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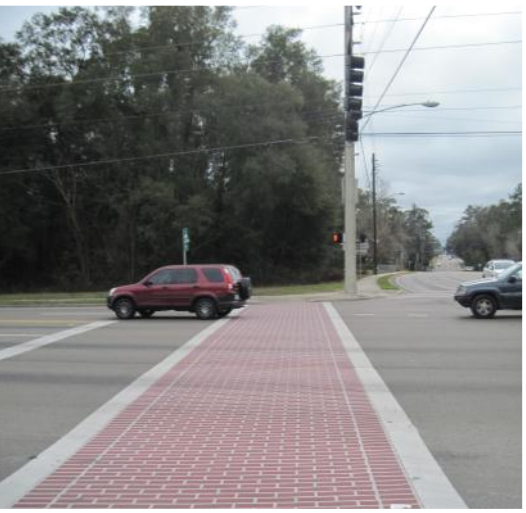
NW Gainesville

Finding of Necessity Study







DRAFT—April 2015

Tindale Oliver design

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1.0 - Introduction

1.0 INTRODUCTION

The City of Gainesville contracted with Tindale Oliver (TO) to complete a Finding of Necessity (FON) Report for an area containing approximately 1,090 acres located in the north-central part of the City, generally bordered by NW 16th Terrace to the west, NW 6th Street to the north, NE 2nd Street to the east and NW 16th Avenue to the south. During this FON process, the City decided to explore an option of dividing the Study Area into two subareas to allow for some options to consider, to determine the most appropriate Community Redevelopment Area (Redevelopment Area). The two subareas are generally delineated as follow:

- Subarea 1 - Consisting of 618 acres between NW 16th Terrace to the west, NW 6th Street to the north, NW 8th Street to the east and NW 16th Avenue to the south.
- Subarea 2 - Consisting of 472 acres between NW 8th Street to the west, NE 39th Avenue to the north, NE 2nd Street to the east and NW 21st Avenue to the south.

The following provides a summary of findings and a blighted conditions analysis to determine the creation of a Redevelopment Area in NW Gainesville and to determine its specific boundaries, the entire Study Area, Subarea 1 or Subarea 2. The purpose of the document is to create a FON Report, including the overview of the Community Redevelopment Act process, description of the Study Area including Subarea 1 and Subarea 2, general and social history, and demographic data of the NW Gainesville Study Area (See Map 1-1).

1.1 BACKGROUND

The City is interested in halting and reversing the decline within the Study Area including Subarea 1 and Subarea 2, and encouraging new, private-sector investment to improve overall economic conditions, through the creation of a new Redevelopment Area. The FON study determines if the Study Area including Subarea 1 and Subarea 2 meets the necessary criteria to be designated as a Redevelopment Area.

In order to meet the requirements of Florida Statutes and the Request For Proposals (RFP), this FON Study will document the data collected, the building survey and fieldwork documentation completed, and conclusions for a boundary refinement.

1.2 PURPOSE OF STUDY

The Study Area is largely made up of single-family residential, although there are significant commercial uses along the major corridors, particularly NW 13th Street, N. Main Street, 23rd Avenue and 39th Avenue. The Study Area contains the Stephen Foster Neighborhood, which consists primarily of single-family residences with commercial uses along the periphery. In recent years, there has been some evidence of decline in the area, particularly related to commercial areas, and there currently are significant vacancies at existing retail centers.

In addition, the Study Area includes the Cabot/Koppers Superfund site, which contains a former wood treatment facility with significant soil and groundwater contamination. A Consent Decree recently was filed with the United States District Court, Northern District, in February 2013, and a 30-day public comment period on the proposed remediation design ended on March 15, 2013. Following the closing of this comment period, the remediation process will begin, which eventually will allow for the site to be reused for new land uses. The

remediation of this property has the potential to create a great opportunity for the Study Area, removing a major impediment to redevelopment interest in this sector of the City.

Subarea 1 is primary the west side of the Study Area from generally NW 8th Street. This Subarea is largely made up of single-family residences from the Stephen Foster Neighborhood. Commercial uses along NW 13th Street, NW 6th Street, NW 23rd Avenue and NW 16th Avenue include big box retail stores (i.e., Wal-Mart, Sam's Club, Publix, Albertsons and Lowes), ancillary uses and strip commercial plazas. Gainesville High School and Stephen Foster Elementary School are located in this Subarea. In recent years, there has been some evidence of decline in this Subarea particularly related to commercial areas, and there currently are significant vacancies at existing retail centers.

Subarea 2 is primary the east side of the Study Area from generally NW 8th Street. This Subarea is largely made up of single-family uses from the Stephen Foster Neighborhood. Scattered commercial uses along NE 23rd Avenue, NW 6th Street, NE 39th Avenue include the Northside Shopping Center. The Cabot/Koppers Superfund site also dominate the center of this Subarea. The Gainesville Street Division and the Nature Operations occupy a large portion at the north end of this Subarea. The Genesis Preparatory Schools is also located in this Subarea. In recent years, there has been some evidence of decline in this Subarea particularly related to commercial areas, and there currently are significant vacancies at Northside Shopping Center. The remediation of the Cabot/ Koppers Superfund site has the potential to create a great opportunity for redevelopment in this Subarea.

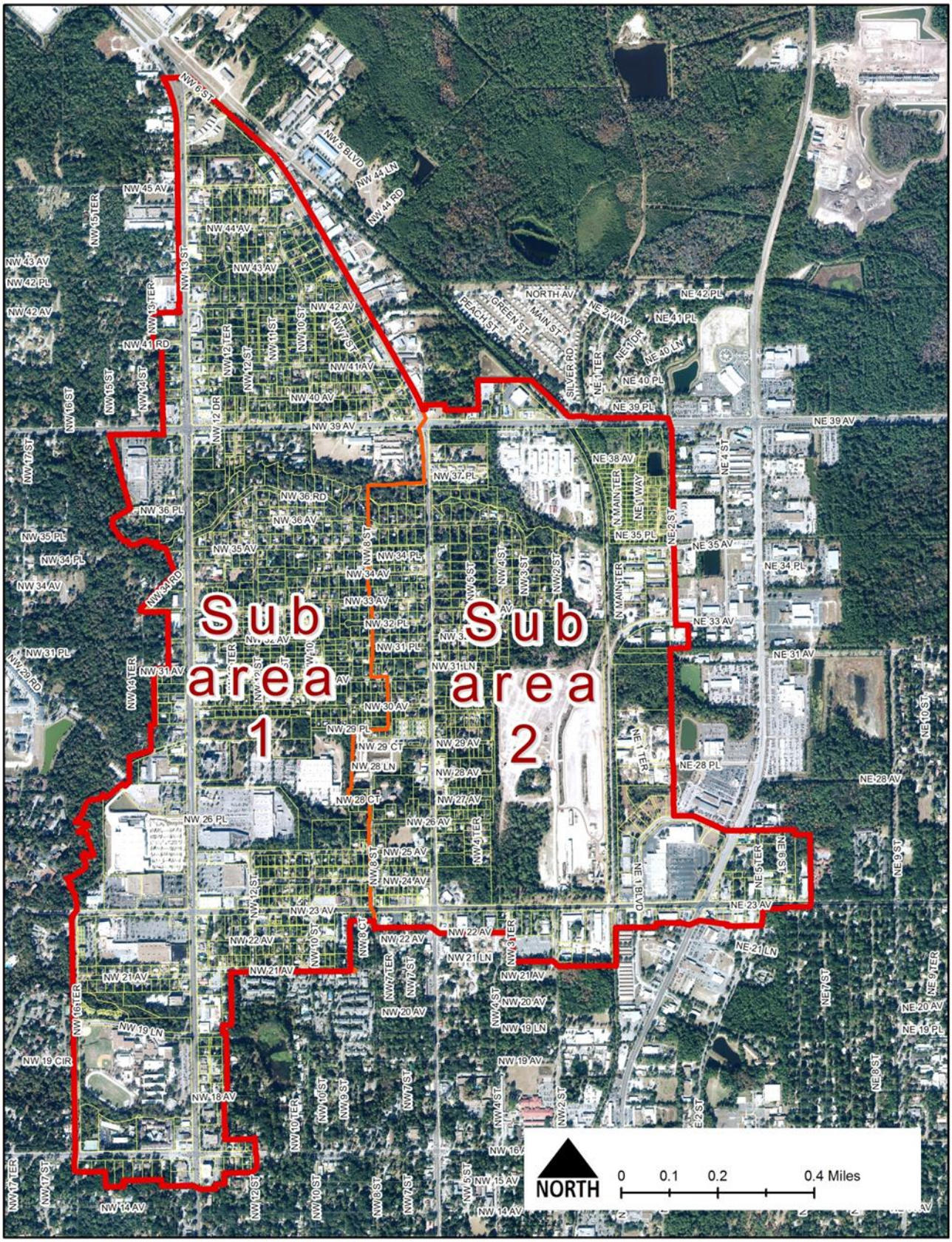
The City has a great opportunity to arrest the decline by creating a Redevelopment Area and establishing a proactive, strategic redevelopment and economic development program. This FON Report is the first step toward establishing a Redevelopment Area in NW Gainesville.

The purpose of this study is to create a FON Report that complies with Sections 163.335, 163.340, and 163.355, F.S. The study focuses on land-based resources, existing conditions, and regulatory constraints to development within the Study Area including Subarea 1 and Subarea 2, and its ability to eliminate or prevent the development or spread of blight within the City of Gainesville. This analysis relies on data acquired from Alachua County, interpretations of data supplied by the City, visual inspections of the Study Area including Subarea 1 and Subarea 2, and City-prepared and maintained data, statistics, and maps.

1.3 COMMUNITY REDEVELOPMENT ACT OVERVIEW

The Community Redevelopment Act of 1969 (Act) was created and adopted as Chapter 163 Part III, F.S., as a local government tool to remedy areas that are found to contain certain degrees of declining and adverse conditions. The Act affirms that the prevention of slum and blight conditions is a matter of State policy and State concern. As it relates to Gainesville, the Study Area includes many of the conditions that are cited as State concern and that are directly applicable to the Act.

The Act acknowledges the need for redevelopment and creates a mechanism by which a local government can administer change in a given area through the creation of a Redevelopment Area. For this local analysis, the project approach included an independent assessment by TO of conditions meeting the statutory requirements.



Map 1-1: Study Area Map

The results of this technical review included quantifying and qualifying conditions in the area in terms of meeting one or both of the provisions of Chapter 163.340, F.S., Subsections (7) or (8). This FON Report is intended to be consistent with the statutory requirements for establishing a Redevelopment Area while considering future implications for public and private entities. The following sections summarize the various conditions as they exist in the proposed Redevelopment Area and identify many of the required indicators needed to qualify it for community redevelopment area designation.

1.3.1 STATUATORY BACKGROUND

Local governments must establish that a given area is blighted and that the revitalization and redevelopment of that area is in the interest of the community. Using the best available data, this FON Report establishes the existence of blighted conditions, identifies the specific problems that may be addressed through adoption of the Community Redevelopment Plan (Plan), and, importantly, creates the FON for use by the City and County in designating the area and delegating authority for creation of the Redevelopment Area.

The first phase of this effort included a technical analysis, examining conditions within the Study Area including Subarea 1 and Subarea 2 that may hinder or support maintaining the quality of life and services needed for redevelopment. The opportunity exists to strengthen and improve the unique Gainesville identity

The State of Florida recognizes the potentially negative impacts to cities created by areas that may be inferior to community standards and quantitative and value-based expectations. These areas tend to be unsustainable and, ultimately, may become a burden on the jurisdiction in which they exist. The Act was created and adopted through Chapter 163, Part III, F.S., as a tool to assist in remedying areas to improve the general public welfare and local tax base and for redevelopment of specific geographic areas. The Act declares that the rehabilitation, conservation, or redevelopment of deteriorated and distressed areas are necessary in the interest of public health, safety, morals, and welfare.

To qualify for establishment under the provisions of the Act, a City must prepare a FON to determine that the rehabilitation, conservation, or redevelopment of an area meets criteria broadly described as “slum” or “blighted” and is necessary in the interest of the health, safety, morals, or welfare of the residents of the community. These terms carry specific statutory references and qualifiers distinct from their common understanding and use. In addition, the statute specifically identifies that coastal and tourist areas that have inadequate transportation and parking facilities, faulty lot layout, inadequate street layout, or inadequate and outdated building density patterns that can benefit economically and socially from a formal redevelopment program.

This FON Report is intended to be consistent with the statutory requirements for establishing the Redevelopment Area pursuant to Chapter 163, Part III, F.S. Generally, the Study Area including Subarea 1 and Subarea 2 appears to contain similar conditions—infrastructure deficiencies, development hardships, and stunted investment—as those found in other existing community redevelopment areas within Florida.

1.3.2 SLUM OR BLIGHT CONDITIONS

The Act provides that certain areas that reflect conditions unsupportive of community standards may be determined locally to fall under two broad categories defined by statute as meeting criteria that may lead to or support the continuation of “slum” and “blight.” It is important to understand that these terms have specific

criteria that require a local analysis of conditions in order to determine whether a particular geographic area qualifies for the designation and benefits that come with creation of the Redevelopment Area.

While the Act acknowledges the need for redevelopment in distressed areas, it also creates a mechanism by which a local government can administer change in a given area—the creation of a formal Redevelopment Area. Prior to its creation, the local government must adopt a resolution supported by appropriate data and analysis that allows for the legislative finding that the conditions in the area meet the criteria established by statute. The data and analysis also is required to find that the redevelopment of the area is necessary in the interest of the public health, safety, morals, or welfare in order to eliminate, prevent, or remedy a shortage of housing affordable to residents of low or moderate income, including older adults and to correct those deficiencies found to exist or be conducive to community deterioration.

In Section 163.340 (7), F.S., "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 non-residential, that 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.

In Section 163.340 (8), F.S., "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 five 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 deteriorated or hazardous area; or

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

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

The statutes further provide that a "community redevelopment area" is defined as "…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. For community redevelopment agencies created after July 1, 2006, a community redevelopment area may not consist of more than 80 percent of a municipality." (Sec. 163.340 [10], F.S.)

1.3.3 ASSESSMENT PROCESS

Florida Statutes provide that prior to exercising the benefits created by the CRA, the City must adopt a resolution supported by data and analysis that establishes the ability for the City Commission to find that the conditions in the proposed Redevelopment Area meet these criteria. Specifically, the statute provides:

> 163.355, F.S. – Finding of necessity by county or municipality – No county or municipality shall exercise the community redevelopment authority conferred by this part until after the governing body has adopted a resolution, supported by data and analysis, which makes a legislative finding that the conditions in the area meet the criteria described in sec. 163.340 (7) or (8), F.S. The resolution must state that:
>
> 1. One or more slum or blighted areas, or one or more areas in which there is a shortage of housing affordable to residents of low or moderate income, including the elderly, exist in such county or municipality; and

2. The rehabilitation, conservation, or redevelopment, or a combination thereof, of such area or areas, including, if appropriate, the development of housing which residents of low or moderate income, including the elderly, can afford, is necessary in the interest of the public health, safety, morals, or welfare of the residents of such county or municipality.

Some examples of evidence and testimony to establish that an area may be designated for redevelopment include:

An assessment of extent of nonconforming uses and structures, such as setbacks, parking, design and density.

1. Traffic accident frequency data.
2. Inadequate public utilities to support allowable zoning or existing use.
3. Evidence of building or life safety code violations.
4. Number and percentage of code violations.
5. General infrastructure inadequacies: deterioration of sanitary and storm sewers; inadequate alleys; or deterioration of streets.
6. Economic deficiencies, such as commercial vacancy rates.
7. Wide diversity of land ownership in the area, making it relatively impossible to acquire adequate-sized parcels for development.

Additional support for a FON may stem from lack of bike paths, pedestrian and bicycle accidents, circulation problems, and any other deficiency in the infrastructure of the community.

Since Alachua County is a charter county under Florida Statutes, the City of Gainesville must receive delegation from the County to exercise the authorities granted by Section 163.410, F.S. The FON Report must be presented to the County Commission for review and approval. The Alachua County Commission may delegate authority to the City of Gainesville to create a CRA and prepare the Plan. Upon County Commission approval of the Plan, additional powers are granted. Such powers generally include authority to acquire property for a public purpose, establishment of a Redevelopment Trust Fund, and authority to issue bonds.

The Plan must provide physical information on the Redevelopment Area and identify potential project types that can diminish or eradicate the specified blighted conditions. Under the Act, the Plan is subject to a compliance review conducted by the City Plan Board before it can be submitted to the City Commission for approval. The City Plan Board has up to 60 days to review the redevelopment plan for compliance with the City's Comprehensive Plan for the development of Gainesville as a whole and provide comments to the CRA. After receiving recommendations from the City Plan Board, City Commission will hold a public hearing on the approval of a Redevelopment Plan after public notice in a newspaper having a general circulation in the area of operation of the Redevelopment Area.

The next step under the Act is the creation of a Redevelopment Trust Fund, established by ordinance and adopted by the City Commission. The most recent certified real property tax roll prior to the effective date of the ordinance will be used to establish the tax base (the "Base Year") within the Redevelopment Area to

calculate the tax increment. After putting in place the redevelopment architecture described above, the CRA will become funded upon the availability of tax increment revenues. Tax increment revenues become available as a result of increased property assessments associated with new development and redevelopment within the Redevelopment Area beyond those of the Base Year. Funds allocated to and deposited into the Trust Account are used by the CRA to finance or refinance any community redevelopment it undertakes pursuant to the approved Plan.

