

1 RESOLUTION 970179

2
3 PASSED July 28, 1997

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5
6 A Resolution of the City of Gainesville, Florida
7 adopting the Amended Fifth Avenue Pleasant Street
8 Redevelopment Plan; and providing an immediate
9 effective date.

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12 WHEREAS, on March 18, 1997, the Fifth Avenue Pleasant Street Redevelopment
13 Advisory Board approved a motion that the Community Redevelopment Agency recommend that
14 the City Commission adopt the Amended Fifth Avenue Pleasant Street Redevelopment Plan; and

15 WHEREAS, on May 6, 1997, the Historic Preservation Board reviewed the amended
16 plan related to the Pleasant Street Historic District and found that the plan would have a positive
17 impact on the historic district; and

18 WHEREAS, on June 19, 1997, the City of Gainesville Plan Board found the Amended
19 Fifth Avenue Pleasant Street Redevelopment Plan consistent with the City's Comprehensive Plan;
20 and

21 WHEREAS, on July 16, 1997, the Community Redevelopment Agency recommended to
22 the City Commission that the Amended Fifth Avenue Pleasant Street Redevelopment Plan be
23 adopted.

24 THEREFORE BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY
25 OF GAINESVILLE, FLORIDA:

26 Section 1. The Amended Fifth Avenue Pleasant Street Redevelopment Plan be adopted.

1 **Section 2.** The amended Fifth Avenue Pleasant Street Redevelopment Plan, a copy of
2 which is attached to this Resolution and incorporated herein by this reference, as if set forth in
3 full as Exhibit "A," is hereby approved and adopted.

4 **Section 3.** This resolution shall become effective immediately upon adoption.

5 **Passed and adopted this 28th day of July, 1997**

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8 BRUCE DELANEY
9 MAYOR-COMMISSIONER

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ATTEST:

APPROVED AS TO FORM AND LEGALITY

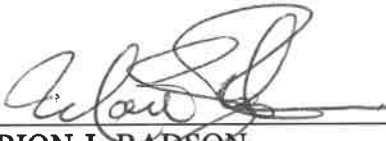
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KURT M. LANNON
CLERK OF THE COMMISSION


MARION J. RADSON
CITY ATTORNEY JUL 29 1997

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**Fifth Avenue • Pleasant Street
Redevelopment District
Amended Redevelopment Plan**

March 1997

Prepared By
City of Gainesville Department of Community Development
Planning Division

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Section I. Inventory of Existing Conditions

Introduction

The NW Fifth Avenue/Pleasant Street Redevelopment Area has been an identified concern of the City of Gainesville since the 1979 preparation of a redevelopment plan. Part III of Chapter 163, F.S., outlines the requirements for community redevelopment plans. These requirements must be adhered to for the city to avail itself of tax increment financing funds as well as engage in redevelopment activities.

In addition to the statutory requirements for preparing a redevelopment plan, several policies of the 1991-2001 Comprehensive Plan require the City to undertake specific actions for the area. Housing Policy 3.1.4 requires the City to prepare redevelopment plans for residential areas which "address neighborhood stability, housing, safety, infrastructure, and character including historic resources."

Future Land Use Policy 2.4.1 requires the City to "prepare special area plans for areas designated as redevelopment areas... and to consider the unique function and image of the area through design guidelines and design review procedures". Special Area Plans (SAPs) must also:

include recommendations regarding economic development strategies, urban design schemes, land use changes, traffic management, and infrastructure improvements; and

identify potential infill and redevelopment sites; provide an inventory of these sites; identify characteristics of each parcel including land development regulations, infrastructure available, major site limitations and available public assistance; and develop a strategy for reuse of these sites.

The Fifth Avenue • Pleasant Street Redevelopment Plan is intended as a guide to the physical and economic revitalization and enhancement of the neighborhood. Toward that end, in Section I this document provides a detailed analysis of the existing conditions of the area including demographics, regulatory issues, economic development, infrastructure, public safety, historic elements, and physical appearance. Section II includes policies to guide the redevelopment activities including the use of Tax Increment Financing and other available sources.

It is also intended that in the near future, a strategic element will be added to the Redevelopment Plan. This strategic element would specify publicly-funded capital projects to be undertaken in the neighborhood, provide a detailed statement of the projected costs of redevelopment, and specify a time certain for completing all redevelopment financed by increment revenues.

Study Area Characteristics

The study area consists of two neighborhoods separated by NW 6th Street. The western portion of the study area, known as NW Fifth Avenue, is bounded by NW 13th Street, NW 3rd Avenue, NW 8th Avenue and NW 6th Street. The eastern portion of the study area is Pleasant Street is bounded by NW 8th Avenue, NW 2nd Avenue, NW 6th Street and NW 1st Street (see Map 1).

Both of these neighborhoods adjoin redevelopment areas. NW Fifth Avenue lies just north of the College Park/University Heights Redevelopment Area while Pleasant Street abuts the Downtown Redevelopment Area on its eastern and southern boundary. It is a goal of

this plan (and a requirement of the Comprehensive Plan) to ensure consistency between the redevelopment areas by ensuring compatibility among land use and transportation strategies.

Existing Conditions

The following section outlines the demographic, social and housing data for the redevelopment area. The information is drawn from 1980 and 1990 Census as well as data prepared by staff from the Gainesville Department of Community Development.

Demographic Characteristics

The following information is based on both the 1990 Census totals as well as sampling information drawn from the Census. The sampling information provides more extensive data on housing, income and poverty, as well as age and population. Conveniently, three block groups of Census Tract 2 - Block Group 1 (BG1), Block Group (BG2), Block Group 3 (BG3) - are virtually coterminous with the redevelopment area making for a finer-grained analysis than is available from census tract level data (see Map 6). BG1 includes most of Pleasant Street while NW 10th Street provides the boundary between BG2 and BG3 in NW Fifth Avenue. Portions of Census Tract 1, BG1 between NW 1st and NW 2nd Street in Pleasant Street are excluded from the analysis. Because this area represents a cross-section of Pleasant Street generally with student renters in the southern portion and African-American renters in the northern section, it is not anticipated that exclusion of this data will significantly affect conclusions drawn from the analysis. In instances where data could not be readily aggregated into block groups, neighborhood or redevelopment area boundaries were used.

Population

Based on the 1990 Census, a total of 1364 people resided in the redevelopment area. BG2 has the smallest population with 418 persons, followed by BG1 with 445 persons. BG3 has 501 persons. The 1980 Census noted a population of 2,084 for the redevelopment area indicating a 34% population loss during the decade of the 1980s. This figure is borne out by the number of structures razed as part of the city's redevelopment program.

Race

According to the 1990 Census, African-Americans comprise 85% of the redevelopment area while whites compose 14% of the population. Amerindians, Asians, or Hispanics constitute the remainder. BG3 has the smallest percentage of African-Americans with 78% of the population and BG2 has the largest percentage with 93%. This statistical profile has remained consistent over time through all three block group areas as evidenced by the same racial composition in the 1980 Census.

Age

Of the 1364 total persons in the redevelopment area, one-quarter were under 18 years of age when the census was taken, while 18 percent were 65 years or older. This does not represent a significant variation from the population profile in 1980 when 30% of the neighborhood was under 19 years of age and 16% were 65 years or older.

The under-18 group is fairly evenly distributed among the three block groups while the elderly population comprises 27% of BG2, 18% of BG1, and 11% of BG3. While the

census figures are now six years old, the age group percentage is assumed to remain the same. Consequently, the two population groups, comprising nearly 45% of the redevelopment area, do present special planning concerns, namely the provision of day care, recreational, school and elderly facilities.

School Enrollment

The census data for school enrollment indicates that nearly 280 persons or 23% of the population is comprised of school aged children. All students in the redevelopment area attend Westwood Middle School and Gainesville High School while elementary students in NW Fifth Avenue attend J.J. Finley Elementary and those in Pleasant Street attend Duval Elementary. Table 7 outlines school enrollment by type by block group. The table indicates that no children attend preprimary school in Pleasant Street.

Table 1 School Enrollment by School Type

<i>School Type</i>	<i>BG1</i>	<i>BG2</i>	<i>BG3</i>	<i>Total</i>
Preprimary School	0	12	18	30
Elementary or High School	58	74	115	247
College	24	50	37	111
Not Enrolled	258	263	318	839
Totals	340	399	488	1227

1990 Census of Population and Housing, Summary Tape File 3a

Housing

Two important measures of neighborhood stability are persistence of owner-occupied units and the quality of housing. The two sections which follow describe the findings related to these measures. Regarding tenure, the city has used three sets of data to indicate change over time - 1980 and 1990 Census as well as a 1996 analysis of homesteaded properties in the redevelopment area.

Tenure

Compiled at the block group level, home ownership patterns vary greatly. According to the 1990 Census, in BG1, thirty-five percent of the dwellings are owner-occupied while the same figure in BG2 is 50%. Only 22% of the dwellings in BG3 are owner-occupied. That figure is skewed, however, by 54 rental apartments at the Seminary Lane Apartment complex. Removing the complex from the calculations would result in a 30% owner-occupancy rate in BG3, more similar statistically with BG1, but not approaching the tenure rate of BG2. More importantly, however, owner-occupancy in the redevelopment area increases from 36% to 39% of the dwellings by removing the apartment complex. Home ownership rates among single- and two-family dwellings -- the units most characteristic of the neighborhood and likely to have owner-occupancy -- have increased nearly one-third since 1980.

According to the 1980 Census, owner-occupied housing represented 30% of all the occupied units in the redevelopment area compared with 36% in the 1990 Census. Paradoxically, this increase in home ownership rate has resulted while absolute numbers of homeowners have actually declined. In 1980, a total of 243 units were owner-occupied, while in 1990, 209 units were owner-occupied. During the 1980s, the redevelopment area suffered a net loss of 167 units or 18% decline in dwelling units due to demolition and redevelopment, a figure which parallels the decline in population.

As of mid-March 1996, the ownership pattern has declined in the redevelopment area since the 1990 Census with 31% of the dwellings owner-occupied. Ownership decline in Pleasant Street (BG1) has been the primary reason for this decline as 26% of its dwellings are owner-occupied, down from 35% in the Census. Thirty-six percent of dwellings in NW Fifth Avenue are owner-occupied. Removing all multi-family units (which includes duplexes) from the calculation indicates that 42% of the single-family dwellings in the redevelopment area are owner-occupied- 47% in NW Fifth Avenue and 34% in Pleasant Street. Table 8 summarizes these findings.

Table 2 Home ownership in the Redevelopment Area

	Total Units	NW Fifth Ave	Pleasant Street
Single Family	483	301	182
Homesteaded	203	141	62
Multi-family	149	88	61
Homesteaded	4	2	2
Total Units	672	389	243

Housing Conditions

According to a January 1996 windshield survey, approximately 72 buildings in the redevelopment area were boarded or vacant (see Map 7 & Attachment B). Of this total, forty-five were in Pleasant Street (BG1), including two adjacent to the redevelopment area on NW 1st Street. In BG2, twenty-one buildings were boarded while six buildings were boarded in BG3. This number does not include houses that will be rehabilitated by Neighborhood Housing and Development Corporation as part of the auction program.

In June 1993, the Department of Community Development reported on city-wide housing conditions. The city was aggregated into 47 neighborhoods and houses were determined to be either standard¹, minor substandard², major substandard³ or dilapidated⁴. The rating was based on whether or not houses had minor or major violations. "Minor violations" are broken or cracked window panes, damaged or missing window and door screens, exterior wood surface with deteriorated or lacking paint, deteriorated wood trim and minor roof violations. "Major violations" are multiple instances of minor violations, deteriorated wood siding or support members, major roof deterioration, improper piers or structural defects, and inadequate electrical service.

Of the 696 units in the redevelopment area (Neighborhood 4) in 1993, forty-one percent (287 units) were considered "standard" while 35% (or 244 units) were considered "minor substandard". One hundred and eleven units (16%) were considered "major substandard" while fifty four (or 8%) were considered dilapidated. In comparison, the city-wide rates are significantly less in all categories - standard (71%), minor substandard (24%), major substandard (5%) and dilapidated (3%). In addition, over 58% of the dilapidated housing in 1993 was located in the redevelopment area. With an average house rating of 3.1, the

¹ "Standard" means a dwelling or dwelling unit that substantially meets the conditions of the Minimum Housing Code with two or less violations.
² "Minor substandard" means a dwelling or dwelling unit needing only minor repairs with three or more violations only.
³ "Major substandard" means a dwelling or dwelling unit with numerous major violations or a combination of major and minor violations valued at less than 50% of the unit.
⁴ "Dilapidated" means a dwelling or dwelling unit deteriorated in excess of 50% of its value or with numerous major violations.

redevelopment area was one of nineteen neighborhoods that fell below the city-wide average of 3.6 and was tied with two other neighborhoods for second-lowest rating. The lowest-rated neighborhood (2.2) was Neighborhood 19 which sits astride Williston Road in Southeast Gainesville with an average house rating of 2.2.

Socioeconomic Characteristics

Income and Poverty Data

Because the income is calculated at the block group and tract level, solid figures for the entire redevelopment area as a whole (encompassing three block groups but not an entire tract) cannot be determined. Block group data indicates considerable variation in income between the block groups with BG2 having the largest median household and median non family household income while BG3 has the largest median family income. Table 9 summarizes these differences. (Note: Mathematical errors in the number of observations exist for BG2 which leads to the impossibility of median household income exceeding both median family and median non family income. A more likely result would be a median household income in BG2 of approximately \$8,500.) In comparison, the median household income in 1989 in Gainesville was \$21,077, while according to a 1993 Housing and Urban Development Department study noted that the median family income in Gainesville was \$34,500. The 65% disparity between family and household income is accounted for by students.

Table 3 Household and Family Income by Block Groups

	BG1	BG2	BG3
Median Household Income	\$7,301	\$12,697	\$12,386
Median Family Income	\$10,000	\$7,902	\$16,005
Median Non family Household Income	\$6,312	\$8,884	\$5,892
Per Capita Income	\$6,408	\$6,736	\$6,174

1990 Census of Population and Housing, Summary Tape File 3a

The 1990 Census found that 19,860 persons (or 26.3% of the population) in Gainesville fell below the poverty level in 1989. Census tract 2 within which the redevelopment area lies had 2,315 persons below the poverty level (or 57% of the population of that tract). The redevelopment area poverty rate for all persons was 48%. The poverty rate for each block group is as follows: 55.1% in BG1, 64.2% in BG2, and 32.2% in BG3. The poverty rate for the redevelopment area is greater than fifteen of the City's nineteen census tracts (Source: 1990 Census).

The percentage of people below 75% of poverty level in the redevelopment area was reduced during the 1980s probably as a result of eliminating rental units. Among the block groups, the ratio below 125% ranges from 68% in BG1 to 56% in BG3. Table 10 compares change in the extent of poverty in the redevelopment area from 1980 to 1990.

Table 4 Percentage Population below Poverty Level - 1980 and 1990 Censuses

Poverty Level	1980 Census	1990 Census
Below 75% of poverty level	35%	26%
Below 125% of poverty level	56%	62%
Below 150% of poverty level	63%	64%
Below 200% of poverty level	72%	82%

1990 Census of Population and Housing, Summary Tape File 3a

The highest concentration of the poorest people is in BG2 where 41% of the population have incomes below 50% of the poverty level. Much of this can be attributed to the large number of elderly persons in the block group and the high percentage who fall below the poverty level - approximately 73%. BG2 is also the wealthiest block group in terms of persons with incomes over 200% of the poverty level with 32% of the population above that figure (Source: 1990 Census).

Summary of Existing Conditions

The census data indicates several areas of concern. First, is the large number of elderly people. At close to 18%, the number of elderly as a portion of the population in the redevelopment area is over double that of the city at-large. In addition, the elderly comprise 27% of the population of BG2 and 18% of BG1 which are also the block groups with the largest number of boarded or vacant homes. Because the elderly typically own their homes, they represent an important stabilizing element in the neighborhood. But upon their passing, the willed properties often languish in probate for years because of problems with determining heirs. Also, the heirs of the property often live in another jurisdiction or state or simply do not wish to move to the neighborhood. In any case, the dwellings often go unmaintained as they lie vacant or, at best, serve as rental property.

Comprehensive Plan and Land Use Regulations

Comprehensive Plan

The Transportation Mobility Element has several policies which may affect the NW Fifth Avenue/Pleasant Street Redevelopment Area. Policy 1.1.6 requires any new development along a state or county-maintained arterial or collector ... or City-maintained collector which has a median AADT within 85% of maximum service volumes allowed at "E" to provide multi-modal access improvements" such as bicycle parking and sidewalk connections. In addition, Policy 1.2.2 requires the city to "include pedestrian and bicycle access as a component in special area studies". Policy 1.2.3 gives priority to road improvements in redevelopment areas, while Policy 1.2.4 gives redevelopment areas priority in the allocation of highway capacity. To enhance access to transit stops, Policy 1.3.3 requires all redevelopment to have "on-site circulation designed to maximize ease of access ... to transit stops, and shall dedicate right-of-way or easements to accommodate mass transit service".

As indicated in the Introduction, the Future Land Use Element requires the City to prepare SAPs for redevelopment areas by 1996. In addition, Policy 2.2.1 requires the City to adopt "Land Development Regulations that provide for adjacent residential areas and low intensity uses from the impacts of activity centers and other high intensity uses by separating intense uses from low intensity uses by transitional uses and performance measures." The Central City Core Activity Center which lies in the neighborhood south of NW Fifth Avenue is zoned RH-1 which calls for 20-43 units per acres depending on the number of density bonus points obtained. Efforts to ensure the compatibility of the activity center with the adjoining low density residential neighborhood are thus mandated by the comprehensive plan. Map 2 identifies the Future Land Use designations that are applied within the neighborhood by the Comprehensive Plan. The policy guidelines and intensity of development governing each land use district are discussed in Appendix A.

Previous Planning Efforts

One redevelopment plan and three amendments have been prepared for the redevelopment area since 1980. The initial plan in 1979 and two subsequent amendments specifically

targeted NW Fifth Avenue west of NW 6th Street and were designed to meet requirements for receipt of federal funding. The third amendment in 1989 (also known as the Fourth Amended Plan) was designed to conform to the Florida Community Redevelopment Act of 1969 which enabled implementation of tax increment financing (TIF) in the neighborhood. The final amendment to the NW Fifth Avenue Plan expanded the boundaries eastward in 1989 to include Pleasant Street, also enabling tax increment financing.

In addition to the redevelopment plans, former City Commissioner Rodney Long appointed an ad hoc task force in March 1993 to address problems in the Pleasant Street Historic District.

NW Fifth Avenue Redevelopment Plan

The objectives and action strategies of the NW Fifth Avenue Redevelopment Plan, at least as they affected the NW Fifth Avenue neighborhood west of NW 6th Street, changed very little over time between 1979 and 1989. The following summarizes strategies and the city's effectiveness in implementing them.

- Remove blighted influences such as dilapidated houses and commercial buildings
- Improve traffic circulation by creating better, safer street patterns, and easier access to residential properties
- Change substandard lots to meet standard lot size requirements by consolidating smaller parcels
- Create new housing and increased home ownership
- Improve the community facilities and services in the neighborhood
- To provide compatibility with existing development, rehabilitation in lieu of clearance and new construction will be considered when economically feasible

The City has been very successful at removing dilapidated buildings as well as rehabilitating old structures. While calling for 51 structures to be cleared, at least 89 buildings of some historic significance have been demolished in the neighborhood since 1979. No doubt there have been additional demolition of buildings without some historic significance. In addition, the City rehabilitated 85 structures since 1978 which exceeds by 40 units the number called for in the Redevelopment Plan.

