

City of Gainesville  
COMMUNITY REDEVELOPMENT PLAN UPDATE  
For  
The Fifth Avenue Pleasant Street Community Redevelopment District

Prepared for:  
City of Gainesville Community Redevelopment Agency



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## 1.0 Introduction

The Fifth Avenue/Pleasant Street (FAPS) Redevelopment District has been an area of focus for the City of Gainesville since 1979 when the redevelopment district was established. The redevelopment plan for the district was subsequently adopted by the Downtown Redevelopment Agency, the predecessor to the Community Redevelopment Agency (CRA), that same year. This Plan update builds on previous planning efforts by adding specific strategies and redevelopment programs for the Gainesville CRA to help bring about the desired changes in the District. The FAPS Redevelopment Plan is intended as a guide to the physical and economic revitalization and enhancement of the neighborhood. To that end, a mission statement for the redevelopment of the District was developed and reads as follows:

"The FAPS neighborhood is an eclectic mix of arts, culture and heritage. To improve the quality of life for all residents; to provide a dynamic, vital, inclusive neighborhood with a healthy mix of cultures, ethnicities, ages and economic incomes; to make available good quality housing in a variety of housing types; where people own their own homes, have places to work, play, and shop in a safe atmosphere that features clean, friendly streets, respect for history, and a dynamic mix of cultures, backgrounds, and income and to improve the physical environment and public infrastructure throughout the neighborhood."



### 1.1 FINDING OF NECESSITY

A resolution adopted by the local governing body finding that blighting conditions exist is the required first legal step in initiating the full redevelopment regime envisioned under Section 163 Florida Statutes. The City of Gainesville adopted a resolution determining the District as blighted in 1977. Subsequent actions included the preparation of a Community Redevelopment Plan for the district designated in the finding of necessity resolution. Conditions present in the community that were determined to contribute to neighborhood blight included structural obsolescence, faulty lot layout, obsolete platting and substandard streets. This community redevelopment plan provides physical information on the Redevelopment District, identifies potential project types that can diminish or eradicate blighted conditions and establishes a legal framework for a series of specific programmatic and policy actions that advance these projects.

Chapter 163.340 (8) of the Florida Statutes require "substantial number of deterioration or deteriorating structures" in addition to at least two of the criteria associated with blight or blighting conditions to determine an area blighted. Chapter 163.340 (8) F.S. provides no specific criteria or guidance regarding the definition or attributes of deteriorating structures except that which is implied in the balance of the legislation which focuses on a series of indicators that in the aggregate are assumed to lead to economic, physical or social distress. Generally, blight conditions in the FAPS Development District include dilapidated and deteriorated buildings, structural obsolescence, faulty lot layout, obsolete platting, and substandard lots. These varied conditions and circumstances collectively and individually, represent a "substantial number of deteriorated or deteriorating structures" such that they are "leading to economic distress or endanger life or property".

## **GUIDING PRINCIPLES:**

For the revitalization and redevelopment efforts of the FAPS neighborhood to succeed, partnerships must be formed by the community, its neighborhood organizations, the Community Redevelopment Agency (CRA), the City of Gainesville, Alachua County, neighborhood churches, business owners, private property owners and other interested parties. The vision and redevelopment strategies ~~must~~ can help guide all future redevelopment efforts to establish a flourishing, integrated, diversified community, reflecting its cultural heritage and thereby improving the "quality of life" of its residents and property owners. To that effect, the following broad principles are recommended and ~~will form the foundation~~ can aid as a guide upon which the neighborhood ~~will~~ may be redeveloped and preserved.

### ***Principle 1 Driven by a Vision***

~~Vision will be owned, maintained and updated by those living and owning property in the neighborhood. "Those living and owning property within the neighborhood are encouraged to be involved in creating and updating the vision and redevelopment goals of the community. The CRA and other agencies will provide the logistical and technical support to facilitate redevelopment. However, the vision and goals come from within the community.~~

### ***Principle 2 A Modern, Diversified, Inclusive Neighborhood that is ~~True~~ Sensitive to its History and Cultural Heritage***

~~Development of The FAPS neighborhood should be redeveloped as a modern, inclusive community that welcomes diversity and innovation and yet is true to the community's unique history, cultural heritage and social diversity. The community will improve itself by building on its past to create the future. Restoration and rehabilitation of traditional buildings and structures is strongly encouraged where financially feasible as opposed to demolition however, demolitions to the neighborhood and the removal of slum and blight should not be impeded.~~

### ***Principle 3 A Safe Community***

Investment to the physical environment within the FAPS neighborhood presents opportunities to impact the perception and instances of crime. Incorporates the anticrime initiatives presently supported by various agencies in the neighborhood, Crime Prevention Through Environmental Design (CPTED) concepts and standards shall be incorporated into all redevelopment efforts.

**Principle 4      *Protective of its Existing Residents***

Improved services and a subsequent increase in property values are good as long as they do not drive out the economically disadvantaged. Care shall be taken to protect all the residents. Reweaving the neighborhood fabric should include the provision of housing and other economic opportunities for all residents.

**Principle 5      *Economically Viable and Diversified***

The best measure of the community's success is its ability to attract development and private parties that offer ~~affordable~~ quality housing, goods and services within the community. Therefore, the FAPS neighborhood will present such opportunities in both housing and business.

**Principle 6      *Committed to the Public Realm***

The image of the neighborhood relies on the quality of its public realm; its open spaces and streets. The FAPS community is committed to defining the public realm and ensuring that private development ~~supports~~ complements and enhances the public realm.

**Principle 7      *Sustainable in the Long Term***

The FAPS community will take a holistic approach of looking at the physical, economic, natural, and social environments to use the best planning, design and fiscal practices to ensure the long-term sustainability of the neighborhood.

**Principle 8      *Accountable Partnership with Government***

Improved visibility within the community results in more ownership by residents as well as by the elected officials. Residents and elected officials are encouraged to pursue vigorous implementation and enforcement of the redevelopment Plan and principles.

**.2      INTENT OF THE COMMUNITY REDEVELOPMENT PLAN**

The FAPS Redevelopment Plan (Plan) is intended to serve as a framework for guiding development and redevelopment of the Gainesville Community Redevelopment District over the next 30 years. This Plan identifies redevelopment objectives, programs and capital projects to be undertaken to reverse blighting trends within the Redevelopment District (See Figure 1: FAPS Redevelopment District Boundary Map). This Plan addresses financing and implementation strategies as well as management and administration opportunities. These strategies will continue to be refined as they are implemented. While based on the most accurate data available, the various strategies and costs identified in this Plan will require additional study and action by the Gainesville Community Redevelopment Agency (CRA) as specific projects are initiated, refined and implemented.



The Plan's focus is housing improvements and initiatives, mitigation or correction of infrastructure deficiencies, revitalization of the 5<sup>th</sup> Avenue commercial and mixed-use corridor, various streetscape improvements, urban design improvements, open space and recreation creation, and safety issues documented in previous Redevelopment Plans as well as identified by the FAPS Advisory Board. As always, changing conditions could warrant the modification of this Plan. This Plan describes objectives, initiatives and a financial plan to mitigate or correct blight factors and concludes with a demonstration of how this Plan is consistent and complementary with the City of Gainesville's Comprehensive Plan.

### 3 ISSUES AND OPPORTUNITIES



An issues and opportunities matrix was developed with the help of staff and the FAPS Advisory Board. This matrix was used to develop the redevelopment strategies and programs outlined in section 3 of the Plan.

**Table 1. Issues And Opportunities**



	Opportunities	Issues
<b>Residential</b>	<ul style="list-style-type: none"> <li>• Restore and renovate existing <del>single family</del> <u>residences structures</u></li> <li>• Façade improvements and maintenance</li> <li>• Encourage iron or picket fences instead of chain link fences in front yards</li> <li>• Redevelopment of Seminary Lane</li> <li>• Urban homesteading program to encourage single family home ownership of acquired properties</li> <li>• Owner-occupied <u>and rental-occupied</u> renovation assistance</li> <li>• <u>Strategic, sensitive rezoning to encourage private financial reinvestment into the neighborhood,</u> while <del>Ensure</del> <u>maintaining the</u> stability of existing residential ownership.</li> </ul>	<ul style="list-style-type: none"> <li>• Vacant and abandoned <del>single family</del> <u>homes structures</u></li> <li>• Deteriorated housing stock</li> <li>• Cost of rehabilitating older structures</li> <li>• Demolition of historic housing stock</li> <li>• Disproportionate number of renters</li> <li>• Inadequate property maintenance by owners and renters</li> <li>• <del>Lack of affordable housing choices</del></li> <li>• Conversion from single family to multifamily</li> <li>• Low property values</li> </ul>

	Opportunities	Issues
<b>Commercial / Retail</b> 	<ul style="list-style-type: none"> <li>Mixed use corridor along 5<sup>th</sup> Avenue - streetscaping and redevelopment of key parcels along the corridor</li> <li>Re-establish thriving commercial/cultural corridor along 5th Avenue</li> <li>Professional offices</li> <li>Commercial at street level and residential on upper levels</li> <li>Establish a Main Street program for 5<sup>th</sup> Avenue</li> <li>Parking</li> <li>Lot Assembly</li> <li>Redevelopment of the east side of NW 13<sup>th</sup> St. into a thriving urban corridor</li> </ul>	<ul style="list-style-type: none"> <li>Inadequate neighborhood services</li> <li>Lack of employment opportunities within neighborhood</li> <li>Competition from well established businesses outside the neighborhood and on fringes</li> <li>Need for continued code enforcement</li> </ul>
<b>Vacant/Abandoned Property</b> 	<ul style="list-style-type: none"> <li>Promote infill development</li> <li>Land banking of <u>vacant and abandoned</u> properties for resale as <del>single family home sites</del></li> <li>Promote the restoration of underutilized historic properties</li> <li>Establish partnerships to fund and promote homeownership, historic preservation, and redevelopment</li> </ul>	<ul style="list-style-type: none"> <li>Overgrown and underutilized properties</li> <li>Inability to identify owners of abandoned/vacant properties</li> </ul>
<b>Parks &amp; Open Space</b>	<ul style="list-style-type: none"> <li>Upgrade existing tot lots and mini parks with modern facilities</li> <li>Provide safe places for neighborhood children to play</li> <li>Design neighborhood streets as linear parks</li> </ul>	<ul style="list-style-type: none"> <li><del>Lack of recreational facilities at existing parks</del></li> <li><del>Perception of Crime</del></li> </ul>

- Provide pedestrian oriented linear park along NW 6<sup>th</sup> Street in accordance with City of Gainesville and Santa Fe Community College

	Opportunities	Issues
<b>Roads/Streetscape</b> 	<ul style="list-style-type: none"> <li>• Improve streetscape along 5<sup>th</sup> Avenue and other primary linkages/connectors</li> <li>• Gateway to neighborhood on 13<sup>th</sup> Street</li> <li>• <u>Replace existing strip paved streets with curb and gutter.</u></li> </ul>	<ul style="list-style-type: none"> <li>• Overhead utilities and general neglect</li> <li>• Limited right-of-way space</li> <li>• Maintenance and improvement of existing roads</li> </ul>
<b>Infrastructure</b>	<ul style="list-style-type: none"> <li>• Provide pedestrian scale lighting on neighborhood streets</li> </ul>	<ul style="list-style-type: none"> <li>• Poorly lit neighborhood streets</li> <li>• Overhead lines and outdated light poles and fixtures</li> </ul>
<b>Historic Preservation</b> 	<ul style="list-style-type: none"> <li>• Designation of the 5<sup>th</sup> Avenue/Seminary Lane neighborhood as historic</li> <li>• Adoption of historic design guidelines and regulations for new development</li> <li>• Evaluate historic designation and address concerns about restrictions for property owners</li> <li>• Increase public involvement</li> </ul>	<ul style="list-style-type: none"> <li>• Demolition of historic structures</li> <li>• Lack of preservation of historic structures</li> </ul>



	Opportunities	Issues
<b>Design</b> 	<ul style="list-style-type: none"> <li>Existing design guidelines for streetscapes</li> <li>Develop historic guidelines for 5<sup>th</sup> Avenue/Seminary Lane area</li> </ul>	<ul style="list-style-type: none"> <li>Incompatible designs of new construction and <u>incompatible</u> re-zonings could take character of the existing neighborhood</li> <li>General need for overall aesthetic improvements</li> </ul>
<b>Civic/Cultural</b> 	<ul style="list-style-type: none"> <li>Glover and Gill building – potential for <u>Private commercial building</u>, museum site, performance space, community center, art gallery, etc.</li> <li>Establish cultural/arts district</li> <li>Arts and cultural activities</li> <li>Past history of dynamic and prosperous African American community</li> </ul>	<ul style="list-style-type: none"> <li>Lack of identity and a definition of 'who v</li> </ul>
<b>Other</b>	<ul style="list-style-type: none"> <li>Marketing program - for merchants, developers, special events, and potential residents</li> <li>Develop theme for the neighborhood/district - logos, letterhead, banners</li> <li>Create a vision statement and establish clear direction and focus for redevelopment efforts</li> <li>Special Events</li> <li>Implementation</li> </ul>	<ul style="list-style-type: none"> <li>Lack of vision statement and direction for the district</li> <li>Gentrification</li> <li><u>Lack of economic diversity</u></li> </ul>