1.4 STUDY AREA

The Study Area is north of downtown within the city of Gainesville in Alachua County, Florida. The Study Area is approximately 1,090 acres, which is 2.71 percent of the city's total area of 40,202 acres. It is generally contained within the boundaries created by NW 16th Terrace to the west, NW 6th Street to the north, NE 2nd Street to the east and NW 16th Avenue to the south . The Study Area includes the Stephen Foster, Pine Park, and Hazel Heights neighborhoods. Stephen Foster is the largest of these three and makes up the majority of the Study Area. This area was annexed as part of the city of Gainesville in 1961 (Map 1-1).

In addition to the overall Study Area, two specific Subareas were assessed to determine if they contained the required conditions of blight to be designated a Redevelopment Area.

Subarea 1 makes up the western portion of the Study Area lying generally west of NW 8th Street. Subarea 1 is approximately 618 acres, which is 1.5 percent of the City's total area of 40,202 acres. It is generally contained within the boundaries created by NW 16th Terrace to the west, NW 6th Street to the north, NW 8th Street to the east, and NW 16th Avenue to the south. Subarea 1 is largely made up of single-family residences from the Stephen Foster Neighborhood. Commercial uses along NW 13th Street, NW 6th Street, NW 23rd Avenue and NW 16th Avenue include big box retail stores (i.e., Wal-Mart, Sam's Club, Publix, Albertsons and Lowes), ancillary uses and strip commercial plazas. Gainesville High School and Stephen Foster Elementary School are located in this Subarea (See Map 1-1).

Subarea 2 is primarily the eastern portion of the Study Area generally lying east of NW 8th Street. Subarea 2 is approximately 472 acres, which is 1.2 percent of the City's total area of 40,202 acres. It is generally contained within the boundaries created by NW 8th Street to the west, NE 39th Avenue to the north, NE 2nd Street to the east, and NW 21st Avenue to the south. Subarea 2 is largely made up of single-family uses from the Stephen Foster Neighborhood. Scattered commercial uses along NE 23rd Avenue, NW 6th Street and NE 39th Avenue include the Northside Shopping Center. The Cabot/ Koppers Superfund site also dominates the center of this Subarea. The Gainesville Street Division and the Nature Operations occupy a large portion at the north end of this Subarea. The Genesis Preparatory Schools is also located in this Subarea. In recent years, there has been some evidence of decline in this Subarea particularly related to commercial areas, and there currently are significant vacancies at Northside Shopping Center. The remediation of the Cabot/ Koppers Superfund site has the potential to create a great opportunity for redevelopment in this Subarea (See Map 1-1).

Tindale Oliver assessed and evaluated the Study Area, including Subarea 1 and Subarea 2 to consider the specific conditions that constitute slum or blight as indicated in the Act identified by the Florida Legislature, as described in Section 163.340 (7) or (8), F.S., and described previously.

1.5 GENERAL AND SOCIAL HISTORY

According to http://www.cityofgainesville.org/Community/AboutGainesville.aspx:

Gainesville is the largest city and county seat of Alachua County. It serves as the cultural, educational and commercial center for the north central Florida region. The city provides a full range of municipal services, including police and fire protection; comprehensive land use planning and zoning services; code enforcement and neighborhood improvement; streets and drainage construction and maintenance; traffic engineering services; refuse and recycling services through a franchised operator; recreation and parks; cultural and nature services; and necessary administrative services to support these activities. Additionally, the city owns a regional transit system, a municipal airport, a 72-par championship golf course and a utility. Gainesville is home to Florida's largest and oldest university, and is one of the state's centers of education, medicine, cultural events and athletics. The University of Florida and Shands Hospital at UF are the leading employers in Gainesville and provide jobs for many residents of surrounding counties.

According to historian Ben Pickard:

Alachua County was created in 1824 as a massive county, extending from the Georgia border to Tampa Bay. Constant partitioning and the Second Seminole War slowed the county's development, but the coming of the Florida Railroad opened up the interior for both settlement and trading. By 1860, Alachua County had over 8,000 inhabitants, while Gainesville, its main city, had some 232 residents. During the Civil War, Gainesville served as a major Confederate Commissary and was the site of two battles. Reconstruction brought martial law, Republican rule, the immigration of freed slaves, and an economic prosperity. By the end of Reconstruction, Alachua County had a population of over 18,000, while Gainesville with 1,400 residents was a mercantile center for cotton and vegetable crops.

During the next 25 years, the county continued to prosper as the citrus and phosphate industries gave Alachua a secure economic base. After two major fires in the 1880s, Gainesville rebuilt with all brick structures and constructed an imposing new red brick courthouse to signalize its growth from town to city. Gainesville's central location brought two more railroad connections, and with a population approaching 3,000, the city was one of the state's largest. The town now had an opera house, paved streets, city water, telephones and electric lights. Merchants built new homes near southeast downtown and along (what is now) University Avenue. New towns like Archer, High Springs, Melrose and Hawthorne, spawned by the railroad expansion and the citrus and phosphate boom, welcomed tourists, investors, and speculators. Alachua County entered the 20th century with a population of some 32,000 people, and a growing economy centered in the phosphate, cotton and vegetable industries.

In the first two decades of the new century a boll weevil blighted cotton crops and World War I brought an end to the phosphate industry. Still one of the most significant events in the history of the county occurred in 1905 when Gainesville was selected as the site for the University of Florida. When the university opened a year later it had only 102 students, fifteen faculty and two unfinished buildings. Twenty years later, the student body numbered 2,000 and attended classes in 13 Gothic-style buildings including a library, a gymnasium and an auditorium. By the 1930s, the university had become the most important staple in the county's economy and helped it weather both the land boom collapse of the mid-1920s and the long depression of the 1930s.

During these years before World War II, the county's population remained fairly constant at nearly 40,000, but Gainesville's inhabitants soared to almost 14,000, nearly four times its 1900 size.

The postwar era brought Alachua County a tremendous population growth and economic expansion. The influx of thousands of veterans seeking an education transformed both the university and Gainesville. The university expanded to over 9,000 students, admitted coeds in 1947, built a medical school in the next decades and, by 1970, had a student body of 23,000. By the end of the century, the university would enroll 44,000 students, be admitted to the prestigious Association of American Universities, and become one of the major research institutions in the entire south.

The county and city also changed dramatically in these postwar years. By 1970, Alachua County had 104,000 inhabitants with three-fourths of them residing in or around the Gainesville city limits. During these years Gainesville's downtown area became a professional and government center as the retail stores and merchants moved to large malls which were constructed in the northwest and southwest areas, especially around I-75. In the 1980s, its surrounding neighborhoods like the Duckpond, the southeast and the Pleasant Street areas all created historic districts and thus preserved their unique residential character and protected their Victorian homes. These preservation efforts spurred the city's willingness to sponsor and financially support significant restoration projects like the Thomas Center, the Hippodrome, the Seagle and the American Legion buildings. A new courthouse with an outdoor plaza, a new library and a five-story Union Street Station were built, while older buildings like the Star Garage, the Florida Theater and the Bethel Gas Station were restored. As a fitting climax to these revitalization efforts Money Magazine in 1995 named Gainesville as the most liveable city in America.

1.6 DEMOGRAPHIC DATA

City data for general population and other demographics were collected and taken into account in the analysis. According to Census data and the American Community Survey, the key features are as follows:

- Population = 127,488 (248,002 countywide) as of April 2013 according to the Bureau of Economic and Business Research
- Population change since 2000: +2.4%
- Median Age = 25 Years
- Households = 57,576
- Median Household Income = $31,426
- Taxes = 6% retail sales tax (food and medicine exempt)
  Homestead Exemption - up to $50,000
- Millage Rate = 4.5780 (for fiscal year 2014)
- For population 25 years and over in Gainesville (2012):
  - ◊ High school Graduate: 29.8%
  - ◊ Some College Education (no degree): 21.1%
  - ◊ Associate’s Degree: 8.7%

- ◊ Bachelor's degree of higher: 16.8%
- ◊ Graduate or professional degree: 9.4%

- Mean travel time to work (commute): 16.5 minutes
- Unemployment (2012): 8.7%
- Median gross rent (2012): $861

2.0 - Existing Conditions

2.0 EXISTING CONDITIONS

2.1 ENVIRONMENTAL CONDITIONS AND FEATURES

The Study Area including Subarea 1 and Subarea 2, has some notable environmental features, including the Cabot/Koppers Superfund site and the Hogtown and Springstead creeks.

2.1.1 CABOT/KOPPERS SUPERFUND SITE

The Cabot/Koppers Superfund site is located in the eastern portion of the Study Area (within Subarea 2) approximately one mile east of U.S. Highway 441. The property is a designated Superfund Site by the U.S. Environmental Protection Agency (EPA). According to the EPA's website, the site includes two properties: the Koppers area, covering 90 acres on the western side of the site, and the Cabot Carbon area, covering 50 acres on the eastern side of the site. Commercial businesses and apartments border the site to the north and south, undeveloped land borders the site to the east, and single-family homes border the site to the west. The City of Gainesville's Public Works Compound and Springstead Creek are located northwest of the site (Figure 2-1).

A wood treatment facility operated on the Koppers portion of the site from 1916 until 2009, and Cabot Carbon operated a charcoal production facility on that portion of the site. In 1984, EPA listed the site on the National Priorities List (NPL). A shopping mall, car dealerships, and several other stores and businesses currently operate on the Cabot Carbon portion of the site.

Site investigations by the EPA found contamination in ground water and soil that potentially could harm people in the area. Contamination resulted from waste-handling practices at the site. Contaminants of concern include arsenic, polycyclic aromatic hydrocarbons (PAHs), dioxins/furans, and creosote compounds. The surficial aquifer below the Cabot/Koppers Superfund site is contaminated with numerous compounds from previous processing operations at both sites. Underlying the surficial aquifer is the Hawthorn Group (HG). The HG consists of three clay layers with silty-clayey sand. Underlying the HG is the Floridan aquifer. At the site, the depth to the top of the Floridan aquifer is approximately 150 feet below ground surface. Recent investigations have revealed contamination in the HG and the underlying Floridan aquifer below the site. The City's Murphree Well Field extracts water from the Floridan and supplies the water for Gainesville.

In addition, the St. John's River Water Management District has listed the site and nearby surrounding area as a groundwater delineation area, which means all wells placed in the area require the District's approval. There is an extensive network of ground water monitoring wells on and around the site, along with groundwater extraction wells designed to ensure that contamination from the site does not threaten the Murphree Wellfied. The site is also located within the Alachua County Murphree Wellfield Protection Zone, which restricts installation of groundwater wells.

The most recent cleanup plan, or Record of Decision (ROD), was issued in 2011, which finalized cleanup activities for the Koppers area of the site. A consent decree between the EPA and Beazer East who is responsible for cleaning up the site was approved in 2013. The consent decree allows efforts to begin for the final remediation of the Koppers site. As of April 2014 soil removal and replacement is underway in the Stephen Foster neighborhood (adjacent to the western boundary of the former Koppers site) and is expected to

Figure 2-1: Cabot/Koppers Superfund Site

be complete in July 2014. As of April 2014 pilot testing had begun for final remediation strategies from the creosote on the Koppers site.

2.1.2 HOGTOWN AND SPRINGSTEAD CREEKS

The Hogtown and Springstead creeks flow through the Stephen Foster neighborhood and serve as the primary natural amenity in the Study Area, including both Subarea 1 and Subarea 2. Springstead Creek is a tributary of Hogtown Creek and starts just west of Marjorie Kinnan Rawlings Elementary School and flows past Stephen Foster Elementary School and the Creekside, Mariam Manor, and Pine Haven neighborhoods before joining Hogtown Creek. The creek drains an area that includes the Cabot/Koppers Superfund site. According to the Gainesville Clean Water Partnership, run-off has caused pollution issues in the stream.

2.1.3 FINDING

The contaminants of the Cabot/Koppers Superfund site on adjacent residential and commercial properties post unsanitary and unsafe conditions within the Study Area (within Subarea 2). The redevelopment potential of the contaminate site itself will be difficult since it is still in the process of being cleaned up. While topsoil replacement and other strategies are being used adjacent to the site, there is farther reaching damage that may continue to affect the value of affected properties. Additionally, the lack of activity on the large Cabot/ Koppers Superfund site contributes to visual blight and possible unsafe conditions for the Study Area and Subarea 2.

Continued clean up efforts are required to ensure the site can be redeveloped in the future and contribute activity and economic value. Programs to encourage and ensure the maintenance of properties closest to the site can improve the physical and visual blight of neighborhoods within the Study Area and Subarea 2.

2.2 CONDITIONS OF STRUCTURES

To determine if there was a "substantial number of deteriorating or deteriorated structures" within the Study Area, Subarea 1 and Subarea 2, multiple analyses were undertaken.

2.2.1 IMPROVEMENT QUALITY

The first analysis was to summarize structure conditions, as documented in the Alachua County Property Appraiser database. The database includes a field named "Improvement Quality," which rates the physical improvements on a scale of 1–5, with 1 being Below Average and 5 being Excellent. These ratings were mapped for the Study Area, Subarea 1, and Subarea 2 and are shown in Map 2-1. As can be seen in the map, most of the structures within the area are considered Average, though there are a substantial number of structures that are rated Below Average.

The following is a comparison of this data between the Study Area, Subarea 1, and Subarea 2 with City of Gainesville and Alachua County

Study Area

The Study Area has more properties categorized as 3's and 2's. With 0.5 percent of properties rated 4 (compared with Gainesville's 7.5 percent and Alachua County's 13.3 percent) and none rated 5, the Study Area has more 2's than Gainesville and Alachua County combined.

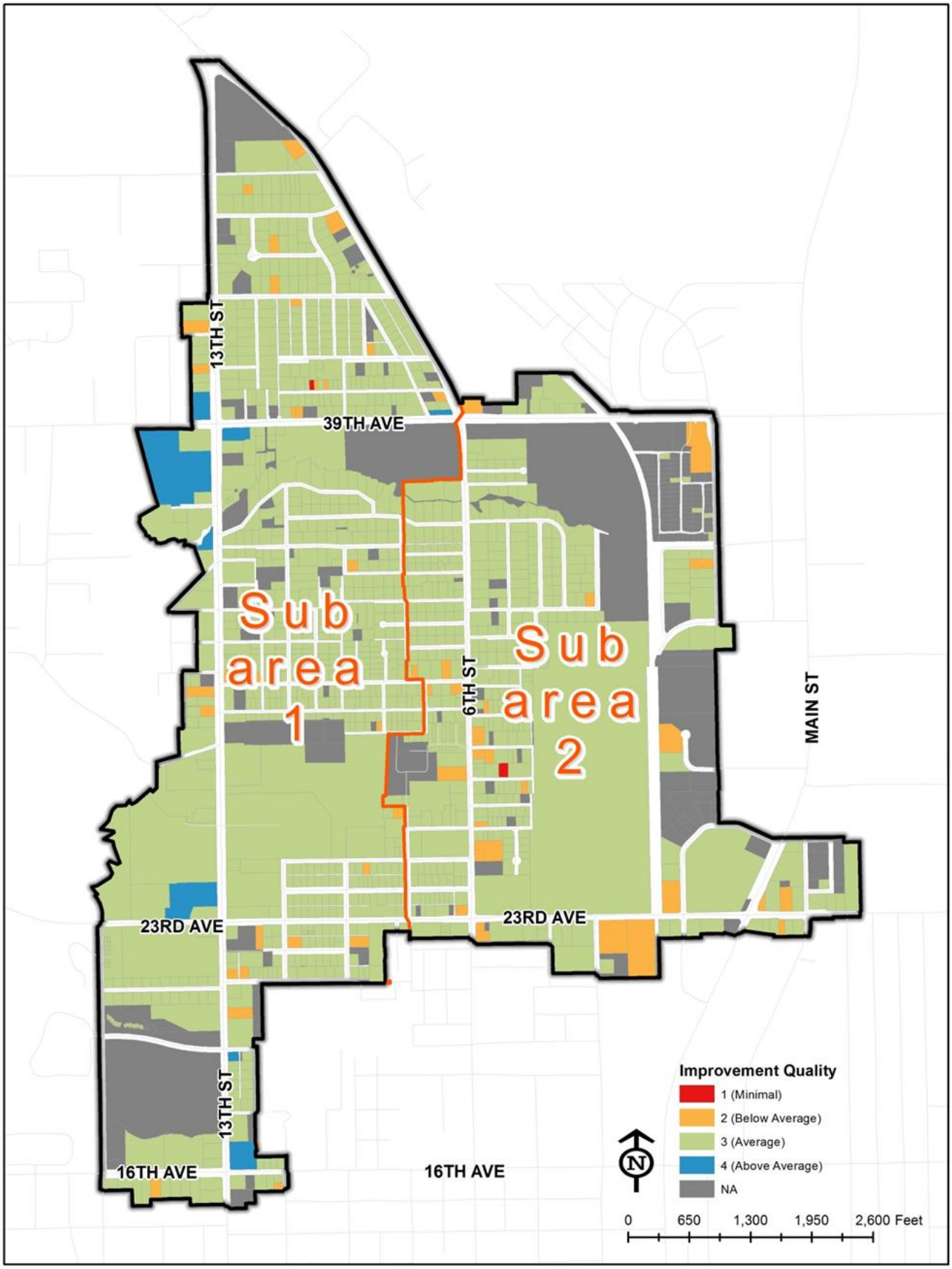
Subarea 1

Subarea 1 has more properties categorized as 3's and 2's. With 0.8 percent rated 4 (compared with Gainesville's 7.5 percent and Alachua County's 13.3 percent) and none rated 5.