The City has also improved traffic circulation as well as consolidated and replatted lots to meet zoning standards. To prevent "cut-through" traffic from NW 8th Avenue and NW 7th Avenue, the City erected a cul de sac at the north end of NW 7th Street. The 700 block of NW 8th Street was also redesigned and traffic reduced by house removal and NW 7th Avenue was widened to facilitate traffic through the neighborhood. The block bounded by NW 9th Street, NW 10th Street, NW 7th Avenue and NW 7th Place as well as the Renaissance Subdivision was replatted which allowed for infill development to take place. Replatting of the 800-900 block of NW 7th Avenue also allowed for new single family construction. The City has also vacated portions of NW 6th Terrace, NW 7th Street, and NW 7th Place to increase lots sizes.

New housing also has been a focus as both the City and non-profits have provided approximately seventy new housing units in the neighborhood. In addition, the City has made significant strides toward improving community facilities and services in the neighborhood through development of the Wilhelmina Johnson Center. The A. Quinn Jones, owned by the Alachua County School Board, in addition to providing educational facilities for a special student population, has soccer, football, basketball, and softball/baseball facilities.

Pleasant Street Plan Amendment

In 1989, the Pleasant Street Amendment to NW Fifth Avenue Plan established several objectives for the City and neighborhood to meet. Many of the housing objectives were met such as increasing home ownership through the HOPE program, the housing auction, improving rental property conditions through code enforcement program, encouraging compatible low density residential development. Other objectives that have been met include promoting economic development through location of the Downtown Santa Fe Center, preserving historic buildings of the neighborhood through implementation of the historic preservation conservation/overlay as well as a vigorous program of infrastructure improvements.

Additional efforts that need to be tackled include increasing infill on vacant lots, continued rehabilitation of boarded structures, encouragement of businesses to locate on the NW 6th Street corridor and NW 5th Avenue corridors, preventing demolition by neglect, rezoning RSF2 and RSF3 properties to Residential Conservation, and earmarking the majority of tax increment financing funds for residential rehabilitation.

Pleasant Street Task Force

The Pleasant Street Task Force was created by former Commissioner Rodney Long in March 1993 to address neighborhood concerns about the compatibility of historic preservation with neighborhood revitalization. Several of the strategies have been met. These include

- expanding on the existing guidelines for new construction,
- revising the criteria for demolition,
- enhancing city's enforcement of minimum housing and other codes;
- development of and adherence to maintenance agreements on city-sponsored new construction or rehabilitation.

The following recommendations remain to be implemented:

Ensure quality materials for new construction: The Task Force also agreed that the durability of materials utilized for new construction would be an important issue in avoiding repetition of "blight" in future years. While inexpensive materials may lessen the front-end costs of constructing new housing, they may require more intensive maintenance than if a "higher-quality" material was initially used.

Develop landscaping strategies: City-sponsored rehabilitation and new construction projects were encouraged to incorporate landscaping into the project budget. In addition, private efforts to upgrade existing landscape should be encouraged through the provision of technical support and advice.

Promote Pleasant Street Neighborhood: The Task Force recommended establishing a "coordinator" who would be able to inform potential investors of public and private efforts, as well as guide them through the development process. Another program suggested by the Task Force would create a systematic marketing program involving quarterly mailouts describing development efforts within the district, as well as future programs.

Develop neighborhood-wide maintenance program: The Task Force recommended that the neighborhood groups in Pleasant Street, with input from residents, should develop a "homeowners association" to ensure that problems outside of the city's jurisdiction are resolved. The Task Force proposed workshops for residents on maintaining and improving their home, as well as creating a "block captain" program enabling monitoring and enforcement to take place on a block-by-block basis.

Land Use Regulations

This section reviews land development regulations and other city ordinances which govern rehabilitation, demolition and new construction in the redevelopment area. The following section also looks at parcels in the redevelopment area which are non conforming and substandard and thus have constrained development potential.

Zoning

Within the redevelopment area there are many different zoning districts as indicated on Map 3. Five commercial, 2 mixed use and five residential districts are located within the redevelopment area. The following table indicates the permitted density or intensity of each district.

Table 5 Permitted Intensity/Density by Zoning District

Zoning District	Description	Maximum Density (DU/Acre)	Maximum Floor/Lot Area Ratio
BA	Business Automotive	--	2.00
BUS	General Business	--	1.00
CON	Conservation	.2 units per acre	--
CCD	Central City District	< 150 units per acre	none
ED	Education	--	none
I-1	Industrial		none
MU-1	Mixed Use - 1	10-30 units per acre	2.00
OF	Office		
PD	Planned Development	see Future Land Use	see Future Land Use
PS	Public Service	--	none
RC	Residential Conservation	12 units per acre	none
RMF5	Multi-Family Residential	12 units per acre	.45
RMF7	Multi-Family Residential	14-21 units per acre	.498 to .748
RMF8	Multi-Family Residential	20-30 units per acre	.688 to 1.032
RSF4	Single Family Residential	8 units per acre	---

The NW Fifth Avenue Redevelopment Area is characterized primarily by residential zoning. Including land zoned CCD that is presently used for residences, approximately 65-70% of Pleasant Street is residentially zoned. In NW Fifth Avenue, approximately 60% of the neighborhood is zoned for residential use (Note: this does not account for acreage zoned MU-1 that are presently used for residential). Overall, approximately 63% of the redevelopment area is zoned for residential use with 8.82 vacant acres in Pleasant Street and 6.5 vacant acres in NW Fifth Avenue.

Approximately 27% of the redevelopment area consists of commercial or business zoning with public uses being the remaining nonresidential zoning in the neighborhood. Commercially zoned land comprises 19.4% of Pleasant Street and 32% of NW Fifth Avenue. (This figure does not subtract the MU-1 parcels in residential use). Those

parcels zoned for commercial use are generally located along NW 5th Avenue, NW 13th Street, NW 6th Street and NW 8th Avenue (see Map 4). Pleasant Street has 4.77 acres of unimproved commercial while NW Fifth Avenue has 7.82 unimproved acres of commercial zoning. Table 2 depicts the zoning in the two neighborhoods.

Table 6 Zoning in the Redevelopment Area

Zoning	Pleasant Street	NW 5th Ave	Total
BA	0	.97	0.97
BUS	0	1.40	1.4
CON	0	.13	0.13
CCD	5.09	0	5.09
ED	1.60	8.07	9.67
MU-1	9.17	18.51	27.68
OF	.11	11.96	12.07
PD	.90	0	0.9
PS	4.72	2.29	7.01
RC	34.25	33.1	67.46
RMF5	.11	19.87	19.98
RMF7	0	.13	0.13
RMF8	0	2.49	2.49
RSF4	2.34	3.70	6.04
Totals	58.29	102.73	161.02

Non conforming and Substandard Parcels⁵

Non conforming and substandard parcels affect redevelopment in two ways. The first is by limiting the extent to which an existing structure can be altered or added onto. An existing non conforming principal structure may be maintained, repaired or added onto provided that it is done in such a way so as not to make the parcel further non conforming. The second affect is by limiting infill development on non conforming and substandard lots. Building permits can only be issued for non conforming vacant lots provided that the structure meets all other dimensional requirements. The Board of Adjustment can authorize a special exception to allow issuance of a building permit on a non conforming or substandard lot.

Data was gathered on the 788 parcels in the redevelopment area and evaluated relative to the dimensional requirements of the zoning district within which they are located. Table 3 details the extent of non conforming and substandard lots in the redevelopment area.

Table 7 Non conforming and Substandard Parcels

⁵ A "non conforming" lot is one which does not meet the underlying zoning requirements for minimum lot area, lot depth or lot width, for any use. A "substandard lot" is a non conforming lot which meets any one of the following criteria: 1) has less than 5,000 ft.² of lot area in the specific district where the minimum required is 5,000 ft.² or greater; 2) has less than 80% of the minimum required lot area where the minimum required lot area is less than 5,000 ft.²; or 3) has a lot width or lot depth which is less than 50% of the minimum required lot width or lot depth in the specific district.

	Pleasant Street	% of Total	NW Fifth Avenue	% of Total
Total Improved Parcels	244		375	
Non conforming ⁶	33	14%	39	10%
Substandard ⁷	33	14%	7	6%
Total Unimproved Parcels	85		84	
Non conforming	17	18%	15	7%
Substandard	5	12%	3	2%

Among 788 total parcels, seventy two built and 32 vacant parcels were non conforming, while 40 built and 8 vacant parcels were substandard. Approximately 2.31 acres of vacant land is non conforming or substandard. Table 4 identifies the vacant non conforming or substandard acreage by zoning district and neighborhood.

Table 8 Non conforming/Substandard Vacant Acreage

Zoning District	Pleasant Street	NW 5th Ave	Totals
BUS	0	.08	0.08
*ON	0	.13	0.13
MU-1	0	0	0
OF	0	.34	0.34
PS	0	0	0
RC	1.01	.26	1.27
RMF-5	0	.36	0.36
RMF-7	0	.13	0.13
TOTAL	1.01	1.3	2.31

Existing Commercial Uses

Table 5 depicts total acreage of existing commercial uses in the redevelopment area. A total of 22.43 acres of existing commercial uses are operating in the redevelopment area with the majority - 16.88 acres - located within NW Fifth Avenue. Most existing commercial uses are located along NW 13th Street, NW 5th Avenue and NW 6th Street. Map 5 indicates existing commercial uses and how they are arrayed within the redevelopment area.

Table 9 Existing Acreage Devoted to Commercial Use

DOR Uses	Pleasant Street	NW Fifth Ave	Total Acres
Auto Sales	0	0.36	0.36
Automotive	0	1.88	1.88
Drive-in Restaurants	0	0.16	0.16
Mixed Use	0.59	1.38	1.97
DOR Uses	Pleasant Street	NW Fifth Ave	Total Acres
Night Clubs	0.19	0.32	0.51

⁶ Staff used Department of Revenue codes to determine the existing use. For single family dwellings the minimum lot area is 3,600 square feet, the minimum lot width is 40 feet (50 feet for corner lots), and the minimum lot depth is 90 feet. For single family residential uses in parcels zoned MU-1 which are within 100 feet of a single-family residential zoning district, the requirements for RMF-6 were used as required by Sec. 30-64(c)(1)a. For Central City District which has no minimum dimensional requirements for nonresidential uses, includes only parcels in residential use.

Office	0.13	2.19	2.32
Professional Services	0.24	0.26	0.50
Repair Service Shops	0.81	0.25	1.06
Restaurants	0	0.68	0.68
Service Station	0	0.31	0.31
Stores	3.12	2.28	5.40
Supermarkets	0	0.81	0.81
Vacant Commercial	0.68	5.20	5.88
Warehousing	0.85	0.46	1.31
Wholesale Outlet	0	0.34	0.34
Total	5.55	16.88	22.43

Source: Based on Department of Revenue (DOR) code information drawn from Alachua County Property Appraiser Computer Files.

The 22.43 acres of existing commercial compares with approximately 47 acres of commercially-zoned property in the redevelopment area. This figure indicates that less than half of the property zoned commercial is in commercial use. Comparing Maps 4 and 5 indicates that much of the residentially-used but commercially-zoned property is located along NW 5th Avenue.

Land Use

Table 6 indicates the percent of land in the redevelopment area devoted to differing types of land uses. In both neighborhoods, the amount of land devoted to each land use category is typically similar, although notable exceptions are Mixed Use-High in Pleasant Street because of the CCD and Education and Office in NW Fifth Avenue. Map 2 above depicts the location of each land use category. Appendix A describes the permitted density and intensity of each land use classification.

Table 10 Land Use Acreage in the Redevelopment Area

Land Use	Pleasant Street	% of Total	NW 5th Ave	% of Total	Total
C	0	0	2.37	2%	2.37
Con	0	0	.13	<1%	.13
PF	2.67	5%	1.56	2%	4.23
REC	2.05	4%	.73	1%	2.78
E	1.60	3%	8.07	8%	9.67
MU-L	9.37	16%	18.51	19%	27.88
MU-H	5.09	9%	0	0%	5.09
O	.11	<1%	4.96	5%	5.07
PUD	0	0%	.70	1%	.70
IND	0	0%	.70	1%	.70
R-L	36.75	64%	56.52	58%	93.27
RM	0	0%	2.49	3%	2.49
Totals	57.6	37%	96.7	63%	154.4

Historic Preservation

Pleasant Street is a locally-designated historic district subject to Section 30-112 of the Land Development Code. Thus, all additions to or alterations, demolitions or

relocations of contributing structures are subject to review by the Historic Preservation Board (Board). In addition, all new construction including fences and accessory structures are also regulated by the Board.

The Land Development Code guidelines addressing historic preservation in the Pleasant Street neighborhood allow for flexible application. The demolition of buildings located in clusters or on "important" streets is scrutinized more closely and is discouraged. Buildings located on the fringe of the neighborhood, particularly 400-500 block of NW 6th Avenue, are considered less important. While demolition of historic buildings is a serious action, the Board has only denied three demolition requests since 1991 in the Pleasant Street Historic District. Two of those buildings have been rehabilitated as part of Neighborhood Housing and Development Corporation's September 1995 housing program. Furthermore, the Board's Design Guidelines allow for the erection of chain-link fences for side and rear yards which is a departure from the Board's policies in the Northeast Residential Historic District and the Southeast Historic District.

Rehabilitations utilizing federal funding are also subject to Section 106 of the National Historic Preservation Act of 1966. Section 106 requires the Florida State Historic Preservation Officer (SHPO) to review and assess all federally-funded or sponsored projects for their effect on historic resources. If the project is found to have an effect, then mitigation measures must be implemented. In the Pleasant Street Historic District, the majority of rehabilitations are undertaken by the City of Gainesville Housing Division or Neighborhood Housing and Development Corporation. Therefore, the federal Section 106 review process has far greater impact on rehabilitating historic properties than does the local review process.

Demolition Delay Ordinance

Buildings proposed for demolition within NW Fifth Avenue are subject to Section 6-19 of the City Gainesville Code of Ordinances. If a building has a Florida Site File or is older than 45 years in age, the Historic Preservation Planner may impose a ninety day delay on the demolition request. However, this action can be appealed to the Historic Preservation Board which is guided by criteria for waiving the delay. Generally, the applicant must demonstrate that the demolition delay will affect a development project timetable and result in an economic loss.

Economic Development

Available to the redevelopment area are numerous programs designed to facilitate economic development ranging from provision of housing and enterprise zone incentives to tax credits for historic preservation and low income housing. Each of these programs has served an important role in stabilizing the declining neighborhoods. Also included is an assessment of potential infill and the commercial viability of the redevelopment area as well as a discussion of an approach designed to increase the impact of the existing housing program.

Existing Housing Programs

There are several public and non-profit housing providers within the redevelopment area, two focus on new construction, one focuses on owner and rental rehabilitation, and one

does both. The problem with existing programs is the need far surpasses existing program allocations.

City of Gainesville

The City Housing Division offers an *owner-occupied rehabilitation program* for substantial repair of homes owned by residents whose income does not exceed 80% of metropolitan Gainesville-area family median income. This program focuses on repair of all Minimum Housing Code Violations and Building Code violations with work often involving major structural repairs as well as repair and replacement of plumbing, electrical, or heating systems. Funding comes from both the federal government - Community Development Block Grant funds and HOME - and the state - State Housing Initiatives Partnership - and can be combined with homeowner funds from savings or from lending institutions. The maximum amount of assistance is \$26,000 per house. Assistance may be in the form of grants, deferred payment loans, or repayable loans.

Since 1978, approximately 107 dwellings have been rehabilitated by the City of Gainesville (see Map 8). The vast majority - 85 units - were rehabilitated in NW Fifth Avenue costing approximately \$1.36 million, while 22 have been rehabilitated in the Pleasant Street Historic District at an estimated cost of \$886,292 (see Appendix B). Most rehabilitations in Pleasant Street have occurred since 1990.

Other programs for owner-occupied dwellings administered by the City include house recycling, purchase rehabilitation, down payment assistance funded by the SHIP program (up to \$3,000) and an emergency repair program for those on the rehabilitation waiting list. The City also works with the Gainesville Regional Utilities to convert homes to natural gas. This program may provide water heaters, natural gas central heating or cooking facilities. In conjunction with this program, insulation is installed to provide energy efficiency and fuel cost savings for the homeowner. Only low income, owner occupants may qualify for this program.

Investor/owners of rental property may apply to the *rental rehabilitation program* to receive financial and technical assistance to rehabilitate their rental units. The City provides matching grants of up to \$8,500 per unit based on number of bedrooms per unit. The owner must commit to renting the units to low income renters for a period of 10 - 15 years. The City monitors this commitment for the entire compliance period. Funding sources are HOME, CDBG and private lenders. Thirty six units in the redevelopment area totaling \$563,936 have been rehabilitated under the program (see Attachment D).

The CD Float Program is available at the behest of the City Commission for unusual, high cost or high impact, housing or economic development redevelopment projects which meet Gainesville's CDBG Program goals when private financing is not available. The program has been used to provide construction financing which is repaid at project completion by permanent financing.

The owner-occupied program began in the mid 1970's as a target neighborhood based program. In 1990, the program became a City-wide program. The waiting list is approximately 2 to 3 years long and rarely do more than 3-5 owner occupied units get rehabilitated per year in the redevelopment area. Even fewer rental units are rehabilitated. A recent affordable housing auction in which the City was a partner with Neighborhood Housing and Development Corporation led to \$1.2 million in sales and \$1 million in permanent mortgages and resulted in the rehabilitation of approximately nine dwellings in the redevelopment area. To leverage existing funding which may continue to decline, similar innovative programs need to be developed.

Non-Profit Agencies

Habitat for Humanity, Neighborhood Housing and Development Corporation and the Gainesville Builders Association (GBA) have been active in building new houses in the redevelopment area. Habitat has built nine dwellings in both neighborhoods while GBA has built three, all in Pleasant Street. NHDC has built five new dwellings in Pleasant Street and plans to construct at least three additional dwellings in the neighborhood.

In 1995, the NHDC with the Housing Division auctioned thirty boarded homes, approximately nine in the NW Fifth Avenue and Pleasant Street neighborhoods, to low income, first-time home buyers. The program was designed to make an immediate high impact on the neighborhoods. The auction homes are being rehabilitated using CDBG, SHIP and HOME dollars as well as tax increment money and other federal funds. At closing, the purchasers receive mortgages from local financial institutions, NHDC, low interest rate loans, SHIP down payment assistance, and Federal Home Loan Bank grants. NHDC has spent approximately \$470,000 on rehabilitation and new construction in the redevelopment district although some of this total includes money contributed by the City.

The Central Florida Community Action Agency also does rehabilitation work in the redevelopment area and the United Gainesville Community Development Corporation provides financing for some projects.

Enterprise Zone

Both NW Fifth Avenue and the Pleasant Street Historic District are located within an enterprise zone which avails to property and business owners reductions in permit fees, sales and property tax credits and a tax credit for job creation. The benefits of enterprise zones come from these tax credits and tax exemptions. Examples of tax credits include job creation, property tax, and sales tax and usually involve a eligibility stipulation concerning length of credit and number of workers employed who reside in the enterprise zone.

Tax exemptions are also available for use of business property, building materials, electrical energy use, municipal utility tax, and occupational license taxes. Appendix C describes the program as well as eligible participants.