## 2.0 Boundaries and Description of Redevelopment District

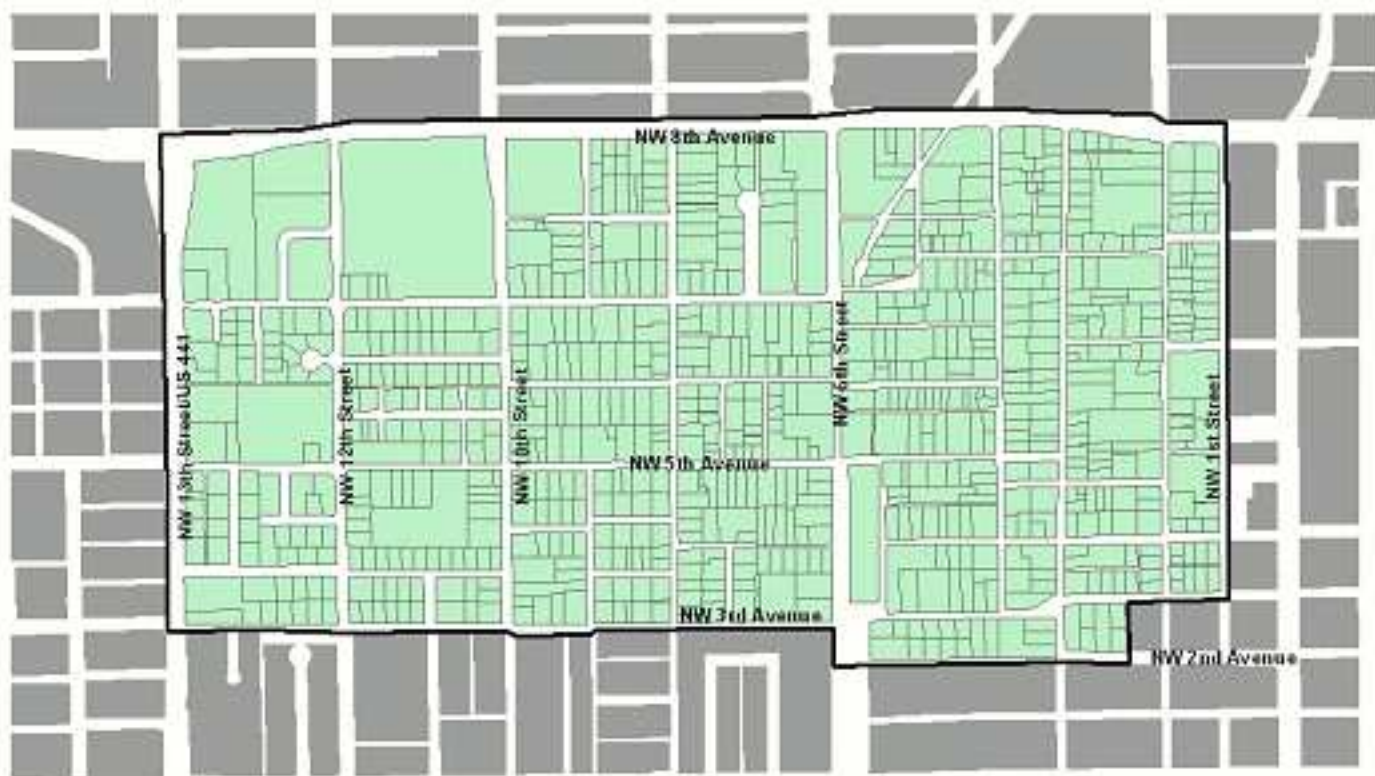
The FAPS Redevelopment District consists of two neighborhoods separated by NW 6<sup>th</sup> Street. The western portion of the District, known as Fifth Avenue, is bounded by NW 13<sup>th</sup> Street, NW 3<sup>rd</sup> Avenue, NW 8<sup>th</sup> Avenue and NW 6<sup>th</sup> Street. The eastern portion of the District is Pleasant Street and is bounded on the north by NW 8<sup>th</sup> Avenue, on the south by NW 2<sup>nd</sup> Avenue, and the east by NW 1<sup>st</sup> Street (See Figure 1). Both of these neighborhoods adjoin other redevelopment districts. Fifth Avenue lies just north of the College Park/University Heights Redevelopment District while Pleasant Street abuts the Downtown Redevelopment District 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 districts by ensuring compatibility with the land use and transportation strategies contained in each.

The community is bisected by NW 6<sup>th</sup> Street, a major north/south arterial and by railroad corridor which run parallel to NW 6<sup>th</sup> Street. The division of the community into eastern/western halves is further accented by the presence of the Gainesville Police Station, also located on NW 6<sup>th</sup> Street. The major east/west artery through the District is NW 5<sup>th</sup> Avenue, which traditionally has been the commercial and cultural-entertainment center of the district. The NW 5<sup>th</sup> Avenue community is one of the oldest neighborhoods in the City.

The Fifth Avenue district was the predominant settlement area of Gainesville's African American population and is one of the oldest sections of the City with some houses dating back to the Civil War era. Its growth and decline as a residential area have been tied to the growth and expansion of the City overall. The central location of the community was of prime importance as African Americans settled near the downtown because of limited transportation means and because of the need to reside close to places of work, commercial activities and available health and social services.

As a historically predominantly African American community, it once consisted of a much larger geographical area than today. African American businesses were originally grouped near the courthouse square near Main Street and University Avenue. As Gainesville continued to expand and increase in population, these businesses and other African American landholdings were decreased so that by 1940 the community's present boundaries were firmly established.




Figure 1: FAPS Redevelopment District Boundary Map



## Fifth Avenue/Pleasant Street Redevelopment District Boundary Map



### Legend

-  CRA Boundary
-  FAPS Redevelopment District
-  Parcels not included in CRA

0 250 500 1,000  
Feet



Date: June 2005

## 2.1 PREVIOUS PLANNING EFFORTS

As mentioned previously, the initial Redevelopment Plan was first adopted in 1979. Since that time the Plan has been amended/updated four times. The initial plan in 1979 and two subsequent amendments specifically targeted NW Fifth Avenue west of NW 6<sup>th</sup> Street and was 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 Redevelopment Act of 1969 which enabled implementation of tax increment financing (TIF) in the neighborhood. The 1989 amendment also expanded the boundaries eastward in 1989 to include Pleasant Street, also enabling tax increment financing. The last amendment to the Plan occurred in 1997.

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 6<sup>th</sup> Street, changed very little over time between 1979 and 1989. Those plans focused on the following:

- 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
- Provide compatibility with existing development, rehabilitation in lieu of clearance and new construction will be considered when economically feasible.

In 1989, the Pleasant Street amendment to the Fifth Avenue Plan established several objectives for the City/CRA and neighborhood to meet. These objectives also focused on housing initiatives, including increased home ownership, rehabilitation of existing homes, and code enforcement. Additionally, the amended plan called for encouraging compatible low density residential development, promoting economic development, preserving historic buildings of the neighborhood, as well as infrastructure improvements. This area was also listed on the National Register of Historic Places the same year it was incorporated into what is now the FAPS Redevelopment District.

The City has been successful at removing dilapidated buildings as well as rehabilitating old structures. The CRA's recent Model Block Program has rehabilitated several houses as well as created several new single family residential units to be sold to qualifying individuals such as first time home buyers, low income individuals, etc. This program renovated dilapidated historic structures that might otherwise have been demolished if left

untouched. Other successes include improved traffic circulation, replatting of lots and vacation of right of way to encourage infill development, improving community facilities, and the creation of programs to promote historic preservation and redevelopment within the District.

### **3.0 FAPS Redevelopment Objectives and Initiatives**

The FAPS District is to be redeveloped as an economically sustainable, accessible and attractive mixed-use neighborhood that offers residents and visitors an eclectic mix of arts, culture and heritage complemented by a safe transportation network, pedestrian connections and public space/recreation facilities in a manner that promotes a positive image for the FAPS Redevelopment District. At the same time, redevelopment efforts will focus on creating a sustainable residential neighborhood with supporting infrastructure to provide an adequate level of service and high quality of life within the Redevelopment District.

#### **3.1 REDEVELOPMENT OBJECTIVES**

In partnership with the private sector and other governmental agencies, the FAPS redevelopment initiatives will reverse the observed blighting conditions within the Redevelopment District by leveraging public assets to improve the overall economic and physical conditions. Strategies are to be identified and placed into action to address and remove blighting conditions that might hamper the achievement of these redevelopment objectives. Encourage sustainable new development built to “green standards” and conservation oriented rehabilitation of existing buildings. Ultimately, the FAPS Redevelopment District will be revitalized to benefit residents, businesses, property owners and visitors.

##### **3.1.1 Objective 1 - Housing Revitalization**

The community has a strong desire to remain a residential neighborhood with a majority of the houses being owner occupied. To that end, the CRA and the City will identify housing opportunity programs, both public and private, and explore creative ways of making safe, affordable, and desirable housing more readily available within the district. In addition to increasing housing opportunities in the District, the CRA will also work to support existing homeowners through CRA grants or other incentives, especially those whose properties may be falling into disrepair. Encourage green building practices where feasible in residential development and rehabs to maximize energy conservation and affordability. By doing so, blighting conditions can be reduced and the stability of the neighborhood can ultimately be realized.

##### **3.1.2 Objective 2 -Redevelopment Opportunity Sites**

Vacant and underutilized properties create a drain on community resources and create an atmosphere of neglect. Targeting such properties for redevelopment, particularly along key commercial corridors such as NW 5<sup>th</sup> Avenue and NW 13<sup>th</sup> Street, will allow for the continued revitalization of the District. Clusters of vacant or underutilized properties in residential areas should also be identified and targeted for redevelopment. Key to the reduction of the amount of blighted properties is identifying barriers that hamper redevelopment such as absentee landowners, inability to clear titles, liens on properties, and other constraints that make it cost prohibitive to develop. Encouragement of private investment to help achieve this goal can be accomplished through incentive programs and other forms of assistance. Encourage green building and conservation principles in new commercial, office and mixed-use developments to maximize economic/environmental sustainability.

### **3.1.3 Objective 3 - Historic Preservation**

The FAPS neighborhood has a unique place in the African American history in Gainesville. Those historic properties and architectural elements that make it unique should be protected and valued.

### **3.1.4 Objective 4 - Infrastructure and Utilities**

Infrastructure and utilities improvements, particularly stormwater improvements, have been identified as deficient in portions of the Redevelopment District. These improvements are needed to mitigate the blighted conditions within the Redevelopment District and will in turn make the district more attractive to development and reinvestment in the District.

### **3.1.5 Objective 5 - Streetscape**

Streetscape improvements not only improve the character of key corridors and neighborhoods but also improve their functionality. The undergrounding of utilities, addition of street trees, stormwater improvements, pedestrian-scaled lighting and other enhancements will promote the redevelopment and stimulate economic development within the neighborhood. Key corridors within the District are NW 5<sup>th</sup> Avenue and NW 6<sup>th</sup> street with NW 13<sup>th</sup> Street and NW 8<sup>th</sup> Avenue being gateways into the community.

### **3.1.6 Objective 6 - Urban Design**

The first impression of the quality of life in the Redevelopment District is expressed through the overall visual characteristics of the district's built environment. There are numerous properties that limit the ability to redevelop in an orderly and integrated fashion due to their condition, size and orientation. The CRA, through redevelopment initiatives, will encourage owners of private properties to improve their sites through architectural design guidelines. Public rights-of-way and property shall be improved by high-quality streetscape design to create a sense of place for the Redevelopment District while enhancing basic infrastructure, specifically sidewalks, stormwater and utilities. Other urban design elements that can create a positive identity for the Redevelopment District include gateways, signage and other street amenities.

### **3.1.7 Objective 7 - Recreational and Cultural Activities**

Recreation and cultural activities help define the character of a community, character and also its livability. Opportunities for increased cultural activity, particularly along the NW 5<sup>th</sup> Avenue corridor, should be marketed by the CRA to help bring about the desired diversity and eclectic mix of uses within the neighborhood. Additionally, having public spaces and parks that serve neighborhood residents help foster a sense of community and provide for leisure activities among the residents.

### **3.1.8 Objective 8 - Funding, Financing, Management and Promotion**

The funding and financing portion of this objective calls for creative, efficient, practical and equitable funding and financing mechanisms to properly implement this Plan. It is perceived that these initiatives will be tied to the tax increment dollars at the very least. The CRA will implement programs that provide proper management of the redevelopment initiatives and promotion of the Redevelopment District. Other programs the CRA could implement include community policing and code enforcement. Not all projects and needs can be completed all at once. The CRA will identify those initiatives that have the potential to bring about the greatest impact in terms of transforming the District into the kind of place envisioned by the community and described in Section 1.0.

The remainder of this section identifies redevelopment programs and capital projects that when implemented support the redevelopment objectives as presented in this Plan. The capital and program costs of implementing the redevelopment initiatives below are addressed in Section 4.0 of this Plan.

## **3.2 HOUSING REVITALIZATION INITIATIVES**

By addressing the problems associated with substandard and dilapidated housing, the City of Gainesville and CRA have the opportunity to mitigate a major blight contributing factor to the FAPS redevelopment district. The City of Gainesville has documented many instances of severely deteriorated housing in the Redevelopment District. In addition to an unsightly visual appearance, many of the dilapidated structures may be structurally unsound, unsanitary and unsafe. The following initiatives may make substantial improvements to the stability of residential neighborhoods and to the quality of the available housing stock in the Redevelopment District.