Subarea 2

Subarea 2 has more properties categorized as 3's and 2's. With none rated 4 (compared with Gainesville's 7.5 percent and Alachua County's 13.3 percent) and none rated 5.

The map does not address the improvement quality of the Cabot/Koppers Superfund site. While the site is categorized as "average" because of its current lack of significant structures, the map does not take into account its polluted nature and the potential threat to the surrounding neighborhoods. Vacant and very difficult to develop, it also has an impact on the stability of development along 23rd Avenue. In the case of the Cabot/Koppers site, the perception of a whole site is as important as a single building. Even if the structures are considered average, the site is functionally obsolete, and therefore considered blighted.



Map 2-1: Study Area Improvement Quality

2.2.2 FIELDWORK OF EXISTING CONDITIONS

The second analysis included fieldwork to document existing conditions. Building upon the analysis described on the previous pages, a field survey of structures was conducted in January 2014. The survey documented every block within the Study Area and documented the location of deteriorating structures and unsafe conditions, unsanitary conditions, and outdated building density patterns. The field survey included photographing and documenting of existing structure conditions throughout the Study Area.

A summary of this fieldwork is included in Table 2-1, and some representative examples of structural and unsanitary conditions are shown in Figure 2-2. This data shows that there are a significant percentage of deteriorating structures, unsanitary conditions, and outdated density patterns within the Study Area, Subarea 1 and Subarea 2.

Table 2-1: Summary of Property Conditions - By Number of Blocks (71 Total Blocks)

Condition	Study Area		Subarea 1		Subarea 2	
	Number (Total = 71)	% of Total	Number (Total = 43)	% of Total	Number (Total = 28)	% of Total
Deteriorating Structures and Unsafe Conditions	46	65%	29	67%	17	61%
Unsanitary Conditions	27	38%	16	37%	11	39%
Outdated Building Density Patterns	16	23%	12	28%	4	14%

2.2.3 CODE ENFORCEMENT

The third analysis was an examination of code enforcement cases within the Study Area, Subarea 1 and Subarea 2. While some of the buildings are in sound condition with general maintenance of the structures, such as painting, pressure washing, landscaping, etc., being at issue, many of the buildings and sites are underused and discourage reinvestment in the community. Some of these conditions relate to improper or poor maintenance of yards and improvements and structural deterioration such as broken signs, cracked driveways and sidewalks, and broken storm-water drainage systems.

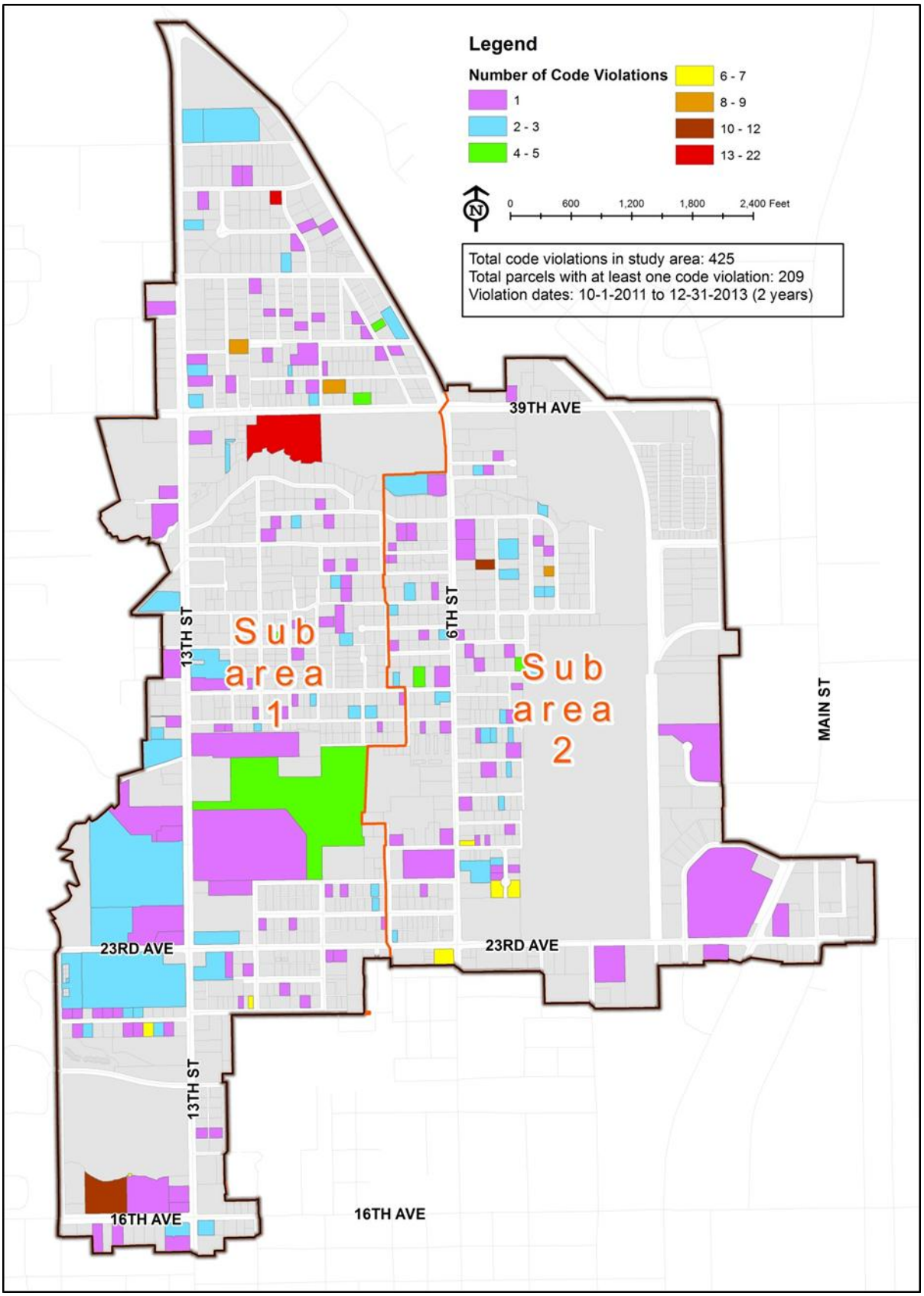
Code enforcement data is another good indicator of property/structure condition and ongoing maintenance. For the Study Area, Subarea 1 and Subarea 2, two years of Code enforcement data were analyzed. The majority of the code violations are located along the major corridors (See Map 2-2).

Study Area

Within the Study Area between 2011 and 2013, 425 parcels received code violations (2,155 total violations). The most common type of code violation over the two-year period was Major Housing Violation (MJRHOUSE). Whereas there are some single-family residential sites with a significant number of code violations, most are spread throughout the Study Area, with the exception of the Palms at Brook Valley Apartments at 1101 NW 39th Street.

Figure 2-2: Examples of Deteriorating Structures and Unsanitary and Unsafe Conditions

Figure 2-3: Examples of Outdated Building Patterns



Map 2-2: Study Area Code Violations

In addition, there is a concentration of properties adjacent to the Cabot/Koppers Superfund site to the west. These single-family residential properties have been affected by significant disinvestment and other negative effects in relation to their proximity to the site.

Of the 10,203 code violations within Gainesville from 2011–2013, 21 percent came from the Study Area, despite only being 2.71 percent of its total area.

Subarea 1

Within Subarea 1 between 2011 and 2013, 277 parcels had received code violations totaling 1,605 code violations. The most common type of code violation over the two-year period was Major Housing Violation (MJRHOUSE). Whereas there are some single-family residential sites with a significant number of code violations, most are spread throughout Subarea 1, with the exception of the Palms at Brook Valley Apartments at 1101 NW 39th Street.

Of the 10,203 code violations within City of Gainesville from 2011–2013, 16 percent came from the Subarea 1, despite only being 1.5 percent of its total area.

Subarea 2

Within Subarea 2 between 2011 and 2013, 148 parcels had received code violations totaling 550 code violations. The most common type of code violation over the two-year period was Major Housing Violation (MJRHOUSE). Whereas there are some single-family residential sites with a significant number of code violations, most are spread throughout Subarea 2. In addition, there is a concentration of properties adjacent to the Cabot/Koppers Superfund site to the west. These single-family residential properties have been affected by significant disinvestment and other negative effects in relation to their proximity to the site.

Of the 10,203 code violations within City of Gainesville from 2011–2013, 5 percent came from the Subarea 2, despite only being 1.2 percent of its total area.

2.2.4 STRUCTURE AGE

Most of the residential development within the Study Area, Subarea 1 and Subarea 2 occurred more than 50 years ago (See Map 2-3). Because these homes are not of historical importance, this is evidence of a lack of investment and redevelopment over time. The majority of commercial development is more than 30 years old, and many commercial properties have become obsolete due to changing market expectations. Commercial development along the corridors of NW 13th Street, 39th Avenue, and 23rd Avenue demonstrate the need for redevelopment. Whereas some commercial parcels have been renovated, many are outdated and vacant. Table 2-2 shows that the overwhelming majority of properties were constructed more than 30 years ago.

Table 2-2: Structure Age by Years			
Age (years)	Location		
	Study Area	Subarea 1	Subarea 2
0-10	123	97	26
11-20	25	18	7
21-30	78	47	31
31-50	222	142	80
50+	899	595	304
N/A	225	79	146
TOTAL:	**1,347**	**899**	**448**

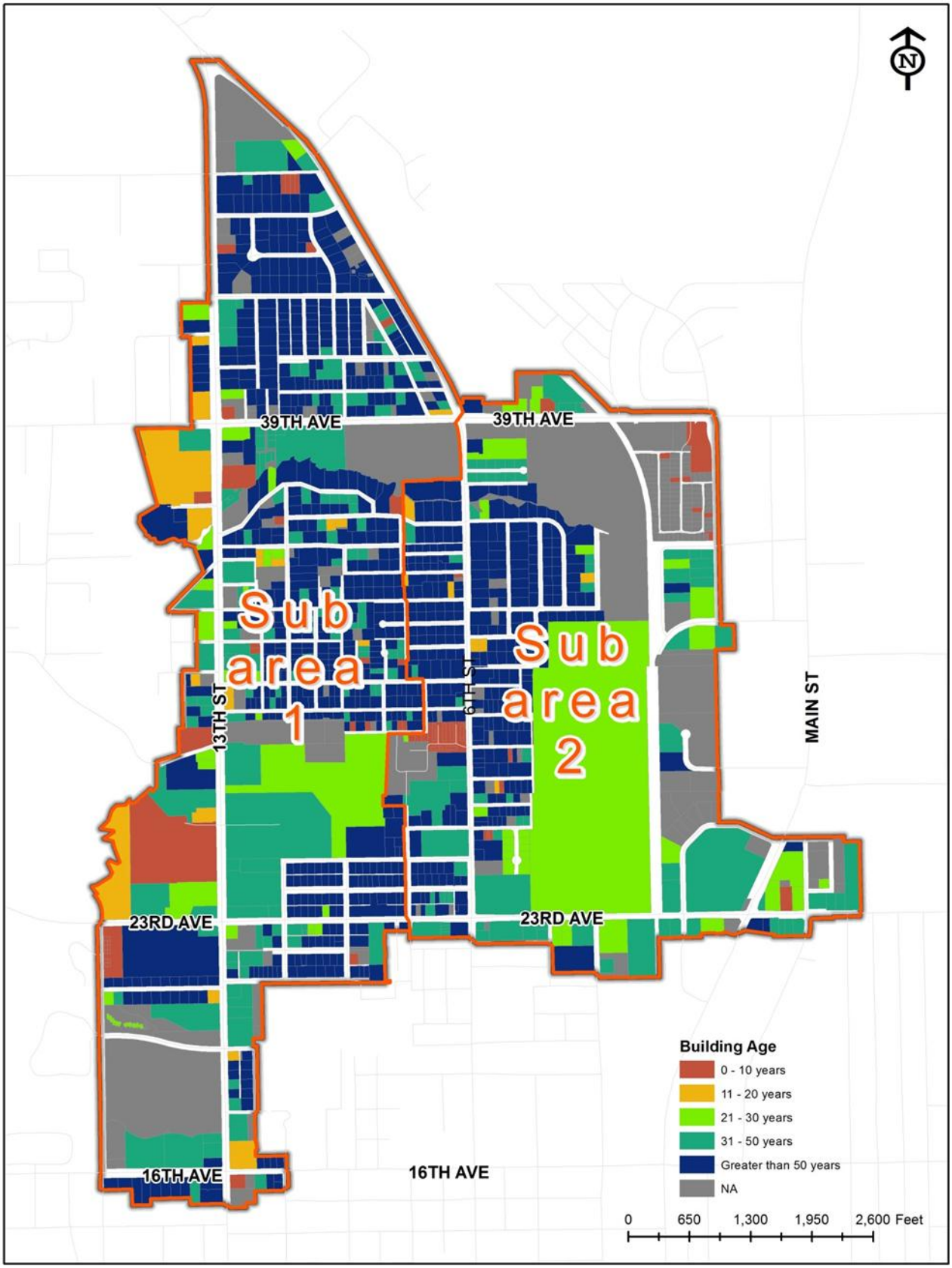
2.2.5 BUILDING PERMIT ACTIVITY

Within the Study Area, including Subarea 1 and Subarea 2, in the last two years, there have been a total of 425 permits of 48 different types (See Table 2-3). Of those, the most common types are commercial remodels, electrical remodel/electrical wiring, mechanical change out/mechanical remodel, and reroofing. The property with the most permits (14) is the shopping center in the northwest corner of NE 23rd Avenue and N. Main Street, which was recently renovated. The largest parcels within the Study Area had the following permits:

- 1349 NW 23rd Avenue (Parcel #: 09009001000) – electrical wiring and plumbing (Subarea 1)
- 2649 NW 13th Street (Parcel #: 08306002000) – gas piping and vending booth (Subarea 1)
- 2801 NW 13th Street (Parcel #: 08306010002) – mechanical change out and sign electrical (Subarea 1)
- 1101 NW 39th Avenue (Parcel #: 08267004000) – electrical wiring, plumbing repipe, reroof shingles (Subarea 1)
- 405 NW 39th Avenue (Parcel #:08248000000) – commercial remodel, electrical remodel, fire alarm, fire suppression (Subarea 2)
- Cabot/Koppers Superfund Site – electrical wiring and new aluminum structures (Subarea 2)
- 2349 N. Main Street (Parcel #: 08244001014) – commercial remodel, electrical remodel, electrical service repair/upgrade, fire alarm, fire suppression, mechanical change out, mechanical remodel, plan search, plumbing remodel, sign electrical (Subarea 2)

The number of permits by year is shown in Table 2-3.

Table 2-3: Building Permits by Years			
	# of Permits		
Age	Study Area	Subarea 1	Subarea 2
10/2011-10/2012	261	184	77
11/2012-10/2013	164	97	67
TOTAL:	**425**	**281**	**144**



Map 2-3: Structure Age

Consistent with other map data analysis, most of the permit activity is found along the major corridors in the Study Area, specifically in Subarea 1. Permit activity has been minimal and is representative of small renovation projects. See Map 2-4: Building Permit Activity.

2.2.6 BUILDING-TO-LAND RATIO

The building-to-land-value ratio is often used as an indicator of redevelopment readiness by identifying properties with undervalued structures. This ratio is calculated by dividing the appraised value of existing buildings on a property by the appraised value of the underlying land. A low building-to-land ratio (below 1.0) typically indicates that either the built improvements on the property have depreciated or the property's location is such that the land is more valuable than the buildings. Low ratios often indicate areas where there is a market desire or need for reinvestment or redevelopment of the property. As a general rule, a building-to-land-value ratio is best used in identifying land-use patterns or areas with undervalued structures.

