

LEGISLATIVE #

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City of Gainesville Eastside CRA Expansion Area Analysis

Finding of Necessity (Chapter 163, Florida Statutes)

Prepared for:



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1.0 Introduction

The City of Gainesville contracted with WilsonMiller Stantec to complete the required data analysis for an area located adjacent to the existing Eastside Community Redevelopment Area to determine if conditions existed that would support inclusion within the Eastside Community Redevelopment Area.

A municipality or county may designate an area as a Community Redevelopment Area ("CRA") if it is determined that factors of slum and/or blight, as defined by Chapter 163, Part III, Florida Statutes ("Act"), are found to exist. The specific goals and objectives related to the CRA designation vary from community to community; but, in general, the designation serves as a mechanism to stimulate housing, economic, and community development or redevelopment.

Prior to exercising the powers conferred by the Act, a municipality must make a finding of necessity, determined by way of resolution, that conditions of slum and/or blight, as defined in the Act, exist in an area. Therefore, the purpose of this report is to provide data sufficient to substantiate whether or not conditions of slum and/or blight exist in the Eastside Expansion Study Area ("Study Area") of the City of Gainesville.

This report, Eastside CRA Expansion Study Area Finding of Necessity, is presented as five sections and an appendix. The sections include: 1.0 Introduction, 2.0 Summary of Findings, 3.0 Definitions, 4.0 Analysis and 5.0 Conclusions and Recommendations. The Definitions section summarizes the determining factors of slum/blight and outlines the methods of data collection utilized in the process of writing this report. The Analysis section includes a review of existing conditions of and a detailed blight analysis corresponding with Florida Statutes Section 163.340. The Conclusion and Recommendations section provides findings and recommendations based on the completed analysis, and the Appendix includes the legal descriptions of the area included in the proposed expansion. Throughout this report, there are maps, tables and photographs documenting current conditions that exist within the Area.

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2.0 Summary of Findings

The information presented as determining and/or contributing factors in this report are defined by Chapter 163, Part III, Florida Statutes. Based upon the research, fieldwork observations, interviews, and analysis conducted for the preparation of this report, there is sufficient evidence to recommend that Conditions of Blight exist within the Study Area.

The contributing factors and other findings supporting this conclusion are:

- The study identified a substantial number of deteriorated / deteriorating structures.
- Evidence of public dumping was found in multiple locations within the Study Area. Observed structure conditions in some locations were unsafe. Code enforcement data for major cases was higher within the Study Area than the City as a whole.
- Residents of the Study Area advised of stormwater flooding issues. There are areas of poor paving and roadway construction that need to be remedied.
- The Study area currently has a significant amount of vacant property and a significant amount of unrealized development potential built into the Comprehensive Plan and Land Development Code.
- There is a great diversity in property ownership within the Study Area that can inhibit redevelopment efforts within the Study Area. This is particularly significant given the number of vacant development parcels available.

Table 2.0 lists the sources of information and data collection techniques utilized to substantiate whether or not conditions of slum and/or blight exist in the Study Area.

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Table 2.0: Data Collection Methodology Summary

Topic	Sources of Information	Data Collection Technique
Demographics	U.S. Census	U.S. Census Data Query
Existing Land Uses	Alachua County Property Appraiser & WilsonMiller Field Verification	Field Observations & Records Research
Vacant Parcels	Alachua County Property Appraiser & WilsonMiller Field Verification	Field Observations & Records Research
Condition of Structures	City of Gainesville & WilsonMiller Field Verification	Field Observations & Records Research
Property Maintenance	City of Gainesville Code Enforcement & WilsonMiller Field Verification	Field Observations & Records Research
Open/Recreation Space	WilsonMiller Field Verification	Field Observations
Transportation Conditions	City of Gainesville Public Works & WilsonMiller Field Verification	Field Observations & Records Research
Infrastructure	City of Gainesville Public Works & WilsonMiller Field Verification	Field Observations & Records Research
Crime	City of Gainesville Police Department	Records Research
Fire/EMS	City of Gainesville Fire Rescue Department	Records Research
Code Enforcement	City of Gainesville Code Enforcement	Records Research
Transit	City of Gainesville Regional Transit System (RTS)	Records Research
Water/Wastewater/Electric	Gainesville Regional Utilities (GRU)	Records Research
Property Values & Delinquent Taxes	Alachua County Property Appraiser & Tax Assessor	Records Research

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3.0 Definitions

The Act defines a "Slum Area" as:

"An area having physical or economic conditions conducive to disease, infant mortality, juvenile delinquency, poverty, or crime because there is a predominance of buildings or improvements, whether residential or nonresidential, which are impaired by reason of dilapidation, deterioration, age, or obsolescence, and exhibiting one or more of the following factors:

- (a) Inadequate provision for ventilation, light, air, sanitation, or open spaces;*
- (b) High density of population, compared to the population density of adjacent areas within the county or municipality; and overcrowding, as indicated by government-maintained statistics or other studies and the requirements of the Florida Building Code; or*
- (c) The existence of conditions that endanger life or property by fire or other causes."*

The Act defines a "Blighted Area" as:

"An area in which there are a substantial number of deteriorated, or deteriorating structures, in which conditions, as indicated by government-maintained statistics or other studies, are leading to economic distress or endanger life or property, and in which two or more of the following factors are present:

- (a) Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;*
- (b) Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions;*
- (c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;*
- (d) Unsanitary or unsafe conditions;*
- (e) Deterioration of site or other improvements;*
- (f) Inadequate and outdated building density patterns;*
- (g) Falling lease rates per square foot of office, commercial, or industrial space compared to the remainder of the county or municipality;*
- (h) Tax or special assessment delinquency exceeding the fair value of the land;*

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- (i) Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality;
- (j) Incidence of crime in the area higher than in the remainder of the county or municipality;
- (k) Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality;
- (l) A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality;
- (m) Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area; or
- (n) Governmentally owned property with adverse environmental conditions caused by a public or private entity."

However, the term "blighted area" also means any area in which at least one of the factors identified in paragraphs (a) through (n) are present and all taxing authorities subject to s. 163.387(2)(a) agree, either by interlocal agreement or agreements with the agency or by resolution, that the area is blighted. Such agreement or resolution shall only determine that the area is blighted. For purposes of qualifying for the tax credits authorized in chapter 220, "blighted area" means an area as defined in this subsection.

The Act defines "Community Redevelopment" or "Redevelopment" as:

"Undertakings, activities, or projects of a county, municipality, or community redevelopment agency in a community redevelopment area for the elimination and prevention of the development or spread of slums and blight, or for the reduction or prevention of crime, or for the provision of affordable housing, whether for rent or for 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 and revitalization of coastal resort and tourist areas that are deteriorating and economically distressed, 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 Act defines a "Community Redevelopment Plan" as:

"A plan, as it exists from time to time, for a community redevelopment area."

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4.0 Analysis

To determine whether there is sufficient evidence to prove and document slum and/or blighted conditions, existing conditions data was collected and analyzed. The details of this analysis are included within the following two sections. The first section (4.1) documents existing conditions throughout the proposed expansion area using government statistics and other available data. The second section then analyzes the data and documents the presence/absence of blight as required in Florida Statutes.

4.1 Demographics/Economic Conditions

Data from the U.S. Census Bureau was collected in order to capture a snapshot of the demographic and socioeconomic conditions within the Study Area. The data is presented in Tables 4.1a-4.1f below. The tables are grouped by the specific data source that was utilized to create them.

Table 4.1a contains the current population totals for the Study Area and the City of Gainesville as reported in the 2010 Census. The data in the table is reported at the Census Block level, which is the smallest geography available (See Map 4.1 Census Block Map). The Study Area (consisting of Census Tract 7, Blocks 3008, 3011, 3012, 3013) contains approximately 281 residents compared to Gainesville's population of 124,354. As shown in the table, the Study Area has a much larger minority population than the City as a whole, with African-Americans making up the largest racial group at 75.1% (compared to Gainesville's 23.0%). The Study Area also has a significantly lower Hispanic population than the City as a whole (3.2% vs. 10.0%).

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Table 4.1.a: Population Size and Race of Study Area Compared with City of Gainesville

Category	Census Tract including Study Area		City of Gainesville	
Population:				
2010 Census	281	100%	124,354	100%
Race:				
White	62	22.1%	80,725	64.9%
Black or African American	211	75.1%	28,575	23.0%
American Indian & Alaska Native	0	0.0%	379	0.3%
Asian	0	0.0%	8,526	6.9%
Native Hawaiian & Other Pacific Islander	0	0.0%	65	0.1%
Some Other Race	1	0.4%	2,419	1.9%
Two or More Races	7	2.5%	3,665	2.9%
Hispanic or Latino	9	3.2%	12,387	10.0%

Note: The Study Area is defined by Census Tract 7 Blocks 3008, 3011, 3012, 3013
Source: U.S. Census Bureau, 2010 Census, Redistricting Data SF (PL 94-171))

Table 4.1b below includes a breakdown of the population by age cohort. This data was collected from the American Community Survey 5-year estimates (2005-2009), which were released in December 2010. The data included in the table below for the Study Area is aggregated the Census Tract Level. The Study Area is located within Census Tract 7 (See Map 4.2 Census Tracts) which covers a fairly large geography due to the low population density in southeast Gainesville. Generally the numbers show that the population of Census Tract 7 is more evenly distributed by age cohort than in Gainesville as a whole, which has a much larger college-age cohort (specifically 20-44 years old). The area also has a larger elderly population (as a percentage of the total population) than Gainesville as a whole.

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**Table 4.1.b: Age of Study Area Population in Study Area
Compared with City of Gainesville**

Age of Population	Census Tract including Study Area		City of Gainesville	
Total:	6,581	100%	115,146	100%
19 years or under	2,108	32.0%	30,277	26.3%
20-44	1,876	28.5%	58,327	50.7%
45-64	1,690	25.7%	17,614	15.3%
65 and over	907	13.8%	8,928	7.8%

Notes: The Study Area is defined by Census Tract 7. The data presented is an estimate only and is subject to some error. Data from the American Community Survey is collected from surveys sent over the five year period (2005-2009).