- **Urban Homesteading** - This is a concept being used in other urban areas to provide homeownership within blighted areas. The CRA can acquire vacant and underutilized properties and then make them available at low cost to developers and/or homeowners willing to invest monies to rehabilitate them. Incentives and/or loan programs can be used to help finance improvements. The Urban Homesteading program would be an extension of the CRA's successful Model Block Program using someone other than the CRA to complete the actual construction. The CRA could place restrictions on the property to ensure the development is consistent with the goals of this plan and the desires of the community.
- **Tax Incentive Programs** - The CRA could develop a program where TIF proceeds are used to offset a portion of ad valorem tax obligations on real property (or other mechanism to be determined by the CRA) to income qualified individuals purchasing new homes or rehabilitating existing homes within the District. This program could apply to current homeowners in the District, not just new residents. Other guidelines or restrictions can be put in place such as a 10 year time limitation on the exemption or elimination of the exemption if the property is sold.

- **Owner Occupied Rehabilitation Program** - The CRA may promote programs and incentives for homeowners to rehabilitate their homes. Such incentives may include low interest rate loans or information on other funding sources for the repair of single- and multifamily homes depending on the applicant's income and monthly budget.
- **Property Acquisition and or Consolidation** - Occasionally, it may be necessary to acquire or consolidate properties that have been deemed blighted and/or deteriorated in order to stimulate redevelopment and revitalization. This is particularly critical in high visibility locations such as major intersections or along key corridors. Additionally, where deteriorating and abandoned structures are clustered together, their continued decline can spread to adjacent properties. In such a case it may be necessary to gain control of the property through acquisition and then identify an entity to redevelop the property consistent with the goals of this plan.
- **Housing Revitalization Capital Improvements** - It may be deemed that certain properties may seem more attractive for multi-family or affordable housing development if adequate infrastructure is put in place. Infrastructure improvements such as site access, stormwater improvements, drainage connections and potable water availability may make properties more desirable for even mixed-use development. Undertaking these improvements in partnership with private entities may further benefit the FAPS Redevelopment District and the CRA in the negotiation process for quality development. If determined that improving the infrastructure of certain properties is beneficial to the City for housing revitalization and blight mitigation with the Redevelopment District, the CRA may undertake capital improvements on these individual properties.
- **Partnerships** - The CRA will continue to partner with various agencies and groups such as the National Trust For Historic Preservation, Freddie Mac, and others to help provide lines of credit, revolving loan programs, first time home buyer assistance and other similar funding programs and mechanisms.

### 3 REDEVELOPMENT OPPORTUNITY SITES

Several opportunity sites throughout the District have already been identified by CRA staff and the FAPS Advisory Board. These sites represent some of the best opportunities for redevelopment, either through their visibility, availability, changing conditions, or their historical contribution to the District. Additionally, many properties scattered throughout the Redevelopment District can be classified as vacant and/or under utilized based on an analysis of their current building value. These sites are identified on the map in Figure 2. The following initiatives are intended to promote the revitalization of specific locations within the Redevelopment District.

- **Vacant and Underutilized Properties** - The CRA and City of Gainesville should work toward identifying specific properties that have the greatest potential for redevelopment and reinvestment. The CRA can establish a variety of programs such as incentives, technical assistance, matching grants and the like to encourage reinvestment in vacant and underutilized buildings. The following is a list of properties that have been identified for potential redevelopment initiatives.



- a. **Glover and Gill Building** - The CRA should attempt to acquire and rehabilitate this two story building (below right), transfer and open it for public use, possibly for a cultural arts building for exhibits and classes. The City should evaluate the cost to evaluate and determine how best to restore this building.
- b. **Vacant Houses Surrounding Santa Fe Community College** - SFCC has purchased several properties surrounding its campus on NW 6<sup>th</sup> Street. The City of Gainesville and the CRA should work with the school to determine how these vacant properties will be developed while nearby existing historic structures (examples, below left) are revitalized. Additionally, every attempt should be made to coordinate redevelopment efforts with the possible expansion plans of the college.



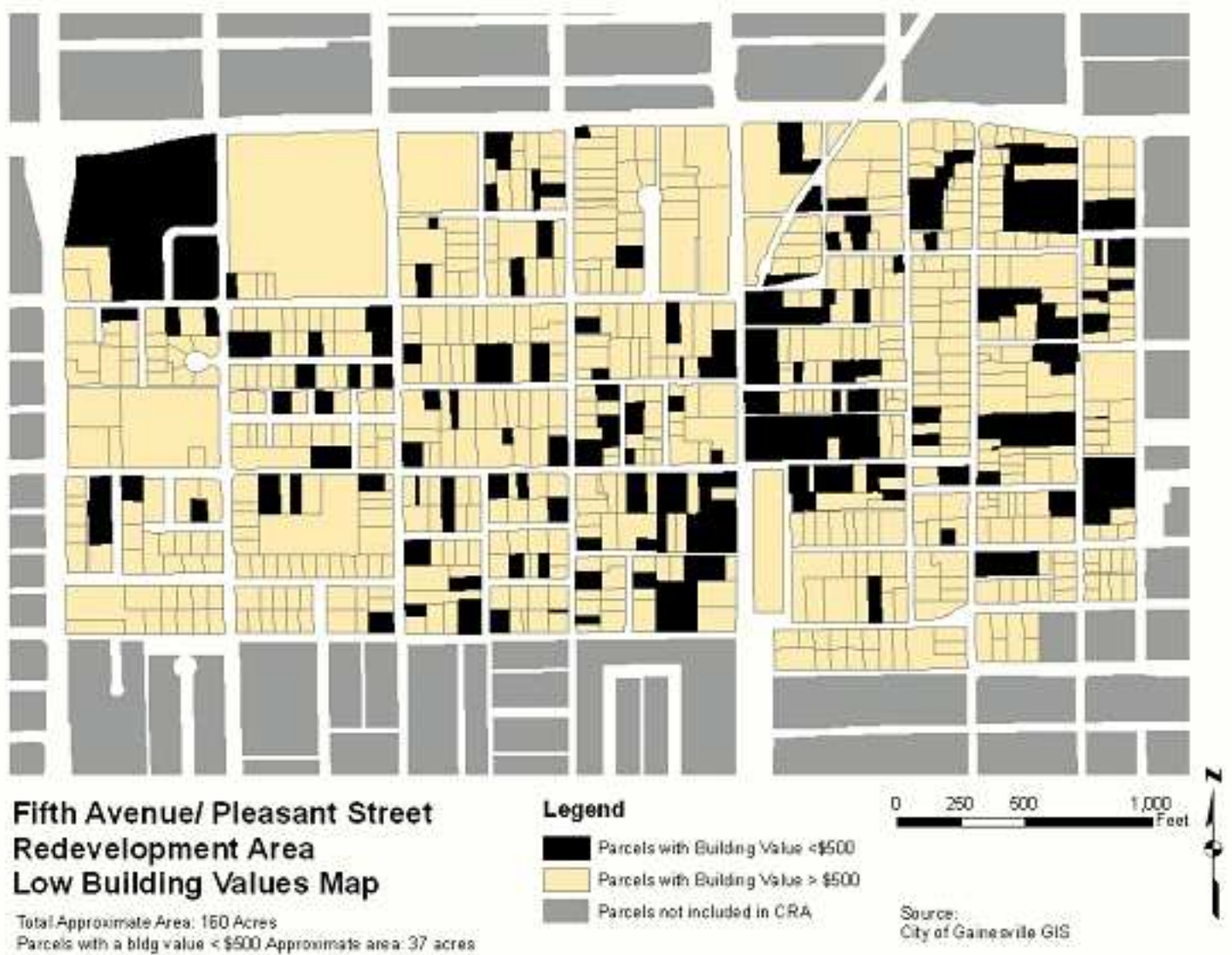
c. **Intersection of NW 8<sup>th</sup> Street and 5<sup>th</sup> Avenue** - This intersection can become a key mixed use redevelopment site with neighborhood commercial uses and a residential component. It is a high visibility intersection within the heart of the district and would serve to create a neighborhood activity center. ~~A market analysis should be completed by the CRA to determine the most viable uses, not only for this site, but for the 5<sup>th</sup> Avenue corridor as a whole.~~ The CRA should provide initial planning and incentives as needed in trade to achieve mixed use development at this site.



d. ~~**Residential Development at NW 8<sup>th</sup> Avenue & NW 13<sup>th</sup> Street** - This property has the potential to provide much needed tax increment to the District as well as stimulate commercial revitalization. The site is currently under review for development as residential uses. Other residential commercial uses may also be appropriate for this location. The CRA should support similar development along the east side of SW 13<sup>th</sup> Street South of the site.~~

d. **Seminary Lane Redevelopment** - This property is currently developed as affordable housing under control of a private corporation. The site has become somewhat outdated. The CRA should encourage the redevelopment of the site as residential or residential mixed use, but with a more traditional neighborhood design.

Figure 2: Building Values Map



### 3.4 HISTORIC PRESERVATION INITIATIVES

The Pleasant Street Historic District was listed on the National Register in 1990 and listed on the Local Register of Historic Places in 1991. This was the first predominantly African-American district to garner such a designation from the State of Florida. Listing on the Local Register affects development by requiring review of alterations, demolitions, additions and new construction by the Historic Preservation Board. As of 2003, approximately 40 contributing structures have been lost in the district. Some were relocated and others were demolished. Many contributing structures are still threatened and in need of rehabilitation and preservation. A map of the district and contributing structures is shown in Figure 3 below. The following are potential programs that can support historic preservation efforts and provide incentives to landowners of historical properties.

- **Tax Incentives** - Incentives are available from both federal and local government sources. The *Federal Rehabilitation Tax Credit* provides eligible property owners with a tax credit of 20% of the qualified rehabilitation costs of the project. A second provision allows 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 (non-residential) purposes subsequent to its rehabilitation. The Tax Treatment Extension Act of 1980 also permits income and estate tax deductions for charitable contributions for partial interests in qualified historic properties. Tax exemption programs are also available through the City for up to 100% of the assessed value of improvements made to register properties for up to 10 years. These programs and others can be used to help leverage the necessary improvements needed to rehabilitate and revitalize historic structures, which can become major assets to the community.
- **Historic Preservation Grants** - Grants are available through the National Trust for Historic Preservation to assist in developing and implementing a preservation plan. The Trust has been a partner with the CRA for several years and has been helpful in the designation of the Pleasant Street District as well as providing grants for preservation projects, lines of credit, and below market loans through the National Preservation Loan Fund (NPLF). These funds 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. The Inner Cities Venture Fund also provides a combination of grants and loans to communities for the sole purpose of rehabilitating historic properties. The City and CRA should continue to work with the National Trust and other historic preservation programs to leverage funds and provide incentives for the preservation of historic properties within the FAPS Redevelopment District.
- **Historic Guidelines** - The Pleasant Street District is located in the eastern portion of the FAPS Redevelopment District. However, the area along NW 5<sup>th</sup> Avenue west of 6<sup>th</sup> Street may also be designated as a Historic District. In lieu of designation as a historic district it may be possible to expand the Pleasant Street District to historic properties located west of NW 6<sup>th</sup> Street.

Figure 3: Pleasant Street Historic District



### 3.5 STREETScape AND INFRASTRUCTURE INITIATIVES

In order to support redevelopment, the CRA may undertake district-wide infrastructure and utilities improvements. Such improvements may include upgrades to the existing systems and or totally new facilities such as stormwater, drainage, and water and sewer. These infrastructure strategies may greatly enhance the overall quality of life and general conditions within the Redevelopment District.

Improving the streetscape of key commercial and mixed-use corridors will positively transform the economic conditions and general perception of the Redevelopment District. The following initiatives shall be considered for streetscape and infrastructure improvements within the Redevelopment District. Since NW 13<sup>th</sup> Street and NW 6<sup>th</sup> Street are defined as 'Primary Corridors' by the CRA and are also part of adjacent Redevelopment Districts, partnerships should be pursued with those Districts to help bring about the desired improvements. The following initiatives can help stimulate redevelopment in the District.

- **Incentives for Site and Structure Improvements** - The CRA through redevelopment initiatives will encourage private properties to improve their sites and structures. The CRA can also provide assistance in identifying and pursuing Community Development Block Grants and other funding sources to assist private property improvements.
- **Stormwater System Improvements** - In conjunction with roadways and streetscape improvements, the CRA shall undertake improvements and upgrades to the stormwater system within the Redevelopment District. Additionally, stormwater utility can help alleviate some of the impediments to redevelopment as they relate to onsite detention and retention of stormwater run off. The adjacent College Park/University Heights Redevelopment District is also in need of stormwater capacity improvements. By partnering with the CP/UH Redevelopment District, funds can be leveraged to provide stormwater facilities to both Districts. The CRA should pursue the co-location of stormwater facilities with roadway improvements and/or linear or other stormwater parks that can provide much needed capacity as well as a public amenity.
- **NW 5<sup>th</sup> Avenue Streetscape Improvements** - Design of the 5<sup>th</sup> Avenue streetscape improvements has been completed for portions of the corridor. Improvements are consistent with the CRA's adopted *Streetscape Design and Technical Standards for City of Gainesville CRA Districts*. Improvements will include street furnishings, hardscape, street trees, pedestrian lighting, signage, gateways, under grounding of utilities and other enhancements.