Historic Preservation

Tax incentives for historic preservation are available from both federal and local government sources. The first and most prominent is the *Federal Rehabilitation Tax Credit* from which an eligible property owner can receive a credit calculated as 20% of the qualified rehabilitation costs of the project. A lesser known provision of the same act provides a 10% credit for substantial rehabilitation of non-historic structures constructed before 1936. The taxpayer qualifies for the tax credit under this second provision only if the building is used for industrial or commercial (nonresidential) purposes subsequent to its rehabilitation.

The *Tax Treatment Extension Act of 1980* also permits income and estate tax deductions for charitable contributions of partial interests in qualified historic properties. The deduction is equal to the value of the charitable contribution. This deduction also has ramifications for the local property tax bill by reducing the market value of the property. The Florida legislature has enabled reduced assessments of historically significant property when development rights have been conveyed or historic

preservation restrictions have been covenanted (FPS 193.505). By conveying development rights to the government or entering into a covenant for not less than ten years, a property's assessed fair market value and, subsequently, property tax can be reduced. Easements are problematic, however, because they take taxes out of the local government coffers and, thus, may not be politically popular.

The city (and by mid-May 1996, Alachua County) has also enacted the *Ad Valorem Tax Exemption for Historic Properties* which grants tax exemptions for national and local register properties. Exemptions are for 100% of the assessed value of improvements made after the exemption is granted and for a period of up to 10 years. The locality must authorize by ordinance the exemption and the Historic Preservation Board will have review responsibility of both interior and exterior work.

Grants are also available to assist redevelopment efforts. The National Trust for Historic Preservation has several sources of funding to assist localities in developing and implementing a preservation plan. The *Preservation Services Fund* is designed to encourage preservation at the local level by providing seed money for preservation projects. The grant range is \$500 to \$5,000 while most average \$1,000 to \$2,000 and the money is usually awarded to consultant services, preservation education, and co-sponsored conferences. The *National Preservation Loan Fund* (NPLF) provides loans of up to \$150,000 at lower-than-market rates (usually at prime). These funds are generally awarded as below-market rate loans but loan guaranties, lines of credit, interest subsidies and participation agreements with other lenders may also be available. NPLF awards can be used to acquire, stabilize, rehabilitate, or restore a historic property for use, lease, or resale; establish or expand a revolving fund either to acquire and resell properties or to make loans for acquisition and rehabilitation costs. Also available is the *Inner Cities Venture Fund* which provides a combination of grants and loans to communities for the sole purpose of rehabilitating historic properties. These sources of funding are competitive but are not available every year.

Tax Increment Financing District

Tax increment financing (TIF) is a popular method to redevelop urban areas through public improvements which promote private sector activity. In tax increment financing, property values in a certain defined area are capped at the assessed value for a particular base year. Thereafter, any tax revenues due to increases in value in excess of the base year are dedicated to the redevelopment area. The municipality and the county both continue to receive property tax revenue based on the frozen value. This revenue is available for general governmental purposes. The TIF revenues can be used immediately, saved for particular projects, or can be bonded to maximize the funds available. Any funds received from a TIF, however, must be used for the redevelopment of the area and not for general government purposes. They must also be devoted to a particular use during the same fiscal year in which they were collected.

In November 1989, the Downtown Redevelopment Agency (DRA) -- which was formerly the community redevelopment agency for the NW Fifth Avenue/Pleasant Street Redevelopment Area -- prepared guidelines for administering the TIF fund. Sixty percent of the original fund balance was earmarked for improvements to residential projects while forty percent was earmarked for commercial projects which included non-owner occupied single-family homes or apartment buildings. Only individuals or firms which own or rent property or conduct business within the TIF district were considered eligible for the assistance.

The base year at which tax revenues for NW Fifth Avenue were frozen was 1979. This base year was altered in 1988 to account for the inclusion of Pleasant Street in the redevelopment area. Based on December 1995 the total incremental value of the TIF is \$3,180,690. The loss of over \$277,000 in TIF monies in Pleasant Street occurred due to a revaluation by the Alachua County Property Appraisers Office in 1994. Table 11 indicates how the figures are broken down by neighborhood.

Table 11 Tax Increment Financing Assessment Rolls - 1995

Neighborhood	NW Fifth Avenue	Pleasant Street
NW Fifth Avenue		
1979/1988 Base Years - Assessment Rolls Taxable Value -- All Properties	\$5,947,440	\$5,372,720
1995 Assessment Roll Taxable Value -- All Properties	\$9,405,206	\$5,095,644
1995 Incremental Value Taxable Properties	\$3,457,766	-\$277,076
Total NW 5th Avenue/Pleasant Street 1995 Incremental Value	\$3,180,690	

Based on the above assessments, the City of Gainesville is responsible for a total of \$15,005.24 (@ 4.9659 mils) in the redevelopment area while Alachua County is responsible for \$27,950.31. Thus, the total TIF amount generated for the NW Fifth Avenue/Pleasant Street Redevelopment Area in 1995 is \$42,955.55. The total fund balance for the TIF is \$62,142.

Since 1988, the Downtown Redevelopment Agency has expended the money on such projects as the Santa Fe Downtown Center Project, its NW Fifth Avenue loan program, grants to other agencies, and picket fence grants. The DRA also provided over \$4,000 to a survey of the 700 block of NW 3rd Street and nearly \$19,000 to the trustees of the Mt. Pleasant Church for rehabilitation.

Infill Potential

The redevelopment potential of NW Fifth Avenue and Pleasant Street hinges on its ability to attract infill development. Presently, over 25 acres of vacant property exists in both neighborhoods. Much of this is in either the "Residential Conservation" (RC) or "Mixed Use 1" (MU1) zoning classification. Map 9 indicates the location and extent of vacant parcels in the redevelopment area. The following analysis of infill potential and projected population assumes no change in current development regulations or rezonings/comprehensive plan amendments to commercial zoning. The analysis also does not include parcels 14095-1 and 14096 on NW 12th Street west of A. Quinn Jones which have been rezoned to Mixed Use-Low.

Table 12 Vacant Parcels by Zoning District

Zoning District	Pleasant Street	NW 5th Avenue	Total
BUS		.08	0.08
OF		1.5	1.5
CCD	1.21		1.21
MU-1	3.56	6.1	9.66
RC	7.8	5.2	13
RSF4	.18	.34	0.52

RMF5		.95	0.95
RMF7		.13	0.13
Total	12.75	12.72	25.47

Projected Dwellings

Table 13 projects the number of dwelling units anticipated to be constructed under the present zoning classifications. All vacant parcels zoned for Central City District (CCD) and MU-1 were projected for residential rather than mixed or nonresidential use. Because of their location in the heart of Pleasant Street, two parcels nominally zoned for CCD were projected only for single family development (and included with the RC zoning classification) to reflect more realistic building potential. Non conforming lots were calculated as if they had the potential for one dwelling.

Table 13 Projected Dwellings by Zoning District

Zoning District	Pleasant Street	NW 5th Ave.	Total
MU-1	39	24	63
RC	96	59	155
RMF5	0	11	11
RSF4	1	2	3
RMF7	0	2	2
CCD ⁸	90	0	90
Total	226	98	324

Table 13 projects an additional 324 dwelling units to be constructed under the present zoning classifications which would add an additional 755 persons to the redevelopment area (assuming a 2.33 persons per household size). Because they allow for residential and nonresidential uses, the pivotal factor in the projections will be the number of dwellings to be built in the CCD and MU-1 zoning districts. While the parcels zoned CCD in Pleasant Street are more suitable for residential uses and may indeed be developed in that manner, parcels zoned MU-1 are not concentrated, some lying in the heart of both neighborhoods while others are located along NW 8th Avenue and NW 6th Street. Furthermore, some MU-1 parcels are more appropriate for strictly residential zoning while others are not.

Projecting the future population of the neighborhood is also affected by the rehabilitation of the 72 boarded dwellings in the redevelopment area. The focus of this redevelopment plan is to promote housing renovation and sensitive infill. As such, the plan assumes that at least half of these boarded dwellings will be rehabilitated in the next five to seven years. Many of the remaining dwellings cannot or will not be rehabilitated but, nevertheless, will provide land suitable for infill development. Consequently, all of the boarded buildings are anticipated to be either rehabilitated or demolished for new construction resulting in a projected population increase of nearly 170 persons. Adding together the existing population, projected infill of existing vacant lots, as well as the reoccupation of existing boarded buildings indicates a total buildout population of 2,289 in the redevelopment area (assuming no change in household size and existing zoning). Broken down by neighborhood, approximately 1,077 people are projected to inhabit Pleasant Street while 1,212 people will reside in NW Fifth Avenue.

⁸ Based strictly on allowable density, 142 dwellings could be constructed on the site. However, the scale of the surrounding neighborhood as well as traffic and parking constraints call for a substantially reduced density. The resulting figure was derived based on the following assumptions: 1 parking space per dwelling unit, two-story buildings and 800 ft.² dwellings.

Commercial Viability

Any plan must address the viability of existing and future commercial uses within the redevelopment area. In the redevelopment area, approximately 47 acres are zoned commercial with 22.43 acres presently in commercial use. While the commercial "heart" of the neighborhood lies along NW 5th Avenue and NW 6th Street, its accessibility by automobile and pedestrians as well as its visibility is limited. In contrast, along the highly-visible N. Main Street, West University Avenue, and NW 13th Street corridors,⁹ approximately 189 acres are zoned for commercial. This number includes 22 acres zoned Medical District (MD), 5.1 acres zoned OF and 15.63 acres zoned Office Residential (OR). Approximately 144 acres are zoned CCD (85.09 ac.), MU-1 (57.30 ac.), or BT (2.32 ac.). Approximately 128 acres are devoted to existing commercial uses including office, parking lots, and industry. These commercial areas will provide stiff competition for any retail uses in the redevelopment area not specifically targeted for neighborhood needs.

Consequently, any efforts to revitalize the commercial strip will need to identify specific neighborhood and personal services which are not already accommodated along the aforementioned major arterials. Household and income data derived from the 1990 Census indicates a total income in the redevelopment area of nearly \$5.7 million.¹⁰ Table 14 aggregates this income by block group and household type.

Table 14 Total Income by Block Group

Household Type	BG1	BG2	BG3	Total
Family	\$666,000	\$426,708	\$2,160,675	\$3,253,383
non family	\$555,456	\$1,270,412	\$589,200	\$2,415,068
Total	\$1,221,456	\$1,697,120	\$2,749,875	\$5,668,451

Further study of the market potential of the redevelopment area should be conducted before a commercial redevelopment approach is adopted for the neighborhood.

Rehabilitation Revolving Fund

As a way of leveraging existing funds for rehabilitating historic buildings, many communities utilize rehabilitation revolving funds. The basic principle behind a revolving fund is simple: to use a pool of money to make loans or undertake acquisition, rehabilitation or other development projects that, upon completion, return the money to the revolving loan fund for future projects.

Several issues affect the implementation of a revolving loan fund. The first is the program focus. Several approaches could be appropriate for the redevelopment area. First, the fund could focus on renovating boarded houses at affordable prices and selling them to potential home buyers. The advantage of this would be to re-inhabit formerly derelict dwellings which would bolster neighborhood stability. Second, the fund could serve as a loan pool for homeowner rehabilitation. This approach would facilitate a faster rehabilitation for homeowners who are presently on the City's waiting list and are able to pay a portion of the rehabilitation costs. Finally, a revolving loan could center on

⁹ The totals were derived by calculating the acreage for all of the commercial zoning in map pages 3949, 3950, and 3951 and areas north of South 4th Avenue in map page 4050 and 5051. Commercial zoning acreage for the NW 5th Avenue/Pleasant Street Redevelopment Area was subtracted from the total.

¹⁰ This figure was derived by multiplying median household income and number of households by household type by block group.

rehabilitating rental properties to maintain them in livable condition. While it would be preferred for the neighborhood to evolve into primarily owner-occupied tenureship, rental housing is needed to ensure a variety of housing options. Therefore, every effort should be made to improve the housing stock within which renters reside.

Another program issue concerns the administrator and manager of the fund. The City of Gainesville Housing Division is capable of administering this program. Alternatively, the Community Redevelopment Agency (which is the Gainesville City Commission) utilizing its staff could serve as the fund manager. Private non-profit organizations such as NHDC or United Gainesville Community Development Corporation could also manage and administer the fund if the program was consistent with their goals.

One additional issue concerns the source of money to "seed" the revolving loan fund. The TIF fund for the redevelopment area (approximately \$48,000) as well as funds received by the City from its Community Development Block Grant allocation could be used to annually supplement the loan fund. The National Trust for Historic Preservation has a revolving loan program the terms of which include approximately \$50,000 in grant money and \$200,000 in loans. The Gainesville City Commission also has approximately \$500,000 in its economic development fund some of which could possibly be used for rehabilitation.

Eminent Domain

Local governments have the constitutional authority to condemn land by paying fair market value to obtain parcels for redevelopment. The Florida courts have long recognized the right of localities to utilize eminent domain to eradicate slum and blight.¹¹ The Florida legislature has codified and expanded this tool in the "Community Redevelopment Act" by conferring condemnation powers on community redevelopment agencies.¹²

While a tool that should be used carefully, eminent domain can help secure strategically located yet boarded buildings which are in the possession of unyielding or unwilling owners, the renovation or rehabilitation of which would spur redevelopment efforts. The city could consider the use of eminent domain to secure properties at risk and either rehabilitate them for future sale or give them away to persons willing to homestead the properties. The city could also use its condemnation powers to assemble land to lure larger projects into the neighborhood.

The use of eminent domain for most planning objectives is likely to be judicially upheld since courts give substantial weight to legislative determinations in this area. Questions of necessity- the need for making a given public improvement, for adopting a plan for it and for taking a particular property - are considered matters for the discretion of the legislature or its appointed administrative body.¹³ In particular, the public use requirement for the exercise of eminent domain is now viewed by the Supreme Court as consistent

¹¹ *State v. Miami Beach Redevelopment Agency* 392 So. 2d 875.

¹² See Chapter 163.375 - "Any county or municipality, or any community redevelopment agency pursuant to specific approval of the governing body of the county or municipality which established the agency, as provided by any county or municipal ordinance has the right to acquire by condemnation any interest in real property, including a fee simple title thereto, which it deems necessary for, or in connection with, community redevelopment and related activities under this part."

¹³ Donald Hagman and Julian Jurgensmeyer, *Urban Planning and Land Development Control Law*, 2nd ed., St. Paul: West Publishing Co.: 603.

with the local government's police power. An actual use by the public is no longer required; it is enough that there be a benefit to the public.¹⁴

The lack of distinction between "public benefit" and "public use" is clearly evident in the exercise of eminent domain in the context of urban renewal. The courts have found that, although urban renewal transfers property from one private owner to another, that alone does not defeat the public use test. The public use test for eminent domain has been further bulwarked by the expanding justification for redevelopment. It has been successfully used to remove slums, prevent blight of developed property, remove the blight from undeveloped property and, finally, improve the appearance of neighborhoods.¹⁵

While the reasons for the use of eminent domain for redevelopment is clear, Florida courts have not opined on its use for historic preservation. However, the reasoning contained within the United States Supreme Court's opinion in *Berman v. Parker*¹⁶ supports this possibility. The court wrote that "the values that the police power represents are spiritual as well as physical, aesthetic as well as monetary. It is within the domain of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled".¹⁷ Other courts have continually sustained ordinances under the police power where motivated by a desire to enhance the aesthetic appeal of a community, maintain the value of scenic surroundings, and preserve the quality of the environment.¹⁸ Given the court's expanded view of the police power and its linkage with the permissible purposes of eminent domain, utilizing condemnation for historic purposes is legally sustainable.

Transportation System

Transportation Concurrency Management

The NW Fifth Avenue Redevelopment Area falls within the Central City Transportation Concurrency Management Area (TCMA). The TCMA promotes specific policies of the Transportation Mobility Element of the City of Gainesville Comprehensive Plan (see Objective 1.4). The intent of this designation is to address the transportation needs of the TCMA by a set of policies that foster greater choice in transportation mode (walking, biking, mass transit and auto) and greater integration of land use and development regulation in planning and managing transportation facilities. The levels of service within the TCMA were established through negotiation with FDOT and a lower level of service than would normally be acceptable by statewide standards has been established in recognition of the urban nature of the TCMA.

Arterial and Collector Roadways

The redevelopment area is served by one east-west (NW 8th Avenue) and one north-south (NW 13th Street) arterial roadway. Two other arterials - N. Main Street and West University Avenue - are near the redevelopment area. Five north-south collectors also serve the neighborhood although two - NW 2nd Street and NW 3rd Street - are one-way streets (see Map 10). This serves to increase the speed and quantity of cut-through traffic in Pleasant Street.

¹⁴ Brian Blaesser and Alan Weinstein, eds. *Land Use and the Constitution: Principles for Planning Practice*. Washington, D.C.: Planners Press: 67.

¹⁵ Hagman, page 600.

¹⁶ 348 U.S. 26.

¹⁷ *ibid.*

¹⁸ *Maher v. City of New Orleans* 516 F 2nd 1060.

Mass Transit

A total of six main Regional Transit System (RTS) bus lines operate in or near the redevelopment area typically between the hours of 5:45AM and 8:00PM. Route 12 traverses the length of NW 7th Avenue in NW Fifth Avenue while routes 8 and 10 have stops along NW 13th Street which is the western boundary of the redevelopment area (see Map 11). Route 7 traverses N. Main Street which is outside the eastern boundary but within a 3-5 minute walk of much of Pleasant Street. Route 5 travels along West University Avenue and Route 2 bisects the redevelopment area along NW 6th Street. Both routes are within a 5-8 minute walk of most residents of the redevelopment area. Impending cutbacks in the Regional Transit System operating budget may affect service provision in the redevelopment area.

Bicycle lanes and Rail Trails

No designated bicycle facilities are located within the redevelopment area. If ever abandoned, the Atlantic Coast Line railroad along NW 6th Street has been identified as a rail trail which would connect the NW 6th Street corridor with the Depot Avenue trail and beyond to the Gainesville-Hawthorne trail.

Sidewalks

Sidewalks are provided, at least in part, along all collector roadways in the redevelopment area. Along NW 2nd Street and NW 10th Street, sidewalks are available on either the east or west side of the street along its entire length. Sidewalks are also available in the 200-500 block of NW 3rd Street and the 500-800 block of NW 12th Street. Introducing a sidewalk along parts of NW 3rd Street is problematic because the close proximity of dwellings to the street would make acquisition difficult. Furthermore, a sidewalk in this location is less of a concern because of limited traffic volumes along the segment. A sidewalk could be located along NW 12th Street on either side of the street and is important because of the volumes the segment carries throughout the day.

Planned Roadway Improvements and Needs

The Metropolitan Planning Organization has identified several potential transportation projects within the redevelopment area through its Year 2015 Needs and Cost Feasible Plan. The MPO has allocated \$3.5m to four-lane West 6th Street from SW 4th Avenue to NW 8th Avenue. In addition, listed as a no. 14 priority for Sidewalk Non-School/Independent projects is a sidewalk on the east side of NW 6th Street from W. University Avenue to NW 8th Avenue at an anticipated cost of \$34,988. The MPO has, in its FY1995/1996-1999/2000 List of Priority Projects (Approved September 7, 1995), identified the railroad corridor on NW 6th Street from NW 8th Avenue to its current terminus at end of Gainesville/Hawthorne Rail Trail as the number one priority for acquisition of railroad right-of-way projects. However, the project is not a high priority among all Funded by Federal, State, and Local Sources.