Source: U.S. Census Bureau – American Community Survey Five-Year Estimates 2005-2009

Table 4.1c was also developed utilizing American Community Survey data and includes housing tenure information for Census Tract 7 and the City of Gainesville as a whole. The data shows that Census Tract 7 includes a much larger percentage of homeowners than the City as a whole, which may be associated with the transient nature of the college-age population elsewhere in the City.

Table 4.1.c: Housing Tenure in Study Area Compared with City of Gainesville

Category	Census Block Group including Study Area		City of Gainesville	
Housing Tenure				
Total housing units	2,456	100%	46,024	100%
Owner-occupied housing units	1,526	62.1%	18,330	39.8%
Renter-occupied housing units	931	37.9%	27,694	60.2%

Notes: The Study Area is defined by Census Tract 7. The data presented is an estimate only and is subject to some error. Data from the American Community Survey is collected from surveys sent over the five year period (2005-2009).

Source: U.S. Census Bureau – American Community Survey Five-Year Estimates 2005-2009

The final table series is focused on demographic and economic characteristics of the working population within the Study Area and the City as a whole. The data utilized for these tables comes from the Census Bureau Longitudinal Employer Household Dynamics (LEHD) data, which is compiled from a number of federal and state data sources on an annual basis. This

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information is collected in a variety of geographies, the smallest of which is the Census Block Group. The Study Area is located within Census Tract 7 Block Group 3, and the data shown in Tables 4.1d-4.1e has been collected at the Block Group level (See Map 4.3 Census Block Groups). The numbers reported in the tables only include workers who live around the Study Area (Census Tract 7 Block Group 3 represents the "Study Area Block Group") or in the City of Gainesville, regardless of where they work.

Table 4.1d includes a breakdown of the worker population by age cohort. As expected, the Study Area Block Group located has a smaller proportion of young workers and a larger proportion of workers in the older cohorts.

Table 4.1d: Workers by Age Cohort

Age Cohort	Study Area		City of Gainesville	
	Count	Share	Count	Share
Age 29 or younger	234	25.40%	13,851	32.90%
Age 30 to 54	517	56.10%	21,232	50.40%
Age 55 or older	170	18.50%	7,012	16.70%
Total	921	100.00%	42,095	100.00%

Note: The Study Area is defined by Census Tract 7 BG 3

Source: U.S. Census Bureau – Longitudinal Employer-Household Dynamics (LEHD) 2009 Data

Table 4.1e summarizes workers by income category. The working population within Study Area Block Group makes significantly less money in comparison to the City as a whole. The percentage of workers making more than \$39,996 annually for the City as a whole is nearly twice as large as within the Study Area Block Group.

Table 4.1.e: Worker Income in Study Area vs. City of Gainesville

Income Category	Study Area		City of Gainesville	
	Count	Share	Count	Share
\$1,250 per month or less (\$15,000 annually)	305	33.10%	13,826	32.80%
\$1,251 to \$3,333 per month (\$15,021-\$39,996 annually)	491	53.30%	17,963	42.70%
More than \$3,333 per month (\$39,996 annually)	125	13.60%	10,306	24.50%
Total	921	100.00%	42,095	100.00%

Note: The Study Area is defined by Census Tract 7 BG 3

Source: U.S. Census Bureau – Longitudinal Employer-Household Dynamics (LEHD) 2009 Data

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In addition, Table 4.1f also shows that the working population that lives within the Study Area Block Group is also less educated than the City's working population as a whole.

Table 4.1.f: Worker Educational Attainment in Study Area vs. City of Gainesville

Educational Level	Study Area		City of Gainesville	
	Count	Share	Count	Share
Less than high school	115	12.50%	3,538	8.40%
High school or equivalent, no college	231	25.10%	8,336	19.80%
Some college or Associate degree	225	24.40%	9,390	22.30%
Bachelor's degree or advanced degree	116	12.60%	6,980	16.60%
Educational attainment not available (workers aged 29 or younger)	234	25.40%	13,851	32.90%
Total	921	100.00%	42,095	100.00%

Note: The Study Area is defined by Census Tract 7 BG 3

Source: U.S. Census Bureau – Longitudinal Employer-Household Dynamics (LEHD) 2009 Data

These tables paint the picture of a portion of Gainesville that is less educated and less economically well off than the remainder of the City. This is not surprising given the Study Area's location adjacent to the existing Eastside CRA, but it does illustrate an existing need for economic advancement and redevelopment. The following sections of the report contain a further examination of specific physical and economic characteristics for the Study Area as required by Florida Statutes for the determination of "Blight" and the expansion of the Eastside CRA.

4.2 Existing Conditions

The Study Area abuts the current Eastside CRA which currently extends along the north side of SE Hawthorne Road south and east to the Gainesville City Limits. The Study Area encompasses approximately ±52.2 acres including rights-of-way. The Study Area includes an area of land bordered on the north by SE Hawthorne Road, on the east by SE 26th Street, on the south by a larger parcel owned by Gainesville 60 LLC (Parcel ID 16093-000-000), and on the west primarily

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by vacant properties. See Map 4.4: Location Map and Map 4.5: Aerial Map for the location and context of the Study Area.

According to the Alachua County Property Appraiser, the area is comprised of 104 parcels, with 78 single-family homes, one commercial building, and one mobile home. The Study Area contains 23 vacant properties. The commercial property is located at the intersection of SE Hawthorne Road and SE 24th Street.

Site visit observations indicated that many properties and structures in the study area show signs of lack of property maintenance and of aesthetic deterioration. This observation is supported by photo documentation, and is discussed in more detail in the following section. Figures 4.1 and 4.2 show typical single family housing and Figure 4.3 shows the single commercial parcel within the Study Area

Figures 4.1 and 4.2 Typical Single Family Housing



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4.3 Commercial Property**4.3 Blighted Conditions Analysis**

As documented in Section 2.0 Definitions and Methodology, there is a two-step process to determining whether or not blight exists in a proposed area. The first step is to determine whether or not the proposed area contains a “substantial number of deteriorated or deteriorating structures, in which conditions, as indicated by government-maintained statistics or other studies, are leading to economic distress or endangerment of life or property” (Florida Statutes 163.340(8)). This analysis is included in Section 4.3.1 below.

In addition to the finding that there are a significant number of deteriorated or deteriorating structures within a Study Area, Florida Statutes require that at least two additional criteria of blight be met. This analysis included in Section 4.3.2.

4.3.1 Structure Conditions

In order to determine whether there were a “substantial number of deteriorating or deteriorated structures” within the Study Area two analyses were undertaken. The first step was the completion of a field survey of structures. The second step was an analysis of code enforcement violations for the Study Area. The results of these analyses are summarized below.

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Structure Field Survey

The field survey included photographing and documenting of existing structure conditions throughout the Study Area. The conditions of each structure were rated using the following categories.

- **Sound:** New or like new; requiring nothing more than routine maintenance
- **Deteriorating:** Lowering in quality in the condition or appearance of the building or parts thereof, characterized by holes, breaks, rot, crumbling, cracking, peeling or other evidence of physical decay or neglect, or excessive use or lack of maintenance.
- **Deteriorated:** Nearing the state of dilapidation; close to, or of such condition that said building or parts thereof is no longer adequate for the purpose or use for which it was originally intended.

The conclusion of this fieldwork is summarized below in Table 4.2.a and some representative examples in Figures 4.4 and Figure 4.5.

Table 4.2.a: Summary of Deteriorated/Deteriorating Structures

Area	Number of Deteriorated/Deteriorating Structures	Total Number of Buildings	% of Properties with Deteriorated/Deteriorating Structures
Study Area	30	80	37.50%

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Figures 4.4 and 4.5: Examples of Deteriorating Structures

The documented percentages of deteriorating/deteriorated structures within the Study Area is consistent with what has typically been documented as substantial in other jurisdictions, and is higher than those percentages observed in previous expansions within the City of Gainesville (2009 and 2010).

Code Enforcement History

Code enforcement data is another good indicator of property/structure condition and ongoing maintenance. For the Study Area, four years of code enforcement data was analyzed and is summarized in Table 4.2.b below. The results of this analysis show that the Study Area has a significantly higher rate of code enforcement cases (calculated as a rate per parcel) than the City of Gainesville as a whole. The difference is most significant for major code enforcement violations which are typically those that would lower property value, and possibly include safety issues. These major cases are those that would most likely reflect structures that are in a deteriorating state.

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Table 4.2.b: 2006-2010 Code Enforcement Case Summary

Geographic Area	Total Parcels	Total Cases	Overall Rate	Total Major Cases	Rate of Major Cases	Total Minor Cases	Rate of Minor Cases
Gainesville	38,106*	5,094	0.13	2,178	0.06	2,916	0.08
Study Area	104	104	1.00	54	0.52	50	0.48

*Represents total unique parcel ID numbers within the City of Gainesville.

Economic Conditions

The existence of poor economic conditions within the Study Area, as documented in the Census data that was summarized in Section 4.1 above, represents evidence of economic distress. Because it is collected using Census geography, this data does include some data from immediately outside the Study Area, but it is useful in illustrating the general economic conditions of the area. According to this data, the Study Area has lower median incomes and lower home ownership levels than the city as a whole (see Tables 4.1.c-4.1f).

4.3.2 Additional Blight Criteria

Once it has been determined that a substantial number of deteriorating or deteriorated structures are present in an area, the next stage analysis can begin. This requires that at least two out of the fourteen possible criteria be observed and documented in order for the Study Area to be considered blighted. The following is an analysis of each of the fourteen criteria that appropriate data could be collected for, with conditions documented for the Study Area.

(a) Predominance of defective or inadequate street layout, parking facilities, roadways, bridges or public transportation facilities.