- **Neighborhood-wide Roadway Improvements** – Identify roadways in disrepair, such as undrained strip paved streets and provide repairs or rebuild streets as curb and gutter.

### 4 URBAN DESIGN INITIATIVES

The aesthetic or design framework of an urban area is a composite of its various visual and planning elements. Each of these elements may have a different visual character or use when perceived separately. When viewed together, these discrete elements can determine the overall visual character or "image" of an urban area. The individual elements that help to define the character of an urban area may include roadways,



streetscape, public rights-of-way, buildings, landmarks, signage, open space, recreational areas, conservation areas and the edges of separate distinct areas.

The current proliferation of structural dilapidation and lack of uniform landscaping creates a visual blight that detracts from the District's aesthetic environment. The following emphasizes urban design and infrastructure strategies that can enhance the aesthetic and infrastructure conditions within the Redevelopment District. E

- **Design Standards** - The City shall encourage improved appearance and design of public and private projects as a means of encouraging more investment throughout the Redevelopment District. The City and CRA shall ensure that the established urban design guidelines (such as historic guidelines and/or urban zoning overlay) are adhered to by public and private redevelopment initiatives and projects.
- **Beautification Programs** - Beautification programs such as Adopt-A-Median or Adopt-A-Right-of-Way can assist in the implementation and maintenance of landscaped areas within the Redevelopment District. City/CRA sponsored beautification will be provided through the implementation of streetscape and gateway improvements. The beautification program will also include the preservation and enhancement of existing open spaces within the Redevelopment District.
- **Gateway, Signage and Wayfinding System** - Promote the location of important destinations in the Redevelopment District through a signage and wayfinding system. Important nodes such as: NW 5<sup>th</sup> Avenue and 13<sup>th</sup> Street; NW 5<sup>th</sup> Avenue and 6<sup>th</sup> Street; and NW 5<sup>th</sup> Avenue and 6<sup>th</sup> Street may have gateway features to create a sense of place for the Redevelopment District and the City. A wayfinding system could highlight properties on the historical walking tour and other sites of interest within the community. Such a visual system besides giving the Redevelopment District an identity, is particularly important to the District as both a local and regional destination.

## 3.7 COMMERCIAL CORRIDOR REVITALIZATION INITIATIVES

By taking a proactive approach to revitalizing the commercial and mixed used corridors, namely NW 5<sup>th</sup> Avenue, 8<sup>th</sup> Avenue, 6<sup>th</sup> Street and 13<sup>th</sup> Street, the d CRA may mitigate blighting economic conditions. NW 5<sup>th</sup> Avenue needs special attention in terms of commercial revitalization in order to revitalize the once thriving commercial core of this historic African American community. This corridor should be the Redevelopment District's top priority for improvement. Commercial revitalization could in turn spur other redevelopment efforts within the Redevelopment District. The following initiatives and programs are part of the redevelopment toolbox available to the CRA in achieving the desired commercial revitalization of the 5<sup>th</sup> Avenue corridor and other commercial corridors within the district.

- **Land Acquisition** - In the future, the CR A may also wish to pursue property acquisition to facilitate the revitalization of the commercial corridor when deemed necessary. The Florida Statutes further address land acquisition for redevelopment. This program is described in more detail in section 3.8.

- **Florida Main Street Program** - While the NW 5<sup>th</sup> Avenue corridor ~~does not meet the typical 'Main Street' standards~~ was historically ~~it was~~ the FAPS neighborhood's main street. The City and CRA should seek designation for the 5<sup>th</sup> Avenue corridor as a Florida Main Street in order to take advantage of the program's benefits, particularly technical assistance, grants, historic preservation and grass roots business development approach to revitalizing commercial corridors.

### 3.8 OPEN SPACE AND RECREATION INITIATIVES

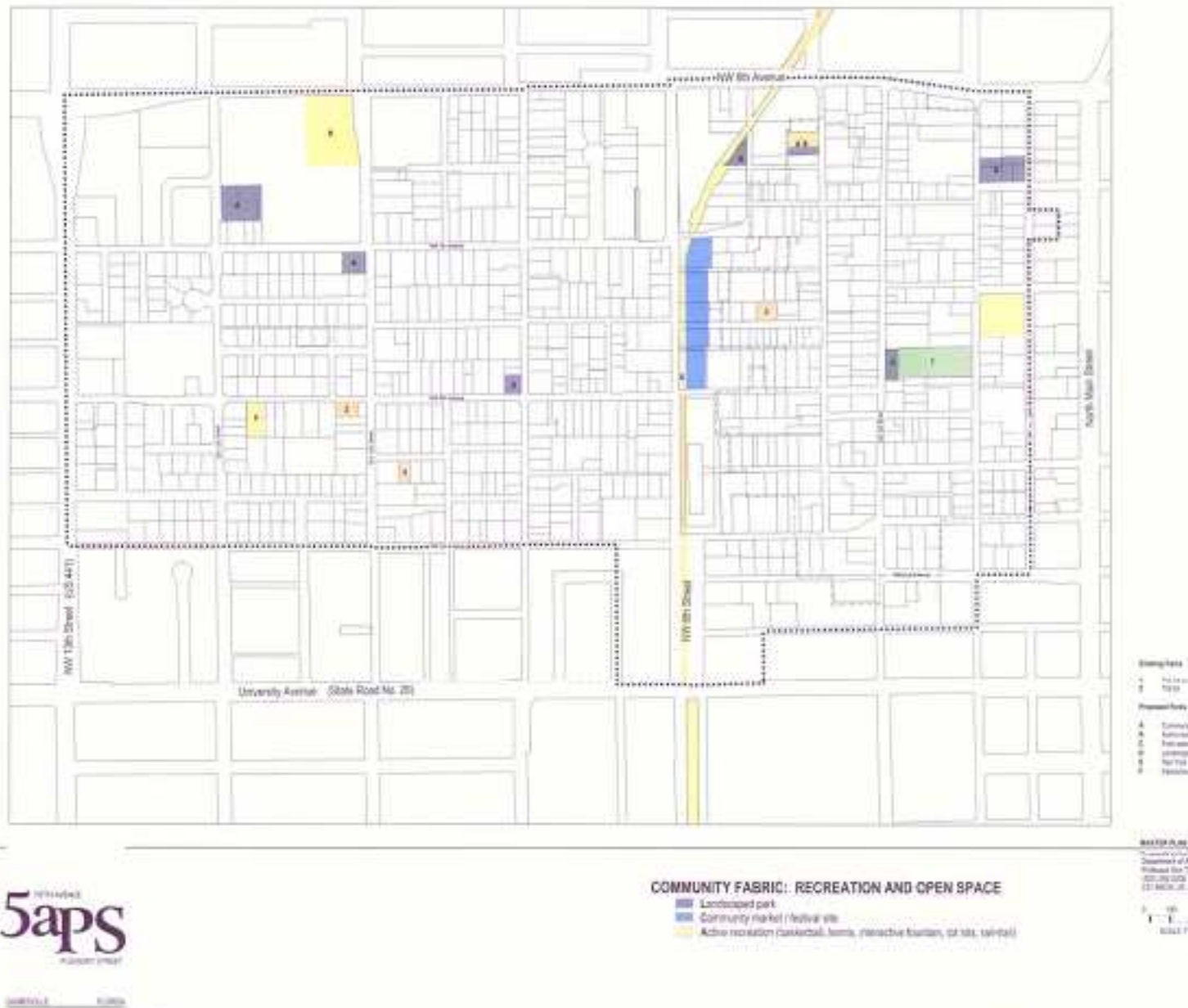
The opportunity exists for the Redevelopment District to provide neighborhood gathering spaces and recreation opportunities to residents. Attention should be given to the improvement of existing tot lots and playgrounds scattered throughout the community that have been in a period of neglect and decline. In 1999, Professor Kim Tanzer with the UF School of Architecture and her students created a 'Master Plan' for the FAPS neighborhood that included a recreation and open space element. This map is shown in Figure 4. Several potential new park sites were identified including community gardens, landscaped parks, a community market/festival site, expansion of an existing park, the 6<sup>th</sup> Street Rail Trail, and active parks with activity-based recreation facilities. The following programs and initiatives should be pursued by the CRA to improve the recreational opportunities and overall quality of life for residents within the FAPS Redevelopment District.

- **Recreational Programs and Special Events** - The CRA shall support recreational programs and special events to promote the FAPS District as a destination in addition to meeting local needs. Possible sites where such events may be programmed include the proposed community market/festival site adjacent to the proposed Rail Trail on the east side of NW 6<sup>th</sup> Street. These events should be tailored to highlight the unique character and history of the FAPS neighborhood.
- **Programs and Activities Supporting Commercial Activity** - The FAPS neighborhood was settled primarily by former slaves after the Civil War. During its heyday the 5th Avenue corridor served as the commercial activity center of the community with shops, services, professional offices, entertainment and restaurants serving the African American community during segregation. Many of its residents want to return the corridor to its vibrancy as a cultural and commercial activity center serving the needs of all its residents as well as visitors. The CRA shall evaluate measures to support the economic stability of the commercial and cultural activities. Programs, events and activities celebrating the community's heritage and traditions shall be encouraged.
- **Visitor Information and Heritage Center** - A visitor information and heritage center located within the FAPS Redevelopment District may serve as a useful one-point source of information for visitors and residents to the district. The theme may reflect upon the neighborhood's heritage as well as promotion of the district as a culturally diverse area in the heart of the City. The Glover and Gill Building could provide an excellent location for such a site and should be evaluated and/or marketed as a location highlighting cultural opportunities within the District as well as the historical assets within the community.



- **New Parks & Facilities** - The City and the CRA may wish to build the parks and open spaces proposed in the Master Plan developed by Professor Tanzer. However, TIF funds to construct these facilities may be limited. The City and CRA should make a concerted effort to apply for grant dollars to help fund the development of new parks as well as look for opportunities to co-locate recreation facilities adjacent to schools or other community facilities.
- **6<sup>th</sup> Street Rail Trail** - This project is mostly funded through FDOT and will provide an excellent opportunity for a recreational facility and linear park within the FAPS Redevelopment District. The CRA should ensure that those portions of the trail that go through the District are designed to complement the character of the neighborhood. Other recreational opportunities along the trail, such as butterfly gardens, historical markers, exercise stations, and other amenities should be sought out by the CRA.
- **Community Gardens** - Another opportunity in the community is the creation of community gardens that can help unify neighborhoods. The gardens can provide much needed aesthetic improvements and community involvement in a cost effective manner. Several potential garden locations are shown on the map in Figure 4.

Figure 4 Proposed Recreation and Open Space Map



### 3.9 FUNDING, FINANCING, MANAGEMENT AND PROMOTION INITIATIVES

The following programs and activities address the funding, financing, management and promotion of the Redevelopment District. The City and CRA will provide detailed funding, financing and management strategies in the annual work program that will describe the timing and components of the activities or improvements.

- **Identification and Securing Equitable Funding and Financing Mechanisms** - Identify and secure all feasible sources of funding to support the redevelopment initiatives described in this Plan. Such mechanisms can include, but are not limited to, tax increment revenues, ad valorem revenue, non-ad valorem assessment revenue, taxable or non-taxable bonds, other public instruments, grants and public/private partnerships.
- **Incentives and Property Assembly Program** - The intent of the incentives and property assembly program is to provide suitable sites for residential, commercial and mixed-use revitalization. This may be done by providing incentives such as CRA funded infrastructure improvements for private properties or by aggregating specially targeted or adjacent lots with multiple owners to create a single owner. Parcel aggregation is an expensive proposition, especially in the case of prime commercial property. Decisions to provide incentives or to aggregate property must support the vision, priorities and initiatives indicated in this Plan and public money allocated for incentives or aggregation may be returned at resale when feasible. Because of the high cost of land acquisition and limited tax increment financing capabilities, the CRA may have a multi-faceted approach to acquiring properties for redevelopment. When feasible, the CRA should encourage acquisition and subsequent redevelopment by the private market. If not, the CRA should explore the acquisition of critical properties in the Redevelopment District to facilitate redevelopment. Other programs include:
  - Map and index all commercial properties in the Redevelopment District to provide detailed information on parcel boundaries, sizes and ownership.
  - Identify and inventory all relevant substandard properties.
  - Document and analyze overall parking demands and infrastructure constraints throughout the Redevelopment District.
  - Document site criteria for modern mixed-use developments by business type to facilitate the understanding of contemporary developer site and parking requirements.
  - The CRA may facilitate aggregation and redevelopment of "problem" or constrained parcels or groups of parcels.
  - The City may assist in the purchase, sale, negotiation and coordination of land assembly.