In addition, city Community Development staff has surveyed the redevelopment area for needed improvements not identified on the priority list identified above. Focusing on street repaving and curb and gutter improvements, staff has identified needs in Table 15. Repaving needs were based on the identification of potholes and uneven surfaces along all roads in the redevelopment area. Needed sidewalk improvements along collector roadways were identified to facilitate linkage with RTS stops on NW 13th Street and West University Avenue.

Table 15 Needed Transportation Improvements in Redevelopment Area

Project	Location	Neighborhood
Repaving	400-500 blk of NW 4th Ave	Pleasant Street
Repaving	300 blk of NW 7th Terr	NW 5th Ave
Repaving	500 blk of NW 7th Street	NW 5th Ave
Repaving	500 blk of NW 7th Terr	NW 5th Ave
Repaving	800 blk of NW 7th Place	NW 5th Ave
Repaving	600 blk of NW 12th Terr	NW 5th Ave
Sidewalk	300-500 blk of NW 12th St.	NW 5th Ave
Curb and Gutter	400 block of NW 4th Ave	Pleasant Street
Curb and Gutter	300-500 block of NW 4th Place	Pleasant Street
Curb and Gutter	100 block of NW 5th Ave	Pleasant Street
Curb and Gutter	200, 400-500 block NW 6th Ave	Pleasant Street
Curb and Gutter	400-500 block of NW 6th Place	Pleasant Street
Curb and Gutter	entire length of NW 7th Avenue	Pleasant Street
Curb and Gutter	200 block of NW 7th Lane	Pleasant Street

The Public Works Department estimates that curb replacement costs \$12 per foot while new pavement costs approximately \$8 per square yard. Funding all recommended segments in Pleasant Street would result in an estimated total cost of \$110,556.

Traffic patterns should also be investigated to ensure the safety of residential streets. Pleasant Street, in particular, is characterized by houses with small setbacks on small lots. However, three streets - NW 2nd, NW 3rd and NW 4th Streets -- serve as through streets between NW 8th Avenue and West University Avenue and, accordingly, traffic speeds are out of proportion with the character of the neighborhood.

Public Facilities

Utilities

Up to February 1993, a total of \$373,000 was spent on public utilities and roads in Pleasant Street. This total includes \$85,394 for paving streets in the neighborhood.

Water and Sewer

Gainesville Regional Utilities provides potable water and sanitary sewer service to Pleasant Street and NW Fifth Avenue. Based on improvements made in 1993 and 1994, service available in Pleasant Street appears to be sufficient for population growth projected to the year 2020. GRU installed water mains costing approximately \$234,000 along the following areas: 200-400 block NW 4th Avenue, 400-600 block NW 5th Avenue, 400-600 block NW 6th Place, 400-700 block NW 2nd Street, 400-700 block NW 4th Street, and the 500-700 block NW 6th Street. Sewer lines were also installed in 1993.

Stormwater Management

No stormwater facility needs have been identified for the area.

Electricity and Gas

As indicated in Map 12, there are many pockets of the redevelopment area where gas facilities are not available. GRU has a gas conversion program which is free of charge if gas mains are available to the dwelling. If not available and the residents had to pay for the mains themselves it would cost approximately \$7.50 a linear foot.¹⁹ The ideal time to lay gas lines is when streets are repaved and the sub-base is replaced. However, much of work that extensive has already been completed.

Open Space, Recreation and Community Facilities

The redevelopment area is served by several open space and park facilities (see Map 13). In addition to the Rosa B. Williams Recreation Center, Pleasant Street has two parks - one located at the 400 block of NW 2nd Street and one located in the 500 block of NW 6th Avenue. NW Fifth Avenue is served by two large facilities --the Wilhelmina Johnson Center/Sharmi Pfarr Park located at 321 NW 10th Street and the A. Quinn Jones Center located at 716 NW 10th Street which is owned by the School Board of Alachua County with its exterior facilities available for public use. Table 16 describes the facilities available in the redevelopment area.

Table 16 Recreational Facilities in Redevelopment Area

Facility	Size	Park Type	Basketball Courts	Play - ground	Picnic Area	Recreation Center
Rosa B. Williams	.90	N'hood	4- Lighted	Yes		Yes
A. Quinn Jones Center	2.2	N'hood	3			
Sharmie Farr Center	.50	N'hood	1	Yes	Yes	Yes
Tot Lot #3	.98	Mini		Yes		
Tot Lot #4	.22	Mini		Yes		
Tot Lot #9	.23	Mini		Yes		
400 NW 6 Ave	.18	Mini		Yes		
Totals	3.01		5	6	1	2

The Land Development Code calls for a standard of 9 park acres/1000 persons. Included in this standard are 5 ac./1000 for local nature parks (to be increased to 6 ac./1000 in 1997) and .50 ac./1000 for a sports complex. The level of service standard for both nature parks and sports complexes are applied urban-wide and, thus, the redevelopment area is not required to meet those standards. The redevelopment area is required to meet the neighborhood-level park standard which is 1.5 ac./1000 and, in some instances, community parks which has a standard of 2.0 ac./1000.

In addition to acres/1000 people standard, community and neighborhood parks are expected to contain certain types of facilities. Community parks typically have lighted tennis courts, racquetball courts, soccer and baseball fields, playgrounds and picnic areas.²⁰ The redevelopment area lies within the service radius of Northeast Park which is a 22 acre community park located at 400 NE 16th Avenue. In providing baseball/softball fields, tennis and racquetball courts, playground equipment, and a jogging trail, Northeast Park

¹⁹ March 30, 1996, phone conversation with Mike Brown, Gas Marketing Manager for Gainesville Regional Utilities.

²⁰ If level of service standards require community park acres, but the quadrant is not deficient in any of these facilities, basketball courts, tennis courts or racquetball courts may be used as substitutes.

provides adequate facilities and meets the level of service requirements for both facilities and acreage.

Neighborhood parks usually have a mixture of tennis courts, racquetball courts, shade trees, picnic facilities, child play areas and a limited number of soccer and baseball fields. Smaller sites must provide a least two facilities of the following type: basketball courts, tennis courts, racquetball courts, baseball/softball fields, gymnasium or recreation center.

Presently, Pleasant Street has a total level of service of 4.93 ac./1000 for 2.06 acres in total amount of park land and 2.15 ac./1000 for neighborhood parks which exceeds the adopted level of service. The level of service for City-owned facilities in NW Fifth Avenue is 1.0 ac./1000 for .95 acres of total park land and 0 ac./1000 for neighborhood parks. If the facilities at the A. Quinn Jones Center are included then the level of service is 2.3 ac./1000 for 2.2 acres of neighborhood parks which also exceeds the adopted level of service.

Relative to park facilities, the Rosa B. Williams Center in Pleasant Street provides both a basketball court and recreation center in addition to playground equipment. In NW Fifth Avenue, Sharmi Pfarr also provides basketball courts and a recreation center in addition to playgrounds and a picnic area while A. Quinn Jones Center provides basketball courts, a softball/baseball diamond as well as baseball fields.

Each of the mini-parks provide swing sets and playground equipment. The mini-parks on NW 6th Avenue in NW Fifth Avenue and NW 4th Avenue in Pleasant Street are marginal facilities and represent possible sites for infill housing. The lot on NW 4th Avenue may be used by a day care facility which abuts it while the NW 6th Avenue lot, more attractive in tree canopy and facilities, is located in the most blighted area of Pleasant Street with at least five boarded homes surrounding it.

Projected level of service for recreation facilities in Pleasant Street at buildout will be 1.91 ac./1000 for 2.06 acres in park land and .84 ac./1000 for neighborhood parks which is a little over one-half the level of service standard. To mitigate the impacts of population increase, Tot Lot #3 could be developed as a neighborhood park although the facilities which could be provided for the site are limited. Its proximity to the Rosa B. Williams Center, also a neighborhood park facility, could be used to better link the two parks and provide additional recreational activities.

In NW Fifth Avenue, the projected level of service for recreation facilities will be .78 ac./1000 for City-owned park land but only .41 ac./1000 for City-owned neighborhood parks. Including the facilities provided by A. Quinn Jones increases the levels of service to 2.23 and 2.60 acres/1000 persons respectively which exceeds the level of service for neighborhood parks.

Neighborhood Public Facility Impacts.

Based on projections set forth above, an additional 925 persons will be added to the redevelopment area - approximately 632 in Pleasant Street and 293 in NW Fifth Avenue. The projected increase in population will not reduce levels of service for parks and recreation facilities, stormwater management, and public utilities.

However, increases in the student population may impact the school system. Calculating the percentage of students in each school type identified in Table 7 above indicates that 2% of the persons in the redevelopment area attend preprimary schools, twenty percent

attend elementary school or high school, and 9% attend college. Utilizing these percentages results in the following projected student increases.

Table 17 Projected Increase in Student-Age Population

School Type	NW 5th Avenue	Pleasant Street	Totals
Pre-primary School	6	12	18
Elementary or High School	59	126	185
College	26	57	83
Not Enrolled	202	437	639
Totals	293	632	925

Public Safety

Crime Statistics

Analyzing Gainesville Police Department crime reports indicates that the redevelopment area has an excessive rate of certain types of crime in comparison to the city at large. On average, since 1989, only the rate/1000 for larceny in the redevelopment area has been less than city's. For burglary, robbery, and auto theft, the neighborhood rate ranges between 1.75 to 3.5 times the city rate. The rate for sexual battery exceeds that of the city by a factor of six, while the rate for aggravated assault is over 10.5 times that of the city. Table 17 summarizes these averages since 1989. The column "Rate Difference" compares the crime rate in the NW Fifth Avenue/Pleasant Street redevelopment area to the city at-large. A number less than 1 indicates the crime rate is less in the redevelopment area while a number greater than 1 indicates a greater crime rate..

Table 18 Comparative Crime Rates - Crimes per 1000 Persons

Crime	City-Wide	NW 5th Ave/PSHD	Rate Difference
Homicide	.10	.12	1.2x
Sexual Battery	.89	5.89	6.6x
Robbery	3.95	7.21	1.8x
Aggravated Assault	9.40	94.57	10.1x
Burglary	27.03	94.82	3.5x
Larceny	63.98	58.53	.91x
Auto Theft	6.21	17.23	2.7x

Source: City-wide figures are drawn from Uniform Crime Reports. Redevelopment area figures are drawn from analysis of GPD's Computer-Aided Dispatch System.

Table 20 depicts changes in the rate of crime between 1990-1995 in the redevelopment area compared to the city at-large. The table indicates a decline by nearly one-half the last two years in sexual battery. Otherwise, the data suggest either stability in rates of crime such as larceny and aggravated assault or a patternless fluctuation - auto theft and robbery. The table does confirm the excessive incidence of certain types of crime in the redevelopment area -- sexual battery, aggravated assault and burglary -- which exceeds that of the city as a whole. The higher murder rate reflects one homicide in November 1995 in NW Fifth Avenue. There have been no other homicides during the balance of the reporting period.

Table 19 Comparative Crime Rate Trends - 1990 to 1995

Crime	1990	1991	1992	1993	1994	1995
Homicide	0x	0x	0x	0x	0x	7.8x
Sexual Battery	7x	5.2x	8.3x	9.5x	5.4x	4.8x
Robbery	2.3x	0.6x	2x	0.9x	3.2x	2x

Aggravated Assault	9.9x	9.1x	11.9x	9.4x	11.8x	9x
Burglary	2.4x	2.9x	4.5x	3.5x	4x	4x
Larceny	0.8x	0.9x	0.9x	0.9x	0.9x	0.9x
Auto Theft	2.4x	3.8x	2.2x	3.3x	3.3x	1.5x

Source: City-wide figures are drawn from Uniform Crime Reports. Redevelopment area figures are drawn from analysis of GPD's Computer-Aided Dispatch System.

In 1995, the Gainesville Police Department responded to 404 calls regarding drug activity and 247 reports were filed in the redevelopment area. In addition, eight vice calls were made by citizens and one crime report was filed. (Note: Crime data was not available for city-wide rates nor trends over time.)

The Historic Significance of NW Fifth Avenue and Pleasant Street

Pleasant Street

Pleasant Street was listed on the National Register in 1990 and listed on the Local Register of Historic Places in 1991. Listing on the Local Register affects development by requiring review of alterations, demolitions, additions and new construction by the Historic Preservation Board. Since 1990, approximately 30 dwellings have been demolished or moved. Map 14 depicts contributing and non contributing structures within the district

NW Fifth Avenue

When preparing Special Area Plans, Land Use Policy 2.4.1 requires the City "to consider the unique function and image of the area through design guidelines and design review procedures" as well as to include "recommendations regarding economic development strategies, urban design schemes, land use changes, traffic management, and infrastructure improvements". As part of this charge to consider "the unique function and image of the area, city staff has reviewed the eligibility of NW Fifth Avenue for listing on the National and Local registers. The survey on which the recommendation was based was prepared in the Spring of 1995.

Proposed District Boundary

The boundaries for NW Fifth Avenue were based substantially on the 1980 ERLA survey which delineated significant concentrations of historic buildings. However, staff recommends that the area known as Florida Court and University Terrace be included in the NW Fifth Avenue historic area. This area is located south of NW 3rd Avenue between NW 6th Street and NW 12th Terrace. Although demographically distinct through its student population, this area is physically contiguous to NW Fifth Avenue. In addition, the Florida Court/University Terrace neighborhood does not have the geographic coherence or architectural significance to stand as a separate historic district. Although these two neighborhoods have not been historically or socially connected, this situation is not without precedent. The Pleasant Street Historic District is also characterized by traditionally distinct African-American and white enclaves which did not undermine its historic district status at the time it was being evaluated.

Commercial Properties built before 1936

NW Fifth Avenue has one commercial property located at 902 NW 5th Avenue built before 1936 which is considered contributing to the potential district. Staff surveyed this property to determine if it was eligible for tax credits. According to the 1986

amendments to the National Historic Preservation Act, buildings built before 1936 are potentially eligible for a tax credit of 10% against rehabilitation costs.²¹ No certification of rehabilitation work is necessary to obtain the 10%, however certain existing building elements must be retained to qualify for this credit.²²

Number of Demolitions

Eighty nine buildings with Florida Site Files have been demolished since 1982. This figure represents 23 percent of 387 buildings with Florida Site Files that existed in 1982.

Number of Contributing/Non contributing

The historic or architectural significance of a historic district is conveyed by the number of contributing properties that lie within its boundaries. As defined by this survey, *contributing*²³ buildings and structures are any building with a Florida Site file from the 1982 ERLA survey that has not been severely altered - namely radical alteration of original plan, enclosing of porches and additions to important character-defining elevations. Also included were buildings older than 1945 but without Florida Site Files. Presently, there are 334 buildings and structures considered contributing which represents 73 percent of the total number of buildings in the proposed district (see Map 15). Of these 334, 262 are relatively unaltered while 61 have received considerable alteration but retain their essential integrity. These figures represent 57% and 13% respectively of the total number of buildings in the proposed district. An additional eleven buildings in the surveyed area, without Florida Site Files and constructed in the post World War Two era, are considered contributing as defined by this survey. Any building or structure built after World War Two but before 1950 and not determined to be ranch style domestic architecture are also considered contributing.²⁴ These buildings have been shaded on the maps to distinguish them from formal contributing structures.

In addition, of the 334 buildings and structures considered contributing, forty one were built before 1945 and retain their architectural character, but are not documented with a Florida Site File. Presently, this number 9% of the total number of buildings in the survey area and 12% of the total number of contributing buildings in the survey area.

²¹ Sally Oldham, Jayne Boyle, and Stuart Ginsberg, *A Guide to Tax Advantaged Rehabilitation*. National Trust for Historic Preservation, October 1986: 10.

²² Specifically, fifty percent or more of the existing external walls must be retained in place as external walls; seventy-five percent or more of the existing external walls must be retained in place as internal or external walls; and seventy-five percent or more of the existing internal structural framework must be retained in place.

²³ A *contributing* property, is significant because: a) it was present during the period of significance and possesses historic integrity reflecting its character at that time or is capable of yielding information about the period; or, b) it independently meets the National Register criteria. see United States Department of Interior. National Register Bulletin 16a. *How to Complete the National Register Registration Form*. United States Government Printing Office: Washington, D.C., 1991:45.

²⁴ U.S. Department of Interior. National Register Bulletin No. 22: *Guidelines for Evaluating and Nominating Properties that have Achieved Significance within the Last Fifty Years*, page 5. For properties that are less than 50 years old and within a National Register district, the following factors must be considered before they can be contributing: a) the district's period of significance is justified as a discrete period with a beginning and end; b) the character of the district's historic resources is clearly defined and assessed; c) specific resources are demonstrated to date from that discrete era; and d) the majority of the properties are over 50 years.

Conversely, *non contributing* buildings and structures are defined as buildings with a Florida Site File which have been severely altered, buildings built after 1950, and ranch style domestic architecture built in the immediate post-World War Two era. Totalling 123 buildings, non contributing buildings represent 27 percent of the total number of buildings in the survey area. Of these 123 buildings, forty are "historic" but have been substantially altered which has negatively affected their integrity.

Evaluation of Potential as Historic District

A historic district possesses a significant concentration, linkage or continuity of sites, buildings, structures or objects united historically or aesthetically by plan or physical development. Its importance is derived from being a unified entity, even though it is often composed of a wide variety of resources and, in fact, it is the interrelationship of these resources which can convey a visual sense of the overall historic environment.²⁵

The inclusion of Florida Court/University Terrace in the proposed NW Fifth Avenue Historic District does bolster the absolute number and percentage of contributing buildings. Without Florida Court, the number of contributing structures in NW Fifth Avenue neighborhood would be reduced to from 334 to 203 and the percent contributing would be reduced from 72% to 66%. Because nearly 73% of the neighborhood is comprised of contributing buildings and structures, the expanded NW Fifth Avenue area should be considered for listing on both the National and Local Registers.

Physical Appearance

This section will address a wide-range of issues related to the physical appearance and design of the redevelopment area. Traditional approaches to physical appearance will be discussed such as code enforcement and design review as well as other concepts such as crime prevention through environmental design and infrastructure improvements.

Demolition By Neglect

The outright demolition of structures is the primary threat to cultural resources facing the City. However, because the Historic Preservation Board has the regulatory power to refuse demolition permits, it exercises considerable control over the demolition process and can often prevent the destruction of historic properties. A more subtle form of demolition is intentional neglect, whereby a property is allowed to fall into structural disrepair without technically violating historic preservation ordinances. This neglect typically renders future rehabilitation efforts not feasible or financially prohibitive and accomplishes the same objective as direct demolition but with the secondary effect of driving down neighborhood property values while the building stands empty and derelict.

Many localities counteract this process through affirmative maintenance or demolition-by-neglect (DBN) ordinances. The design of these ordinances is to require landowners to maintain their property in a minimally-acceptable manner through the application of existing structure standards. Gainesville, as well, has policies which attempt to address the issue of demolition by neglect of historic properties. Policy 1.3.4 of the "Historic Preservation Element" of the *City of Gainesville 1991-2001 Comprehensive Plan* states that "the City shall revise the Historic Preservation/Conservation Ordinance to prevent

²⁵ United States Department of Interior. National Register Bulletin 16a. *How to Complete the National Register Registration Form*. United States Government Printing Office: Washington, D.C., 1991: 15.

"demolition by neglect" of historic structures..." Further authority for remedying demolition by neglect is set forth in Section 30-112(a) of the Land Development Code which recognizes that

"the protection, enhancement and use of such resources is a public purpose and essential to the health, safety, morals and economic educational, cultural and general welfare of the public, since these efforts result in the enhancement of property values, the stabilization of neighborhoods and areas of the city, the increase of economic benefits to the city and its inhabitants..."