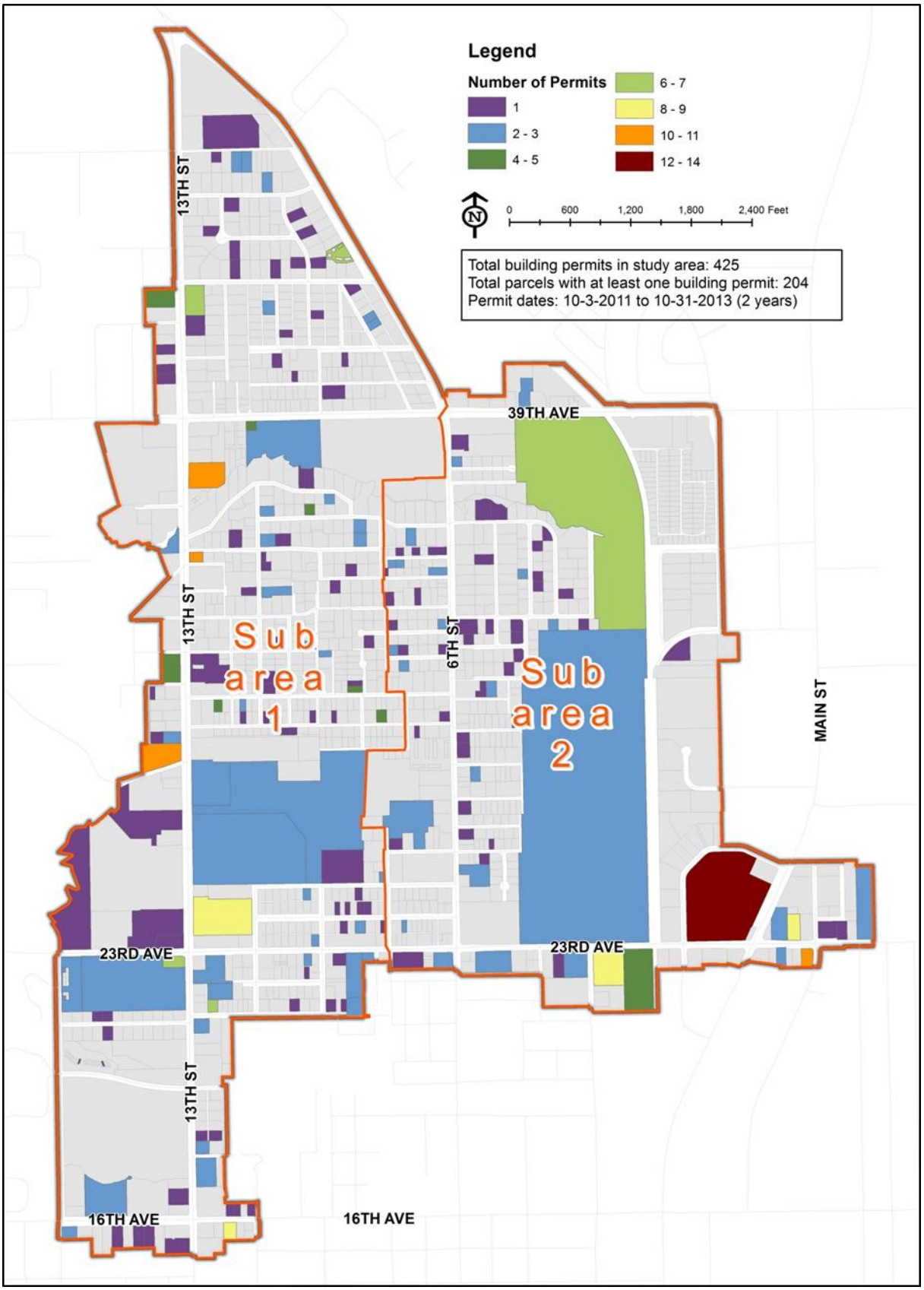
Whereas the single-family residential neighborhoods in the Study Area, including Subarea 1 and Subarea 2 have parcels with ratios less than 1.0, showing the need for redevelopment, these areas are the most stable within the Study Area based on their building-to-land-value ratio. The parcels with the lower ratios are found along the commercial corridors, particularly in Subarea 1 along NW 13th Street, demonstrating that these areas are in need of the most redevelopment. This is consistent with prior data analysis (see Map 2-5).

Within Subarea 2, as expected, the Cabot/Koppers Superfund site has one of the lowest ratios, which is under 0.5. The ratio of many of the single-family homes adjacent to site to the west, however, do not appear to have ratios that reflect the observed conditions on the ground. In order to determine the potential reasoning as to why the housing stock near Cabot/Koppers Superfund site did not have ratios as low as expected, some additional analysis was completed. On the east side of 6th Street, which is closer to Cabot/Koppers, the average building value isn't drastically lower, but the land value is much lower (less than half of the value of land on the east side of 6th Street.) This difference in valuation reflects the pollution issues (real and perceived by the market) associated with proximity to the Cabot/Koppers Superfund site (See Map 2-6)

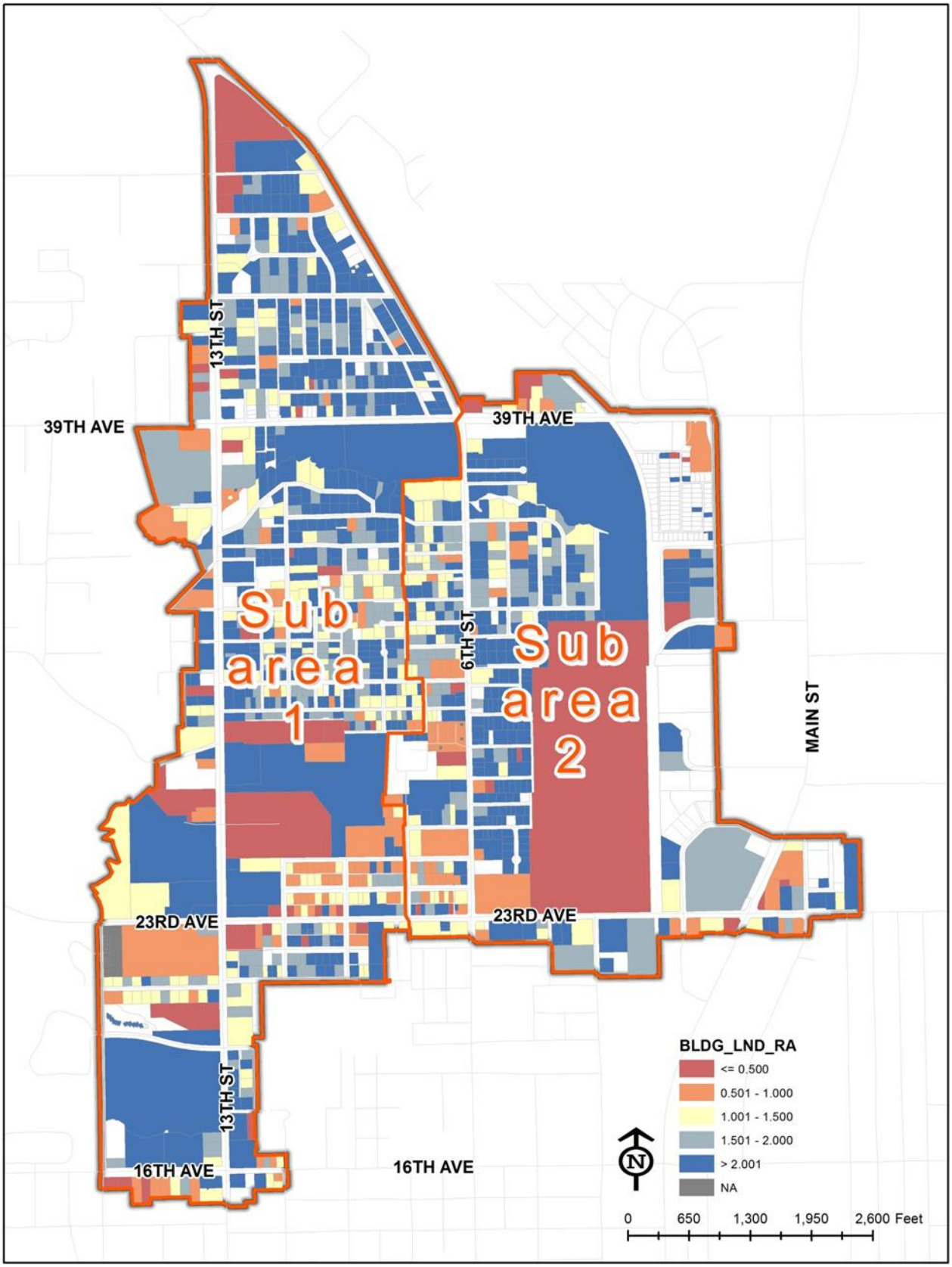
2.2.7 FINDING

This analysis of improvement quality, fieldwork of existing conditions, code enforcement, structure age, building permit activity, and building-to-land ratio demonstrates that there are a "substantial number of deteriorating or deteriorated structures" within the Study Area, including Subarea 1 and Subarea 2 ranging from improper or poor maintenance of yards and structural deterioration, outdated building patterns, and lower property values. contributing factors serve as qualifying conditions for blighted area. Improper siting and placement of refuse collection creates unsanitary and unsafe conditions, which contribute to visual and physical blight.

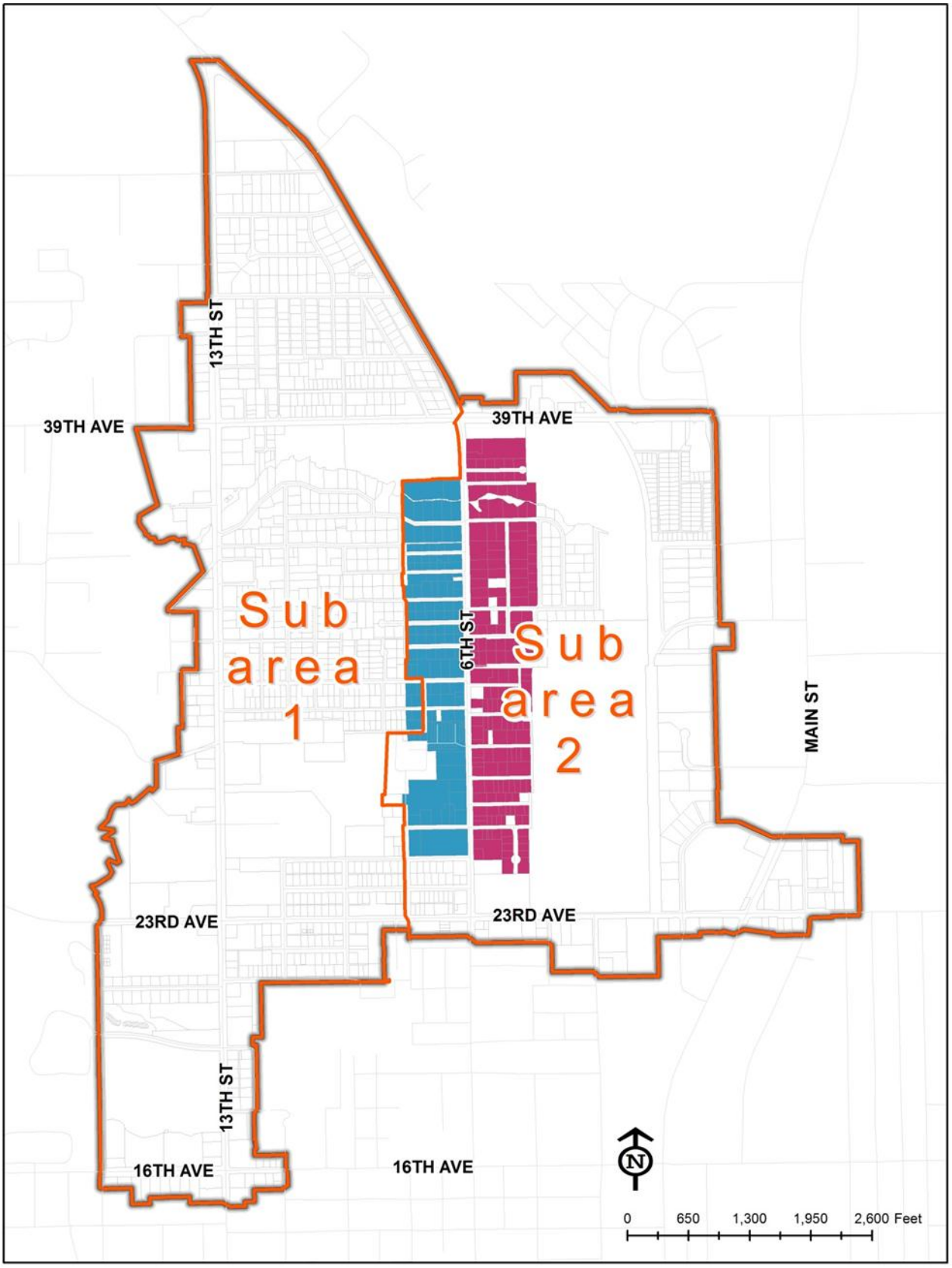
Subarea 1 is larger in land area consisting of more single-family and multi-family residences, and commercial uses in comparison to Subarea 2. In addition, there are older structures with a need for redevelopment, and more code enforcement violations and building permit activities in Subarea 1. The large Cabot/Koppers Superfund site in Subarea 2 contributes to visual blight, possible unsafe conditions and devaluation of surrounding properties.



Map 2-4: Building Permit Activity



Map 2-5: Building-to-Land Value Ratio



Map 2-6: Building-to-Land Value Ratio Comparison - 6th Street

2.3 LAND USES

The City of Gainesville's existing land use, zoning, and future land use were reviewed to reach a reasonable understanding of the pattern of development activity within the Study Area, including Subarea 1 and Subarea 2, identify whether existing land uses are permitted under current zoning regulations, assess whether neighboring uses are compatible with each other, and determine whether certain uses assist or deter development activity.

EXISTING LAND USE

The existing land use within the Study Area and Subarea 2 includes eight generalized land use categories, and Subarea 1 includes five generalized land use categories (See Map 2-7). The most predominant land uses are residential, commercial, and industrial.

The Stephen Foster neighborhood is at the center of the Study Area, and a portion of it is in both Subarea 1 and Subarea 2. The neighborhood is surrounded by major commercial corridors including NW 13th Street and NE 23rd Avenue. In addition to the commercial corridors, NW 39th Avenue and NW 6th Street support residential and institutional uses. While the Cabot/Koppers Superfund site is classified as Industrial, it is and will remain vacant through the environmental remediation process.

ZONING

As demonstrated by the following list, the existing zoning within the Study Area, including Subarea 1 and Subarea 2, includes a wide variety of classifications. This variety reflects the general land use pattern in the area and its fairly strict separation of uses. The majority of the area is zoned for single-family residential with auto-oriented commercial along the major corridors. This is a development pattern consistent with post-War suburban development. The specific zoning classifications found in the Study Area, Subarea 1, and Subarea 2 are area show in Map 2-8.

The City's Land Development Code is currently being updated to incorporate form-based principles, with the intent of allowing more mixed-use development following urban design principles. Form-based codes focus on the physical form and design of developments in certain areas of the city rather than just a separation of use types. Form-based codes employ the transect (a geographical cross-section of a region that reveals a sequence of environments that ranges from rural to urban) to regulate development.

FUTURE LAND USE CATEGORIES

The existing future land uses within the Study Area, including Subarea 1 and Subarea 2 consist of the following classifications and associated acreages (See Table 2-4 and Map 2-9).

The Study Area, including Subarea 1 and Subarea 2 is spread out over many land uses, with the most acreage being devoted to single-family housing, industrial (Subarea 2 only), and mixed-use medium density (MUM). A MUM designation covering several big-box retailers and surface parking lots in the southwest corner of the Study Area positions these well-located sites (off the intersection of NW 23rd Avenue and NW 13th Street in Subarea 1 and N. Main Street in Subarea 2) for redevelopment. The most common FLU category, single-family housing, will be supportive of new retail uses in this location. The Cabot/Koppers site (Subarea 2) is designated as a Superfund by the EPA. This site's location adjacent to single-family neighborhoods and the retail corridor

of N. Main Street allows for the potential of redevelopment in the future as a commercial, recreational, or mixed-use with a residential component, according to the ROD released in February 2011.

The Study Area, including Subarea 1 and Subarea 2 is extremely deficient in recreational space, with only 0.3829 of an acre dedicated to that use (mostly in Subarea 1). With single-family neighborhoods and the increase of residential through mixed-use development in the future, a commitment to increasing recreational and community open space is necessary to make the Study Area, including Subarea 1 and Subarea 2 more livable for existing/future residents.

Table 2-4: Future Land Use Categories by Acreage

Future Land Use Category	Study Area	Subarea 1	Subarea 2
C - Commercial	40.02	19.57	20.45
CON - Conservation	4.99	3.80	1.19
EDU - Educational	44.94	44.94	0
IND - Industrial	141.81	0	141.81
MUL - Mixed Use Low Intensity	76.45	63.17	13.28
MUM - Mixed Use Medium Intensity	135.27	110.12	25.15
O - Office	62.33	45.77	16.56
PF - Public Facilities	49.67	9.30	40.39
PUD - Planned Use District	6.14	3.68	2.45
REC - Recreation	0.38	0.38	0
RL - Residential Low Density	89.66	49.51	40.15
RM - Residential Medium Density	29.98	29.98	0
SF - Single Family	213.29	119.80	93.49
TOTAL:	**894.93**	**500.02**	**394.92**

COMMERCIAL PARCELS

The nature of retail and business along the major corridors, particularly NW 13th Street, 39th Avenue and 23rd Avenue has changed dramatically over the years, and many of the small-scale sites find themselves at a competitive disadvantage. A sustainable commercial development requires more than one acre to be viable and a residential mixed-use development requires at least 2 acres to meet minimum residential densities. The property appraiser database shows the commercial parcel sizes located along NW 13th Street, 39th Avenue, 23rd Avenue and NW 16th Street (See Table 2-5 and Map-2-10).