- To assure the CRA's success, public resources must be dedicated to fund the mapping and indexing of all properties in the Redevelopment District; funding to research or otherwise obtain contemporary site development requirements; provision of City resources and staff time to negotiate acquisitions and public/private partnerships with potential developers; and funding to finance land acquisitions by the CRA (some of which will be recovered or rolled over as properties are resold).
- **Branding and Promotion** - Create a logo and identity package that can be used to identify the FAPS Redevelopment District on literature, banners, gateways and promotional campaigns. Additionally, incorporate key redevelopment projects into the CRA's Visual Master Plan and Website.
- **Programs that Encourage Public-Private Partnerships** - The CRA may develop programs and identify opportunities for public-private partnerships within the Redevelopment District. The establishment and maintenance of partnerships will serve not only to leverage the tax increment and other revenue sources but also stimulate community interest and support. Partnerships may take several forms from financial partnering to technical support to promotion. Each partnership opportunity should be evaluated on a case-by-case basis for its overall value and impacts.
- **Programs that Maintain a Safe and Clean Environment** - Crime was identified as a blight factor within the Redevelopment District. The CRA may consider programs that enhance the safety or perception of safety within the Redevelopment District. The following are a few recommended programs.
  - *Community Policing.* Community policing should be further encouraged and enhanced in the Redevelopment District. A 1998 amendment to the Community Redevelopment Act authorized a community redevelopment plan to provide for the development and implementation of community policing innovations. Section 163.360(3), F.S. Under the act, a municipality has the power to develop and implement such community policing innovations. Section 163.370(1)(p), F.S. Community policing innovations mean policing techniques or strategies designed to reduce crime through visible presence of police in the community including, but not limited to, community mobilization, neighborhood block watch, citizen patrol, citizen contact patrol, foot patrol, neighborhood storefront police stations, field interrogation or intensified motorized patrol. Section 163.340(23), F.S. Monies in the redevelopment trust fund (TIF) may be expended in a community redevelopment area pursuant to an approved community redevelopment plan for the development of community policing innovations. Section 163.387(6)(h), F.S.

Innovative community policing services that target specific goals and objectives of each plan could be developed and implemented in each area. Using TIF to purchase specific items of hardware or capital equipment necessary to "test" the effectiveness of any particular strategy could be a justifiable "developmental" expenditure. Similarly, acquisition of property or construction of facilities to further community policing innovations is specifically authorized in the 1998 amendment. Section 163.370(2)(a), F.S. Labor costs

associated with innovative community policing services could be justified, at least during the initial "development" stage while the technique or strategy is being fine tuned.

- *Code Enforcement.* In addition to community policing, the City and CRA may evaluate the potential of more aggressive code enforcement activities both within and near the Redevelopment District. This will be undertaken to assist in elimination of substandard zoning, building, vegetation and signs. It is important to assure the surrounding and adjacent properties are treated in the same manner. The following are implementation strategies for code enforcement activities.

- f* The City/CRA can evaluate existing and proposed codes for the Redevelopment District and develop a more focused code enforcement program in order to better respond to the specific needs of this district.

- f* To accomplish these strategies the CRA will need code enforcement staff as required. In developing and enhancing the code enforcement program within the Redevelopment District the CRA may use redevelopment funds.

## 4.0 Financial Considerations

Among the most powerful tools associated with Part III Section 163, Florida Statutes is the availability of tax increment financing to support a wide range of redevelopment initiatives. While tax increment is the single source of revenue enabled through the legislation, it is anticipated in most cases that a variety of revenue sources will be strategically assembled to meet the overall redevelopment objectives of this Plan. When used in conjunction with these other means of funding or financing, tax increment, in effect, leverages the dollars that might otherwise be available.

### 4.1 CAPITAL IMPROVEMENT PLAN AND PRELIMINARY COSTS

This section presents the initial work plan based on redevelopment initiatives and capital projects described within this Plan. The identified projects represent capital improvements necessary to realize the objectives contained in this Plan and are meant to be the type of projects to be undertaken within the Redevelopment District. As budgets, funding and financial formulas are refined and finalized the sequence for the implementation of the projects in the capital improvement initial work plan may change. The projects listed are those given a priority that reflects practical and logistical efforts required to achieve the desired results at this point of time. Specific activities will be detailed in the annual work program prepared by the City of Gainesville and CRA.

On-going or annual programs have also been identified under redevelopment initiatives in section 3.2 through 3.8 but are not referenced here since they are not capital projects. Additional projects that serve to implement the objectives contained in this Plan are anticipated. The work plan may be formalized and reviewed annually as part of the City's and CRA's capital improvement process.

The Capital Work Plan projects and dollar amounts are primarily based on past studies of similar projects. The projects and numbers listed have been used for budgetary purposes only and are considered to be relatively conservative. The recommended costs for the capital improvement projects include design and construction costs as well as costs for additional studies, data manipulation or research needed to implement each project. The costs generally do not include the costs of land or right-of-way acquisition and or consolidation. While representing and consistent with all analysis and discussions, these projects and their costs are preliminary.

The following table shows preliminary costs of capital projects proposed within the Redevelopment District.

Table 2: FAPS REDEVELOPMENT DISTRICT PRELIMINARY CAPITAL IMPROVEMENT COSTS	
NAME OF IMPROVEMENT	
<b>Infrastrucrture &amp; Utilities</b>	<b>Sub-total(s)</b>
Stormwater System Improvements	792,000
<b>Sub-Total Infrastructure &amp; Utilities</b>	<b>792,000</b>
<b>Multimodal Transportation</b>	
Bicycle/Pedestrian Improvements	100,000
<b>Sub-Total Multimodal Transportation</b>	<b>100,000</b>
<b>Streetscape &amp; Lighting Improvements</b>	
NW 5th Avenue	437,633
NW 6th Street	399,000
NW 13th Street Lighting	190,000
<b>Sub-Total Streetscape Improvements</b>	<b>1,026,633</b>
<b>Gateway &amp; Signage Improvements</b>	
NW 5th Ave & NW 13th St	350,000
NW 5th Ave & NW 6th St	250,000
NW 8th Ave & NW 6th St	250,000
Signage and Wayfinding	150,000
<b>Sub-Total Gateway &amp; Signage</b>	<b>1,000,000</b>
<b>Land Assembly Program</b>	
Land Acquisition	750,000
<b>Sub-Total Land Assembly Program</b>	<b>750,000</b>
<b>PRELIMINARY TOTAL COSTS</b>	<b>3,668,633</b>

Note: These costs are order of magnitude estimates only

## 4.2 FUNDING SOURCES

To supplement and leverage the funds available through tax increment revenues, the following sources can provide financial support for the implementation of the Redevelopment Plan. Their use and application is a function of specific project initiatives.

- Non-ad valorem assessments could be developed and imposed to fund the construction and maintenance of specific public improvements and essential services. Non-ad valorem assessments can facilitate the underlying credit for issuance of bonds or other financial instruments for anticipated capital improvement programs. A substantial portion of the tax increment revenues can be earmarked to offset or buy down such special assessments.
- The Florida Department of Transportation (FDOT) has a number of programs that could contribute funding for redevelopment efforts involving state highways. These include the Highway Beautification Grants Program, The Highway Safety Grants Program, TEA-21, Local Government Cooperative Assistance Program and the Adopt-a-Highway Program.
- Florida Recreation Development Assistance Program (FRDAP) grants can also be applied for to help fund recreation improvements within the District. Grants provide up to \$200,000 for construction of recreation facilities. Grants of up to \$50,000 do not require a match from the local government. Maximum grant awards require a 50% match.
- The Clean Water Act State Revolving Fund (SRF) Program provides low interest loans for water pollution control activities and facilities. Projects eligible for SRF loans include wastewater management facilities, reclaimed wastewater reuse facilities, stormwater management facilities, widely accepted pollution control practices (sometimes called "best management practices") associated with agricultural stormwater runoff pollution control activities, and estuary protection activities and facilities.
- Criteria considered by FDOT for participation and scheduling is availability of matching community funding which the CRA provides. The City could approach FDOT regarding the impacts of the CRA and the possibility of FDOT as an additional funding source.
- The Florida Department of Community Affairs provides technical and financial assistance through such programs as the Community Development Corporation Support and Assistance Program and Emergency Management Preparedness and Assistance Competitive Grant Program.
- The St. Johns River Water Management District may provide technical assistance in the design of stormwater improvements.
- The Florida Department of Environmental Protection has a number of sources that may be used in the acquisition and development of recreation and open space facilities.



- The Florida Department of Agriculture and Consumer Services' Florida Small Business Administration Tree Planting Program and the Urban and Community Forestry Matching Grant program offer financial support for tree planting and urban forestry programs.
- The Economic Development Administration of the U.S. Department of Commerce provides funding for public works projects that create permanent jobs or construction jobs through the Grants and Loans for Public Works and Development Facilities Program.

Many of the sources listed also provide technical support such as expert advice, training or intern staffing for redevelopment initiatives. In addition to these public sources, the CRA shall investigate other state and federal redevelopment programs and funding opportunities involving the private sector to aid in implementing this Plan.

In general, some projects are more suited to the use of tax increment revenue than others. Usually, these revenues may be preserved for their ability to leverage other dollars, that they be applied to truly public facilities or services, that they be used for assemblages and or that they comprise a source of incentives for projects deemed most commensurate and supportive of the overall plan. Within these broad categories might be considered the acquisition of substandard or well located parcels that might fulfill some stated purpose, the financial support of open spaces, parking or like facilities and the direct support of as yet specified private projects if needed or desired.

## 5.0 Neighborhood Impact Assessment

Section 163.362(3) F.S. requires the inclusion of a neighborhood impact assessment which the impact of redevelopment upon the residents of the redevelopment district and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood. A description of how the CRA will shape the dynamics of Gainesville neighborhoods in the future is beneficial in an appraisal of any potential problems. This neighborhood impact assessment will briefly examine the current land use pattern and dynamics of Gainesville neighborhoods and estimate the effects of redevelopment activities.

The Redevelopment District contains approximately 160 acres and a current mix of land uses such as retail, office, institutional and residential. Presently, most non-residential uses are located on the perimeter of the District and along major collectors such as NW 6<sup>th</sup> Street. NW 5<sup>th</sup> Avenue has a mix of retail and residential uses along its length. The residential component within the Redevelopment District can be found throughout the District.

Redevelopment planning efforts are focused on the improvement and strengthening of the existing FAPS community through the creation of stable neighborhoods. Redevelopment planning efforts will not be directed towards large scale demolition and removal of existing neighborhoods. Rather,

plans call for a systematic improvement through a concerted effort aimed at creating identifiable neighborhoods based on contemporary desired land uses such as mixed-use, mixed-use commercial corridor, mixed-use office and mixed-use residential etc. Redevelopment programs may revitalize distressed areas through the introduction of a mixture of land uses such as retail and services into residential districts. Potential negative consequences of such mixed-use initiatives are limited, but may include an increase of traffic, noise and general congestion. With proper planning, however, many of these consequences can be properly mitigated and the benefits of increased activity can be realized. Solutions to negative consequences, such as increased traffic congestion, should be sought in creative remedies like bike lanes, traffic calming and pedestrian friendly streetscapes. In short, no adverse impacts to residential neighborhoods are expected except for the possible elimination of blighted structures and stabilization of existing properties.

In certain areas, severe building deterioration exists in many of the residential areas located in the Redevelopment District. The City and CRA may choose to pursue a program of property acquisition and or consolidation to further enhance the quality of residential areas and for the realization of the FAPS redevelopment objectives. Property acquisition programs may be in the best interest of the City in the promotion of a quality and affordable housing stock and in such instances redevelopment funds may be used. Property acquisition programs may be in accordance with the City's Comprehensive Plan Housing Element and the Goals, Objectives and Policies found therein. These policies seek to improve the housing stock by regulating demolition, (Policy 1.4.1), housing relocation (Objective 3.4) and through the provision of housing relocation assistance (Policy 3.4.1). Outright displacement of permanent residents is not foreseen; however, if the relocation of permanent residents is required as a result of the development or redevelopment activities, the City of Gainesville and the CRA will consider providing assistance to minimize hardship to those being displaced. Redevelopment planning initiatives may also assist in the formulation of housing implementation programs (Objective 1.1). Also, to support the provision of affordable housing the City "shall continue to seek innovative ways to encourage" the development of affordable housing designs (Policy 1.5.2). The City may ensure that affordable housing is provided to all residents through a number of programs and by coordinating with the private sector and Alachua County. The affordable housing program could include innovative approaches that address both demand and supply issues and address the population specific to the FAPS District including such incentives like pre approved building designs, expedited permitting processes, and other similar incentives. Such programs should also address historic preservation and provide for quality housing.

Existing residential properties may be temporarily impacted during the construction of any improvements. Impacts may include construction detours, noise and dust. Impacts are expected to be minimal while the benefits of redevelopment activities will be of long duration, adding to the quality of life by providing a safe and attractive district that has adequate access, lighting, sidewalks, open space, recreation and other needed infrastructure improvements. We do not foresee any effect on the school population or the need for additional community services or facilities, not already mentioned elsewhere in this Plan, to support the residential element within the Redevelopment District.

The purpose of redevelopment activities is to create an economically sustainable, accessible and attractive mixed-use district that offers visitors and residents a high quality local destination with a safe transportation network, pedestrian connections, retail and entertainment opportunities and public space/recreation facilities in a manner that promotes a positive image for the FAPS neighborhood. Redevelopment activities will include programs

and initiatives that are intended to be beneficial to district residents, property owners, businesses and visitors within the Redevelopment District as well as within the region.