General Roadway Conditions

The area is primarily residential with two-lane rural cross-section (no curbs or gutters) streets. There are generally no ditches or drains with the exception of the south end of the Study Area. The Study Area also contains limited sidewalks. There is approximately 6,790 linear feet of roadway with only approximately 231 linear feet of

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sidewalk (3.4%). The only sidewalk within the Study Area is located on the western side of SE 23rd Street and runs from SE 24th Street to SE 8th Place. This condition could create a potentially dangerous pedestrian environment with little space to maneuver out of the way of oncoming cars. Figures 4.6 and 4.7 illustrate the typical roadway conditions within the Study Area.

Figures 4.6 and 4.7: Typical Study Area Roadways



Public Transit Service

The Study Area is served with bus service from Gainesville RTS. There are two routes easily accessible from the Study Area. The first of these is Route #2 which connects the nearby Health Department to the Rosa Parks Station in Downtown, and runs on one hour headways. Transit stops for Route #2 are available at the Gainesville Technology Enterprise Center (GTEC) near the intersection of SE Hawthorne Road and SE 24th Street. In addition, there are also bus stops available immediately adjacent to the Study Area that serve Route #7, which connects the Rosa Parks Station to Eastwood Meadows. Service along Route #7 runs on one hour headways, and a bus stop is available near the intersection of SE Hawthorne Road and SE 26th Street. The bus stop is marked by a sign along the sidewalk, and no additional amenities are provided. Figure 4.8 below shows the existing bus stop.

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Figure 4.8 Existing RTS Stop Adjacent to Study Area



Overall, the ridership on these two routes has decreased since 2007, particularly in 2009 when the fare structure changed. However, since that time, ridership has increased and is approaching 2007 levels. A summary of the ridership totals is shown in Table 4.2.c below.

Table 4.2.c RTS Ridership Totals for Selected Routes 2007-2009

Route	Fiscal Year				% Change 2007-2010
	2007	2008	2009	2010	
Route 2	89,020	93,860	69,495	85,272	-4.21%
Route 7	106,514	110,679	91,196	102,918	-3.38%

While the findings show some evidence of a defective or inadequate street layout, particularly as it relates to pedestrian facilities within the Study Area, sufficient evidence is not available to identify this as a condition of blight.

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- (b) Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the five years prior to finding of such conditions.**

Insufficient information was available to complete this analysis.

- (c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness.**

Faulty lot layout pertains to the layout and size of the exiting lot structure throughout the Study Area. In order to meet this criteria, lot structure is examined to determine if proper accessibility and/or adequate parking are being provided to the existing uses. In addition, the examination of lot layout can also look at the overall pattern to determine if there are other characteristics (e.g. lot size) that inhibit redevelopment. The redevelopment potential of an area can depend greatly on the configuration of parcels. Different building types and uses have varying size and access needs.

The Study Area consists primarily of small lots for single-family homes, though there is also a commercial property along SE Hawthorne Road. Faulty lot layout does not appear to be a major limiting factor in the development of the Study Area, given the uses that are allowed within the Study Area Zoning district and Comprehensive Plan designation (see Criteria (f) below). For that reason, faulty lot layout it is not considered to be a condition of blight.

- (d) Unsanitary or Unsafe conditions.**

Field observations were used to investigate the existence of potentially unsanitary/unsafe conditions.

In a March 2011 visit to the Study Area, conditions considered unsanitary and unsafe were observed and photographed. The primary evidence of these conditions was debris and dumping on some of the vacant lots within the Study Area. Public dumping

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not only reduces the aesthetic appeal, it often leads to the perception that the area is in decline. Public dumping also can attract rodents and other pests, which can have the potential to cause safety/health issues.

Figures 4.9 and 4.10 illustrate some areas where dumping of trash and debris were found within the Study Area.

Figures 4.9 and 4.10: Examples of Public Dumping/Debris



In addition, a lack of general property upkeep within the Study Area was also observed. Several properties were poorly maintained, as demonstrated by deteriorating paint and cluttered areas outside. Examples of these conditions are illustrated in Figures 4.11 and 4.12 below. These observations are consistent with the code enforcement data that was collected and is summarized in Section 4.2.1 of this report.

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Figures 4.11 and 4.12: Examples of Properties with Poor Upkeep and Potential Safety Issues



Overall, the findings, as documented above, adequately meet the criteria for unsafe or unsanitary conditions to be considered a condition of blight.

(e) Deterioration of site or other improvements.

In order to determine the presence of deteriorated site or other improvements, a review of the existing infrastructure system was completed. This review included an analysis of subsurface infrastructure including stormwater, water and wastewater systems, as well as a review of existing roadway conditions.

In addition to site improvements, the existing condition of the public infrastructure was reviewed utilizing atlas and other data as provided by the City of Gainesville. The findings are documented below. WilsonMiller Stantec staff conducted discussions with City of Gainesville Public Works staff, as well as representatives from Gainesville Regional Utilities. In addition, resident input was collected during the public information meeting of March 23, 2011, and field photography was collected.

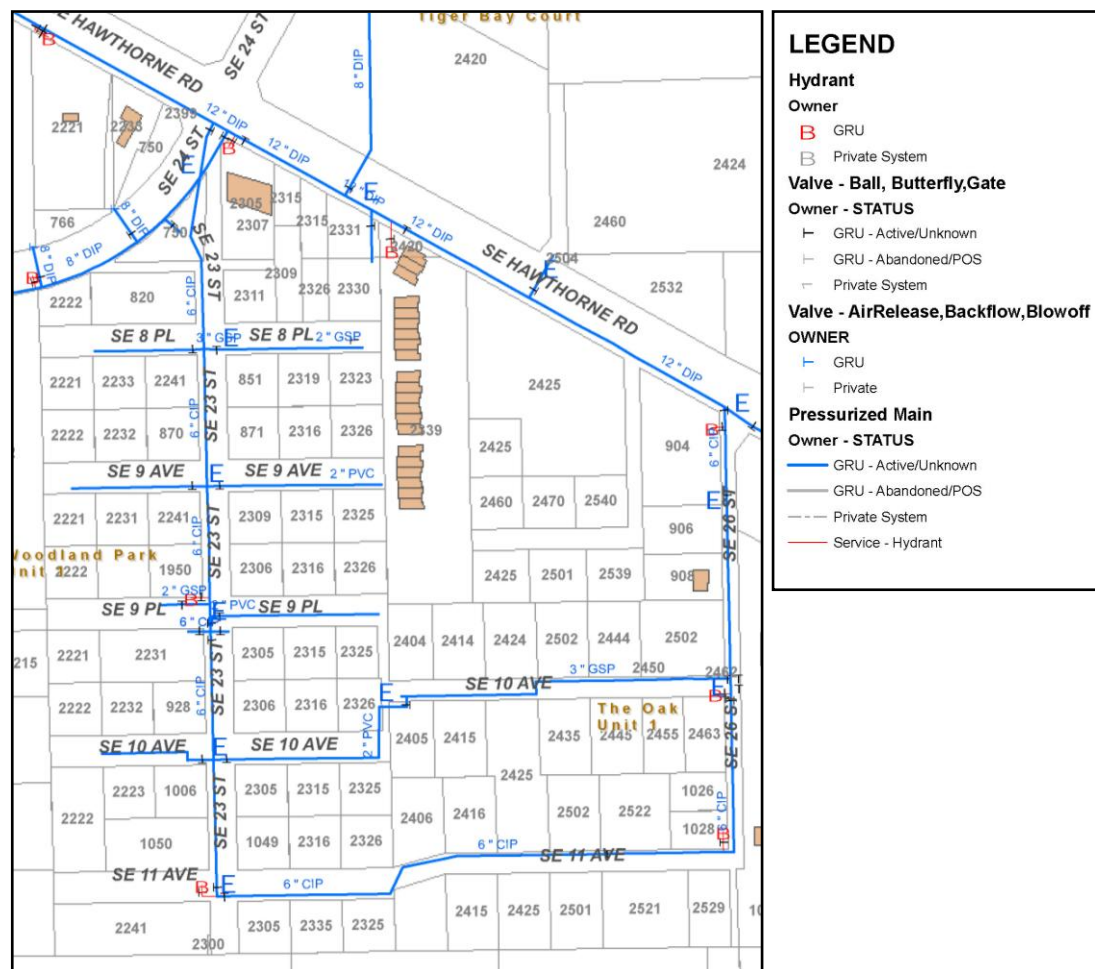
Figure 4.13 and 4.14 show the Study Area's existing water and wastewater systems, respectively.

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Water

The water needs for the neighborhood are provided for via a 12" ductile iron pipe (DIP) that runs along SE Hawthorne Road. The neighborhood is served by a 6" corrugated iron pipe that forms a loop, first heading south on SE 23rd Street to SE 11th Avenue, and then north along SE 26th Street. Secondary pipes tap into this loop at SE 8th Place, SE 9th Avenue, and SE 10th Avenue. See Figure 4.13 Water Infrastructure Atlas.