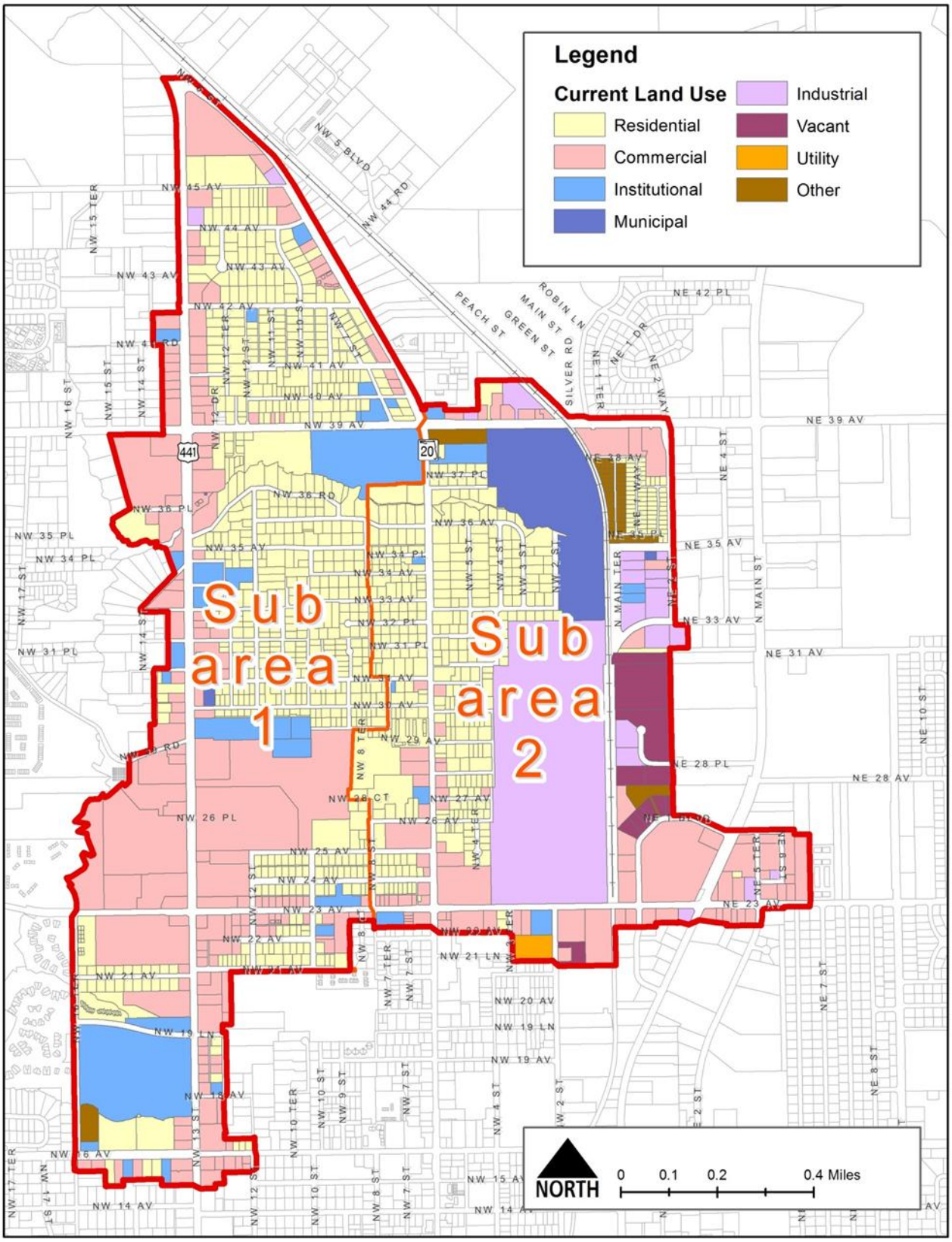
Table 2-5: Commercial Parcel Sizes

Location	# of Commercial Parcels	Less than 1 Acre	Between 1 and 2 Acres	Greater than 2 Acres
Study Area	261	203	31	27
Subarea 1	178	139	22	17
Subarea 2	83	64	9	10

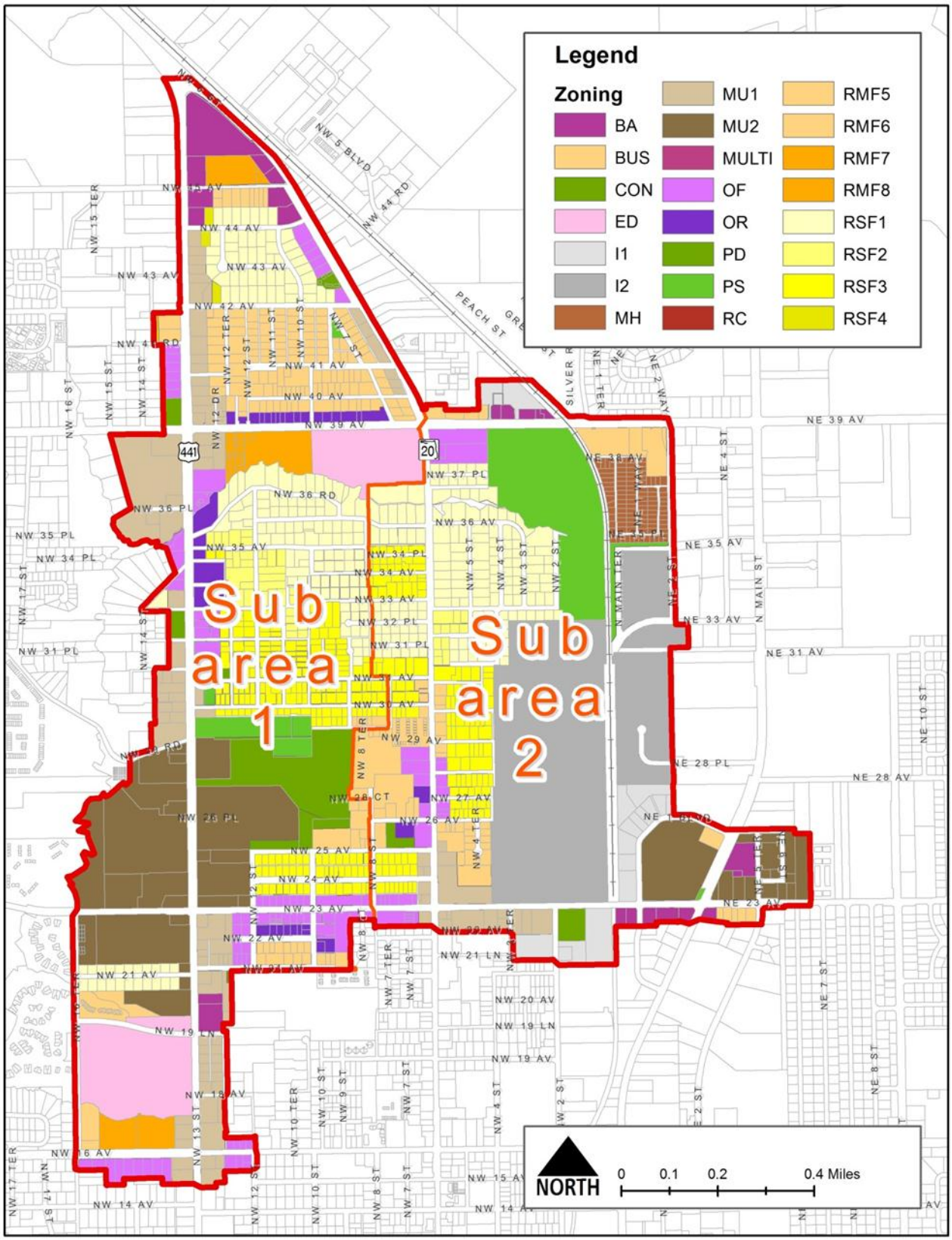
FINDING

The land use patterns found in the Study Area including Subarea 1 and Subarea 2 are evident of a strict separation of uses focused on auto-oriented commercial uses and established neighborhoods. Many of these commercial lot sized, especially adjacent to neighborhoods, are outdated and inadequate to support redevelopment that would benefit the community. Some of these lots and buildings may be left vacant, leaving them subject to physical deterioration.

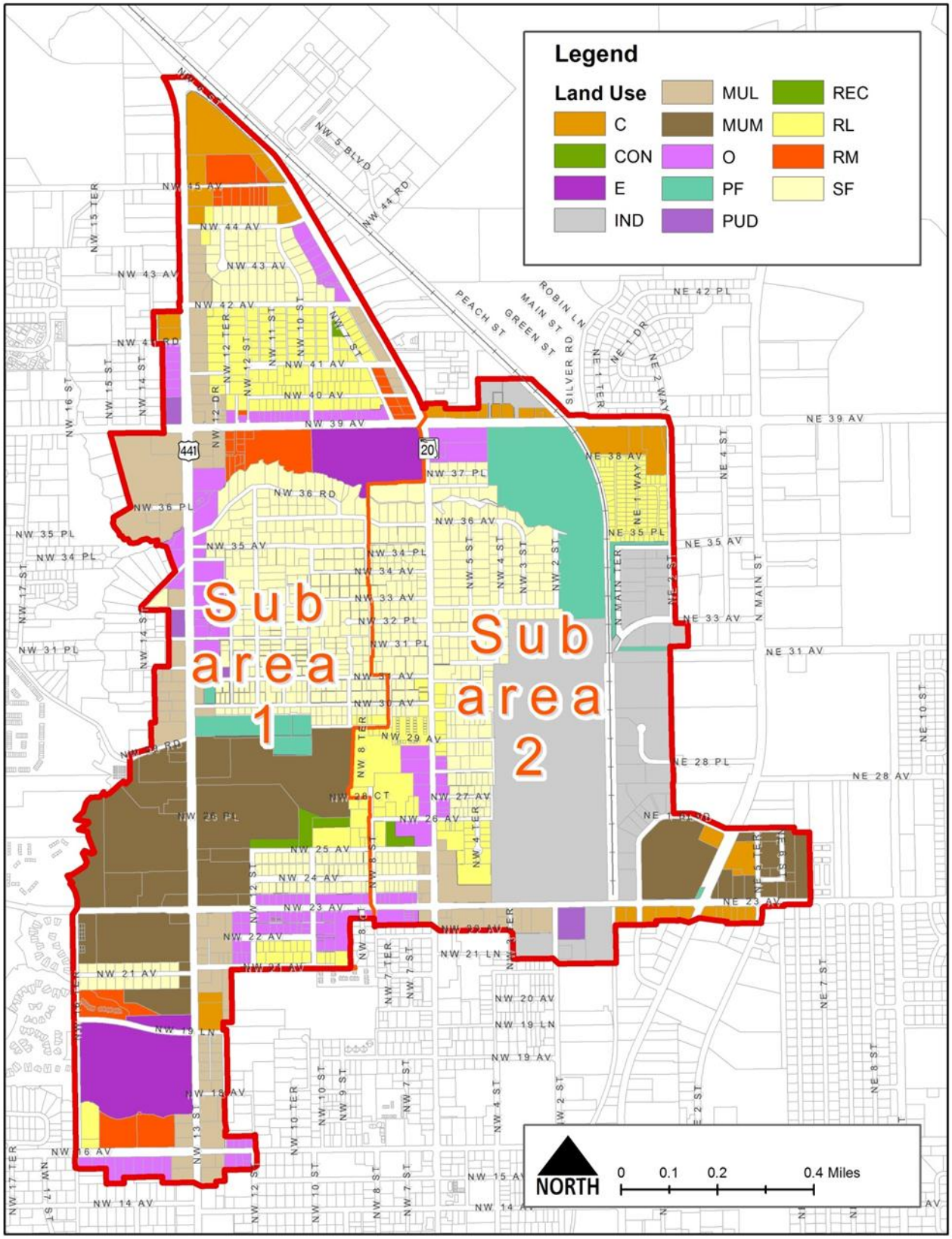
The designation of big-box retailers and surface parking off the intersection of NW 23rd Avenue and NW 13th Street in Subarea 1 and NE 23rd Avenue and N. Main Street in Subarea 2 as a MUM are the most supportive of redevelopment. The designation of land uses and zoning in other parts of the Study Area including Subarea 1 and Subarea 2 to allow for mixed-use development will encourage future development and be supported by established neighborhoods.



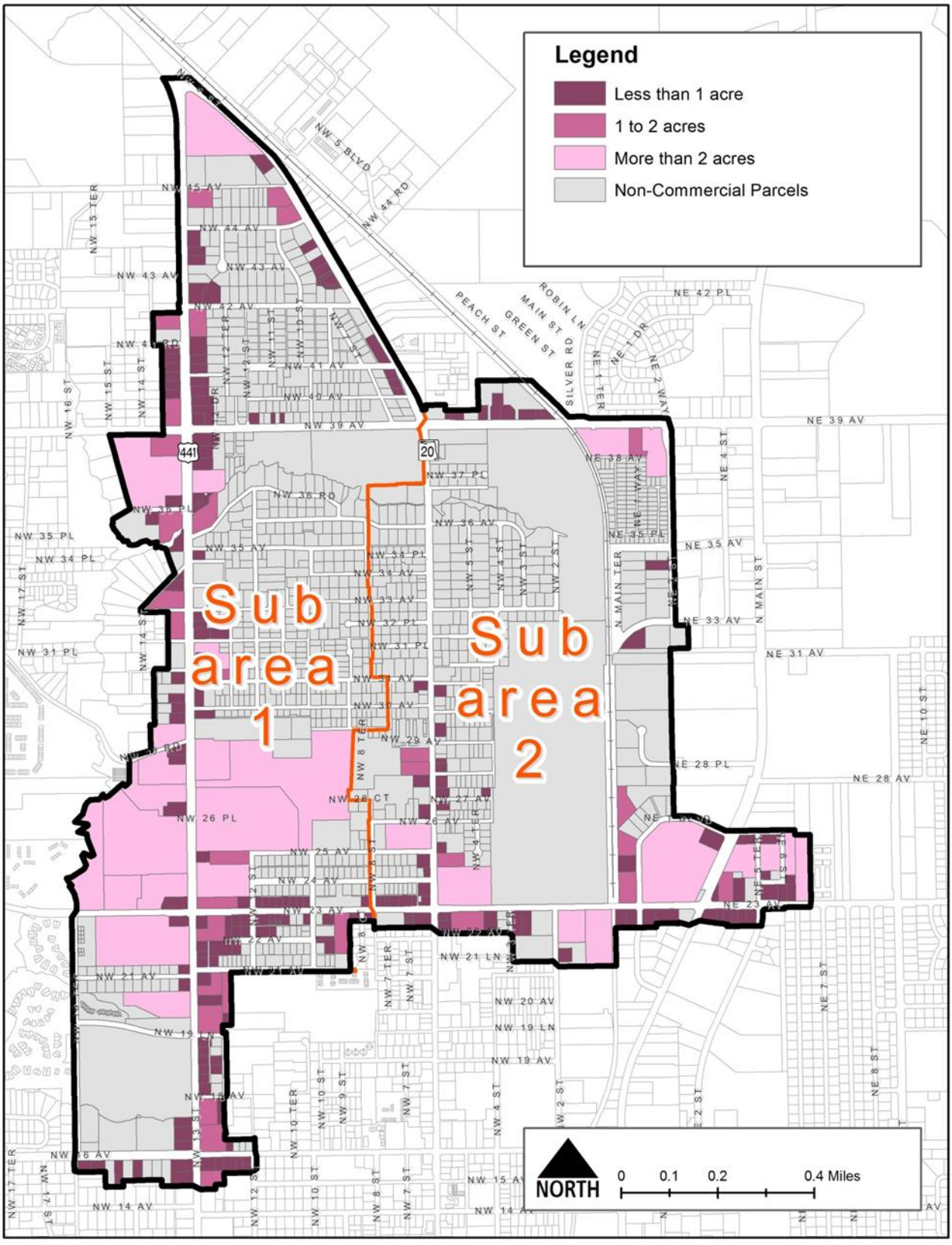
Map 2-7: Existing Land Use



Map 2-8: Zoning Map



Map 2-9: Future Land Use Map



Map 2-10: Commercial Parcels by Size

2.4 ROADWAYS, SAFETY, AND PARKING

The Study Area is located in a well-connected part of Gainesville in between four main corridors of the City. The Corridors along 39th Avenue, NW 13th Street, 23rd Avenue and N. Main Street accommodate transit routes, and provide commercial and neighborhood uses for the established residential areas. While transit is provided, the private automobile is the predominate form of transportation. Walking and biking appear minimal.

The gridded street pattern and its proximity to the center of the city have the potential to encourage redevelopment and improved access. The enhancement of the grid through large redevelopment sites will improve congestion and access for the neighborhoods.

The roadway network includes arterial, collector, and local roads. Major intersections include NW 39th Avenue/NW 13th Street (Subarea 1), NW 23rd Avenue and NW 13th Street (Subarea 1), NE 23rd Avenue and NW 6th Street (Subarea 2), and NE 39th Avenue and NW 6th Street (Subarea 2). All streets appear paved.

The following are the functional classifications and current levels of service (LOS) of thoroughfare roads in the Study Area including Subarea 1 and Subarea 2 (See Table 2-6).

Table 2-6: Roadway network within the Redevelopment Area

Road	Classification	Lanes	Jurisdiction	Current LOS
13th Street (Subarea 1)	Principal Arterial	4 Lane Divided	Federal	C
6th Street (Subarea 2)	Minor Arterial	4 Lane Undivided	State	N/A
Main Street (Subarea 2)	Minor Arterial	4 Lane Divided	County	B
39th Avenue (Subarea 1 and Subarea 2)	Principal Arterial	4 Lane Divided	State	B
23rd Avenue (Subarea 1 and Subarea 2)	Collector	4 Lane Undivided	City/State	C
NW 16th Avenue (Subarea 1)	Minor Arterial	4 Lane Divided	County	D

Source: City of Gainesville, Comprehensive Plan, Adopted 2013

Examination of traffic accident data shows that there are clear concentrations of accidents within the Study Area. These clusters are particularly pronounced in Sub-Area 1 along NW 13th Street. These clusters are focused primarily on intersections, though they do spread out across the corridor as well. In Subarea 2, accidents are primarily clustered along NW 39th Avenue and NW 6th Street. In addition, there appears to be a significant cluster of accidents at the intersection of NW 23rd Avenue and NW 6th Street.