## **5.0 Implementation Plan**

### **5.1 THE REDEVELOPMENT TRUST FUND**

The annual funding of the Redevelopment Trust Fund will result from additional incremental taxes collected in the Redevelopment District by Alachua County and the City of Gainesville. Such increment will be determined annually in an amount equal to 95 percent of the difference between:

- (1) The amount of ad valorem taxes levied each year by the County, exclusive of any amount from any debt service millage, on taxable real property contained within the geographic boundaries of the Redevelopment Area; and
- (2) The amount of ad valorem taxes which would have been produced by the rate upon which the tax is levied each year by or for the City and County, exclusive of any debt service millage, upon the total of the assessed value of the taxable real property in the Redevelopment Area as shown upon the most recent assessment roll used in connection with the taxation of such property by the City and County prior to the effective date of the ordinance providing for the funding of the trust fund.

### **5.2 REDEVELOPMENT POWERS**

The City of Gainesville created and established the FAPS Redevelopment District in 1979, pursuant to Section 163.356, Florida Statutes. The community redevelopment powers assigned to the CRA and created under s. 163.356 include all the powers necessary or convenient to carry out and effectuate the purposes and provisions of redevelopment, except the following, which continue to vest in the governing body of the City of Gainesville:

- (1) The power to determine an area to be a slum or blighted area, or combination thereof; to designate such area as appropriate for community redevelopment; and to hold any public hearings required with respect thereto.
- (2) The power to grant final approval to community redevelopment plans and modifications thereof.
- (3) The power to authorize the issuance of revenue bonds as set forth in s. 163.385.
- (4) The power to approve the acquisition, demolition, removal, or disposal of property as provided in s. 163.370(3) and the power to assume the responsibility to bear loss as provided in s. 163.370(3).

- (5) The power to approve the development of community policing innovations.

The CRA may also appoint an advisory board to assist the Agency in evaluating redevelopment initiatives and carrying out redevelopment activities in the FAPS Redevelopment District.

### **3.3 RELOCATION PROCEDURES**

The intent of the FAPS Redevelopment Plan update is to create an economically sustainable, accessible and attractive mixed-use and residential neighborhood that offers visitors and residents a high quality local destination with a safe transportation network, pedestrian connections and public space/recreation facilities in a manner that promotes a positive image for the FAPS Redevelopment District. The redevelopment envisions substantial capital improvements relating to infrastructure, right-of-way, transportation network, access and open spaces. Outright displacement of permanent residents is not foreseen; however, if the relocation of permanent residents is required as a result of the development or redevelopment activities, the City and CRA shall consider assistance to minimize hardship to those being displaced.

Displacement and property acquisition programs, if any, shall be in accordance with the City's Comprehensive Plan Housing Element and the Goals, Objectives and Policies found therein. The City or CRA may assist any person who is required to move from any real property as a direct result of the City's or CRA's acquisition of such real property for public purposes, by locating other sites and housing facilities available to them as replacement dwellings. When planning the location of land acquisition for public purposes the City or CRA may assess the degree of displacement that may occur. The City of Gainesville or the CRA shall not be responsible for relocating City residents who are displaced as the result of county, state, or federal programs or actions. The CRA may follow the relocation policies and procedures established by the Federal Department of Housing and Urban Development when Federal dollars are involved.

### **3.4 DURATION OF THE PLAN**

The redevelopment initiatives and work program described in this Redevelopment Plan funded through tax increment revenues must occur within 30 years after the fiscal year in which this plan is approved or adopted, which is the time certain for completing all redevelopment financed by increment revenues.

### **3.5 PLAN MODIFICATION**

This Redevelopment Plan may be modified in a manner consistent with Florida Statutes 163.361. If the City of Gainesville CRA deems that the FAPS Community Redevelopment Plan be amended, it shall make a recommendation to the City of Gainesville. The agency recommendation to amend or modify a redevelopment plan may include a change in the boundaries of the Redevelopment District to add land to or exclude land from

the Redevelopment District, or may include the further development and implementation of other redevelopment projects or programs. The City of Gainesville shall hold a public hearing after giving proper public notice.

## **1.6 SEVERABILITY**

If any provision of the FAPS Community Redevelopment Plan is held to be unconstitutional or otherwise legally infirm, such provisions shall not affect the remaining portions of this Plan.

## **1.7 SAFEGUARDS, CONTROLS, RESTRICTIONS OR COVENANTS**

All redevelopment activities under taken in the FAPS Redevelopment District must be consistent with this Plan, the City's Comprehensive Plan and applicable land development regulations; all redevelopment plans will undergo review by the City and appropriate agencies.

Issues concerning restrictions on any property acquired for redevelopment purposes and then returned to use by the private sector will be addressed on a case-by-case basis to ensure that all activities necessary to perpetuate the redevelopment initiative are advanced in a manner consistent with this Plan and any amendment thereto. Such restrictions or controls may be in the form of covenants running with any land sold or leased for private use or other mechanism as appropriate.

## **1.8 CONSISTENCY WITH OTHER PLANS**

The FAPS Community Redevelopment Plan is consistent with the City of Gainesville's 2000 Comprehensive Plan. Goals and Objective that are specifically addressed by the Plan include, but are not limited to:

### **1.8.1 Future Land Use Element**

- |              |   |
|--------------|---|
| Policy 1.1.1 | All planning shall be in the form of complete and integrated communities containing housing, shops, work places, schools, parks and civic facilities... |
| Policy 1.1.2 | Neighborhoods should be sized so that housing, jobs, daily needs...are within easy walking distance...  |
| Policy 1.1.3 | Neighborhoods should contain a diversity of housing types...  |
| Policy 1.1.4 | The city and its neighborhoods...shall have a center focus...   |
| Policy 1.1.5 | The city and its neighborhoods...should contain ample supply of squares, greens and parks...  |
| Policy 1.1.6 | The city shall encourage community-serving facilities...  |
| Policy 1.2.2 | The City should use design standards in the land development code to ensure that high densities are livable.  |
| Policy 1.2.3 | The City should encourage mixed use development, where appropriate.   |
| Policy 1.2.6 | The City should encourage or require buildings to put "eyes on the street" with front façade windows and doors.   |

- Policy 1.2.7 The City should strive...to form an interconnected network of neighborhood streets and sidewalks supportive of car, bicycle, pedestrian, and transit routes within a neighborhood and between neighborhoods...Dead ends and cul-de-sacs should be avoided or minimized...
- Policy 1.2.10 The City should amend the land development code to require that multiple-family developments be designed to include orientation of the front door to a neighborhood sidewalk and street.
- Policy 1.2.11 The City should continue to allow home occupations in all residential areas provided they do not generate excessive traffic and parking...and should continue to be regulated through the land development code.
- Objective 1.3 Adopt land development regulations that guide the transformation of conventional shopping centers into walkable, mixed use neighborhood (activity) centers.
- Policy 1.3.3 Centers should...contain a range of mixed land use types—preferably within one-quarter mile area...
- Policy 1.3.4 Centers should be designed so that densities and building heights cascade from higher densities at the core of mixed use districts to lower densities at the edges.
- Policy 1.4.2 The City should require strategies such as traffic calming and transportation demand management to reduce traffic impacts experienced by residences in mixed-use areas.
- Policy 1.4.5 When considering the acquisition and establishment of public facilities such as parks, libraries, and neighborhood centers...select a location and/or design the facility in such a way that collocation of the facility with a public school is either achieved with an existing school, or can be retrofitted for such a collocation.
- Policy 1.5.1 The City shall continue robust code enforcement to discourage flight from the city due to excessive noise, excessive lighting, blight, illegal parking of cars, ill-kept properties and illegal signage.
- Policy 1.5.3 The City should create more well-defined squares and parks within walking distance of residences, offices and shops.
- Policy 1.5.4 When citywide public improvements are planned the city should prioritize core areas for the first enhancements, as appropriate—be they sidewalks, street repaving, undergrounding utilities, street lights, and public parks.
- Policy 1.5.7 The City also establishes, as supported by the Data and Analysis Report, within the existing urban service area, as of the effective date of this amendment, a designated urban redevelopment area pursuant to Chapter 163.3164(26), Florida Statutes.
- Goal 2: Redevelop areas within the city...in a manner that promotes quality of life, transportation choice, a healthy economy, and discourages sprawl.
- Objective 2.1 Redevelopment should be encouraged to promote compact, vibrant urbanism, improve the condition of blighted areas, discourage urban sprawl, and foster compact development patterns that promote transportation choice.
- Policy 2.1.1 The City shall continue to develop recommendations for areas designated as redevelopment areas...
  - The City should include in its redevelopment plans recommendations regarding economic development strategies, urban design schemes, land use changes, traffic calming, and infrastructure improvements;

- The City should identify potential infill and redevelopment sites; provide an inventory of these sites; identify characteristics of each parcel including land development regulations, infrastructure availability, major site limitations, and available public assistance; and develop a strategy for reuse of these sites;
  - The City should encourage retail and office development to be placed close the streetside sidewalk.
- Policy 2.1.3 The City should continue to concentrate CDBG, HOME, and SHIP funding efforts primarily in a limited number of neighborhoods annually.
- Policy 2.1.4 The City shall designate an Urban Infill and Redevelopment Area...
- Objective 3.2 The City shall protect historic architectural and archaeological resources by using the following policies.
- Policy 3.10.3 Urban Design Element
- Policy 3.2.1 All development and redevelopment within designated Historic Preservation/Conservation Overlay Districts shall be consistent with the goals, objectives and policies of the Historic Preservation Element.
- Policy 3.2.2 The City shall continue to identify, designate and protect historical resources through the land development regulations...
- Objective 4.1 The City shall establish land use designations that allow sufficient acreage for residential, commercial, mixed use, office professional uses and industrial uses at appropriate locations to meet the needs of the projected population...and allow flexibility for the City to consider unique, innovative, and carefully construed proposals...keeping with the surrounding character and environmental conditions of specific sites.
- Objective 4.2 The City shall implement regulations that will protect low-intensity uses from the negative impacts of high-intensity uses and provide for the healthy coexistence and integration of various land uses.
- Policy 4.2.2 The City shall adopt land development regulations that encourage better access between residential neighborhoods and adjacent neighborhood centers through the use of street design and the use of pedestrian, bicycle and transit modifications.
- Objective 4.3 The City shall establish protection and enhancement policies...for selected neighborhood (activity) and regional centers.
- Policy 4.3.1 The Central City Town Center shall integrate the University of Florida, Alachua General Hospital and the Central City District into one dynamic core.
- Goal 5: The neighborhood represents the primary building block of the city, and the health and vitality of existing and new neighborhoods is essential to building a viable, sustainable community.
- Objective 5.1 The City shall work in partnership with neighborhoods to facilitate effective communication between neighborhood residents...
- Policy 5.1.4 The City shall create heritage, conservation or other appropriate overlay districts as needed for neighborhood stabilization.
- Policy 5.1.7 The City shall prepare a study of the impacts of rentals on single-family neighborhoods and shall implement additional programs as necessary and appropriate to stabilize and enhance these neighborhoods.
- 5.8.2 Transportation Mobility Element**
- Objective 1.1 Create an environment that promotes transportation choices, compact development, and a livable city.
- Policy 1.1.2 The City shall promote transportation choice, healthy residential and non-residential development, safety, and convenience.

Policy 1.1.3	By 2004, the City shall explore with FDOT, enhancements to N.W. 13 <sup>th</sup> Street to increase the pedestrian and multi-modal character of that corridor.
Policy 1.1.5	The City shall ensure that street modifications support land use, housing choice, and transportation objectives.
Policy 1.1.12	New development will be encouraged to provide non-motorized vehicle and non-street connections to nearby land uses...
Goal 2:	Provide a safe, convenient, continuous, comfortable, and aesthetically pleasing transportation environment that promotes walking. Develop a "park once" environment at each city neighborhood (activity) center.
Policy 2.1.2	By 2003, the City shall prioritize and continue a retrofitting program so that at least one linear mile of sidewalk is installed annually.
Policy 2.1.4	By 2002, the City shall identify arterial and collector segments that should be made more walkable. Raised medians, wider sidewalks, and on-street parking should be used, where feasible, on these selected arterials and collector streets within the urban area—particularly in pedestrian-oriented areas, or adjacent to...
Policy 2.1.7	Development and redevelopment projects shall be encouraged to provide bicycle and pedestrian access to adjacent properties.
Policy 2.1.10	In new development or redevelopment, walking and bicycling shall be promoted by establishing modest, human-scaled dimensions such as small street blocks, pedestrian-scaled street and building design, ample sidewalks to carry significant pedestrian traffic in commercial areas.
Policy 2.1.13	The City, by 2002, in coordination with the CRA, shall prepare a plan that inventories the need for pedestrian enhancements in the downtown Central City District...
Goal 4:	Provide a safe, convenient, efficient, continuous, and aesthetically pleasing transportation environment that is conducive to bicycling.
Goal 5:	Develop an interconnected Trails Network throughout the urban area.
Policy 5.1.1	The City shall fill gaps in the Trail Network, as identified in the Data and Analysis Report and the Bicycle Master Plan, by 2010.
Policy 5.1.3	The City shall amend the land development code to require new development and redevelopment to provide pedestrian and bicycle access to nearby trails, where feasible, or to enable a future retrofit connection.
Policy 5.1.4	The City shall evaluate public lands for pedestrian and bicycle trail connections that link various land use destinations by 2000. Utility and stormwater management rights-of-way and easements will also be evaluated for such connections.
Policy 5.1.5	The City shall strive to make conversions of rail corridors to rail-trails permanent and not subject to revision, unless a "rails-with-trails" program is established.
Goal 6:	Create and retain streets that promote a mix of uses such as car travel, transit, and bicycling by designing streets: (1) for slow motor vehicle speeds, (2) for quiet neighborhoods, (3) for safety for children, people with disabilities, and seniors along residential streets, (4) for a livable community featuring neighborhood pride, a sense of place, and a pleasant tree canopy; and (5) that support sidewalk system supportive of socializing.
Objective 6.1	Revise street design standards and continue installing street design features so that construction of new streets and repair of existing streets will create a safe, balanced, livable street that can be used for all forms of travel - - to the benefit of neighborhoods, local businesses, and the overall community.



