents and the Gainesville Housing Authority to promote the principles of Crime Prevention through Environmental Design (CPTED) in an effort to build safer environment for families. This involves working with residents to design appropriate buildings, landscaping and proper lighting to deter crime. It also includes assisting GHA to screen potential residents to eliminate those with prior criminal records, and working with other City departments and neighborhood watch groups to ensure that parks and neighborhood streets are safe.

B. ANTICIPATED RESULTS

Achievement of the goals outlined in the Duval NRS is dependent upon the level of coordination and cooperation that is generated among the various agencies. The forging of partnerships will ensure that public and private resources and neighborhood assets are efficiently and effectively utilized to achieve substantial physical and socio-economic improvements in the quality of life of area residents.

An inventory of existing establishments, by type of activity, and an assessment of the conditions of the public infrastructure (streets, sidewalk, availability of drainage facilities including curbs and gutters will be documented. The inventory indicating the number of different activities and the environmental conditions currently existing in the