Figures 4.13: Study Area Water Infrastructure Atlas

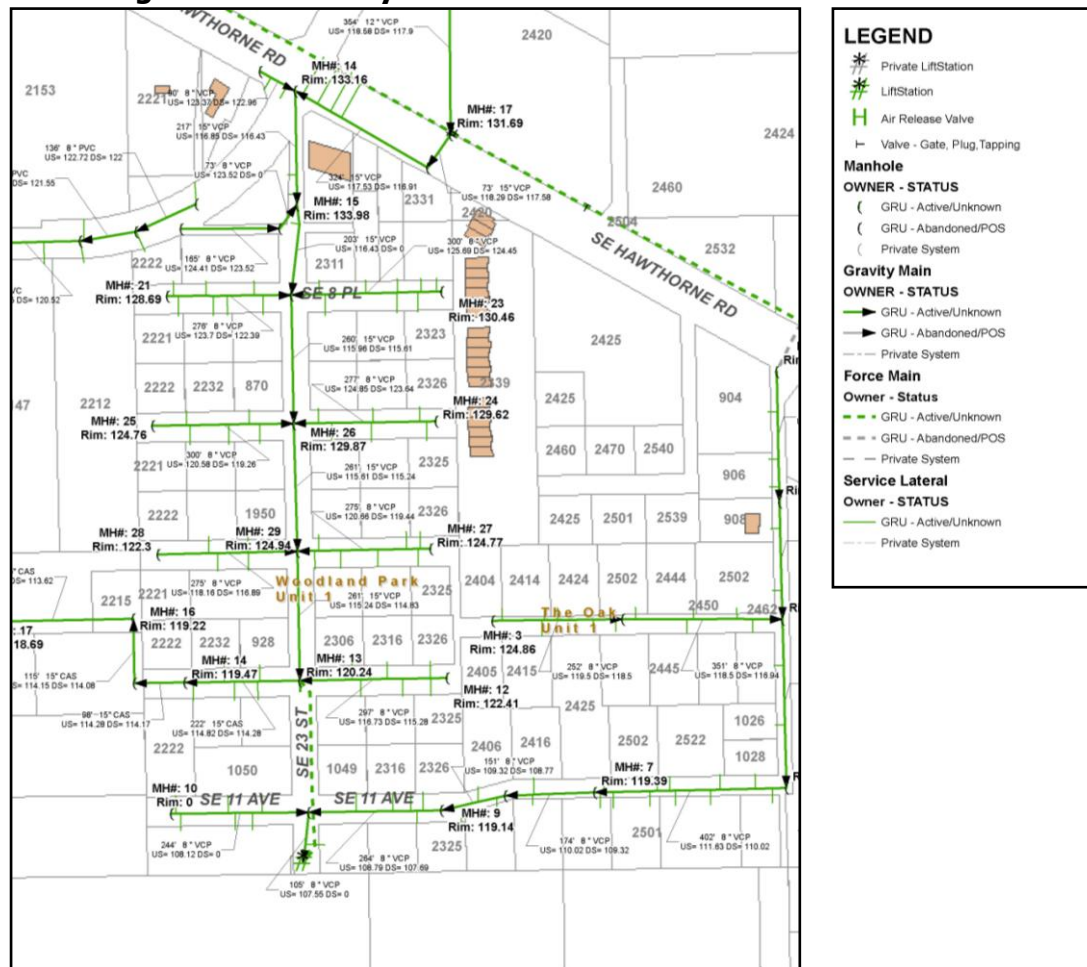


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Wastewater

Wastewater service for the neighborhood is provided via a series of gravity main sewer pipes that move wastewater from the area to the south/southwest. SE 23rd Street contains a 15" gravity main that flows west out of the neighborhood at SE 10th Avenue. This gravity main collects wastewater from SE 8th Place, SE 9th Avenue, SE 9th Place, SE 10th Avenue, and SE 11th Avenue (which brings wastewater from the eastern half of the neighborhood) via a small force main that brings wastewater from SE 11th Avenue to SE 10th Avenue and west out of the neighborhood. See Figure 4.14 Wastewater Infrastructure.

Figures 4.14: Study Area Wastewater Infrastructure Atlas



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Generally, the conditions of existing water/wastewater infrastructure are acceptable, and although the age of many of the pipes is approaching 50 years (which is an age range where there is often an increased need for rehabilitation and replacement), the City of Gainesville staff advised for the purpose of the study did not feel that the conditions of the existing infrastructure merited significant capital expense in the near-term.

City staff also noted little concern with system capacity (either for water or wastewater), and did not see a lack of capacity as inhibiting growth. An example of available capacity is a water/wastewater permit that was granted to a recent proposal for a 24 unit multi-family development in the center of the Study Area. If it had been constructed, the development would have only been responsible for connections to the immediately adjacent pipes, though GRU did make an agreement to upsize a water pipe for additional capacity to provide for future water and fire protection needs. Given the relatively suburban/rural nature of the area, and the associated land use/zoning designations (discussed more in section (f) of this report) it is unlikely that water/wastewater infrastructure capacity will be an issue.

Stormwater

In addition to the water/wastewater systems, the stormwater management system was also reviewed. Within the Study Area, the streets are predominantly two-lane rural cross-sections that lack curbing and gutters, or ditches of any significance. SE 23rd Street goes downhill from north to south with ditches that start around SE 9th Place and head south out of the Study Area. There is also a ditch that drains SE 11th Avenue and connects with the ditches on SE 23rd Street.

During the public information meeting, several residents noted stormwater management flooding issues. Most of these residents lived east of SE 23rd Street on SE 8th Place, SE 9th Avenue, and SE 9th Place. These roads slope downhill towards the center of the Study Area, and currently have no constructed stormwater management

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infrastructure. In addition SE 8th Place and SE 9th Avenue are both in poor condition at their eastern terminus, which likely exacerbates the problem. See images in the Roadway Conditions section. See Map 4.6 Stormwater Infrastructure.

Roadway Conditions

The pavement condition of the roadways within the Study Area is generally good, though there are areas of concern that should be addressed. As noted in the stormwater discussion above, SE 8th Place and SE 9th Avenue are in poor condition at their eastern termini. The pavement on SE 11th Avenue is also in poor condition and in need of repair. See Figures 4.15-4.16 below.

Figures 4.15-4.16 Examples of Poor Paving Conditions



SE 11th Avenue



SE 8th Place

Conclusion

The stormwater (with associated flooding) and the poor roadway conditions within the Study Area are sufficient to meet the criteria for deterioration of site and other improvements.

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(f) Inadequate and outdated building density patterns.

Due to blighting factors, distressed areas often do not develop or redevelop at appropriate, modern urban densities. In order to determine if the development patterns within the Study Area are outdated, the following data were analyzed to determine if the existing development pattern is consistent with the potential, as documented in local plans.

- Existing land use (Department of Revenue Code)
- Future Land Use designation (Comprehensive Plan)
- Zoning district (Land Development Regulations)

In addition, a field survey was conducted where density patterns were observed and documented.

Existing Land Use – Department of Revenue Codes

As discussed at length in Section 4.1, the existing conditions of the Study Area largely reflect the single family nature of the neighborhood. As shown in Table 4.2.d below, the Florida Department of Revenue (DOR) codes are consistent with observations made during field visits. See Map 4.7: Existing Land Use.

Table 4.2.d Existing Land Use

DOR Code	Acres
Residential	23.65
Commercial	0.23
Vacant Residential	16.63
Vacant Commercial	1.70
Other Municipal	0.01
Total*	±42.72

*Total acreage is exclusive of Rights-of-way.

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As described below, this density pattern is generally consistent with the zoning designations and Future Land Use categories in the area.

Comprehensive Plan – Future Land Use Designation

There are several different Future Land Use categories that can be found within the Study Area. Map 4.8 and Table 4.2.e below illustrate the breakdown of land use type.

Table 4.2.e Future Land Use Categories in Study Area

Future Land Use	Maximum Density	Acres
Single Family	up to 8 units per acre	27.56
Residential Low-Density	up to 12 units per acre	4.87
Residential Medium	8-30 units per acre	7.51
Mixed Use Low-Intensity	8-30 Units Per acre	2.44
*Total		±42.38

*Total acreage excludes Rights-of-way.

Land Development Regulations – Zoning Districts

The existing zoning districts reflect the development patterns that exist throughout the Study Area. See Map 4.9 and Table 4.2.f below to see the breakdown of zoning within the area.

Table 4.2.f Zoning Categories in the Study Area

Zoning	Maximum Density	Acres
MH	12 units/acre mobile home	4.87
RSF3	5.8 units/acre single-family	27.49
RMF6	8-15 units/acre multiple-family	7.46
MU1	8-30 units/acre 60% lot coverage (five stories max) non-residential	2.30
PS	N/A	0.02
Total		±42.14

*Up to 21 units per acre with density bonuses.

**Total acreage excludes Rights-of-way.

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Field Observations

The Study Area is currently developed with a mix of single family and commercial uses. A total of 43% of the developable land (non-right of way) is currently vacant. In addition 40% of that vacant land (± 7.46 acres) is zoned for multi-family residential development. The majority of properties zoned for commercial/mixed-use (78%) are currently vacant as well. The development potential allowed within the Future Land Use and zoning designations would allow for significant additional density/intensity within the Study Area. New development has occurred within the immediate area, particularly around the intersection of SE 24th Street and SE Hawthorne Road. These factors are sufficient evidence to determine that the Study Area contains outdated building density patterns.

(g) Falling lease rates per square foot of office, commercial, or industrial space compared to the remainder of the county or municipality.

There is currently only one commercial property within the Study Area. Insufficient evidence was available to determine whether or not lease rates have been falling in comparison to the remainder of the City.

(h) Tax or special assessment delinquency exceeding the fair value of the land.

According to the Alachua County Tax Collector online database, several properties within the Study Area have delinquent property taxes, but none exceed the fair value of the land, therefore this condition of blight does not apply.

(i) Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality.

Sufficient information to analyze residential vacancy rates was not available and the single commercial property within the Study Area is currently occupied. This condition of blight does not apply.

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(j) Incidence of crime higher than in the remainder of the county or municipality.

In order to determine if there is incidence of crime in the Study Area higher than in the remainder of the City, data from January of 2008 to December of 2010 was analyzed to determine the per capita rate of crime for the study area and for the City as a whole. The population data from the 2010 Census was utilized for total number of residents in the City of Gainesville. In order to estimate the population only within the Study Area, the average household size reported in the American Community Survey 5-year estimates was used to calculate the number of residents, which was estimated at 174. Consistent with privacy and public records laws, locational data related Child Molestation, Domestic Battery, Lewd or Lascivious Conduct, Sexual Assault and Sexual Battery is not available; therefore, this data was not considered for the purpose of comparing. Tables 4.2g-4.2i show the results of the analysis by reporting year. In summary, the results shown in the table are inconclusive. The analysis shows that generally, the Study Area has a crime rate consistent with the City of Gainesville as a whole; therefore, this is not a condition of blight.