- Policy 6.1.2 Use traffic calming, where appropriate, to promote transportation choice and to reduce the negative impacts of car travel, alter driver behavior, and improve conditions for non-motorized street users.
- Policy 7.1.5 The City shall use the Transportation Concurrency Exception Area as shown in the Transportation Mobility Element map series to encourage redevelopment within the city, and to promote transportation choices.

### **6.8.3 Housing Element**

- Goal 1: Assist the private and non-profit housing sector in providing housing for low-income, very low-income and extremely low-income households by the year 2010.
- Objective 1.1 Provide technical assistance and information on available city-owned parcels for low-income, very low-income and extremely low income housing developments to private or non-profit housing providers who request housing assistance.
- Policy 1.1.1 The City shall continue to develop a working relationship or partnership with the private sector by disseminating information in the form of brochures annually on new housing techniques involving innovative ways to save energy and water, utilize alternative building materials...air quality and encourage cost-effective construction techniques.
- Policy 1.1.2 The City shall provide available city-owned parcels to private and non-profit housing developers for the development of affordable housing for low-income, very low-income and extremely low-income.
- Objective 1.4 The City shall work with private homeowners and landlords to rehabilitate 861 substandard housing units and to demolish all dilapidated housing units by the year 2010...
- Policy 1.4.2 The City shall continue to inspect dangerous buildings...
- Policy 1.4.3 The City shall spend Community Development Block Grant (CDBG) and HOME funds in accordance with an adopted multi-year plan (the Consolidated Plan).
- Objective 1.5 The City shall work with architects, designers and other housing professionals to encourage the innovative design of affordable housing.
- Policy 1.5.2 The City shall continue to seek innovative ways to encourage affordable housing which could include alternative building materials, reduced lot size requirements, design competitions for affordable housing and a design Advisory Board...
- Goal 3: The City with the assistance of private and non-profit organizations shall maintain sound viable neighborhoods and revitalize those that have suffered disrepair and neglect.
- Policy 3.1.2 The City shall maintain and rehabilitate publicly owned infrastructure and facilities in older neighborhoods in order to prevent neighborhood decline.
- Policy 3.1.3 The Historic Preservation Program shall continue to identify historically significant housing and promote the conservation and restoration of housing that has special historic, architectural or aesthetic values.
- Policy 3.1.7 The City shall continue to coordinate with and fund the efforts of non-profit agencies...to provide assistance for housing conservation and rehabilitation in very low-income and redevelopment areas of the City.

- Policy 3.1.9 Realizing the connection between economic stability and the preservation of affordable housing, the City...shall continue to provide economic development assistance to low-income areas in order to create and retain jobs and to enhance and preserve surrounding neighborhoods.
- Policy 3.1.10 The City shall study the feasibility of an in-town housing program that would utilize pre-approved housing designs that are appropriate for specific locations where affordable housing should be encouraged. The approved plans and associated building permits would be fully processed and made available to builders who want to use them, to reduce costs and delays.
- Objective 3.2 Assist 100 low-income, very low-income and extremely low-income households each year with the maintenance and repairs of owner occupied units.
- Policy 3.2.1 The City shall continue to make available to all residents, especially low-income, very low-income and extremely low-income households, a do-it-yourself manual or routine home repairs, maintenance and yard care.
- Policy 3.2.2 The City shall designate CDBG funds or other funds for homeowner rehabilitation grants or revolving loan funds to assist 100 low-income, very low-income and extremely low-income households.
- Objective 3.3 Assist 75 low-income, very low-income, extremely low-income and moderate-income households each year in locating and affording existing low-cost rental and owner-occupied housing.
- Policy 3.3.2 The City shall seek funds from both the State and Federal government in order to provide financial assistance to first time low-income, very low-income and extremely low-income homebuyers.
- Objective 3.4 The City shall assist all residents displaced by redevelopment activities involving Federal, State or local government funds.
- Policy 3.4.1 The City shall assist all displaced persons by complying with regulations stated in the Uniform Relocation Act and the City of Gainesville Local Relocation Policy and Procedures.

#### **3.8.4 Stormwater Management Element**

- Objective 1.1 The City shall implement Level of Service (LOS) standards to diminish the occurrence of new flooding and to protect or improve water quality. The LOS standards for Stormwater Management are in the Concurrency Management Element.
- Policy 1.2.1 Master stormwater basin plans shall be prepared and finalized for each creek watershed. Such plans shall address:
- The potential for infill development within each basin
- Objective 1.5 The City shall continue to implement an integrated stormwater management program for redevelopment.
- Policy 1.5.1 The City shall implement Land Development Regulations that allow shared or joint-use stormwater facilities, including public or private master stormwater basins.
- Objective 1.9 The City shall continue to implement stormwater management facility design guidelines that promote dual use and aesthetically pleasing facilities.
- Policy 1.9.1 The City shall develop guidelines that promote the following:
- Encourage the joint use of retention and detention basins for passive recreation, habitat and open space;
  - On-site retention and detention facilities shall be integrated with other elements of the proposed development through aesthetically sensitive design and the use of landscaping.

### **6.8.5 Conservation, Groundwater Recharge and Open Space Element**

- Policy 2.2.1 The City shall continue to require stormwater quality treatment facilities for redevelopment of non-residential sites and the Central City District, particularly within stream to sink basins.
- Goal 3: Improve urban spaces through preservation and enhancement of the urban forest. Maintain the City's commitment to preservation of the urban forest and street trees as a defining feature of our community
- Policy 3.1.4 By 2003, the City shall prepare tree-lined streetscape guidelines which require the preservation and establishment of tree-lined streets and compatibility with existing infrastructure, strategies such as placing overhead utilities underground, using aerial cabling, planting trees that are compatible with overhead utilities and reserving street right of-way for trees shall be implemented, when economically feasible.
- Policy 3.1.7 The City shall continue to have land development regulations that protect heritage and champion trees as an important community resource.

### **6.8.6 Recreation Element**

- Objective 1.5 The City shall continue a user fee system for City recreation programs and facilities that shall favor City residents and that shall not be an obstacle to low-income City residents.
- Objective 3.2 Develop recreation plans consistent with neighborhood desires for each City quadrant.
- Policy 3.2.1 Minimum LOS standards described in Objective 1.1 shall be adapted to meet the needs and desires of the residents of affected neighborhoods.

### **6.8.7 Intergovernmental Coordination Element**

- Goal 1: To coordinate the plans and activities of the various units of government to promote effective, efficient comprehensive planning, and provision of urban services, and to mitigate potential conflicts between jurisdictions.
- Objective 1.1 Within one year of adoption of the Intergovernmental Coordination Element, the City of Gainesville shall enter into interlocal or other formal agreements that describe joint processes for collaborative planning and decision-making with the School Board of Alachua County (SBAC), Santa Fe Community College (SFCC), and other units of local government that provide services but do not have regulatory authority over the use of the land...
- Policy 1.1.10 The City shall continue to provide information and assistance to the Gainesville Housing Authority, the Alachua County Housing Authority and other agencies providing housing assistance for low income persons.
- Policy 1.1.14 The City shall coordinate with Santa Fe Community College to develop a master plan for the expansion of its downtown campus that is sensitive to impacts on the Pleasant Street Historic District, the NW Fifth Avenue Neighborhood, and on the West University Avenue corridor.
- Policy 1.1.15 The City shall enter into an interlocal agreement with Santa Fe Community College that describes the types of development proposals of SFCC subject to review by the City.

- Policy 1.4.2.d. The development of a plan, regulations and design criteria for the establishment and preservation of tree-lined streets and giving priority to highly visible streets such as gateways to the City and important activity centers.
- Policy 1.6.5 The City shall promote compact urban development by increasing densities, concentrating commercial and office activities in activity centers and improving access to non-auto transportation in the Transportation Concurrency Exception Area.

### **1.8.8 Capital Improvements Element**

- Goal 1 To provide and maintain...adequate, efficient, reliable, equitable and environmentally sound public facilities that are financially feasible.
- Policy 1.1.3 The City shall schedule and fund City capital projects shown in the 5-Year Schedule of the Capital Improvements included in this Element.
- Policy 1.1.4 The City shall annually review and update the Capital Improvements Element and 5-Year Schedule of Capital Improvements during the regular budget planning and adoption process
- Policy 1.1.6 The City's Capital Improvements Element shall be considered a component of the City's overall Capital Improvements Program (CIP) in the annual budget appropriations and the 5-Year Capital Improvement Plan (5-YR CIP) and items listed in the CIP and 5-YR CIP shall reflect the priorities and needs set in the Capital Improvements Element.
- Policy 1.1.8 The Capital Improvements Element and 5-Year Schedule of Improvements shall reflect the policies and needs set in other Elements of the Comprehensive Plan.
- Policy 1.5.6 Fourth priority shall be given to adding or expanding facilities to serve development needs in designated redevelopment areas that increase the use of existing facilities and promote infill development.
- Policy 1.9.1 The City shall provide at least \$200,000 annually for Stormwater Projects.

### **1.8.9 Urban Design Element**

- Goal 1: Protect and promote quality of life and livability for the citizens of Gainesville through quality urban design.
- Objective 1.1 By 2003, the City shall adopt urban design standards in select locations in the city. Any adopted urban design standards shall reflect the particular character of that portion of the city, and shall reflect that the city includes transitions in character from urban to suburban. In general, the most comprehensive set of urban design standards should be applied to those areas which were built before World War II, which contain design elements that were common before World War II, or which are designed primarily for pedestrian activity...The city should also seek to establish these traditional, pedestrian-oriented quality-of-life design features in other areas when the need is identified.
- Policy 1.1.2 The City shall establish urban design standards which protect and promote quality of life, in order to encourage redevelopment and new development within city limits rather than in outlying areas by amending the City Land Development Code to adopt additional urban design standards for any particular parts of the city.
- Policy 1.1.9 The City shall strive to achieve a land use and transportation vision described in "Concept A" in the Urban Design Data and Analysis. This future growth concept features compact development, mixed use, infill, and higher densities in appropriate locations.

	Conventional shopping centers are transformed into walkable town centers, and the city is rich in transportation choices. Civic pride is high because of the high quality of urbanism. Residences and commercial development is increasingly attracted to in-town locations because urban qualities, such as walkability, vital and livable streets, safe and human-scaled neighborhoods, sociability, and unique character provide a quality urban experience unavailable in outlying suburbs.
Objective 1.2	Promote urban livability and aesthetics, including the safety, comfort, and convenience of pedestrians, bicyclists and transit uses, while still providing for the needs of car drivers.
Policy 1.2.7	By 2002, the City shall identify areas where pedestrian street lighting is appropriate, and to develop a plan for installing such lighting by an identified date. Where appropriate, street lighting should be pedestrian-scaled (in both intensity and height), and directed to the street.
Policy 1.2.9	The City shall encourage or require primary building entrances to be physically and visually oriented toward the streets, parks, and plazas, rather than to interior squares or parking areas.
Policy 1.2.10	When allowed by the underlying zoning district, some or all of at least the first floor of multi-level parking garages shall be a wrap of residential, retail or office space.
Policy 1.2.12	CPTED (Crime Prevention Through Environmental Design) principles shall be incorporated, where feasible and appropriate, in new projects.
Policy 1.3.4	The design of the street network shall make walking within the neighborhood and to neighborhood edges convenient and pleasant.
Policy 1.6.1	The City shall continue efforts to acquire and reserve corridors for future trails throughout the city.
Policy 1.6.4	Trail designs shall be such that land use linkages, trail continuity, minimal interaction with roads, environmental conservation and education, and minimal maintenance costs are promoted.
Objective 1.7	The City shall encourage walkable, vibrant, appealing mixed use developments through its Traditional Neighborhood Development and Planned Development Ordinances.
Goal 2:	Provide residents a choice of types of places to live and work.
Policy 2.1.1	While providing other housing forms and types at appropriate locations in order to diversify housing choice, the City shall maintain and enhance its existing conventional, single-family neighborhoods as essential and valuable in their provision of stable housing in the city and in their support of nearby mixed-use, commercial, office and retail activity centers.
Objective 2.2	The City shall strive to stabilize neighborhoods within the city.
Policy 2.2.1	The City shall provide neighborhood planning services in order to stabilize and enhance the city's residential neighborhoods. The neighborhood planning program shall work in partnership with residents, citizen groups, and other interested parties in the neighborhoods in order to improve the planning and physical of the neighborhood... These improvements shall include street resurfacing...sidewalk improvements, enhancements to street shoulder areas and rights-of-way...beautification of public and open spaces, provision of features that strengthen neighborhood identity...
Policy 2.2.2	The City shall support neighborhood stabilization through effective code enforcement.