While formal regulations have not been introduced, the codes governing housing (Chapter 13) and nuisances (Chapter 16) provide mechanisms to redress the problem. Section 13-1 establishes minimum standards governing the occupancy, repair and maintenance of buildings and grounds used for human habitation. The section also states that it intends the housing code to be liberally construed.

The Housing Code sets forth standards for determining violations, an appeal procedure and fines to enforce the code. These standards ensure every exterior wall or cladding is free of holes, cracks, or rot and does not buckle or lean. Roofs are to be properly flashed and not allow water to enter; roof coverings are not allowed to deteriorate. Standards affecting stairs and porches, screens, exterior doors, and protective treatments such as paints are also provided and can be used to prevent demolition by neglect. Standards for nuisances deal with more serious items such as fire damaged buildings, improperly distributed loads and failing structural systems.

The Historic Preservation Board has recommended to the City Commission amending Land Development Code to allow the Board to file a formal complaint with Codes Enforcement requesting correction of defects or repairs to any designated structure.

Dangerous Buildings/Hazardous Lands Code

Section 16-16 of the Gainesville Codes of ordinances regulates dangerous buildings and hazardous lands. Dangerous buildings are defined, among other things, as those which have walls leaning or buckling, improper distribution of loads upon the floor or roof, parts which threaten to fall, easy access by vagrants, inadequate ingress/egress, or are unkempt such that they pose a public health or safety hazard. Hazardous lands can be occupied or unoccupied and are defined as those upon which exists a fire hazard, explosives, dangerous chemicals, trash, junk and debris of such nature or which might serve as a breeding and nesting place for mosquitoes, rats, mice, poisonous snakes or insect vermin quantity such as to pose a danger to the health of person.

When an owner receives a notice of violation of the code, he/she is issued an order to repair, vacate, demolish, board and seal, or abatement. The owner can be fined or receive a lien on the property in question if the City performs the necessary repair

Design Review

In preparing special area plans, Land Use Policy 2.4.1 of the Comprehensive Plan specifically requires consideration of the "unique function and image of the area through design guidelines and design review procedures" and to include recommendations for "urban design schemes". Because this plan does not contemplate changing the physical character of the neighborhood by increasing densities, the two best methods for maintaining consistent design is through the implementation of a historic

preservation/conservation overlay or residential conservation design controls. Other strategies such as crime prevention through environmental design (CPTED) and use of public facility improvements to enhance the appearance of the neighborhood will also be discussed.

Historic Preservation

As mentioned, Pleasant Street is a locally-designated historic district and subject to design review authorized by Section 30-112 of the Land Development Code. The Historic Preservation Board in conducting its design review has based guidelines, in part, on practices developed by the National Park Service as part of its review of federal tax credit and Section 106 projects. The real virtue of historic preservation standards is their basis in architectural context which ensures new construction is compatible with existing development. In addition, that these standards have already been developed indicates very little lag between requiring and implementing design review.

Neighborhood/Residential Conservation Zoning

“Conservation” areas have been developed by municipalities for neighborhoods either ineligible for historic district status or unwilling to be listed, yet still desiring some control over development. Frequently, conservation areas include but are not limited to those neighborhoods which are architecturally noteworthy. Other features that are considered worth preserving include topography, vegetation and space “that create an image of stability, comfort, local identity, and livable atmosphere”.²⁶ In some instances, use of conservation areas has no regulatory burden on the residents or owners of property in the neighborhood. Instead, the main burden of implementation falls upon the municipality in assessing impacts of public projects on the neighborhood. In most instances, however, some restrictions on demolition and some review of new construction is required focusing on building height, scale, placement and setback, and materials. Binding review of architectural alterations is typically not required.

In order to maintain the character of NW Fifth Avenue and preserve its housing stock, some degree of regulation should be imposed to ensure compatible building alterations and additions as well as to forestall demolition whenever feasible. Additional statutory authorization other than that authorizing the city to establish zoning districts does not appear to be necessary. However, with enhanced regulation in conservation areas the distinction between it and the regulatory requirements of historic districts become less clear. Furthermore, the financial incentives for historic preservation would not be available to NW Fifth Avenue if only designated a conservation area suggesting that the economic burden for complying with design requirements may be greater in NW Fifth Avenue than in Pleasant Street.

Crime Prevention through Environmental Design (CPTED)

The basic premise of CPTED is that urban environments can be designed or redesigned to reduce the opportunities for crime to occur - and at the same time fear of crime - “without resorting to the building of fortresses and the resulting deterioration in the quality of urban life.”²⁷ By controlling the access to and opportunity for crime as well as facilitating observation by neighbors, CPTED focuses on design features and neighborhood

²⁶ Robert Stipe, “Conservation Areas: A New Approach to an Old Problem” in *Local Preservation*. Published by the National Park Service, July 1993.

²⁷ Richard A. Gardiner, *Design for Safe Neighborhoods: The Environmental Security Planning and Design Process*. National Institute of Law Enforcement and Criminal Justice: Washington, 1978: 1.

involvement rather than police patrols. Key principles in CPTED are “target hardening” by denying access through locks, alarms and gates, “natural access control” of ingress and egress points and “promotion of territoriality” through security awareness, reporting and reacting. Territoriality is enhanced by providing clearly marked transitional zones indicating movement from public to semi-public to private space, relocating gathering areas to locations with natural surveillance and access control, and placing safe activities in unsafe locations to bring along natural surveillance of these activities.

Other strategies include the following:

- Redesigning internal street systems to prevent easy flow through the neighborhood. Residential safety is strengthened by street designs which pulls strangers out of residential areas and on to collector and arterial streets.
- Encouraging residents to reduce shortcutting through private property.
- Encouraging resident use and control of streets through resident-only parking and small neighborhood play areas at the rear of street closings.
- Mitigating visual barriers which prevent neighbors from monitoring adjacent properties. provide clear sight lines from houses to the street and alley.
- Eliminating rubbish and cleaning up houses gives the neighborhood a spruced-up and “owned” appearance.
- Encouraging construction or renovation to include front porches, back porches or decks.
- Using lighting on porches and entrances to illuminate sidewalks and doors.

Capital Improvement and Urban Design Strategies

This section will evaluate areas the design of which can be improved through the use of capital improvements. Capital improvements can be used effectively to supplement and enhance urban design. Pedestrian-scale street lighting, landscaping of public facilities, and streetscaping are some of the strategies which can be used to help create a sense of place and community livability. Pleasant Street, which is surrounded by large vacant lots and parking facilities on its southern and western ends, has areas in need of improvement. NW Fifth Avenue, on the other hand, with the exception of entrances to the neighborhood on NW 5th Avenue, is better defined and transitions seamlessly with the neighborhood to the south.

Parking lots often provide the only transition between the Pleasant Street and the Downtown. This is particularly the case along NW 1st Street and NW 2nd Avenue. Two strategies should be pursued to make the transition as seamless as possible. The reduction in lane widths along NW 2nd Avenue would narrow the gap between the neighborhood and the downtown and also allow on-street parking. Concurrently, it would also allow underutilized parking lots to be redeveloped allowing businesses to expand without an appreciable impact upon off-street parking. Sensitive redevelopment of the parking lots would help to better transition the downtown with the Pleasant Street neighborhood.

Pleasant Street is also bounded on the west by NW 6th Street which is characterized by railroad tracks, vacant parcels and businesses and institutional uses, none of which serve to transition between the street and the neighborhood. The main western entrance to the neighborhood along NW 5th Avenue is by no means a gateway to the neighborhood and needs enhancing.

- * Develop "gateway" plan for the development of the NW 5th Avenue corridor to include eliminating standard street lighting and introducing pedestrian-scale lighting;
- * Support efforts to vacate railway along NW 6th Street and convert to recreational trails with educational signage about both the historic Pleasant Street and NW Fifth Avenue neighborhood;
- * Encourage the continuing and sensitive expansion of the Santa Fe Downtown Center;

Public facilities can also be enhanced to enliven the appearance of the neighborhoods. Within Pleasant Street, the City owns three parcels which are used for recreational purposes - a tot lot on NW 6th Avenue, a one-acre lot on NW 2nd Street and the Rosa B. Williams Center. Of the three facilities, the tot lot is the least desirable and useful because of its location amid several boarded houses. The City should consider donating, selling or trading the parcel to a redevelopment organization.

The Rosa B. Williams Center is a prominent community center on the eastern outskirts of the neighborhood and should be treated as an important resource. In addition to having interior meeting and recreation space and facilities, the center also has outdoor recreation potential. Once the former site of the Union Academy which was the first African-American school in the city, the center acknowledges this past in some degree but could better promote it.

- * Study acquiring and developing the two parcels south of the center to expand its recreation potential of the site.
- * Prepare development and maintenance plan for the center to improve its appearance including such aspects as landscaping, painting, historic signage and future additions.

Section II. Redevelopment Strategies

Policy 1: Expand Housing Ownership Opportunities in the Redevelopment Area

1. Focus City of Gainesville Community Development Block Grant Funds on the redevelopment area for five years.
2. Continue to provide city-owned parcels to non-profit housing providers that encourage homeownership.
3. Investigate the use of reverse mortgages for elderly persons to increase income as well as ensure stable transition of property.
4. Rather than issue "repair or demolish orders", the City should consider repairing structures and then issue liens on the property to be repaid at an auction for homeownership.
5. Evaluate the commercial and housing markets for vacant properties zoned CCD or MU-1.
6. Evaluate rezoning improved CCD parcels in the Pleasant Street Historic District to forestall their conversion to nonresidential use.
7. Prevent demolition by neglect through enforcement of existing housing codes.
8. Evaluate rezoning of RSF2 and RSF3 parcels in Pleasant Street to RC as required by Pleasant Street Amendment to the NW Fifth Avenue Redevelopment Plan.

Policy 2: Identify Areas for Proposed Redevelopment Projects and Encourage Continued Housing Rehabilitation in the Redevelopment Area

1. Encourage the continuing and sensitive expansion of the Santa Fe Downtown Center.
2. Focus demolition activities in Pleasant Street on areas identified as less significant for historic preservation in the Land Development Code.
3. Explore buying or swapping land for parcels adjacent to the Rosa B. Williams Center to expand recreation opportunities. The lot located at the 400 block of NW 6th Avenue could provide an appropriate parcel to swap.
4. Perform a market study of commercial opportunities in the redevelopment area and their approximate mix and location.
5. Formulate a comprehensive program for commercial land uses which encourages overall economic development including business retention, expansion and recruitment in such ways so to be sensitive to the surrounding residential and/or historic character.

Policy 3: Ensure a Pedestrian-scale Transportation System Sensitive to the Residential Nature of the Redevelopment Area which Enhances Multi-modal Transportation Opportunities

1. Acquire the railway along NW 6th Street to facilitate its linkage with other greenways and transportation corridors.
2. Develop sidewalk linkages in the following areas to facilitate pedestrian linkage with mass transit routes located on NW 6th Street, West University Avenue, and NW 13th Street.

3. Prepare a comprehensive traffic study of the community to recommend appropriate physical and circulation improvements, including returning two way traffic to NW 2nd and NW 3rd streets in Pleasant Street to "calm" traffic through the neighborhood.
4. Locate four-way stop signs along NW 1st and 2nd streets in Pleasant Street to reduce traffic speeds.

Policy 4: Protect and Enhance Recreational Activities

1. Prepare master plans for all City-owned park land within the redevelopment area.
2. As required by Policy 1.4.1 of the Recreation Element, prior to disposal of non-recreational city-owned land or facilities, the city shall prepare a report that evaluates the potential use of such facilities for recreation.
3. Add the NW 6th Street railroad corridor as a greenway.
4. Explore donating tot lot located at 800 block of NW 4th Avenue to NHDC, Habitat for Humanity, or another non-profit for infill development.

Policy 5: Coordinate Efforts between Groups Involved in the Redevelopment Area

1. Assign City staff as a facilitator/coordinator to shepherd developers who wish to take advantage of the incentives through the administrative process.
2. Improve coordination among groups that work in the neighborhood through monthly or quarterly coordinating meetings which summarizes recent activities and outlines future efforts.
3. Develop neighborhood-wide maintenance program through enforcement of housing codes and development of homeowner/property owner associations to ensure community standards for maintenance of property are adhered to.
4. Propose workshops for residents on maintaining and improving their home, as well as creating a "block captain" program enabling monitoring and enforcement to take place on a block-by-block basis.
5. Provide grant coordinator to continually apply for grants in neighborhood.
6. Develop a systematic marketing program involving quarterly mailouts describing existing and future development efforts within the district. Community Redevelopment Agency staff as well as the Department of Community Development could assist in developing this marketing program.

Policy 6: Develop a Rehabilitation Revolving Loan program in the Redevelopment Area

1. Utilize TIF and CDBG funds as the basis for rehabilitation revolving loan program in the neighborhood.
2. Apply for grants to seed the fund such as the Jesse Ball duPont Fund, National Trust Inner City Ventures Fund.
3. Evaluate appropriate agency to be loan administrator (i.e, CRA or NHDC).
4. Focus program on rehabilitation and occupation of boarded dwellings and the mitigation of major housing code violations.

Policy 7: Preserve and Enhance the Architectural and Historic Resources through sensitive design in the NW Fifth Avenue/Pleasant Street Redevelopment Area.

1. Nominate the NW Fifth Avenue to the National Register of Historic Places to capitalize on financial incentives offered historic properties.
2. Prevent Demolition by Neglect by enforcing the City of Gainesville Housing Code.
3. Develop designs for new construction in the Pleasant Street Historic District which would not need HPB approval as well as appropriate compatible additions.
4. Evaluate the life cycle costs of new construction and rehabilitation materials in terms of energy efficiency and durability and assess their appropriateness for use in the Pleasant Street Historic District.
5. Create design guidelines for new construction, alterations, and additions for the NW Fifth Avenue neighborhood.
6. Develop "gateway" plan for the development of the NW 5th Avenue corridor at NW 6th Street to include pedestrian scale lighting, landscaping, and residential development.

Policy 8: Promote use of Crime Prevention (CPTED) principles in the Redevelopment Area.

1. Encourage property owners to fence properties where cut-through foot traffic is prevalent. However, discourage the use of fences which block views of or from the street or alley.
2. Require construction of new housing to have front and rear porches so as to facilitate monitoring of adjacent properties by neighbors.
3. Locate tot lots and public spaces on streets which have occupied residences sufficient to observe the activities at the lots
4. Survey the redevelopment area for properties which are overgrown or unkempt and utilize available codes to require landowners to cleanup. Encourage property owners to locate garages, trees, shrubs so they don't obstruct alley and street views.
5. Study the advisability of on-street parking for the 400-1300 blocks of NW 5th Avenue.
6. Encourage residents and/or property owners to illuminate the front and rear of their property with porch lights and motion detectors.

Policy 9: Redevelopment Funding

1. Tax Increment Financing. Tax Increment Funds may be expended as approved by the Agency for the following: public improvements; Agency mandated or supported improvements to privately owned buildings or structures; Agency sponsored or supported events and promotional activities; contractual services related to any Agency funded projects; maintenance activities; overhead and administrative expenses of the Agency; expenses related to redevelopment planning, surveys, and financial analysis; acquisition and disposition of real property in the redevelopment area; clearance and preparation of any redevelopment area for redevelopment and relocation of site occupants as provided in F. S. 163.370; redevelopment of any real property owned or controlled by the Agency; and, repayment of principal and interest on any

redemption premiums for loans, advances, bonds, bond anticipation notes, and any other form of indebtedness any expenses related thereto.

As appropriate and necessary, policies and procedures will be established by the Agency at a future time and date related to the aforementioned expenditures.

2. Other Sources of Revenues. The Agency is encouraged to leverage Tax Increment Funds with other revenues including federal, state, local, and private sources.

Appendix A

Future Land Use Categories

Single Family (up to 8 units per acre)

This land use category shall allow single family detached dwellings at densities up to eight dwelling units per acre. The single family land use classification identifies those areas within the City that due to topography, soil conditions, surrounding land uses and development patterns, are appropriate for single family development. Land Development Regulations shall determine the performance measures and gradations of density. Land Development Regulations shall specify criteria for the siting of low intensity residential facilities to accommodate special need populations and appropriate community level institutional facilities such as places of religious assembly, private schools and libraries. Land Development Regulations shall allow Home Occupations in conjunction with single-family dwellings under certain limitations.

Residential Low Density (up to 12 units per acre)

This land use category shall allow dwellings at densities up to 12 units per acre. The Residential Low Density land use classification identifies those areas within the City of Gainesville that, due to topography, soil conditions, surrounding land uses and development patterns, are appropriate for single family development, particularly the conservation of existing traditional low-density neighborhoods, single-family attached and zero-lot line development, and small scale multi-family development. Land Development Regulations shall determine gradations of density, specific uses and performance measures. Land Development Regulations shall specify criteria for the siting of low intensity residential facilities to accommodate special need populations and appropriate community level institutional facilities such as places of religious assembly, private schools and libraries. Land Development Regulations shall allow Home Occupations; accessory units in conjunction with single-family dwellings; and bed-and-breakfast establishments within certain limitations.

Residential Medium Density (10-30 units per acre)

This land use classification shall allow single-family and multi-family development at densities from 10 to 30 dwelling units per acre. The land shown as Residential Medium Density on the land use plan identifies those areas within the City of Gainesville that, due to topography, soil conditions, surrounding land uses and development patterns, are appropriate for single-family and medium intensity multi-family development. Land Development Regulations shall determine gradations of density and specific uses. Land Development Regulations shall specify criteria for the siting of appropriate medium intensity residential facilities to accommodate special need populations and appropriate community level institutional facilities such as places of religious assembly, private schools and libraries. Land Development Regulations shall allow Home Occupations within certain limitations.

Residential High Density (21-100 units per acre)

This category shall allow multi-family development at densities from 21 to 100 dwelling units per acre. The land shown as residential high density on the land use plan identifies those areas within the City of Gainesville that, due to topography, soil conditions, surrounding land uses and development patterns, are appropriate for high intensity multi-

family development and secondary retail and office uses scaled to serve the immediate neighborhood. The intensity of secondary retail and office use cannot exceed more than 20% of the residential floor area. Land Development Regulations shall determine gradations of density, specific uses, percentage of floor area and maximum floor area appropriate for secondary uses. Land Development Regulations shall specify the criteria for the siting of high intensity residential facilities to accommodate special need populations and appropriate community level institutional facilities such as places of religious assembly, private schools and libraries. Land development regulations shall allow Home Occupations within certain limitations.

Mixed Use Residential (up to 75 units per acre)

This residential district provides for a mixture of residential and office uses. Office uses that are complementary to and secondary to the residential character of the district may be allowed. An essential component of the district is orientation of structures to the street and the pedestrian character of the area. Office uses located within this district should be scaled to serve the immediate neighborhood and pedestrians from surrounding neighborhoods and institutions. Land Development Regulations shall set the district size; appropriate densities (up to 75 dwelling units per acre); the distribution of uses; appropriate floor area ratios; design criteria; landscaping, pedestrian, mass transit and bicycle access, and street lighting. Land Development Regulations shall specify the criteria for the siting of public and private schools, places of religious assembly and community facilities within this category when designed in a manner compatible with the adoption of a Special Area Plan for that area. The intensity of office use can not exceed more than 10% of the total residential floor area per development.