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Table 4.2.g: Crime Comparison - Study Area vs. City of Gainesville (2008)

Type of Crime	City-Wide			Study Area		
	Crimes	Per Capita	Per Parcel	Crimes	Per Capita	Per Parcel
Arson/Fire	10	0.00	0.00	0	0.00	0.00
Assault	332	0.00	0.01	0	0.00	0.00
Battery	1,050	0.01	0.03	2	0.01	0.02
Burglary	4,259	0.03	0.13	10	0.06	0.10
Child Neglect	0	0.00	0.00	0	0.00	0.00
Crash w/Fatality	1	0.00	0.00	0	0.00	0.00
Criminal Mischief	51	0.00	0.00	0	0.00	0.00
Cyber Stalking	1	0.00	0.00	0	0.00	0.00
Disturbance-Civil	1	0.00	0.00	0	0.00	0.00
Fire	0	0.00	0.00	0	0.00	0.00
Gas Drive Off	1	0.00	0.00	0	0.00	0.00
Harassing/Obscene Phone Calls	0	0.00	0.00	0	0.00	0.00
Homicide	5	0.00	0.00	0	0.00	0.00
Identity Theft	0	0.00	0.00	0	0.00	0.00
Lost Property	1	0.00	0.00	0	0.00	0.00
Lost/Stolen Vehicle Tag	213	0.00	0.01	1	0.01	0.01
Molestation of a Vending Machine	31	0.00	0.00	0	0.00	0.00
Resisting Merchant	32	0.00	0.00	0	0.00	0.00
Robbery	321	0.00	0.01	0	0.00	0.00
Shooting/Throwing a Deadly Missile	72	0.00	0.00	0	0.00	0.00
Stalking	84	0.00	0.00	0	0.00	0.00
Stolen Vehicle	378	0.00	0.01	1	0.01	0.01
Suspicious Incident	1	0.00	0.00	0	0.00	0.00
Theft	3,025	0.02	0.09	4	0.02	0.04
Threatening Phone Calls	19	0.00	0.00	0	0.00	0.00
Totals	9,888	0.08	0.26	18	0.10	0.17

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Table 4.2.h: Crime Comparison - Study Area vs. City of Gainesville (2009)

Type of Crime	City-wide			Study Area		
	Crimes	Per Capita	Per Parcel	Crimes	Per Capita	Per Parcel
Arson/Fire	12	0.00	0.00	0	0.00	0.00
Assault	352	0.00	0.01	2	0.01	0.02
Battery	1,105	0.01	0.03	5	0.03	0.05
Burglary	4,660	0.04	0.14	1	0.01	0.01
Criminal Mischief	18	0.00	0.00	0	0.00	0.00
Fire	8	0.00	0.00	0	0.00	0.00
Gas Drive Off	1	0.00	0.00	0	0.00	0.00
Harassing/Obscene Phone Calls	1	0.00	0.00	0	0.00	0.00
Homicide	20	0.00	0.00	0	0.00	0.00
Identity Theft	1	0.00	0.00	0	0.00	0.00
Lost/Stolen Vehicle Tag	200	0.00	0.01	0	0.00	0.00
Molestation of a Vending Machine	13	0.00	0.00	0	0.00	0.00
Resisting Merchant	17	0.00	0.00	0	0.00	0.00
Robbery	330	0.00	0.01	1	0.01	0.01
Shooting/Throwing a Deadly Missile	72	0.00	0.00	0	0.00	0.00
Stalking	94	0.00	0.00	0	0.00	0.00
Stolen Vehicle	400	0.00	0.01	0	0.00	0.00
Theft	3,214	0.03	0.09	3	0.02	0.03
Threatening Phone Calls	10	0.00	0.00	0	0.00	0.00
Totals	10,528	0.08	0.28	12	0.07	0.12

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Table 4.2.i: Crime Comparison - Study Area vs. City of Gainesville (20010)

Type of Crime	City-wide			Study Area		
	Crimes	Per Capita	Per Parcel	Crimes	Per Capita	Per Parcel
Arson/Fire	13	0.00	0.00	0	0.00	0.00
Assault	294	0.00	0.01	0	0.00	0.00
Battery	833	0.01	0.02	3	0.02	0.03
Burglary	2,845	0.02	0.08	2	0.01	0.02
Child Neglect	0	0.00	0.00	0	0.00	0.00
Criminal Mischief	12	0.00	0.00	0	0.00	0.00
Cyber Stalking	4	0.00	0.00	0	0.00	0.00
Fire	3	0.00	0.00	0	0.00	0.00
Gas Drive Off	0	0.00	0.00	0	0.00	0.00
Harassing/Obscene Phone Calls	0	0.00	0.00	0	0.00	0.00
Homicide	16	0.00	0.00	0	0.00	0.00
Identity Theft	1	0.00	0.00	0	0.00	0.00
Lost Property	2	0.00	0.00	0	0.00	0.00
Lost/Stolen Vehicle Tag	244	0.00	0.01	0	0.00	0.00
Molestation of a Vending Machine	9	0.00	0.00	0	0.00	0.00
Resisting Merchant	17	0.00	0.00	0	0.00	0.00
Robbery	251	0.00	0.01	3	0.02	0.03
Shooting/Throwing a Deadly Missile	56	0.00	0.00	0	0.00	0.00
Stalking	70	0.00	0.00	0	0.00	0.00
Stolen Vehicle	305	0.00	0.01	0	0.00	0.00
Theft	2,893	0.02	0.08	1	0.01	0.01
Threatening Phone Calls	26	0.00	0.00	0	0.00	0.00
Totals	7,894	0.06	0.21	9	0.05	0.09

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- (k) Fire and emergency medical service calls to the area proportionately higher than the remainder of the county or municipality.**

In order to determine if there has been a proportionally higher number of Fire/EMS calls in the Study Area, data from a 19 month period of 2009-2010 was compared per parcel and per capita. For both the per capita and per parcel comparison, the Study Area reported a lower rate of calls than the City as a whole. Therefore, this is not a condition of blight.

Table 4.2.j: Summary of Fire and EMS Calls 2009-2010

Call Type	City Wide			Study Area		
	Total Calls	Per Capita	Per Parcel	Total Calls	Per Capita	Per Parcel
Fire	2,689	0.02	0.08	2	0.01	0.02
EMS	18,612	0.15	0.54	9	0.05	0.09
Alarms	1,833	0.01	0.05	1	0.01	0.01
Hazmat	405	0.00	0.01	0	0.00	0.00
Service/Other	262	0.00	0.01	0	0.00	0.00
Totals	23,800	0.19	0.63	12	0.07	0.12

- (l) A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality.**

The City of Gainesville Code Enforcement Division provided the Code violation data used throughout this analysis. This data did not indicate which violations were of the Florida Building Code specifically. Therefore, this finding is inconclusive.

- (m) Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area.**

Redevelopment within an urban neighborhood often requires the assemblage of multiple parcels in order to create sites large enough to accommodate parking and open space requirements. The assemblage of properties can be greatly inhibited by a

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diversity of property ownership that forces a developer to make several transactions in order to create a parcel of usable size.

There are 104 parcels within the Study Area and 94 individual owners. This diversity of ownership could greatly inhibit land assemblage, and given the development potential within the Study Area (particularly on vacant lands), this is considered a condition of blight.

(n) Governmentally owned property with adverse environmental conditions caused by a public or private entity.

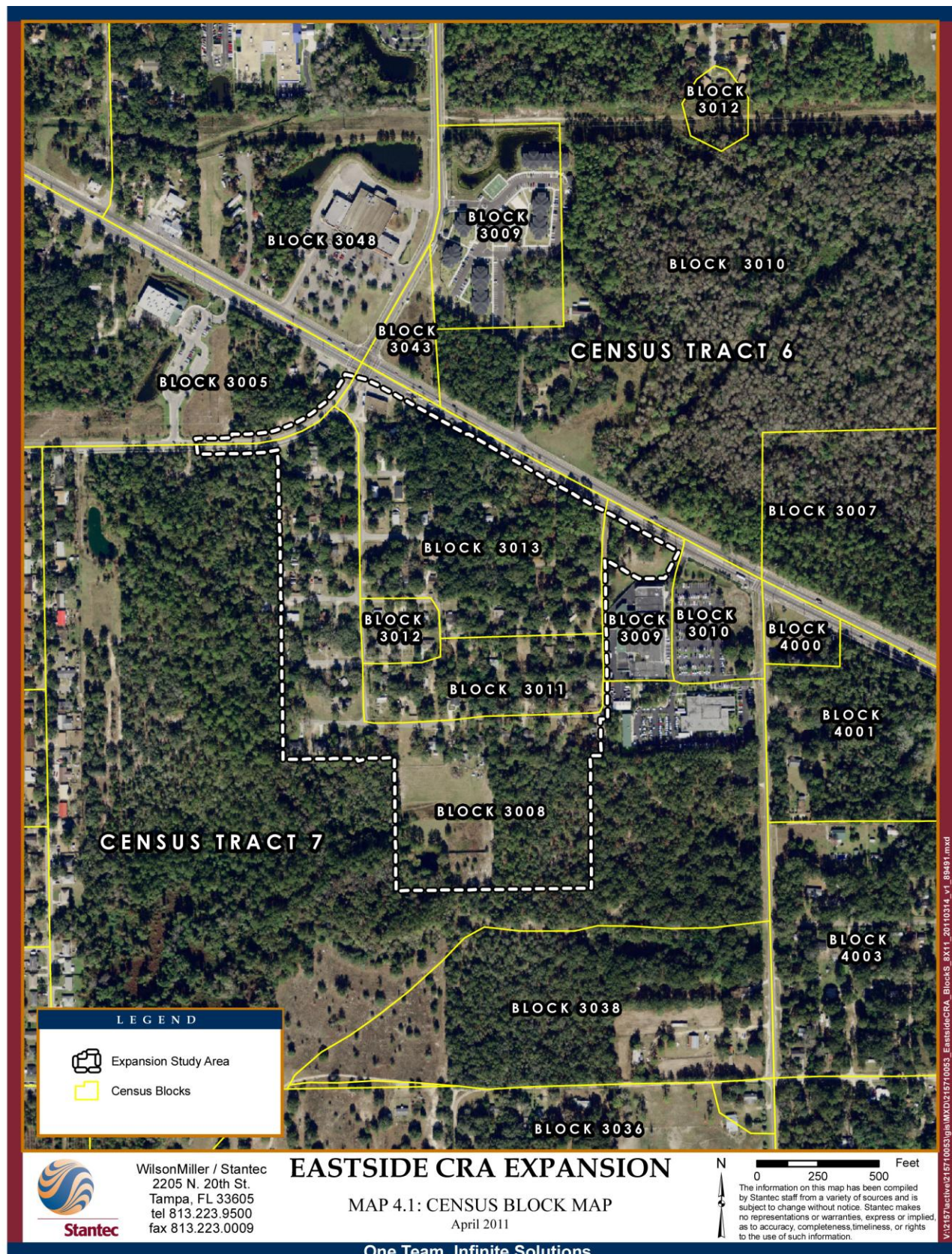
No adverse environmental conditions were noted within the Study Area.