- Policy 2.2.3 The City shall explore creation of heritage, conservation or other appropriate overlay districts as needed for neighborhood stabilization.
- Policy 3.1.6 In general, physical improvements undertaken by the City shall be designed to encourage travel by transit, foot, bicycle, as well as by car, and encourage complementing development and redevelopment by the private sector.
- Objective 3.9 The City shall coordinate with the Community Redevelopment Agency, as appropriate, to improve the streetscape along NW 5<sup>th</sup> Avenue as the physical centerpiece to the redevelopment and stabilization of the Fifth Avenue/Pleasant Street neighborhoods.
- Policy 3.9.1 The City shall coordinate with the Community Redevelopment Agency... to fill in sidewalk gaps and upgrade existing streetscape.
- Policy 3.9.2 The City shall coordinate with the Community Redevelopment Agency...to install appealing pedestrian-oriented lighting.
- Policy 3.9.3 The City shall coordinate with the Community Redevelopment Agency...to install prominent streetscape and crosswalks at W. 6<sup>th</sup> Street.
- Objective 3.16 The City shall implement urban design policies for designated Gateway Corridors.
- Policy 3.16.1 Gateways should convey a sense of arrival and departure.
- Policy 3.16.2 Gateways should be lined with majestic trees, homes, and cultural and commercial buildings that inspire dignity and pride in Gainesville.
- Policy 3.16.3 Gateways should be free of visually obtrusive, human built structures such as outdoor storage, auto sales and service, and junkyards, or other excessive clutter.
- Policy 3.16.4 When feasible, gateway tree plantings should provide a tree canopy...
- Policy 3.16.5 Landscape maintenance should be minimized through design, plant selection, and water conservation.
- Policy 3.16.6 Transportation choices shall be emphasized along Gateways.
- Policy 3.16.7 The City should develop and implement a design prototype for Gateways into the City and Traditional City.
- Objective 3.17 The City shall enhance public art.
- Policy 3.17.2 The City should support public art projects through its Art in Public Places ordinance which dedicates at least one percent of the cost of new, renovated, and/or expanded buildings to public art.
- Policy 3.17.3 The City should fund public art and sculpture along its important thoroughfares and public spaces...
- Policy 3.18.2 By 2001, the City shall publish enhanced historic preservation guidelines, not changing historic preservation requirements but providing clearer graphic guidance as to historic preservation design goals.

### **3.8.10 Concurrency Management Element**

- Goal 1: Establish a transportation concurrency exception area, which promotes and enhances:
- Urban redevelopment;
  - Infill development;
  - A variety of transportation choices and opportunities including automotive, pedestrian, bicycle and transit;
  - The city's economic viability;
  - Desirable urban design and form;

- A mix of residential and non-residential uses;
  - Streetscaping/landscaping or roadways within the city; and,
  - Pedestrian and bicyclist comfort safety and convenience.
- Policy 1.1.3 In order to promote redevelopment and infill in the eastern portion of the city and area near the University of Florida, Zone A is hereby established as a sub-area of the TCEA.
- Policy 1.2.2 The City shall ensure that new streets are designed for transportation choice by setting design standards that call for minimal street widths, modes turning radii...traffic calming, gridded and connected street patterns, sidewalks, bicycle facilities and prohibition of cul-de-sacs, where feasible.
- Objective 1.3 The City shall amend the Land Development Code to adopt design standards for all new developments and redevelopment within the TCEA.
- Policy 1.4.9 On the road segment of NW 13<sup>th</sup> Street from University Avenue to NW 29<sup>th</sup> Road, drive-through facilities shall only be located within shopping centers, mixed use centers, or mixed use buildings, as defined in this element.
- Policy 1.5.3 The priority for landscaping of roadway right-of-ways and /or medians shall be within Zone A of the TCEA. First priority shall be given to major arterials within Zone A. Funding for the installation of landscape projects within Zone A shall be from the City, Community Redevelopment Agency, state and federal government, and/or grants, as an incentive for development within the area. Maintenance responsibility shall be provided by the City, Community Redevelopment Agency, or grant funds.
- Objective 1.7 The City shall coordinate with the Metropolitan Transportation Planning Organization (MTPO) to balance the need for and design of roadway modifications with the City's needs for urban redevelopment, infill and quality urban design.
- Policy 1.7.1 In cooperation with the MTPO, the City shall encourage that all designs for new roadways and redesigns of existing roadways include consideration of features to improve multi-modal transportation as appropriate. These considerations shall include construction of bus turn out facilities, bicycle lanes, sidewalks, enhanced pedestrian crosswalks, pedestrian scale lighting, landscaping of medians and right-of-ways, and traffic calming mechanisms.

#### **6.8.11 Cultural Affairs Element**

- Policy 1.4.1 The City shall sponsor cultural events in the downtown central city core and other redevelopment areas in order to foster reinvestment in these communities.
- Goal 2: The City shall foster the growth of a community where the arts are incorporated as a part of daily life for all citizens and become a prominent element for creating pedestrian oriented streetscapes and public spaces.
- Objective 2.2 The City shall encourage public and private display of art.
- Objective 2.3 The City shall enhance and support opportunities for artistic training and preparation across all creative and performing art forms and at all levels.

#### **6.8.12 Historic Preservation Element**

- Policy 1.2.1 The City shall continue to study and re-evaluate the levels of significance of potential historic districts for listing in the Local or National Register of Historic Places.

Policy 1.2.2	The City shall continue to evaluate the eligibility of individual historic resources for listing in the Local or National Register of Historic Places.
Objective 1.3	The City shall reduce the number of historic resources in need of stabilization and rehabilitation on an annual basis.
Policy 1.3.1	The City shall continue to study and, where necessary, amend its land development regulations to include incentives that encourage historic preservation.
Policy 1.3.6	The City shall inventory threatened historic structures in the Pleasant Street, Northeast, Southeast and University Heights Historic Districts.
Policy 1.3.7	The City shall target a portion of its Community Development Block Grants toward historic districts such as the Pleasant Street and NW Fifth Avenue neighborhoods to better leverage existing resources.
Objective 1.4	Ensure that the City's land use, housing, transportation, and economic development policies are consistent with and facilitate historic preservation.
Policy 1.4.1	By 2004, the City shall identify commercial areas in Gainesville appropriate for designation as a "Florida Main Street Community."
Policy 1.4.2	The City shall encourage Santa Fe Community College to develop a master plan for its downtown campus to ensure that future development is sensitive to the historic character of the Pleasant Street Historic District.
Policy 1.4.4	The character of an historic district shall be protected from encroachment of incompatible uses.
Policy 1.5.1	The City shall coordinated with for-profit and not-for profit organizations to help defray the cost of preserving historic and archeological resources.
Policy 2.1.2	The City shall produce, and make accessible, educational materials on the preservation of historic and archaeological resources.

Every effort has been made to prepare the FAPS Community Redevelopment Plan consistently with the City of Gainesville's 2000 Comprehensive Plan, as demonstrated above. Other plans, past studies and reports done by or for the City of Gainesville have also been extensively reviewed for consistency.

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The Fifth Avenue/Pleasant Street Redevelopment Plan provides a framework for an economically sustainable, accessible and attractive mixed-use and residential neighborhood that offers visitors and residents a high quality local destination with a safe transportation network, pedestrian connections and public space/recreation facilities in a manner that promotes a positive image for the FAPS Redevelopment District and the City of Gainesville. Many projects have been identified. To realize effective redevelopment, community leaders, businesspersons and residents alike must unilaterally support the redevelopment objectives and continue to do so over time and changing administrations.



Realization of the plan is a 30-year, time certain effort and it is anticipated that the CRA will update, or amend the plan on a regular basis to keep the redevelopment plan requirements focused and timely. The City of Gainesville and CRA will undertake an annual work program to focus and prioritize any activities or improvements within the Redevelopment District.

## APPENDIX A: DEFINITIONS

As used in the FAPS Community Redevelopment Plan, the following terms shall have the meanings as defined herein unless the context requires otherwise:

- 1) "Agency" or "Community Redevelopment Agency" means a public agency created by, or designated pursuant to, section 163.356 or section 163.357 Florida Statutes.
- 2) "Public body" or "taxing authority" means the state or any county, municipality, authority, special district as defined in s. 165.031(5), or other public body of the state, except a school district.
- 3) "Governing body" means the council, commission, or other legislative body charged with governing the county or municipality.
- 4) "Mayor" means the mayor of a municipality or, for a county, the chair of the board of county commissioners or such other officer as may be constituted by law to act as the executive head of such municipality or county.
- 5) "Clerk" means the clerk or other official of the county or municipality who is the custodian of the official records of such county or municipality.
- 6) "Federal Government" includes the United States or any agency or instrumentality, corporate or otherwise, of the United States.
- 7) "Slum area" means an area having physical or economic conditions conducive to disease, infant mortality, juvenile delinquency, poverty, or crime because there is a predominance of buildings or improvements, whether residential or nonresidential, which are impaired by reason of dilapidation, deterioration, age, or obsolescence and exhibiting one or more of the following factors:
  - (a) Inadequate provision for ventilation, light, air, sanitation, or open spaces;
  - (b) High density of population, compared to the population density of adjacent areas within the county or municipality; and overcrowding, as indicated by government-maintained statistics or other studies and the requirements of the Florida Building Code; or
  - (c) The existence of conditions that endanger life or property by fire or other causes.
- 8) "Blighted area" means an area in which there are a substantial number of deteriorated, or deteriorating structures, in which conditions, as indicated by government-maintained statistics or other studies, are leading to economic distress or endanger life or property and in which two or more of the following factors are present:
  - (a) Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;

- (b) Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions;
- (c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- (d) Unsanitary or unsafe conditions;
- (e) Deterioration of site or other improvements;
- (f) Inadequate and outdated building density patterns;
- (g) Falling lease rates per square foot of office, commercial, or industrial space compared to the remainder of the county or municipality;
- (h) Tax or special assessment delinquency exceeding the fair value of the land;
- (i) Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality;
- (j) Incidence of crime in the area higher than in the remainder of the county or municipality;
- (k) Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality;
- (l) A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality;
- (m) Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorate or hazardous area; or
- (n) Governmentally owned property with adverse environmental conditions caused by a public or private entity.

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

9) "Community redevelopment" or "redevelopment" means undertakings, activities, or projects of a county, municipality, or community redevelopment agency in a Redevelopment Area for the elimination and prevention of the development or spread of slums and blight, or for the

reduction or prevention of crime, or for the provision of affordable housing, whether for rent or for sale, to residents of low or moderate income, including the elderly and may include slum clearance and redevelopment in a Redevelopment District or rehabilitation and revitalization of coastal resort and tourist areas that are deteriorating and economically distressed, or rehabilitation or conservation in a Redevelopment District, or any combination or part thereof, in accordance with a community redevelopment plan and may include the preparation of such a plan.

10) "Community Redevelopment District" means a slum area, a blighted area, or an area in which there is a shortage of housing that is affordable to residents of low or moderate income, including the elderly, or a coastal and tourist area that is deteriorating and economically distressed due to outdated building density patterns, inadequate transportation and parking facilities, faulty lot layout or inadequate street layout, or a combination thereof which the governing body designates as appropriate for community redevelopment.

11) "Community redevelopment plan" means a plan, as it exists from time to time, for a Redevelopment District.

12) "Related activities" means:

- (a) Planning work for the preparation of a general neighborhood redevelopment plan or for the preparation or completion of a community-wide plan or program pursuant to s. 163.365.
- (b) The functions related to the acquisition and disposal of real property pursuant to section 163.370(3).
- (c) The development of affordable housing for residents of the area.
- (d) The development of community policing innovations.

13) "Real property" means all lands, including improvements and fixtures thereon and property of any nature appurtenant thereto or used in connection therewith and every estate, interest, right and use, legal or equitable, therein, including but not limited to terms for years and liens by way of judgment, mortgage, or otherwise.

14) "Bonds" means any bonds (including refunding bonds), notes, interim certificates, certificates of indebtedness, debentures, or other obligations.

15) "Obligee" means and includes any bondholder, agents or trustees for any bondholders, or lessor demising to the county or municipality property used in connection with community redevelopment, or any assignee or assignees of such lessor's interest or any part thereof and the Federal Government when it is a party to any contract with the county or municipality.

16) "Person" means any individual, firm, partnership, corporation, company, association, joint stock association, or body politic and includes any trustee, receiver, assignee, or other person acting in a similar representative capacity.

(17) "Area of operation" means, for a county, the area within the boundaries of the county and for a municipality, the area within the corporate limits of the municipality.

(18) "Housing authority" means a housing authority created by and established pursuant to chapter 421.

(19) "Board" or "commission" means a board, commission, department, division, office, body or other unit of the county or municipality.

(20) "Public officer" means any officer who is in charge of any department or branch of the government of the county or municipality relating to health, fire, building regulations, or other activities concerning dwellings in the county or municipality.

(21) "Debt service millage" means any millage levied pursuant to s. 12, Art. VII of the State Constitution.

(22) "Increment revenue" means the amount calculated pursuant to s. 163.387(1).

(23) "Community policing innovation" means a policing technique or strategy designed to reduce crime by reducing opportunities for and increasing the perceived risks of engaging in criminal activity through visible presence of police in the community, including, but not limited to, community mobilization, neighborhood block watch, citizen patrol, citizen contact patrol, foot patrol, neighborhood storefront police stations, field interrogation, or intensified motorized patrol.