Mixed Use Low Intensity (10-30 units per acre)

This category includes a mixture of residential, office and retail uses scaled to serve the needs of the surrounding neighborhood. This category has been applied to commercial development to enhance the flexibility of these low intensity areas. It is not expected that these areas shall be expanded significantly during this planning period; creation of strip development is not intended. Public and private schools, places of religious assembly and community facilities shall be appropriate in this category. Residential development from 10 to 30 units per acre shall be permitted. Land Development Regulations shall ensure the compact, pedestrian character of these areas; provide guidelines for the compatibility of permitted uses; and ensure that such areas do not serve overlapping market areas of other designated low activity centers. Floor area ratios in this district shall range between 1.00 - 2.00.

Mixed Use Medium Intensity (14-30 units per acre)

This category includes a mixture of residential, office, business and light industrial uses concentrated in mapped areas. Public and private schools, institutions of higher learning, places of religious assembly and community facilities shall be appropriate in this category. Such development shall function as an activity center serving multiple neighborhoods. It is not expected that these areas shall be expanded significantly during this planning period. Land Development Regulations shall ensure the compact, pedestrian character of these areas; provide guidelines for the compatibility of permitted uses; and ensure that such areas do not serve overlapping market areas of other designated medium intensity activity centers. Residential development from 14 to 30 units per acre shall be permitted. Floor area ratios in this district shall range between 1.00 - 2.00.

Mixed Use High Intensity (up to 150 units per acre)

This category includes a mixture of residential, office, business uses and light industrial uses concentrated in mapped areas. Public and private schools, institutions of higher learning, places of religious assembly and community facilities shall be appropriate in this category. Such development shall function as an activity center serving the urban area. When in accord with all other land use regulations, residential densities up to 150 units shall be permitted. Land Development Regulations shall be prepared to ensure the compact, pedestrian character of these areas. Floor area ratios in this district shall not exceed 10.00.

Office

The office land use category identifies areas appropriate for office and residential uses. This category is intended to identify appropriate areas for professional and service uses, hospital and medical uses, compound and residential uses, and appropriate ancillary uses. Office designations shall be applied to compact office development; office designations shall not encroach in viable residential areas nor expand strip development. Residential uses in office districts shall be designed as infill, mixed use, compound use or shall accommodate existing residential development within the district. Densities shall not exceed twenty (20) units per acre. Land Development Regulations shall determine the appropriate scale of uses; and the specific criteria for the siting of private schools and churches. Floor area ratios in this district shall range between 0.50 - 2.00.

Commercial

The commercial land use category identifies those areas most appropriate for large scale highway-oriented commercial uses. Land Development Regulations shall determine the appropriate scale of uses. Floor area ratios in this district shall range between 0.50 - 2.00.

Industrial

The industrial land use category identifies those areas appropriate for manufacturing, fabricating, distribution, extraction, wholesaling, warehousing, recycling, and other ancillary uses. Land Development Regulations shall determine the appropriate scale of uses and consider the externalities of such uses. Intensity of use shall not exceed a maximum lot coverage of 80%.

Education

This category identifies appropriate areas for public and private schools and institutions of higher learning when located outside of activity centers. Land Development Regulations shall address compatibility with surrounding uses and infrastructure needs. Floor area ratios in this district shall not exceed 5.00.

Recreation

This category identifies appropriate areas for public and private leisure activities. Land Development Regulations shall address the scale, intensity and buffering of structures and outdoor improvements. This category shall meet the appropriate intensities of use as established by the Park Design and Function Standards adopted in the Recreation Element.

Conservation

This category identifies areas environmentally unsuited to urban development, permanent buffers between land uses, areas used for passive recreation and nature parks. Privately held properties within this category shall be allowed to develop at single family densities of one unit per five acres. Land Development Regulations shall determine the appropriate scale of activities, structures and infrastructure that will be allowed.

Public Facilities

This category identifies administrative and operational governmental functions such as government offices, utility facilities and storage facilities. Maximum lot coverage in this district shall not exceed 80%.

Planned Use District

This category is an overlay land use district which may be applied on any specific property in the City. The land use regulations pertaining to this overlay district shall be adopted by ordinance in conjunction with an amendment to the Future Land Use Map of this comprehensive plan. The category is created to allow the consideration of unique, innovative or narrowly construed land use proposals that because of the specificity of the land use regulations can be found to be compatible with the character of the surrounding land uses and environmental conditions of the subject land. Each adopting PUD overlay land use designation shall address density and intensity, permitted uses, traffic access and trip generation, environmental features and buffering of adjacent uses. Planned Development zoning shall be required to implement any specific development plan. In the event that the overlay district has been applied to a site and no planned development zoning has found approval by action of the City Commission within one year of the land use designation, the overlay land use district shall be deemed null and void and the overlay land use category shall be removed from the Future Land Use Map, leaving the original and underlying land use in place.

Appendix B

Sales Tax Credit for Job Creation

Allows a monthly sales and use tax credit to businesses located in an Enterprise Zone on wages paid to new employees who have been employed by the business for at least 3 full-calendar months and are residents of the Zone. Provides a credit of 10% of wages paid to new employees who are residents of the Enterprise Zone. If 20% or more of the permanent, full-time employees are residents of the Enterprise Zone, the credit is 15%.

Sales Tax Refund for Business Machinery and Equipment

This incentive reduces the cost of purchasing new and used qualified property that is used in the Enterprise Zone. A refund is available for sales taxes paid on the purchase of certain business property such as office equipment, warehouse equipment, and some industrial machinery and equipment, which is used exclusively in an Enterprise Zone.

The sales tax refund must be at least \$100, but no more than the lesser of \$5,000 or 97% of the tax paid. If 20% or more of the permanent, full-time employees of the business are residents of the Enterprise Zone, the refund will be no more than the lesser of \$10,000 or 97% of the tax paid.

Community Contribution Tax Credit

Allows businesses anywhere in Florida a 50% credit on Florida corporate income tax or insurance premium tax for donations to a state-approved community development project. Donations must be made through an eligible non-profit corporation conducting an approved community development project. The annual amount of credits granted is limited to \$200,000 per firm and \$2,000,000 for the State. For each dollar donated, businesses may receive a 55.5 cent reduction in Florida tax liability (50 cents from the credit, 5.5 cents from the deductibility of the donation). The donation may also be deducted from Federal taxable income.

Fifty Percent Discount on Local Fees and Licenses

New and existing businesses located in the Gainesville Enterprise Zone can obtain a 50% discount on their occupational license tax, building permits, and development fees. The discount on occupational license fees can be up to \$250 annually per tax category, depending on the taxes paid. The discount on building permits and development fees applies to home owners as well as business owners.

Jobs Tax Credit on Corporate Income Taxes

Allows businesses located in the Enterprise Zone a 10% corporate income tax credit for wages paid to new employees who have been employed by the business for at least 3 months and are residents of the Enterprise Zone. If 20% or more of the permanent, full-time employees of the business are residents of the Zone, the credit is 15%. This credit is not available if the Sales Tax Credit for Job Creation is taken.

Property Tax Credit

Allows new or expanded businesses located in the Enterprise Zone a credit on Florida corporate income tax equal to 96% of ad valorem taxes paid on the property, if the new or expanded business has hired five or more new, full-time employees. (The assessment rate

varies by county.) The credit can be claimed for five years up to a maximum of \$50,000 annually if 20% or more of the employees are Enterprise Zone residents; otherwise the credit is limited to \$25,000 annually. Any unused portion of the credit may be carried forward for five years.

Sales Tax Refund for Building Materials

A refund is available for sales tax paid on the purchase of building materials used to rehabilitate real property located in an Enterprise Zone. From completion of construction (date inspector signs final inspection) the applicant has up to 6 months to apply. Only the property owners are eligible, not the building contractors.

This incentive reduces the cost of rehabilitating real property that is located in an Enterprise Zone. This incentive applies to home owners as well as business owners.

The total amount of the sales tax refund must be at least \$500, but no more than the lesser of \$5,000 or 97% of the tax paid per parcel of property. If 20% or more of the permanent, full-time employees of the business are residents of the Enterprise Zone, the refund will be no more than the lesser of \$10,000 or 97% of the tax paid per parcel. Applicants can apply for this only once per parcel.

Form DR-26 and an application certified by the Enterprise Zone Coordinator must be filed within 6 months after the improvements are certified by the building inspector as being substantially complete. The applicant must submit receipts, and a certification form completed by building inspector.

Sales Tax Exemption for Electrical Energy

Allows a fifty percent sales tax exemption to businesses located in an Enterprise Zone on the purchase of electrical energy. If 20% or more of the permanent full-time employees are residents of the Enterprise Zone, the business is located has passed an ordinance to exempt Enterprise Zone businesses from 50% of the municipal utility tax.

The 50% exemption of state sales tax on utilities and the 50% abatement of municipal utility tax is available for up to five years. The tax exemption is limited to municipalities that have passed an ordinance to reduce the municipal utility tax for Enterprise Zone Businesses. If 20% or more of the permanent, full-time employees of the businesses are residents of the Enterprise Zone, the business will receive a larger abatement. Form DR-15JEZ must be filed and certified by the Enterprise Zone Coordinator.

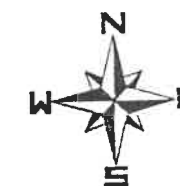
Appendix C
Maps

Map 1

**NW 5TH AVENUE/
PLEASANT STREET
REDEVELOPMENT
AREA BOUNDARY**

Legend

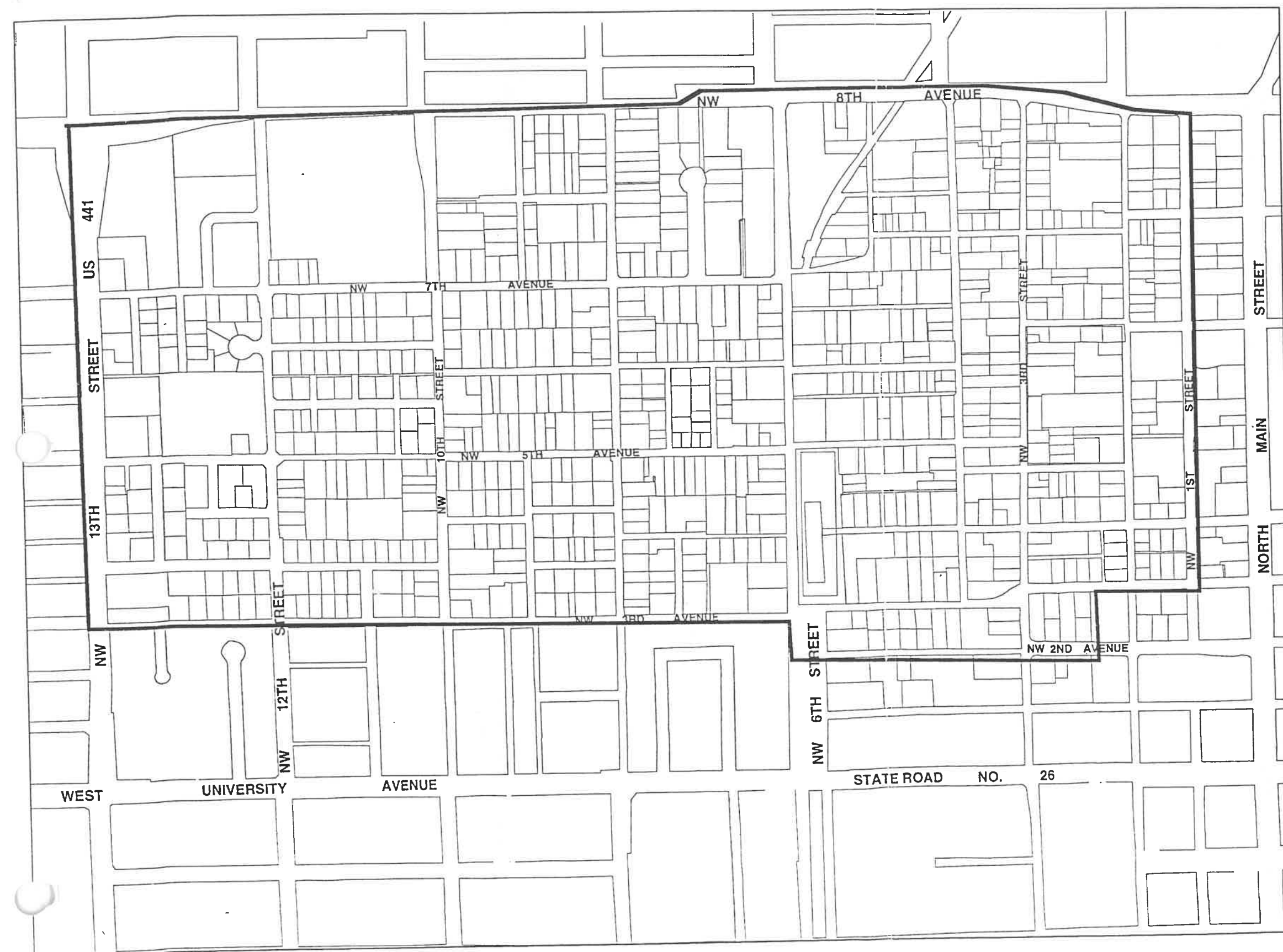
— Redevelopment
Area Boundary



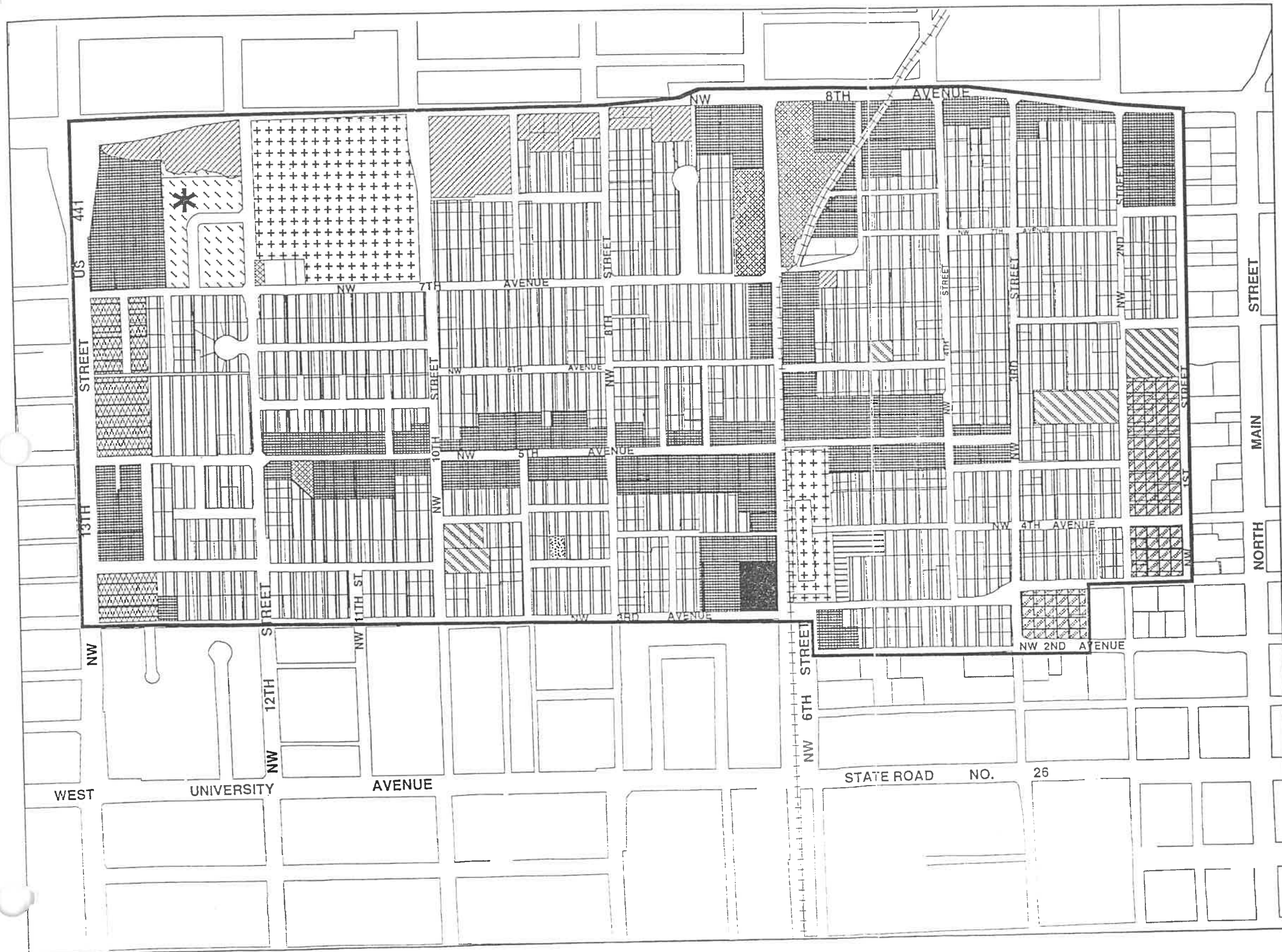
**City of Gainesville
Gainesville, Florida**

Prepared by: Dept. of Community
Development, January 1996

Scale: 1"=400'



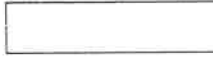




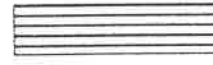
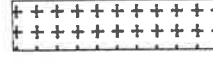

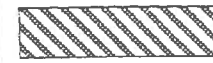
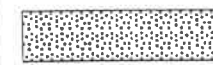
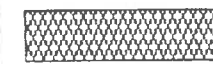
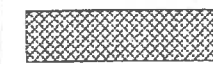


Map 2



LAND USE

NW 5th Avenue/Pleasant Street Redevelopment Area

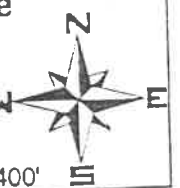
Legend

-  Single Family
-  Residential Low
-  Residential Medium
-  Mixed Use Low
-  Mixed Use High
-  Planned Use District
-  Education
-  Industrial
-  Recreation
-  Conservation
-  Commercial
-  Public Facilities
-  Office
-  Redevelopment Area Boundary

* Pending Land Use Change

**City of Gainesville
Gainesville, Florida**











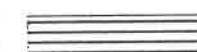



Prepared by: Dept. of Community Development, January 1996 Scale: 1"=400'



ZONING MAP

NW 5th Avenue/Pleasant Street Redevelopment Area

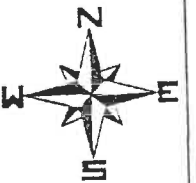
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-  RSF-2
-  RSF-4
-  RMF-5
-  RC
-  PD
-  CCD
-  MU-1
-  OF
-  BA
-  BUS
-  ED
-  CON
-  I-1
-  PS