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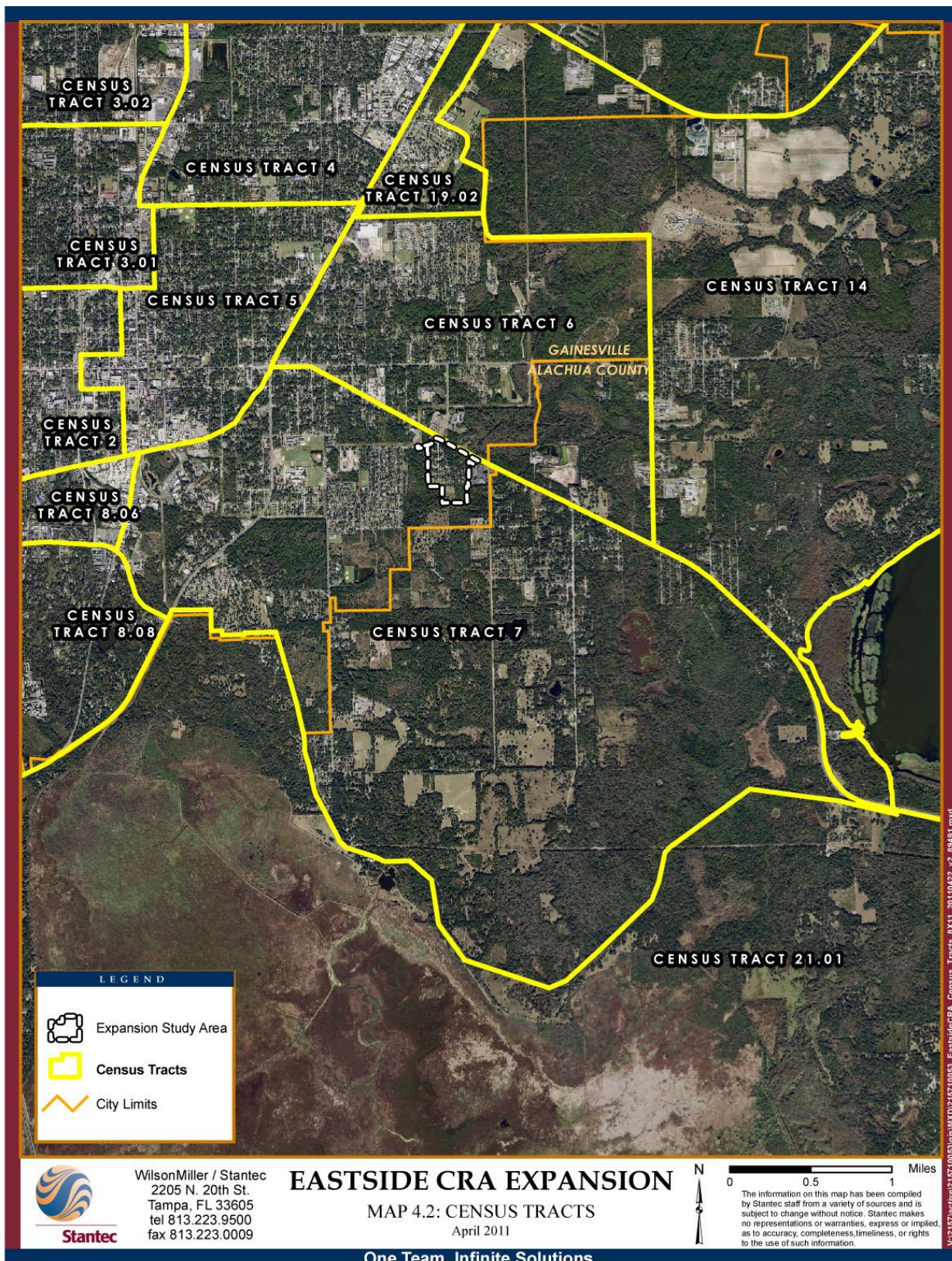
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Map 4.1 Census Block Map



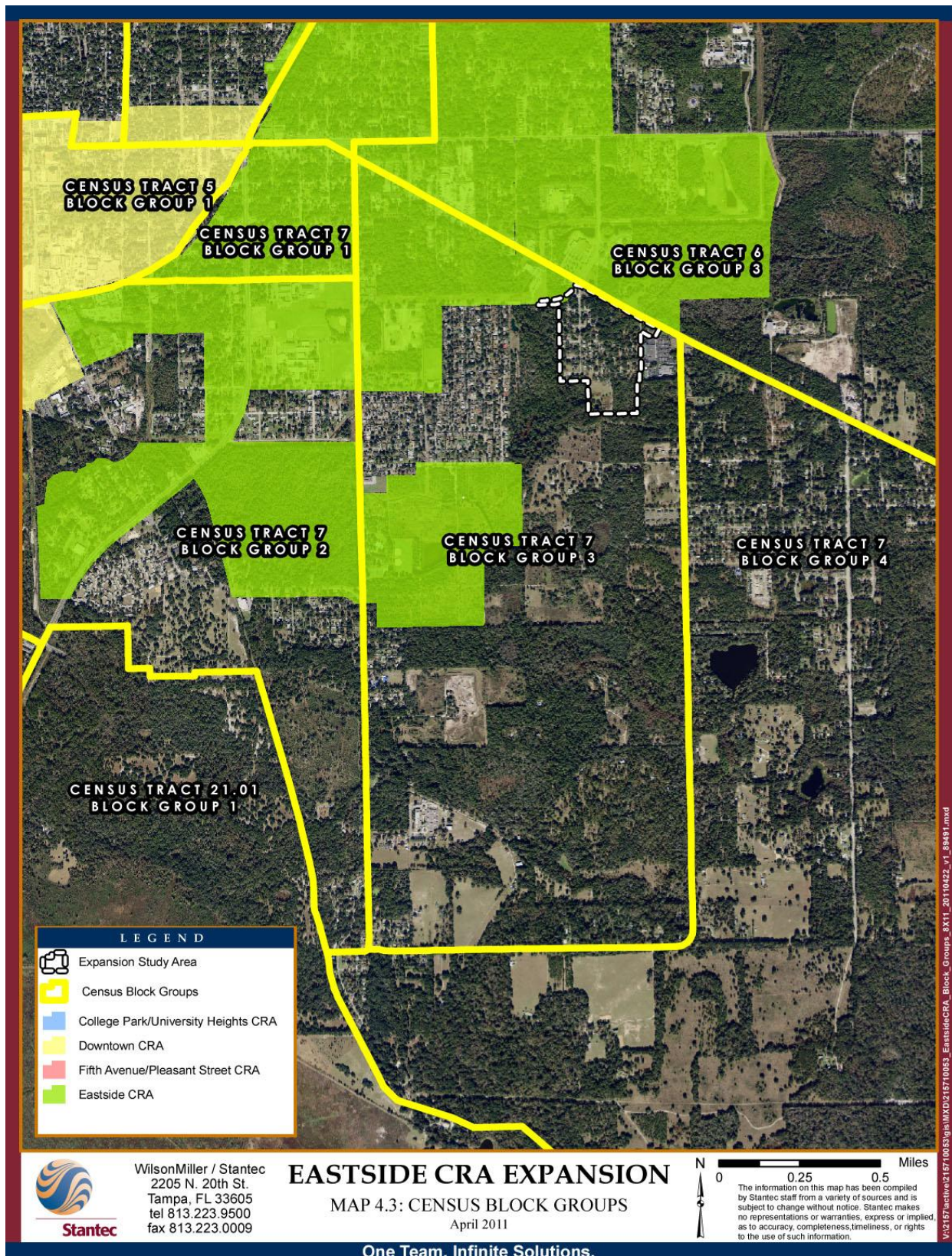
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Map 4.2 Census Tracts