It is not known if these accidents are caused by defective infrastructure, or if they are simply a function of a number of other factors including the traffic volume and number of major intersections. It was noticed during field observations, that access management is problematic along many of the corridors, including NW 13th Street, which could potentially create conditions conducive to traffic accidents. The excessive number of driveways connecting to aged commercial centers coupled with the limited number of turn/deceleration lanes does do help to create a situation where conflicts are more likely to occur. Table 2-7 summarizes the number of accidents identified within the Study Area for each year 2009-2013. Map 2-11 illustrates accident locations.

Table 2-7: Traffic-Related Accidents

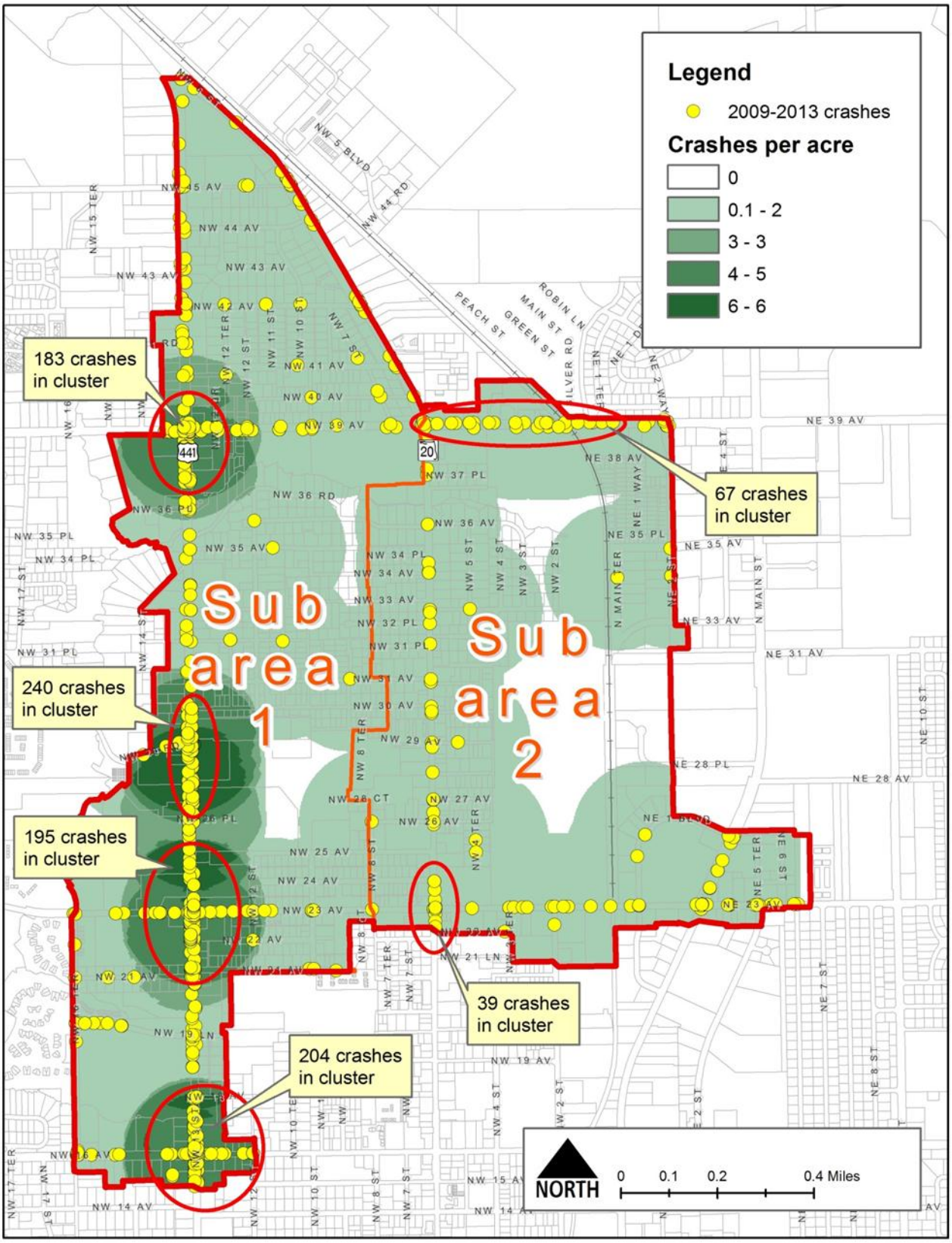
Location	2009	2010	2011	2012	2013	TOTAL
Study Area	283	360	304	298	212	**1457**

Field observations identified concerns with the condition of roadway pavement within the Study Area including Subarea 1 and Subarea 2. Map 2-12 documents the condition of streets from a scale of 0 to 100. According to the City of Gainesville's standard, pavement with a rating of 65 or less is in need of resurfacing. Based on that standard, 2.29 miles of roadways of the 20.04 total miles of roadways in the study area are inadequate. The majority of these streets are in the Stephen Foster neighborhood (Subarea 1 and Subarea 2), the neighborhood between NW 6th Street and the Cabot/Koppers Superfund Site (Subarea 2), and adjacent to the NW 23rd Avenue and NW 13th Street corridors (Subarea 1). Figure 2-4 demonstrates the poor roadway condition in parts of the Study Area including Subarea 1 and Subarea 2.

Additionally, inadequate roadway access is very common in the Study Area including Subarea 1 and Subarea 2 (See Figure 2-5). Particularly in residential areas, driveways are often crumbling asphalt or dirt. As a result of poor access or inadequate parking, there are some cases where driveways have been created by vehicles driving onto grass. Also, the access management along the commercial corridors also creates safety problems for bicyclists and pedestrians alike.

An additional concern identified during the field observations included the poor condition of parking lots. Many of the commercial sites have parking lots that are less than adequate, particularly older and shallower sites adjacent to neighborhoods. Field observations revealed that parking lots were deficient in one or more of the following areas:

- Lack of drainage and retention
- If paved, has cracks and requires resurfacing
- Needs striping or re-striping



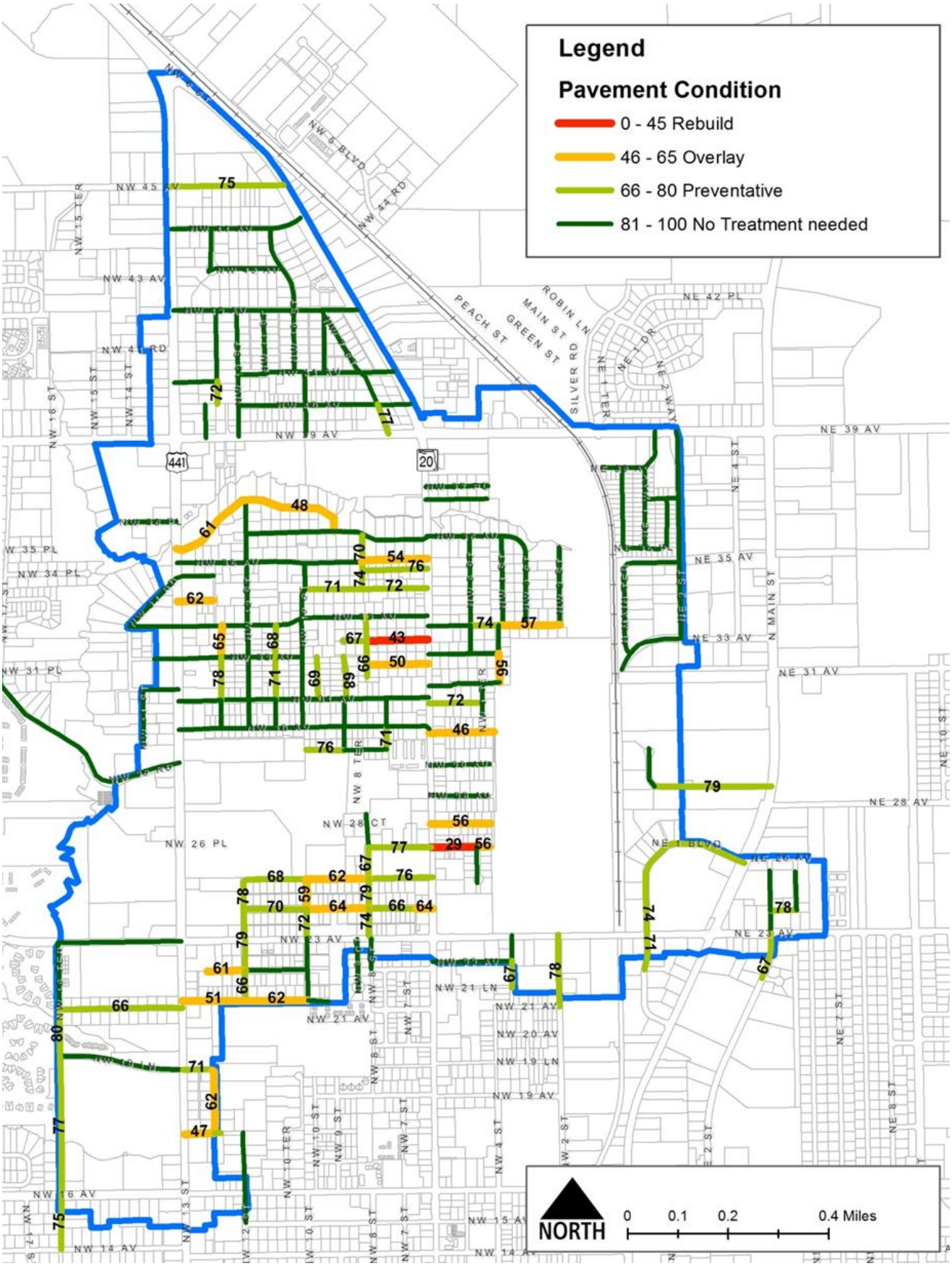
Map 2-11: Traffic Accidents

- Insufficient/no curbing
- Insufficient/no lighting
- Insufficient/no landscaping

On-site parking and its related problem of access management, within the Study Area is an element that requires considerable attention. The lack of coordination among the sites from small lots and small individual developments contributes to the overwhelming problem of access management and numerous driveways and curb cuts. The parking conditions as described have contributed to the overall underutilization of the area.

FINDING

The documented traffic congestion and concentration of vehicular accidents demonstrate unsafe conditions along the commercial corridors, which include major arterial roadways along NW 13th Street (Subarea 1), 39th Avenue (Subarea 1 and Subarea 2), 23rd Avenue (Subarea 1 and Subarea 2), and NW 6th Street (Subarea 2). Field observations and analysis confirm that existing access management and roadway conditions are inadequate or defective and contribute to unsafe conditions. Inadequate parking and accessibility problems due to faulty lot layout and outdated building patterns may be a deterrent to future development until parcels are acquired.



Map 2-12: Pavement Conditions

Figure 2-4: Examples of Unsafe Roadways

Figure 2-5: Examples of Inadequate Access Management

2.5 PUBLIC TRANSPORTATION

Existing bus service is provided by Gainesville Regional Transit Service (RTS) running through the Study Area on Route 41, Route 6, and Route 8 along NW 13th Street; Route 39 along NW 39th Avenue; Route 15 and Route 6 along NW 6th Street; and Route 27 along N. Main Street (See Map 2-13 and Map 2-14). Headways for these routes are shown in Table 2-8.

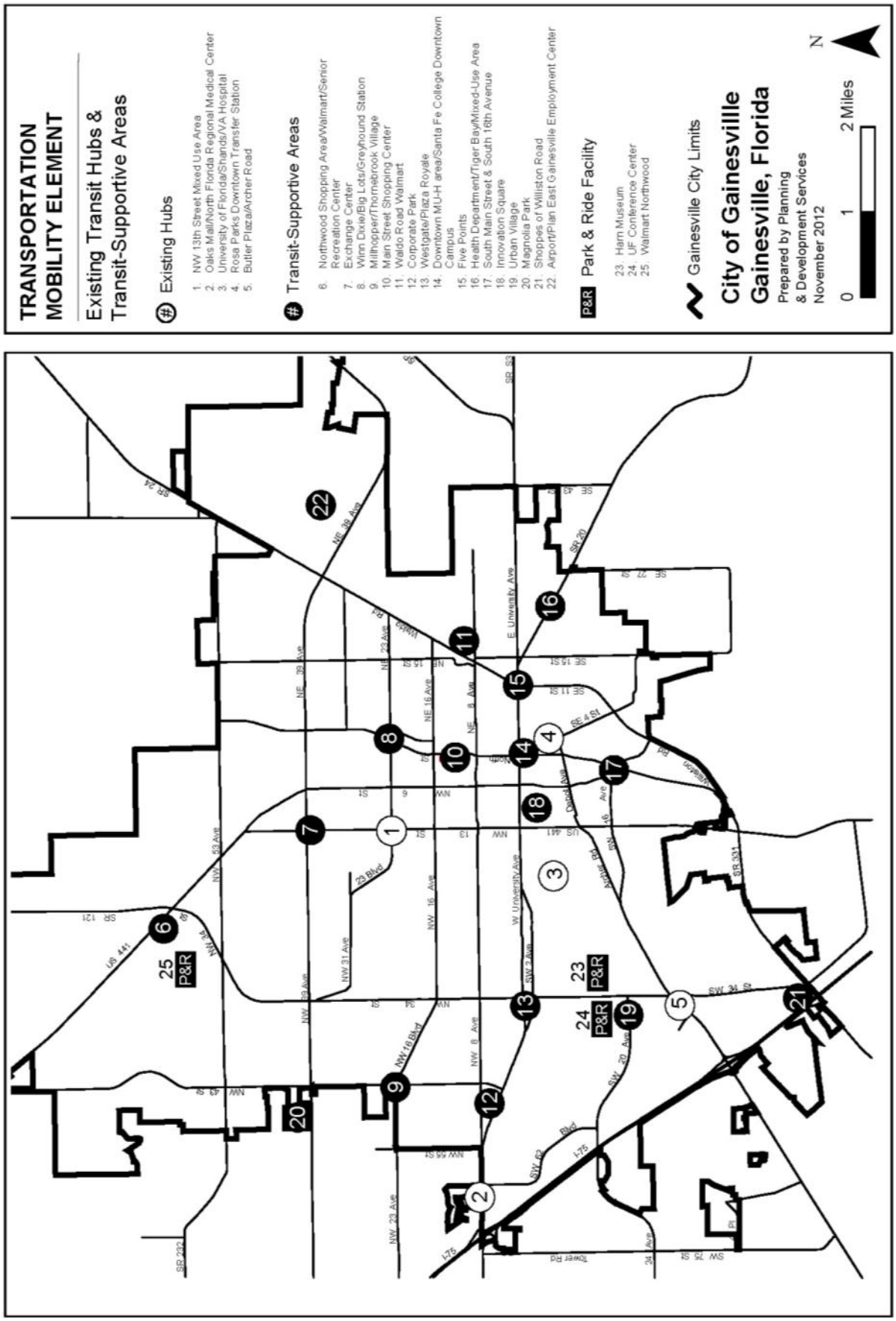
Table 2-8: Bus Route Headways

Bus Route	Description	Headways (mins)
6	Downtown Station to Plaza Verde	Mon–Fri: 60; Sat: 120; Sun: no service
8	Shands to N. Walmart Supercenter	Mon–Fri: 30–45; Sat-Sun: 90
15	Downtown Station to NW 13th Street	Mon–Fri: 30-60; Sat–Sun: 60
27	Downtown station to NE Walmart Supercenter	Mon–Fri: 60 min: Sat–Sun: no service
39	Santa Fe to Airport	Mon–Fri: 60; Sat–Sun: no service
41	Beaty Towers to N. Walmart Supercenter	Mon–Fri: 33–70; Sat-Sun: no service

As shown in Figure 2-6, public transit facilities are somewhat limited in the Study Area, though not inconsistent with the overall system as a whole (See Table 2-8).

Figure 2-6: Examples of Inadequate Public Transit Facilities

While these conditions are not ideal, without additional funding, they will be improved piecemeal as resources become available. In addition, City staff noted that a significant amount of the land within the Study Area is vacant and classified as either industrial or low-density residential, which does not encourage efficient transit use. Redevelopment, particularly along the major corridors could have the effect of creating an environment more supportive of transit over time.