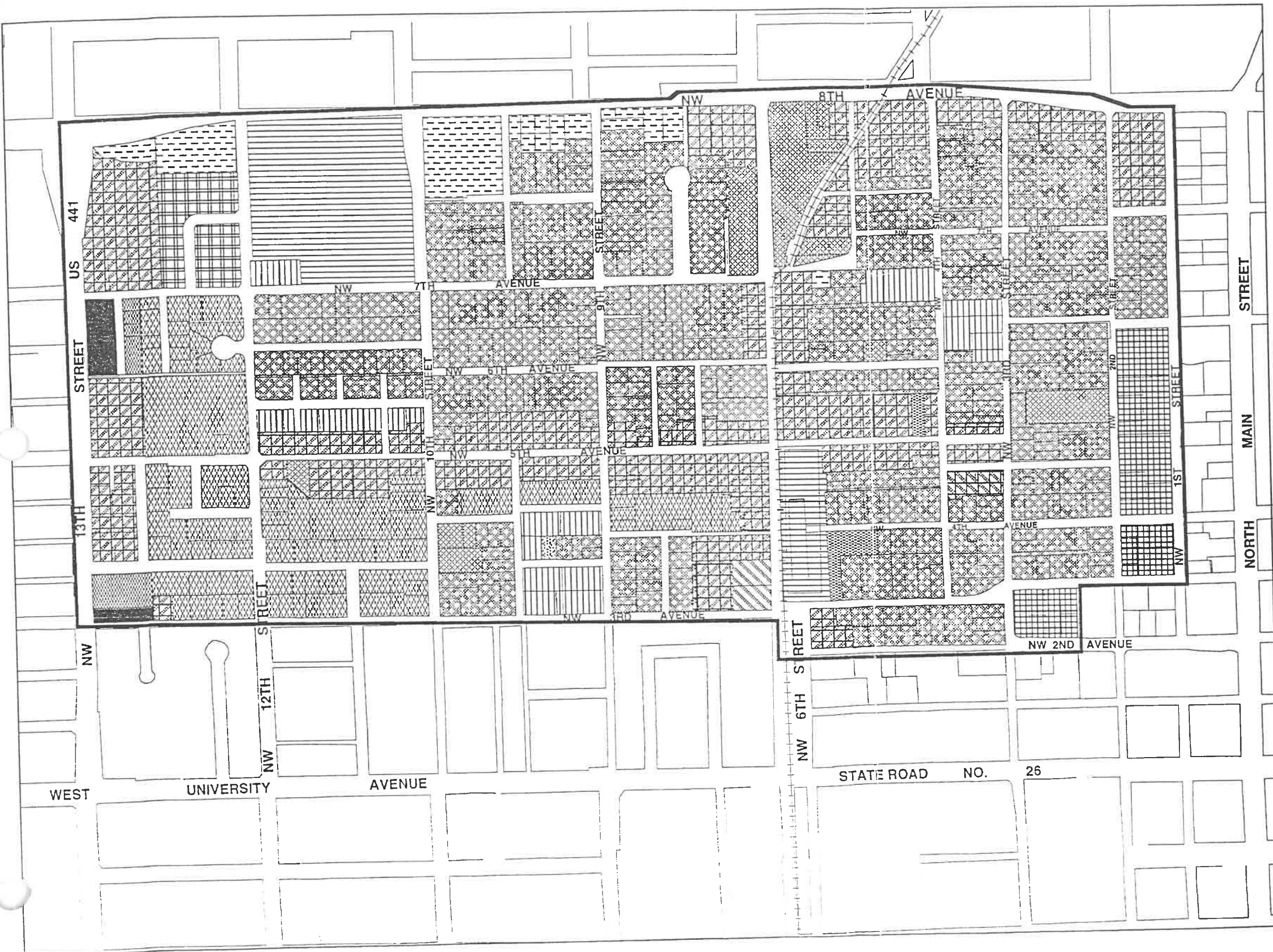
Redevelopment Area Boundary

City of Gainesville
Gainesville, Florida

Prepared by: Dept. of Community Development, January 1996



Scale: 1"=400'






Map 4

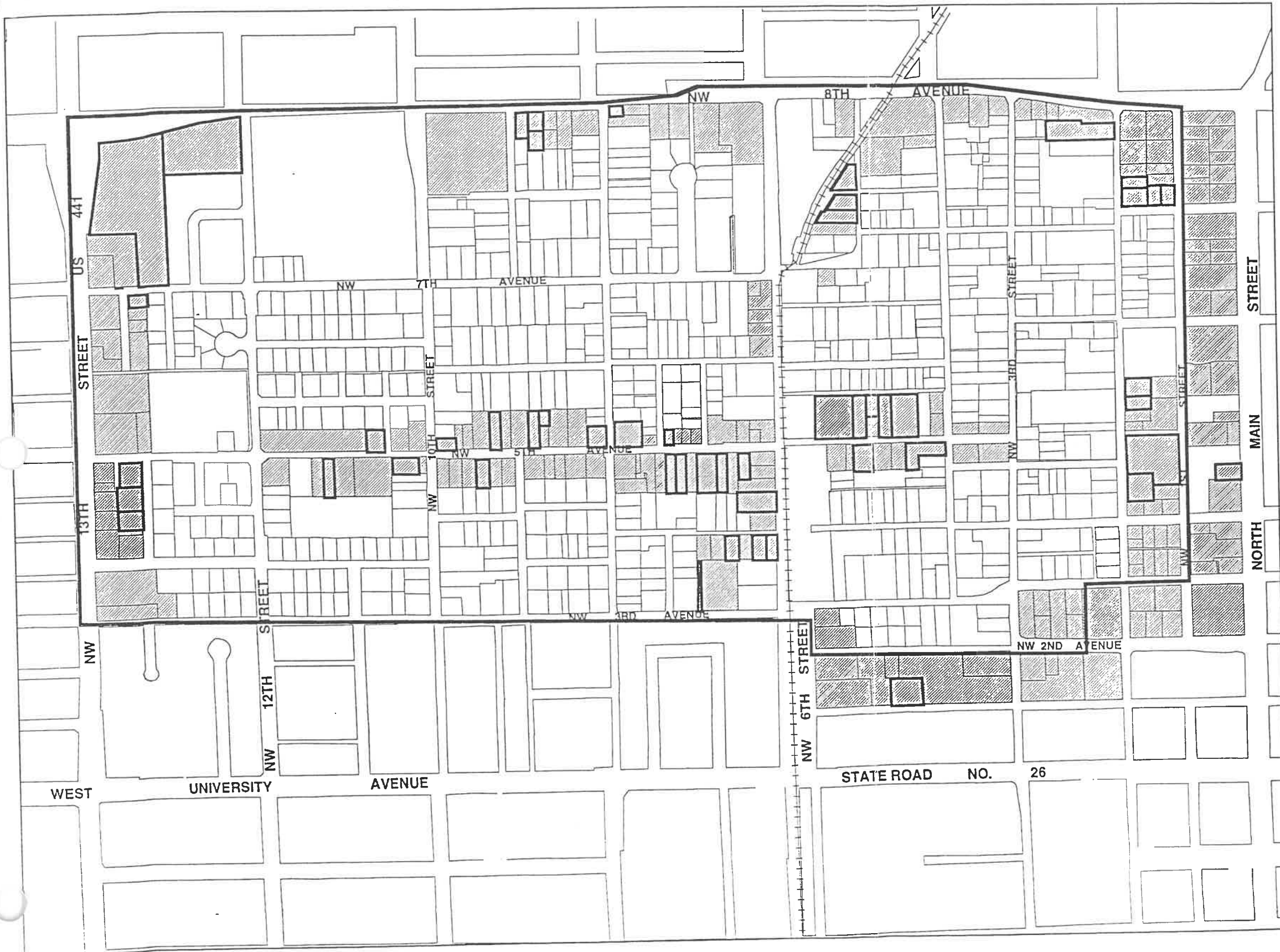
Fifth Avenue/Pleasant Street Redevelopment Area

Commercial Zoning

Legend

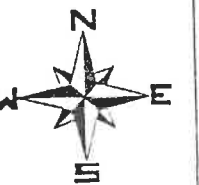
-  Commercial Zoning
-  Vacant Commercial Zoning
-  NW 5th Avenue/
Pleasant Street
Redevelopment Area

Notes: Commercial Zoning includes all properties with BA, BUS, CCD, MU-1 or OF zoning.



City of Gainesville
Gainesville, Florida

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Development, March 1996






Scale: 1"=400'

Map 5

Fifth Avenue/Pleasant Street Redevelopment Area

Commercial Department of Revenue Codes (DOR)

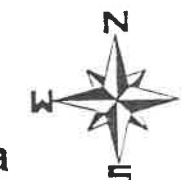
Legend

-  Commercial DOR Codes
-  Vacant Commercial DOR Code
-  NW 5th Avenue/Pleasant Street Redevelopment Area

Notes: Commercial DOR codes include code numbers 10, 11, 12, 14, 17, 18, 19, 21, 22, 25, 27, 33, and 48. The Vacant Commercial DOR code is number 10.

City of Gainesville
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Scale: 1"=400'

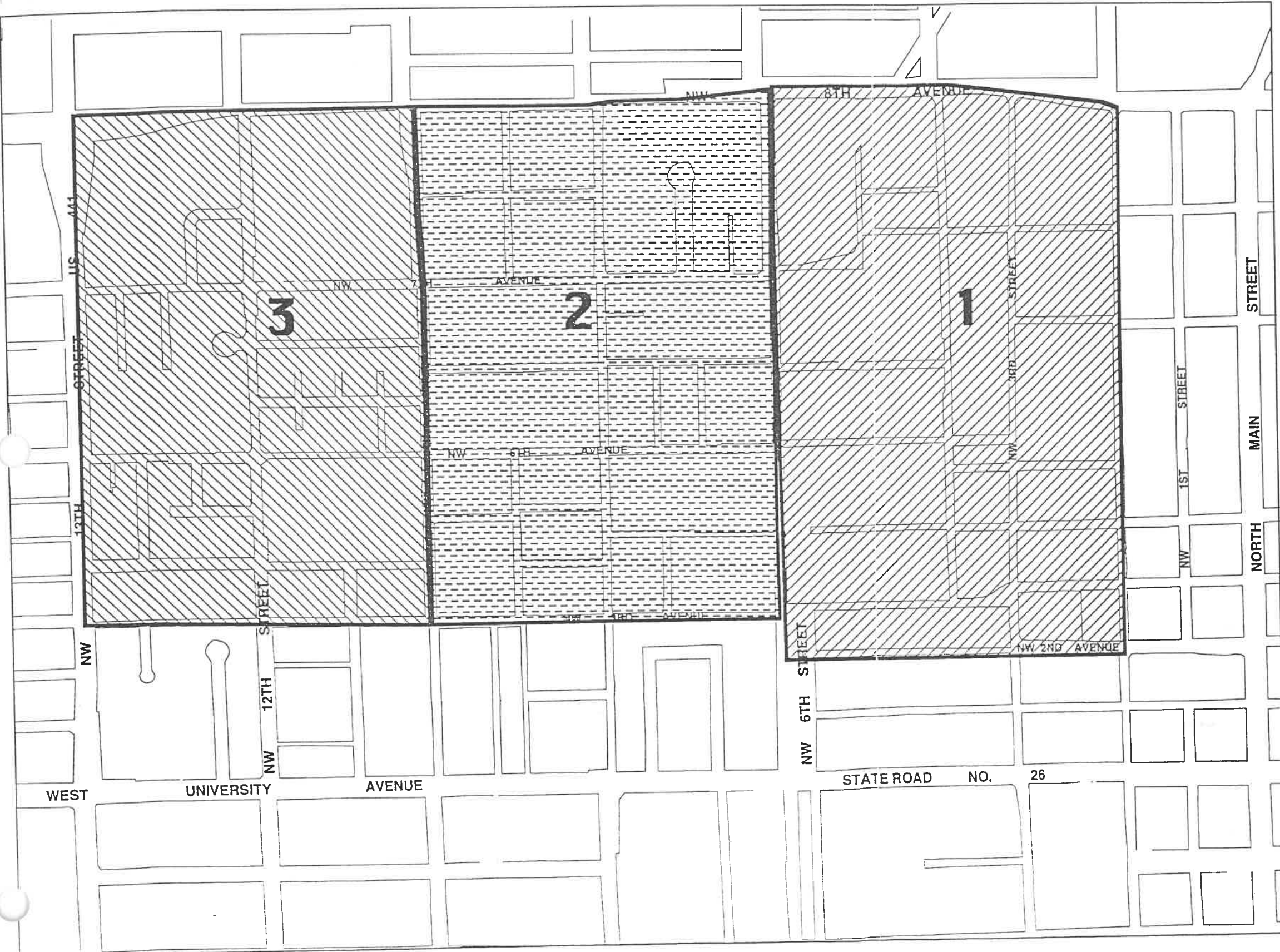


Map 6

**BLOCK GROUP
BOUNDARIES 1990
CENSUS**

**NW 5th Avenue/Pleasant
Street Development
Area**

Legend



**City of Gainesville
Gainesville, Florida**

Prepared by: Dept. of Community
Development, January 1996

Scale: 1"=400'

Map 7

**BOARDED OR
VACANT DWELLINGS**

**NW 5th Avenue/Pleasant
Street Redevelopment
Area**

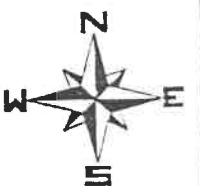
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 **Boarded or
Vacant Dwellings**

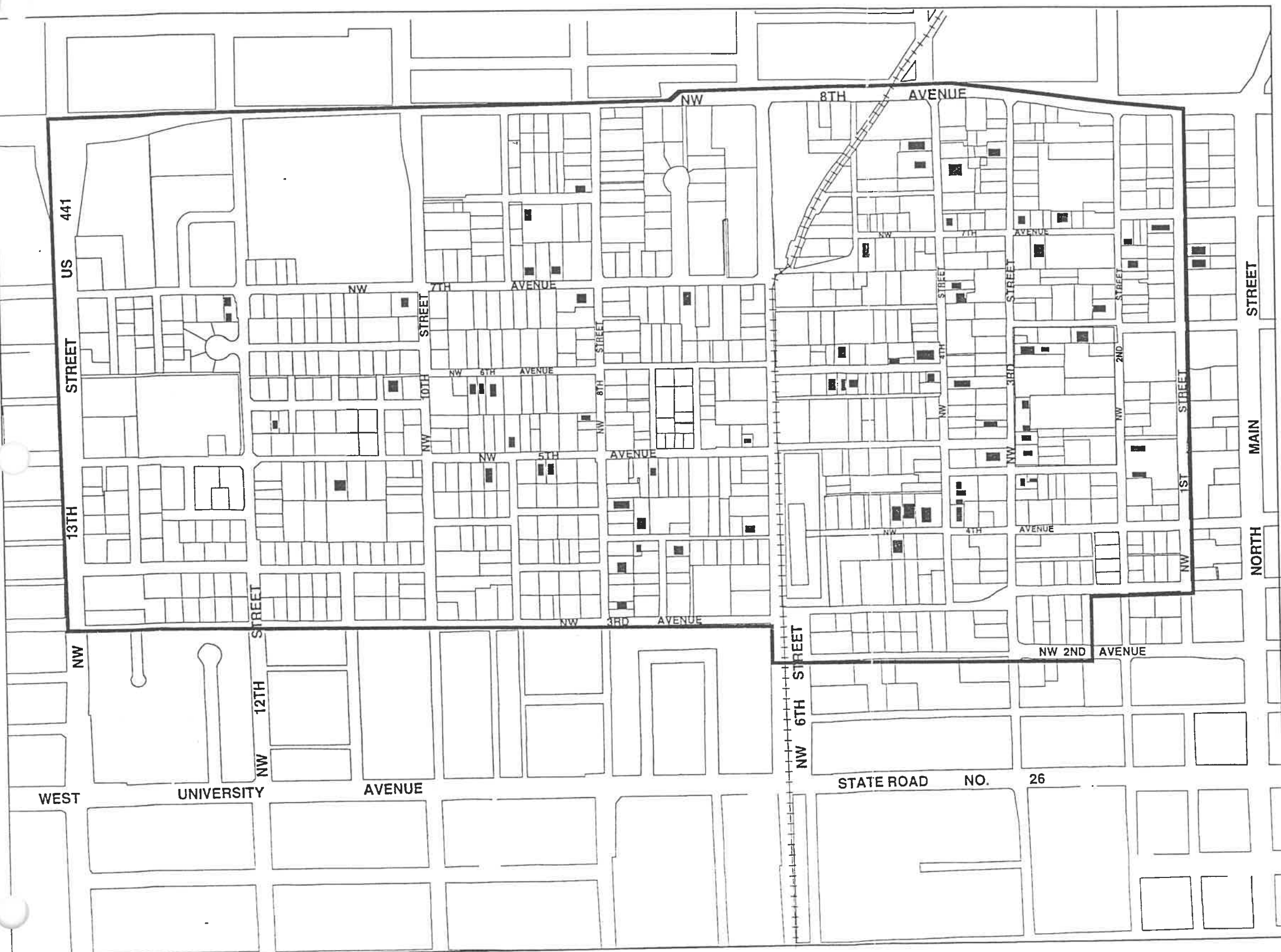
 **Redevelopment
Area Boundary**

**City of Gainesville
Gainesville, Florida**

Prepared by: Dept. of Community
Development, January 1996



Scale: 1"=400'



Map 8

**HOUSING
REHABILITATION/
REDEVELOPMENT
PUBLIC OR
NONPROFIT AGENCY**

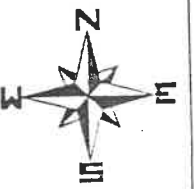
**NW 5th Avenue/Pleasant
Street Redevelopment
Area**

Legend

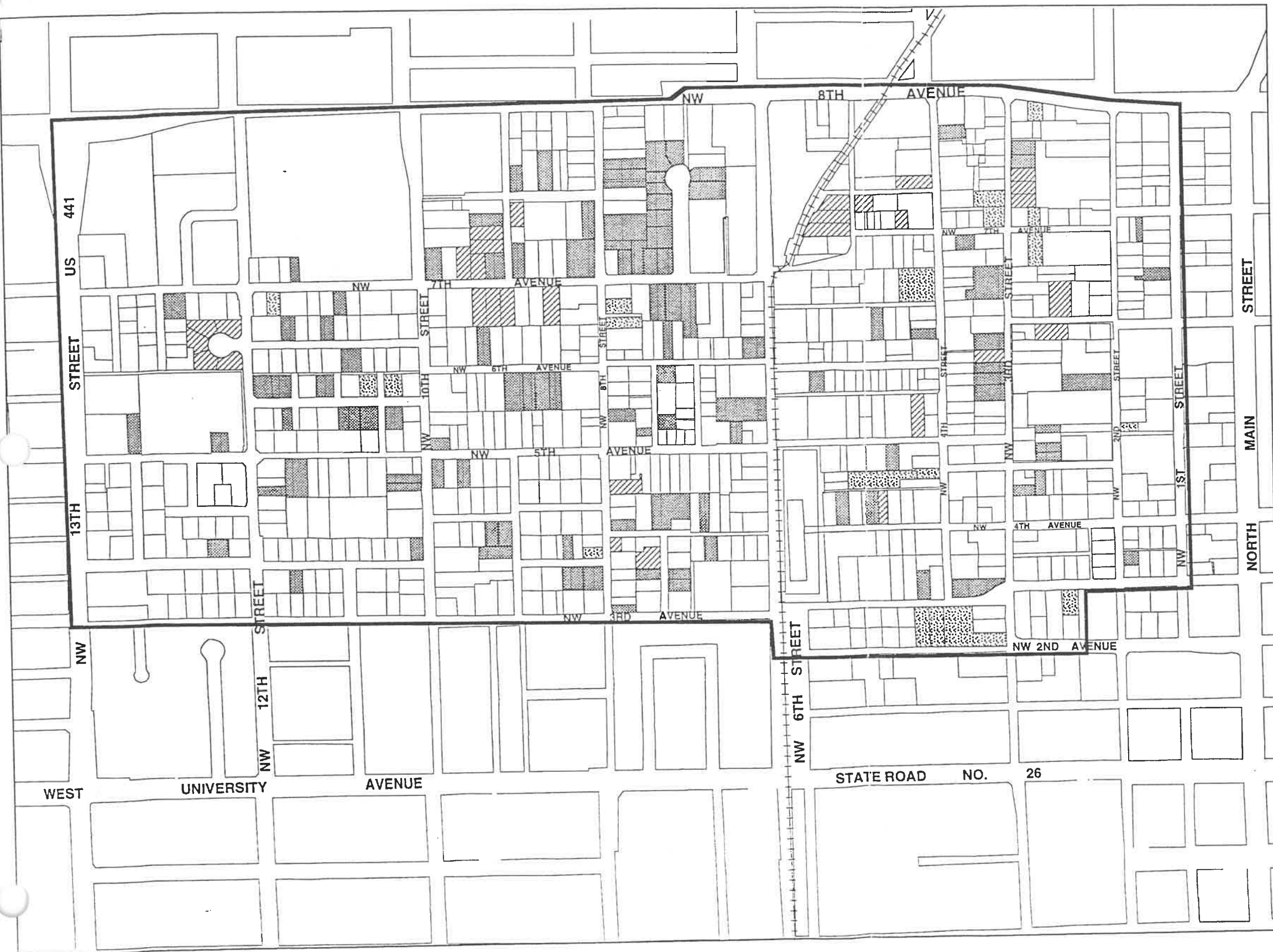
-  **Owner Occupied
Housing Rehabilitation**
-  **Rental Rehabilitation**
-  **New Construction**
-  **Redevelopment
Area Boundary**