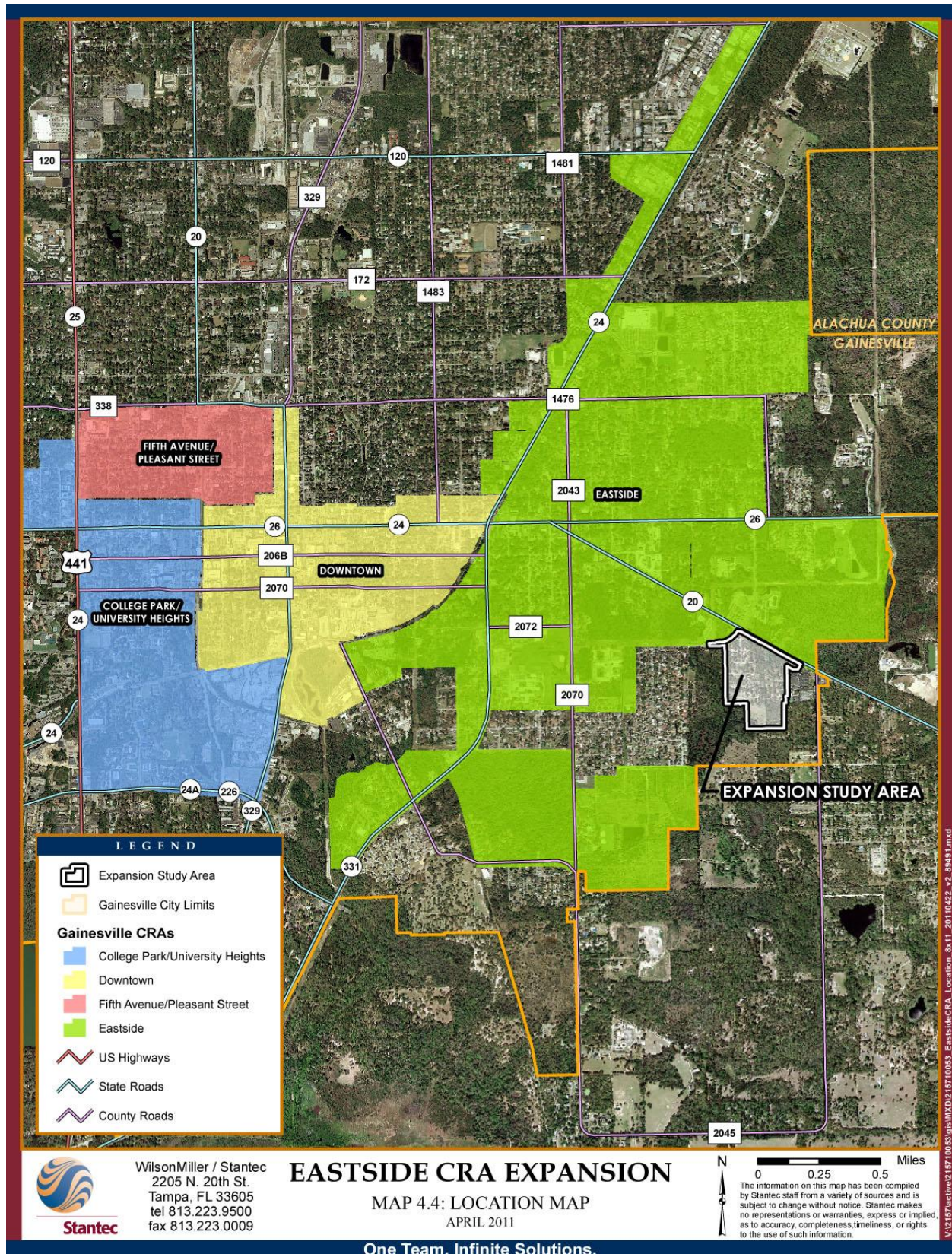
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Map 4.3 Census Block Groups



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Map 4.4 Location Map



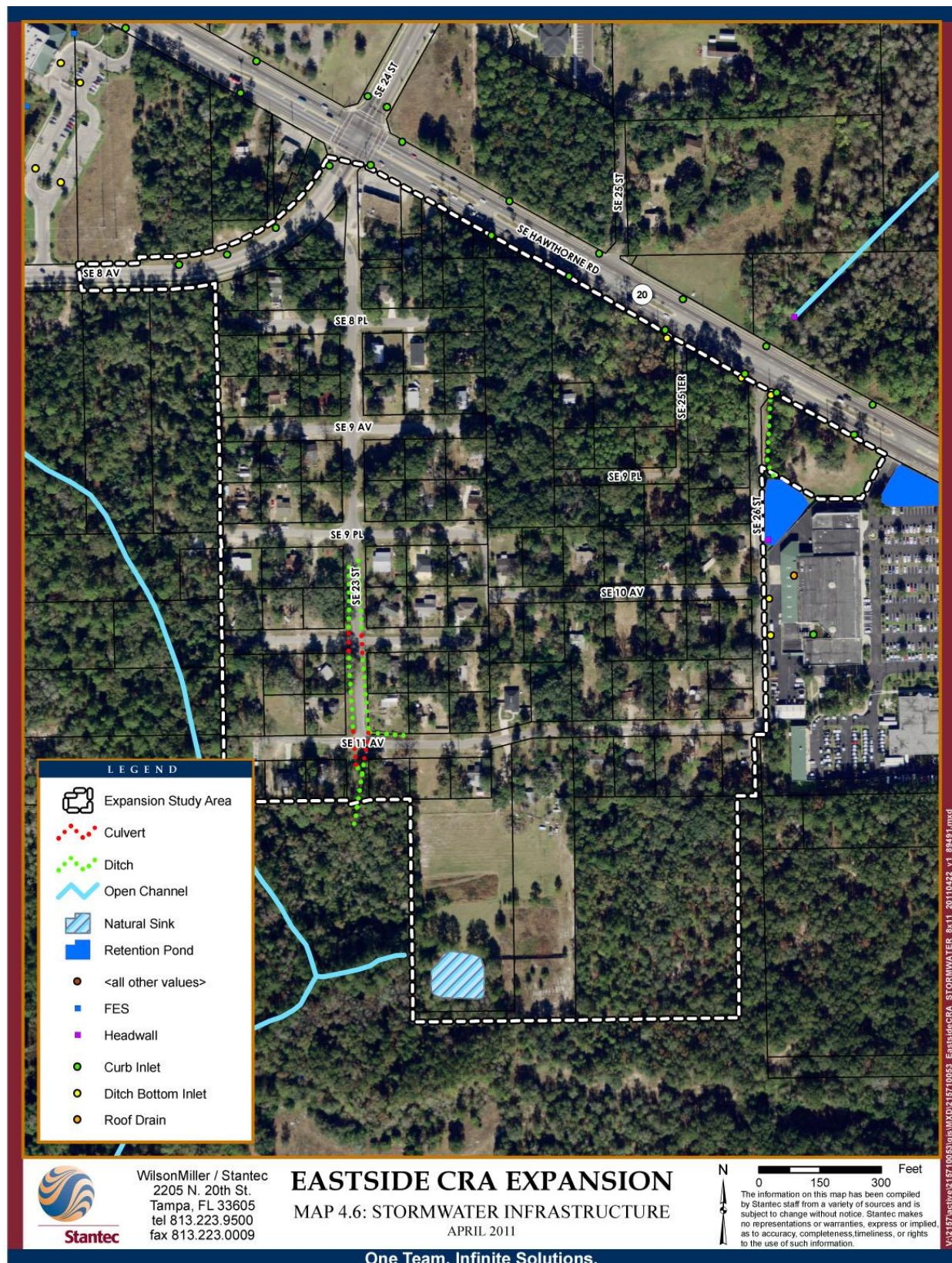
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Map 4.5 Aerial Map



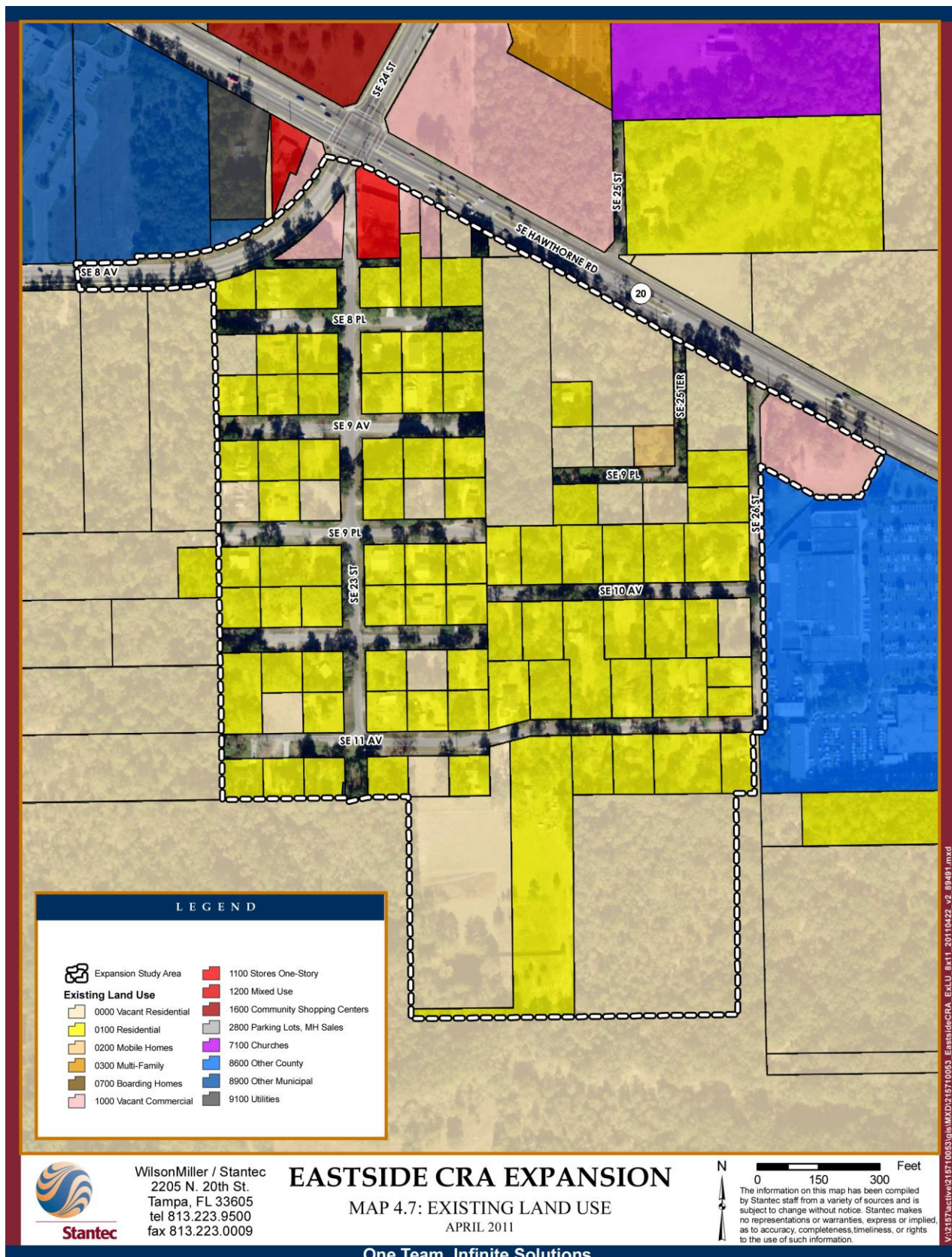
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Map 4.6 Stormwater Infrastructure