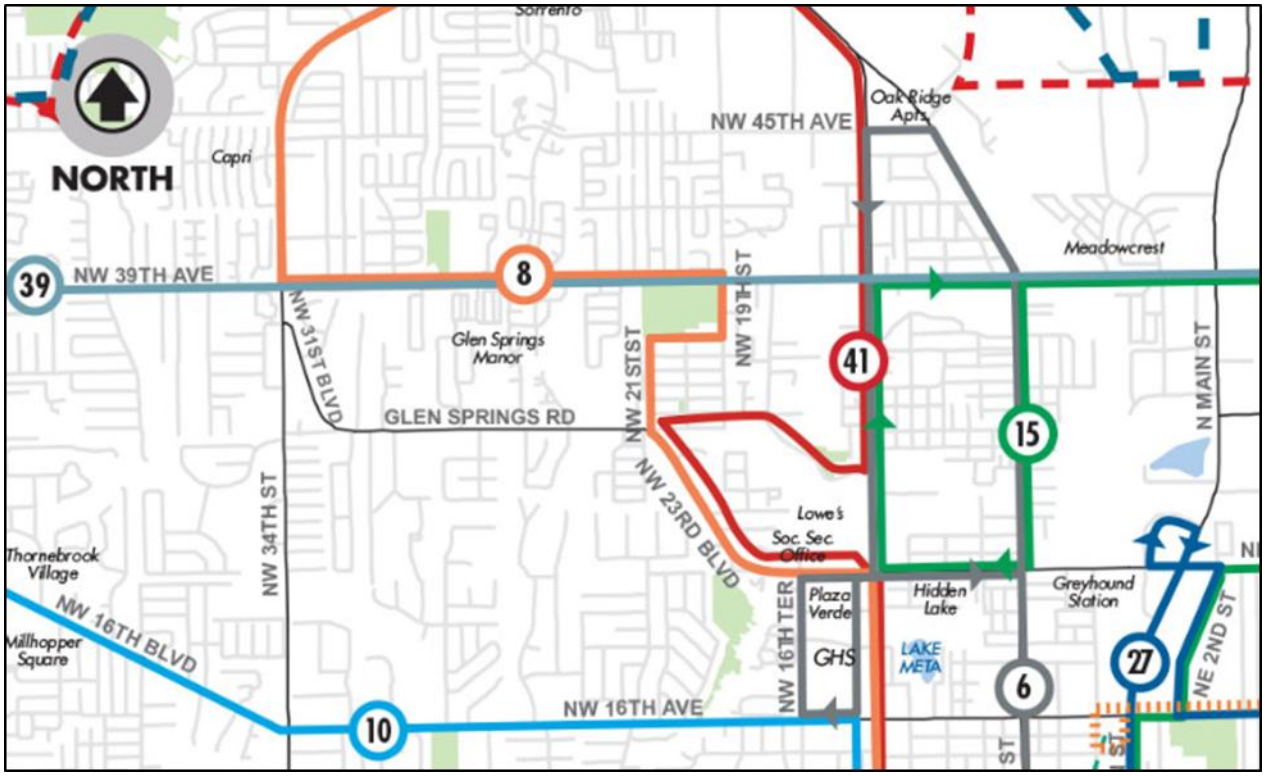


Source: City of Gainesville, Comprehensive Plan, Adopted 2013

Map 2-13: Public Transit and Major Traffic Generators

FINDING

The existing RTS stops in most cases are a pole sign adjacent to a sidewalk. Enhancements to public transit facilities and amenities that ensure ADA compliance are essential to create a safe and inviting waiting area. In addition, many of the transit stops along commercial corridors are lacking sidewalk connections and ADA access. The defective or inadequate public transportation facilities serve as another qualifying condition for blighted area.



Map 2-14:Current Transit Routes in the Study Area

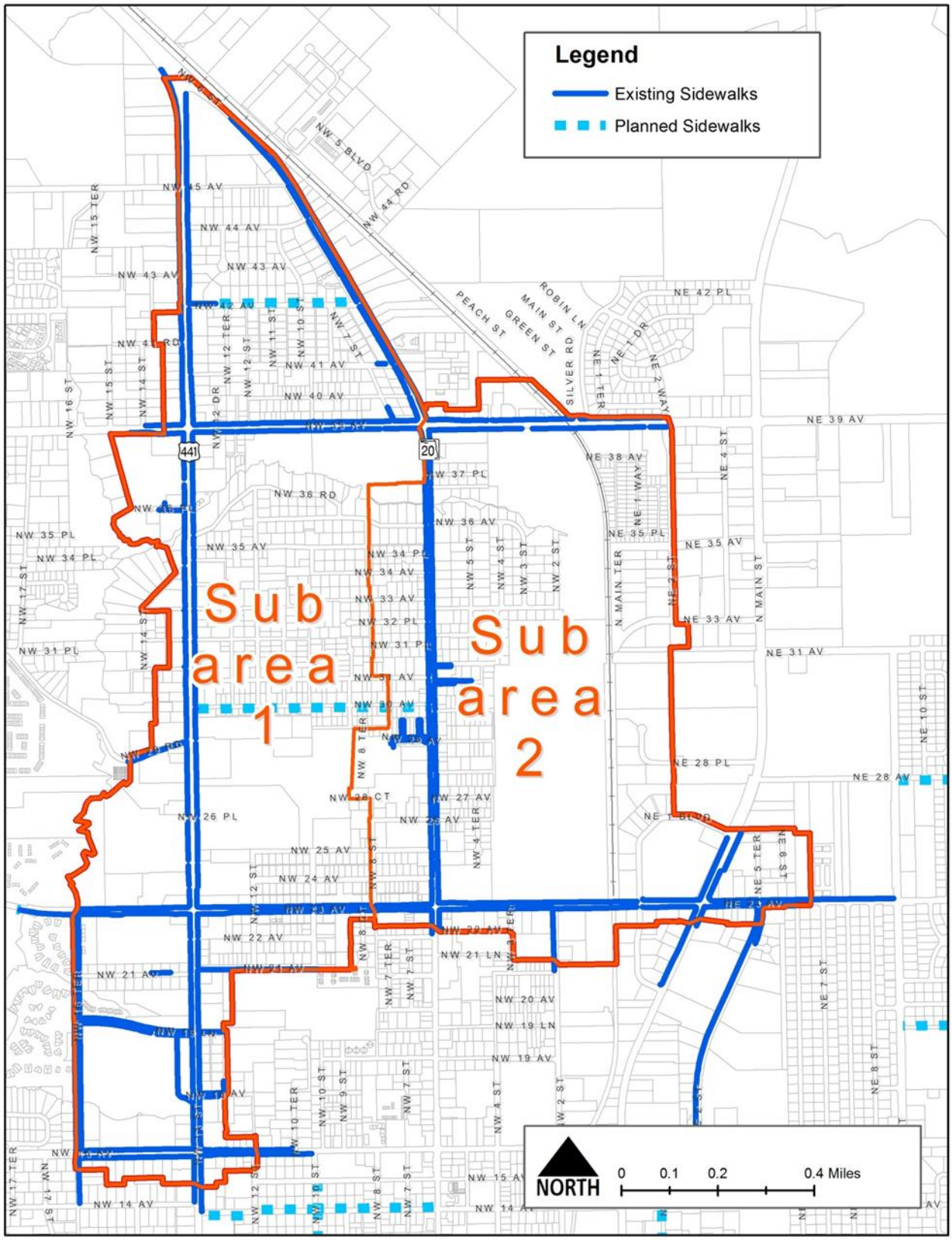
2.6 BICYCLE AND PEDESTRIAN FACILTIES

Existing bike paths/sidewalks are located within the Study Area including Subarea 1 and Subarea 2 along the commercial corridors: NW 13th Street, NW 6th Street, 39th Avenue, 23rd Avenue, and NW 16th Avenue. Proposed bike paths/sidewalks are planned along NW 42nd Avenue and NW 30th Avenue between NW 13th St. and NW 6th St (See Map 2-16).

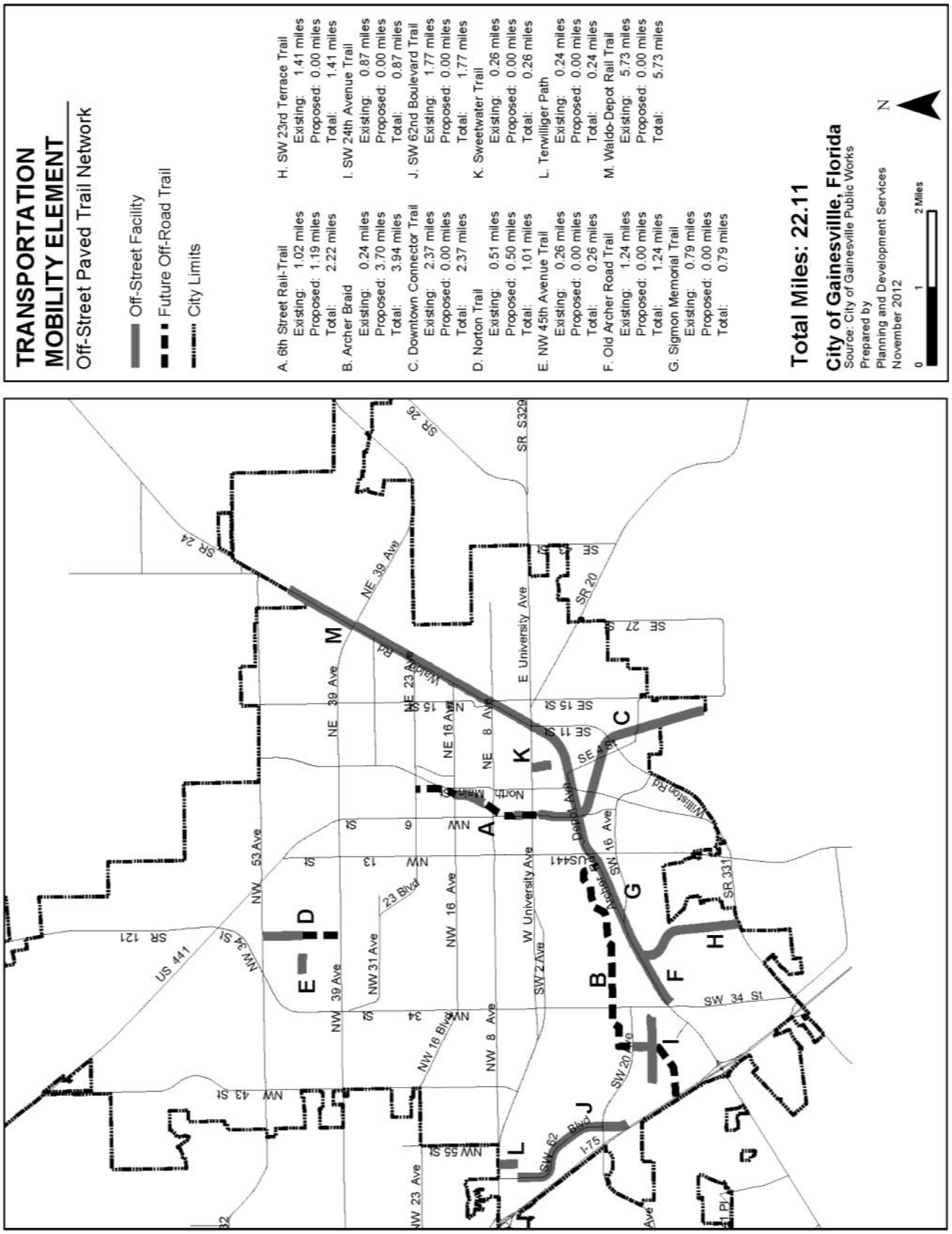
Field observations identified that many of the pedestrian and bicycle routes within the Study Area including Subarea 1 and Subarea 2 are defective or inadequate. While the arterial roads have existing sidewalk facilities, they often are directly adjacent to the traffic lanes with little or no buffer/landscape treatment, suffer from numerous access curb cuts, and often have inadequate crossings for pedestrians. (See Figure 2-7). These conditions taken collectively can inhibit the use of these facilities by pedestrians, and due to the poor aesthetic quality, can discourage private investment and redevelopment. The majority of neighborhood streets do not have sidewalks at all, which requires pedestrians to walk in the travel lanes. This lack of safe bike/pedestrian connections to the collector and arterial roadways is not consistent with modern design techniques for urban development. Bike lanes are present on NW 13th Street and NW 39th Avenue, but there are few bike facilities elsewhere within the Study Area including Subarea 1 and Subarea 2.

The City's Comprehensive Plan identifies several policies to improve the sidewalk system, pedestrian-friendly intersections, landscaping, and sidewalks. Priority for new pedestrian and bicycle facilities will be given to "A" Streets, or those that have the potential to provide comfort, safety, and convenience for pedestrians. It also requires that the City will install at least one linear mile of sidewalk and bicycle facilities annually to retrofit existing areas without facilities, as well as, new streets will be designed and constructed to include bicycle and pedestrian and bicycle facilities.

Figure 2-7: Examples of Inadequate Bicycle and Pedestrian System

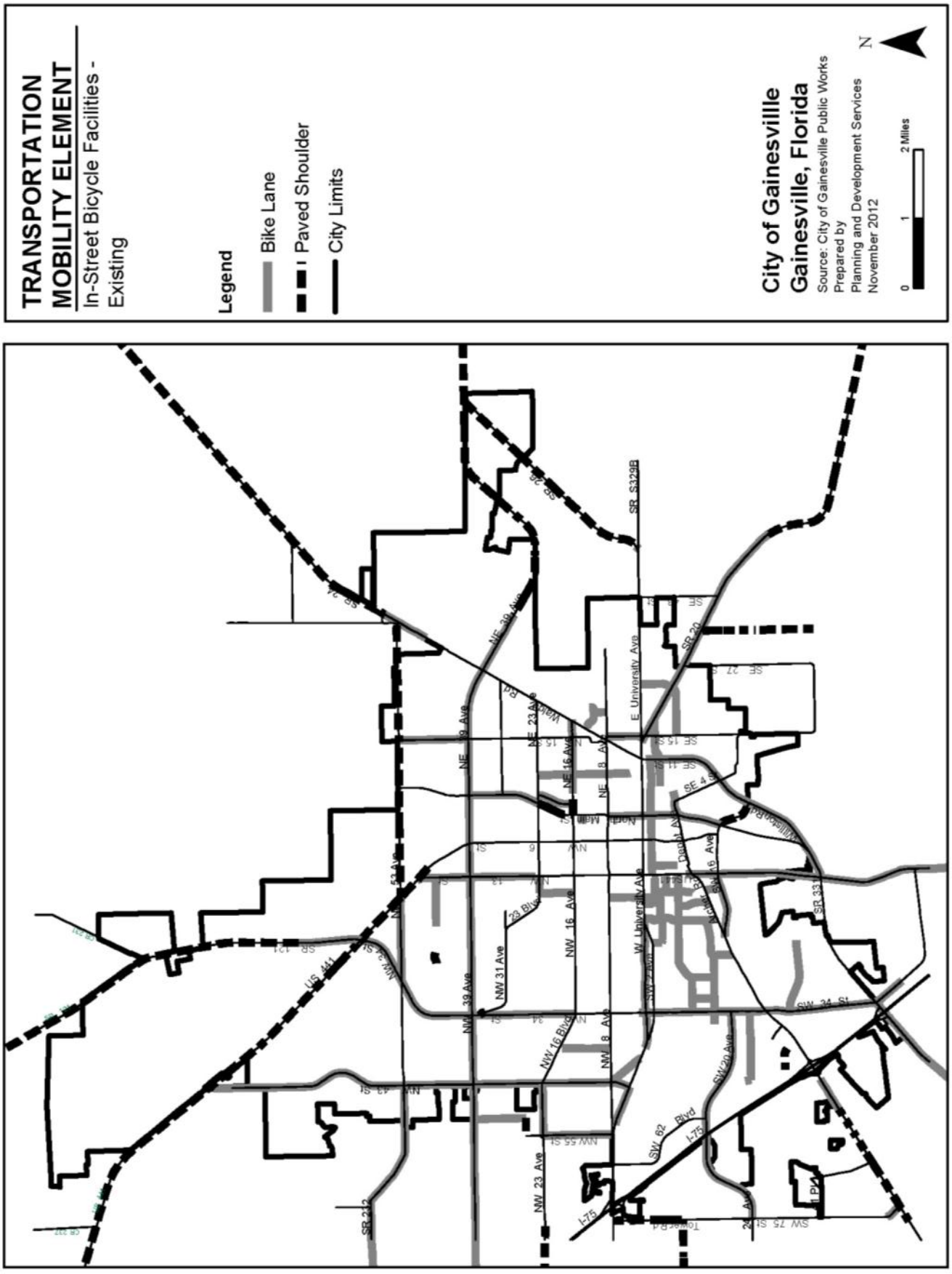


Map 2-15: Existing/Planned Sidewalks



Source: City of Gainesville, Comprehensive Plan, Adopted 2013

Map 2-16: Off-Street Paved Trail Network



Source: City of Gainesville, Comprehensive Plan, Adopted 2013

Map 2-17: In-Street Bicycle Facilities

FINDING

The lack of a viable, comprehensive system of accessible sidewalks, bicycle facilities, and dedicated multimodal facilities, and the absence of streetscaping, pedestrian lighting, traffic calming devices, and wayfinding signage creates additional support for defective or inadequate street layout and roadways as well as unsafe conditions that contribute to physical and visual blight. This may hamper new investment opportunities and may contribute to further deterioration of the Study Area including Subarea 1 and Subarea 2.

2.7 STORMWATER FACILTIES

A substantial portion of the Study Area including Subarea 1 and Subarea 2 exhibits poor drainage conditions as a result of outdated platted lands, older construction techniques, and lack of sufficient stormwater management facilities and conveyances. Many of the existing developed sites pre-date current environmental and stormwater management requirements, which could be affecting Hogtown and Springstead Creeks. Redevelopment of these sites will likely trigger some level of compliance with new stormwater treatment standards.

Inadequate stormwater facilities are common throughout the Study Area including Subarea 1 and Subarea 2, as can be seen in the images in Figure 2-8. Most streets do not have curbs or gutters and have collections of water along roads and at intersections. On streets that do have curbs and gutters, adequate drainage does not exist in many areas. Additionally, the condition of stormwater facilities on many of the large commercial properties varies greatly due to development age, etc. Many of the large commercial properties are over 30 years old, which likely means that redevelopment will require the installation or significant upgrade of stormwater facilities.

Figure 2-8: Examples of Inadequate Stormwater Facilities

Redevelopment along commercial corridors for retail and multi-family redevelopment can benefit from a master stormwater management plan and system that can significantly aid in supporting new construction and rendering parcels more easily developable.