**City of Gainesville
Gainesville, Florida**

Prepared by: Dept. of Community
Development, January 1996



Scale: 1"=400'



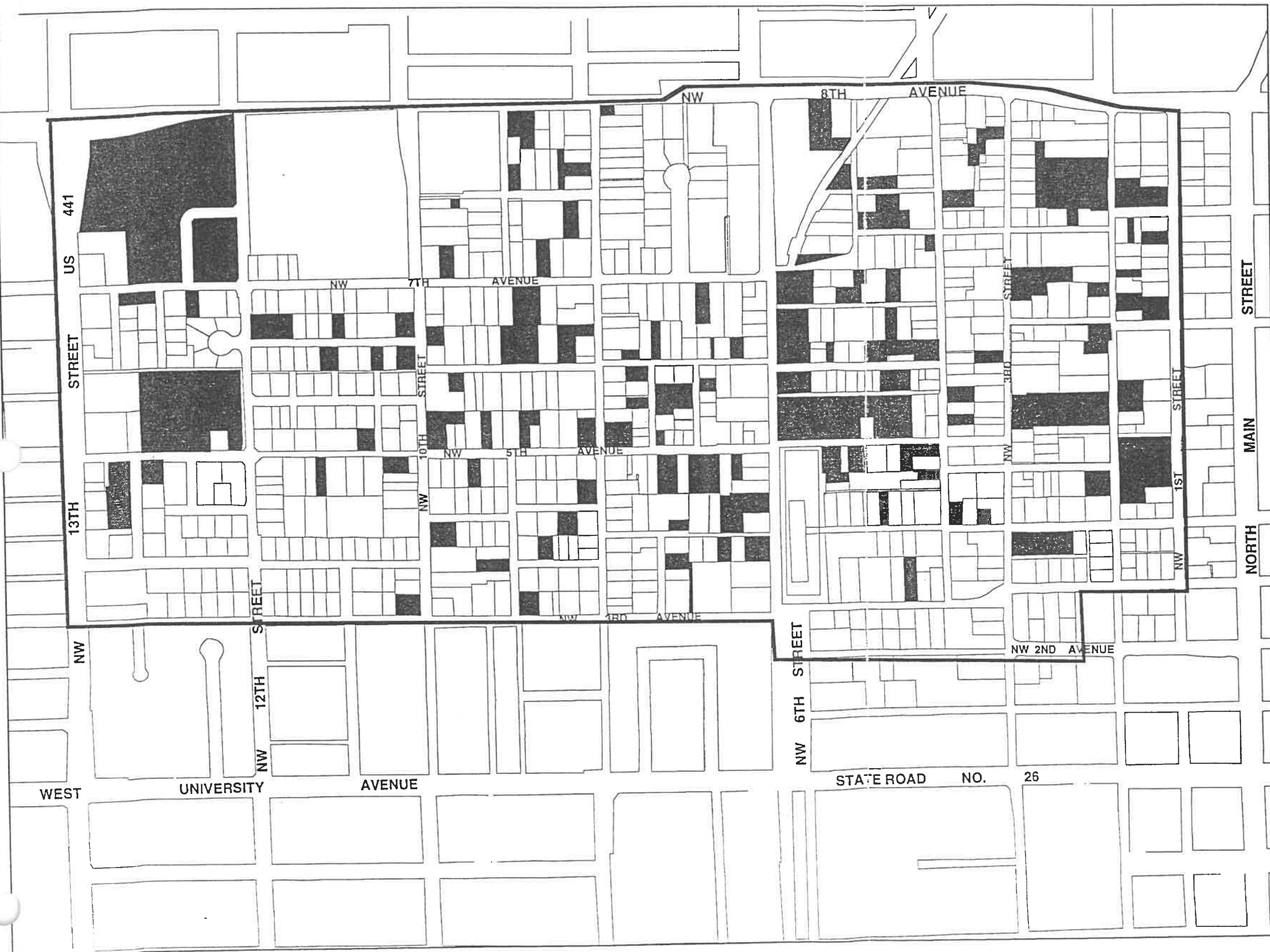
Map 9

VACANT PARCELS

NW 5th Avenue/Pleasant Street Redevelopment Area

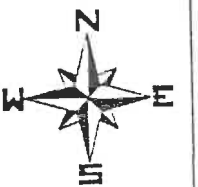
Legend

-  Vacant Parcels
-  Redevelopment Area Boundary



City of Gainesville
Gainesville, Florida

Prepared by: Dept. of Community
Development, January 1996



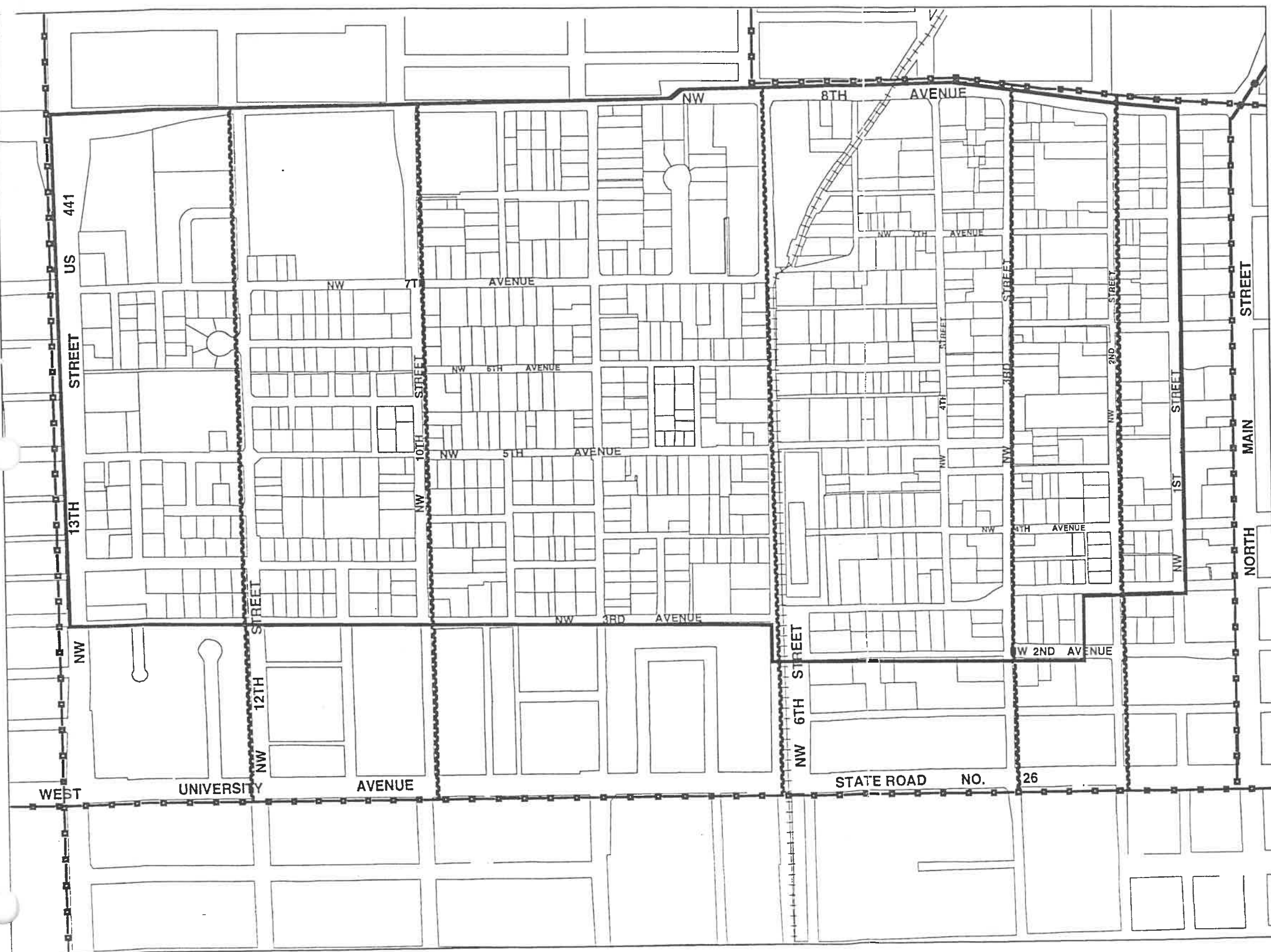
Scale: 1"=400'

EXISTING TRAFFIC CIRCULATION IN REDEVELOPMENT AREA

NW 5th Avenue/Pleasant Street Redevelopment Area

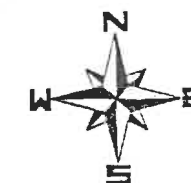
Legend

- Arterials
- Collectors
- Redevelopment Area Boundary



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Scale: 1"=400'







Map 11

REGIONAL TRANSIT SYSTEMS BUS ROUTES NEAR REDEVELOPMENT AREA

NW 5th Avenue/Pleasant Street Redevelopment Area

Legend

Bus Routes

- 2 
- 5 
- 7 
- 8 
- 10 
- 12 

*** Bus Stops**

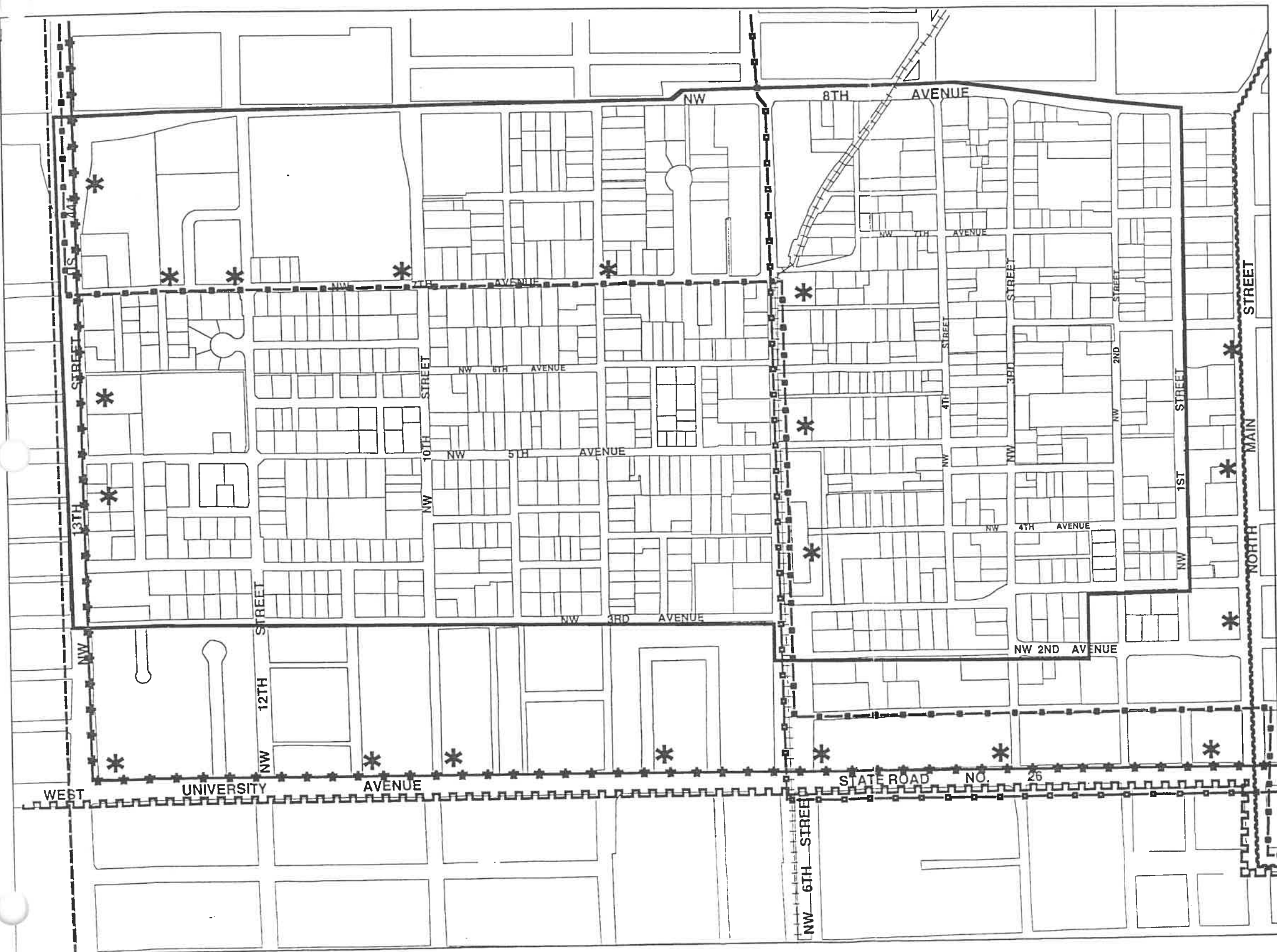
Redevelopment Area Boundary

**City of Gainesville
Gainesville, Florida**

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Scale: 1"=400'





Map 12



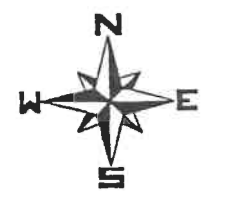
PUBLIC UTILITY NEEDS

Legend

-  ^{with} Areas of No Natural Gas Availability
-  5th Ave. Boundary

City of Gainesville
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Scale: 1"=400'

Map 13

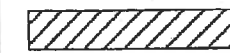
RECREATION FACILITIES

NW 5th Avenue/Pleasant Street Redevelopment Area

Legend



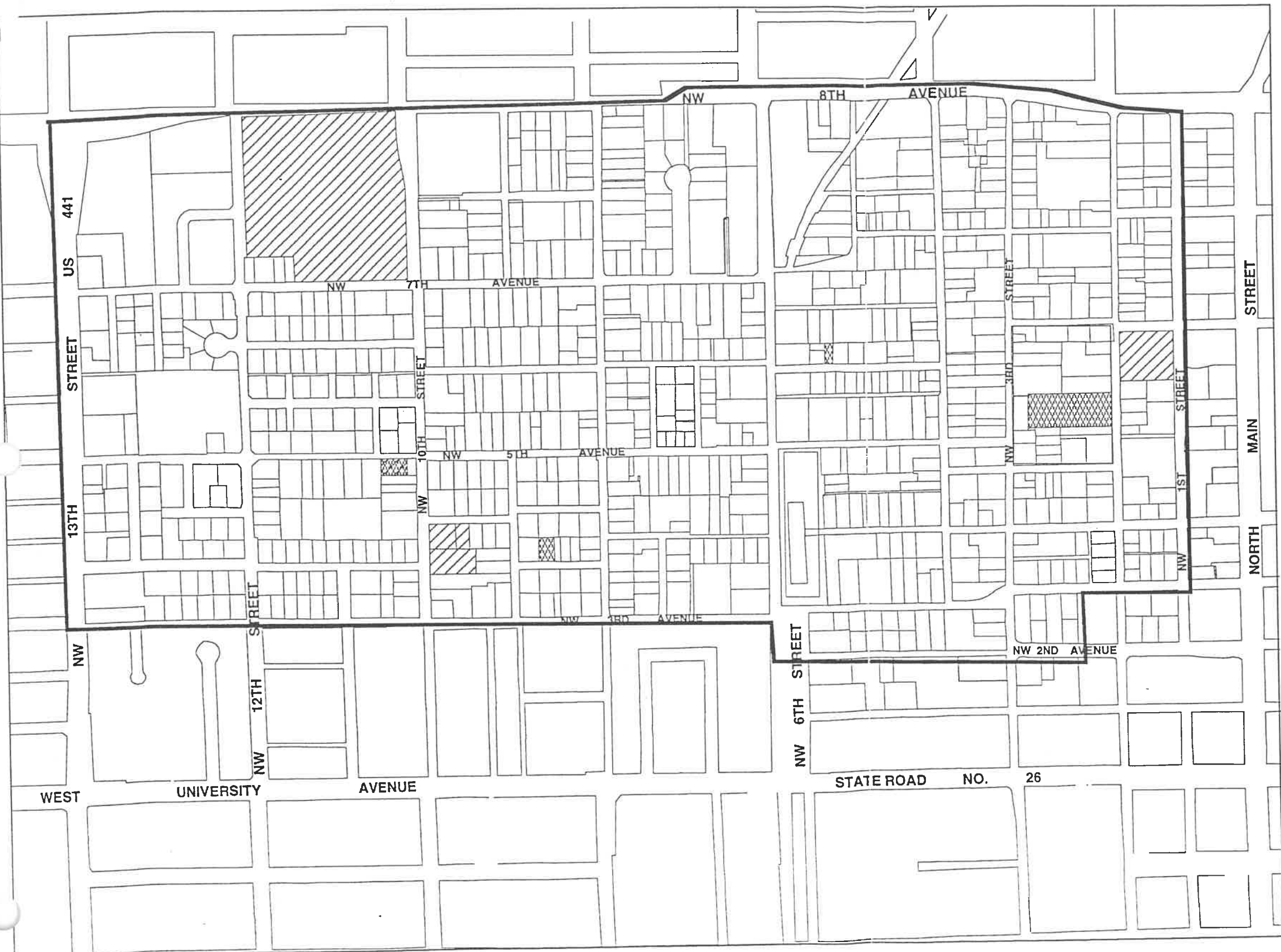
Mini Park



Neighborhood Facilities

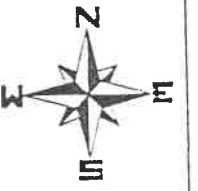


Redevelopment Area Boundary



**City of Gainesville
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Scale: 1"=400'

Map 14

PLEASANT STREET HISTORIC DISTRICT

Legend

-  Contributing
-  Non-Contributing
-  District Boundary



January, 1996

Scale: 1"=200'

Houses are not to Scale





Prepared By: Department of Community Development



CONTRIBUTING BUILDINGS IN NW FIFTH AVENUE SURVEY AREA

Contributing and Noncontributing Buildings

Legend

-  Contributing
-  Noncontributing
-  Post WWII Contributing
-  1994 Proposed Extended Boundaries



Prepared by: Department of
Community Development
January 1996



Scale: 1" = 300'