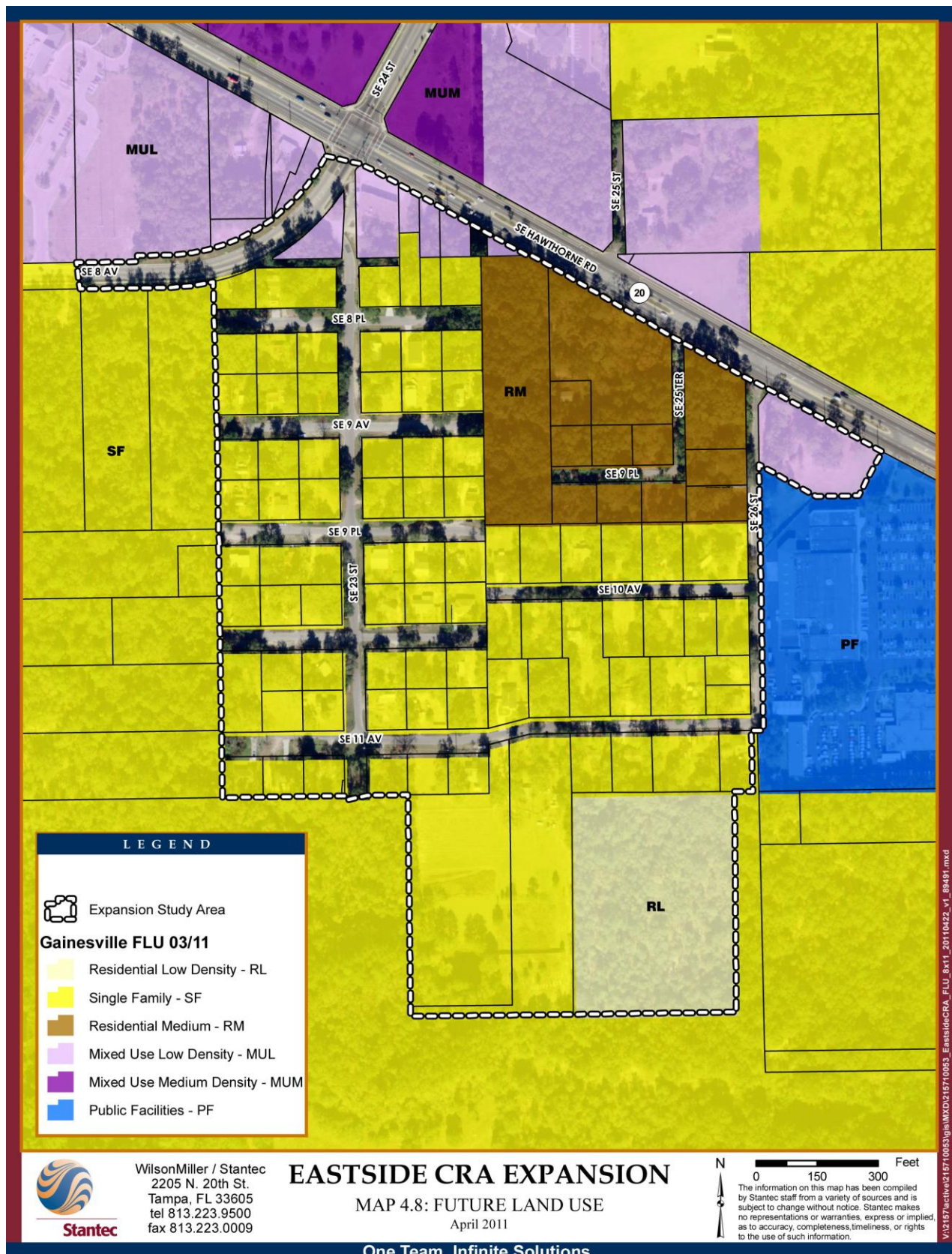
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Map 4.7 Existing Land Use Map



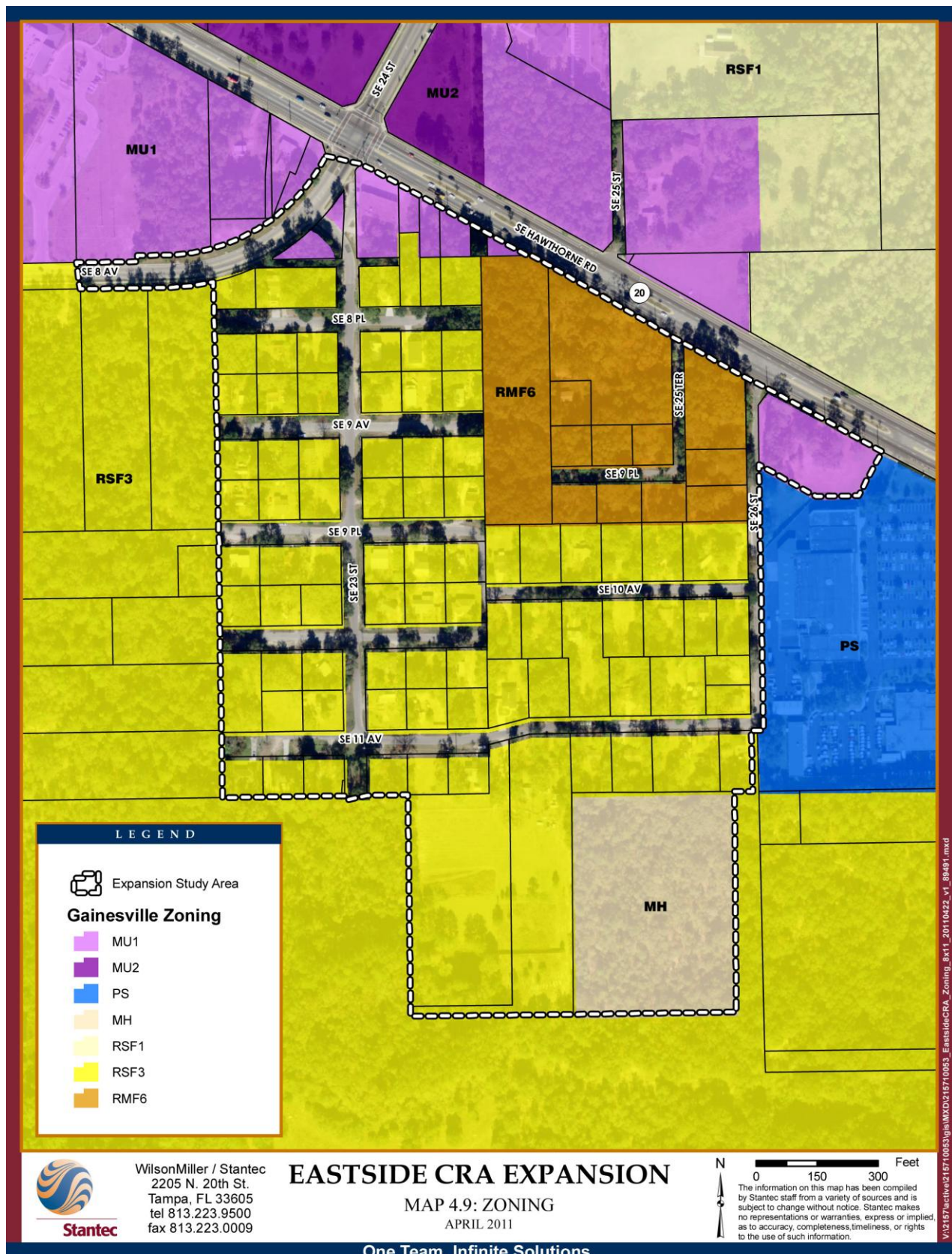
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Map 4.8 Future Land Use



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Map 4.9 Zoning Map



5.0 Summary and Conclusion

5.1 Summary

Based on data provided and conditions observed during site visits, there appears to be supporting information to demonstrate that blighted conditions do exist within the Study Area. Below is a summary of the findings. The specific criteria listed below are in addition to the finding of a substantial number of deteriorating or deteriorated structures.

- **Criteria (d) Unsanitary or Unsafe conditions.**
 - Evidence of public dumping was found in multiple locations within the Study Area. Observed structure conditions in some locations were unsafe. Code enforcement data for major cases was higher within the Study Area than the City as a whole.
- **Criteria (e) Deterioration of site or other improvements.**
 - Residents of the Study Area advised of stormwater flooding issues. There are areas of poor paving and roadway construction that need to be remedied.
- **Criteria (f) Inadequate and outdated building density patterns.**
 - The Study area currently has a significant amount of vacant property and a significant amount of development potential built into the Comprehensive Plan and Land Development Code.
- **Criteria (m) Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area.**
 - There are 104 parcels and 94 owners. This is particularly significant given the number of vacant development parcels available.

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5.2 Conclusion

The Study Area meets the criteria as documented in Florida Statutes to be designated as a blighted area and added to the Eastside CRA.

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**APPENDIX:
LEGAL DESCRIPTION**

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Legal Description