FINDING

The poor drainage conditions as a result of outdated platted lands, historic construction techniques, and insufficient stormwater management facilities and conveyances all contribute to defective or inadequate infrastructure, and unsafe or unsanitary conditions, and inadequate or outdated building patterns serve as qualifying conditions for blighted area. Evaluation of an area-wide, comprehensive stormwater management strategy is an appropriate effort in support of economic revitalization of the Study Area including Subarea 1 and Subarea 2. Additional programs are necessary to reduce stormwater discharge into the creeks, such as shared stormwater facilities, property assemblage, property redevelopment, dual purpose stormwater ponds/ parks, etc.

2.8 UTILITIES AND INFRASTRUCTURE

The majority of the Study Area including Subarea 1 and Subarea 2 consists of overhead utilities to provide electricity and telecommunication. These wooden utility poles also double as light poles for roadway lights along arterial and collector roads. Overhead utilities can create fire hazards, accidents, and safety risks from power outages due to downed lines. They also cause visual blight with dangling wires traversing the roadways and limit streetscaping efforts, which may hamper new investment opportunities and may contribute to further deterioration of the Study Area including Subarea 1 and Subarea 2.

During fieldwork, observable issues/concerns with aboveground utilities were documented. Several issues were the most prevalent within the Study Area including Subarea 1 and Subarea 2, consisting of outdated utilities, facilities within pedestrian areas, or poorly protected utilities (See Figure 2-9).

Figure 2-9: Condition of Utilities

FINDING

The existing overhead utilities create additional support for unsafe conditions and defective roadways, which contributes to physical and visual blight. Undergrounding overhead utilities improves roadway safety by preventing roadway obstacles during hurricanes and reducing the chance of motorists striking poles, and fire hazards due to downed lines.

The appearance of an area can be greatly improved by reducing the visual clutter of overhead utility wires. Undergrounding overhead utilities allows the City to highlight the Redevelopment Area without a maze of poles and wires in the way. Without overhead utilities, the Redevelopment Area can more readily undertake improvement projects such as sidewalk widening and tree planting without having to snake around poles or trim vegetation to make way for power lines, thus providing more attractive, efficient, and safer redevelopment.

2.9 POTABLE WATER AND SANITARY SEWER FACILITIES

WATER INFRASTRUCTURE

Parcels without Water Service

Within the Study Area, 47 parcels were identified that do not have water service despite the availability of GRU water, of which 39 parcels are from Subarea 1 and 8 parcels are from Subarea 2. Likely explanations for the lack water service include the existence of a private well, or that the parcel is undeveloped/vacant. Vacant parcels without water service are not considered deficient in this respect. Parcels without water service with existing occupied buildings are considered deficient and must identified on a parcel-by-parcel basis to determine the existence of a private well and/or compliance with City Ordinances and FDEP Rules.

Water Mains Greater than 50 Years Old

The review revealed that over 50 percent of the water mains in the Study Area including Subarea 1 and Subarea 2 are 50 years old or older. Water mains less than 3” in diameter are constructed mostly of galvanized steel pipe (GSP), while water mains greater than 3” in diameter are constructed of a mix of cast iron pipe (CIP) and asbestos cement pipe (AC). These materials are no longer used in the construction of water utilities, and they are nearing the end of their useful life. Age does not necessarily mean that these facilities are deficient, but it will result in increased operation and maintenance costs, and could pose and impediment to future development when combined with other deficiencies identified in this memorandum.

GSP Water Mains Less than 3” in Diameter

As mentioned above, over 50 percent of the water mains in the Study Area including Subarea 1 and Subarea 2 were identified as being 50 years old or older. The review identified the water mains serving the residential areas were constructed of GSP, having a diameter of 3” or less. As mentioned above, this material is no longer used for water main construction, and given the age of the water mains, these mains are likely to begin experiencing frequent breaks due to tuberculation inside the pipe and corrosion outside the pipes. This should be considered a deficiency.

Fire Flow

Insurance Services Offices, Inc. (ISO) is a widely accepted source of information, products, and services related to property and liability risk. ISO uses the Fire Suppression Rating Schedule (FSRS) to define the criteria used in the evaluation of a community's fire defenses. Within the FSRS, a section titled "Needed Fire Flow" (NFF) outlines the methodology for determining the amount of water necessary for providing fire protection at selected locations throughout the community. The NFF methodology shows:

- The minimum NFF for residential occupancies (such as apartment buildings, lodgings and rooming houses, board and care facilities, hotels, motels and dormitories) protected by an automatic fire sprinkler system is 1,000 gpm at 20 psi for a duration of 2 hours.
- The minimum NFF for a 1- or 2-family dwelling protected with an automatic fire sprinkler system is 500 gpm at 20 psi for a duration of 1 hour.

The NFF methodology uses a formula that accounts for type of construction and effective area, type of occupancy, the exposure hazard of adjacent buildings, and the communication hazard with adjacent building. The formula produces higher minimum NFF for buildings without automatic fire sprinkler systems. GRU staff identified 14 fire hydrants in the Study Area (9 in Subarea 1 and 5 in Subarea 2), of with flow less than 1,000 gallons per minute (gpm). Of the 14, two had flows less than 500 gpm (1 in Subarea 1 and 1 in Subarea 2). This should be considered a deficiency in the Study Area's water infrastructure.

WASTEWATER

Parcels without Sewer Service

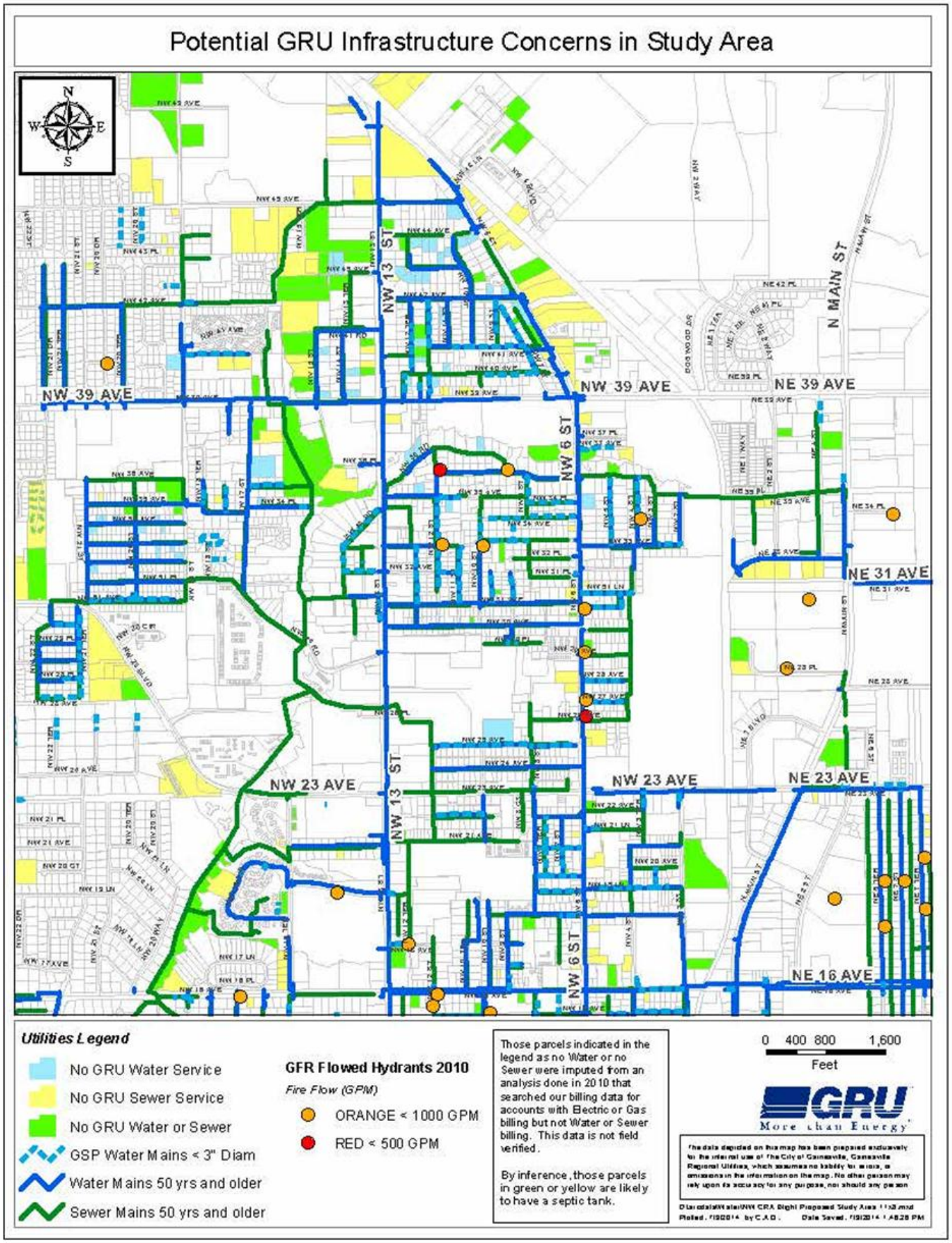
Within the Study Area, 31 parcels were identified as not having sewer service, despite the availability of GRU sewer, of which 12 parcels from Subarea 1 and 19 parcels from Subarea 2. Likely explanations for the lack of sewer service include the existence of an onsite sewage disposal system (septic tank), or that the parcel is undeveloped / vacant. Vacant parcels without sewer service are not considered deficient in this respect. Parcels without sewer service with existing occupied buildings are considered deficient and must identified on a parcel-by-parcel basis to determine the existence of a septic tank and/or compliance with City Ordinances and FDEP Rules.

Gravity Sewer Main Greater than 50 Years Old

The review revealed that over 50 percent of the gravity sewer mains in the Study Area are 50 years old or older, of which 50 percent of the gravity sewer mains area in Subarea 1 and 50 percent of the gravity sewer mains area in Subarea 2. Approximately 90 percent of these gravity mains are constructed of vitreous clay pipe (VCP). VCP is no longer used in the construction of sewer mains, and they are nearing the end of their useful life. Age does not necessarily mean that these facilities are deficient, but it will result in increased operation and maintenance costs, and could pose and impediment to future development.

Lift Station Capacity

The Study Area including Subarea 1 and Subarea 2 is served by two lift stations. Lift station 12 is located in Subarea 2, on the north side of the Cabot/Koppers Superfund site and serves a small number (~ 30) of residential parcels. The remainder of the Study Area including Subarea 1 and Subarea 2 is part of a much larger area that is served by Lift Station 1, located near the intersection of SW 2nd Avenue and SW 34th Street. GRU



Map 2-18: Potential Utilities Concerns

staff did not identify any deficiencies in the Lift Station 12 service area. Lift Station 1 runs nearly continuously, and is known by GRU staff to be at or above capacity. This deficiency has been identified and GRU staff has programed an additional lift station to serve the area by taking some of the flow from Lift Station 1, as well as providing the ability to bypass Lift Station 1. This lift station, known as the "Loblolly Lift Station" is programed for construction in Fiscal Year 2018.

FINDING

The Utilities Assessment demonstrates concerns with the water and sewer service in the Study Area including Subarea 1 and Subarea 2. The infrastructure is over 50 years old, nearing its capacity, and uses dated construction techniques. Additionally there are parcels that don't have service at all. As redevelopment occurs, possibly at higher densities, the water and sewer infrastructure will have to possibly be adapted to accommodate more demand on the system.

2.10 CRIME AND EMERGENCY CALLS

Fire/Emergency Medical Service (EMS) calls from 2010 to 2013 and Police calls from 2011 to 2013 were analyzed within the Study Area including Subarea 1 and Subarea 2.

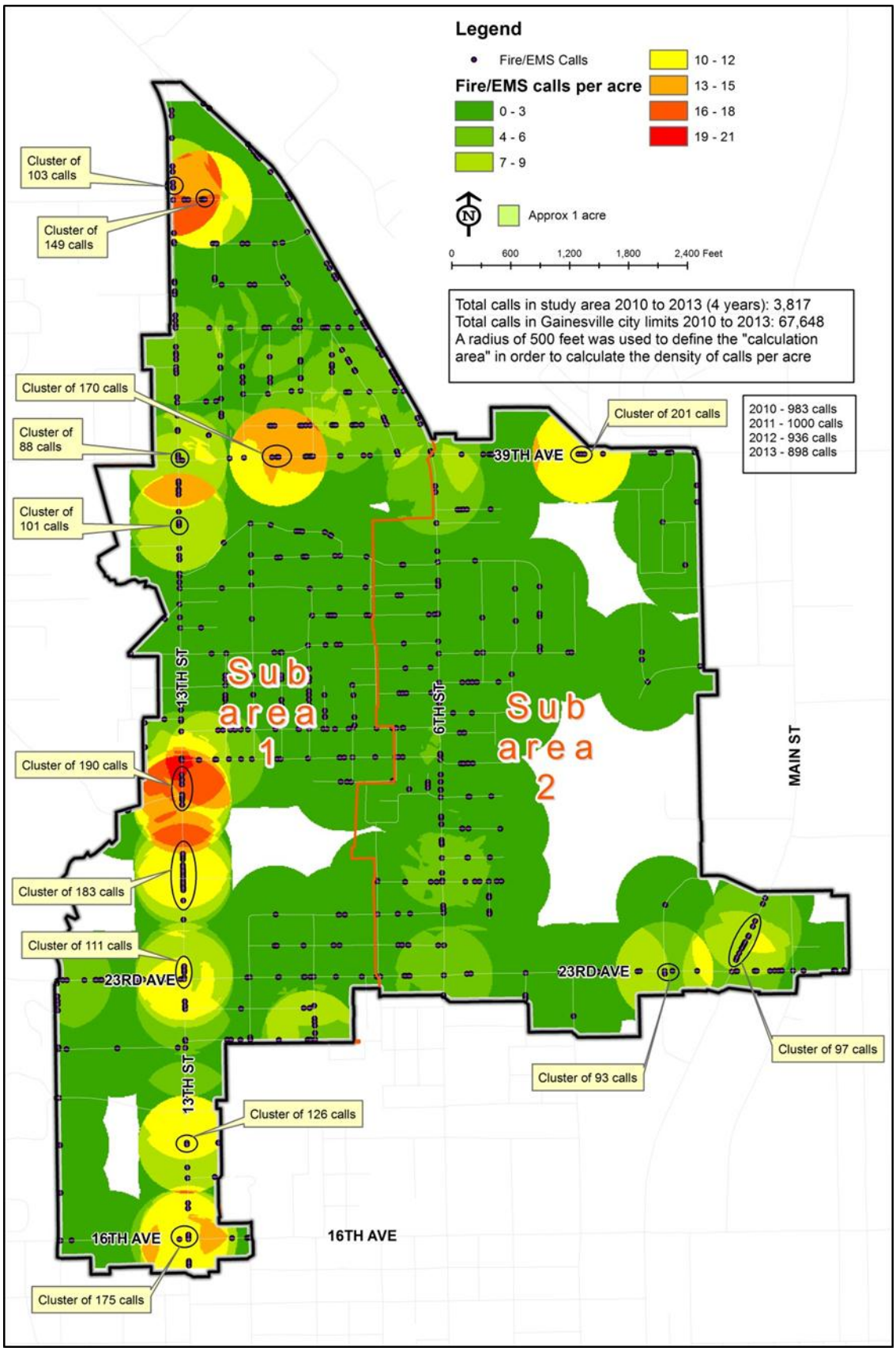
FIRE/EMS CALLS

Map 2-19 illustrates the density of fire/EMS calls between 2010–2013 within the Study Area including Subarea 1 and Subarea 2. Based on the density of calls, the area north of the intersection of NW 23rd Avenue and NW 13th Street (Subarea 1) shows the most activity. A motel and commercial development is located in this area. Other active locations are the Oak Ridge Apartments on NW 45th Avenue (Subarea 1), Palms at Brook Valley Apartments on NW 39th Avenue (Subarea 1), and Georgetown Apartments on NW 16th Avenue (Subarea 1). The highest density of calls throughout the Study Area is consistently located along the commercial corridors of 23rd Avenue, 39th Avenue, and NW 13th Street. While there were calls throughout the single-family residential neighborhoods, there are no locations where the density of calls within the Study Area analyzed exceeds 0–3 calls per acre.

As demonstrated in the Table 2-9, from 2010–2013, the Study Area contained 5.6 percent of the fire and EMS calls received in Gainesville, of which 4.1 percent from Subarea 1 and 1.5 percent from Subarea 2 , despite only being 2.7 percent of the total area of the City.

Table 2-9: Study Area Fire/EMS Calls by Year

Year	Gainesville	Study Area	Subarea 1	Subarea 2
2010	16,092	983	730	253
2011	16,359	1,000	719	281
2012	17,623	936	701	235
2013	17,574	898	647	251
TOTAL:	**67,648**	**3,817**	**2,797**	**1,020**



Map 2-19: Fire/EMS Calls

POLICE CALLS

Map 2-20 illustrates the density of police calls between 2011–2013 within the Study Area including Subarea 1 and Subarea 2. It is consistent with the fire/EMS call data, in that many of the calls generally are coming from the same areas. The area with the most calls is just north of the NW 23rd Avenue and NW 13th Street (Subarea 1). Areas with a higher number of calls are along the commercial corridors and not in residential single-family neighborhoods. Table 2-10 demonstrates the most common types of crime within the Study Area including Subarea 1 and Subarea 2.

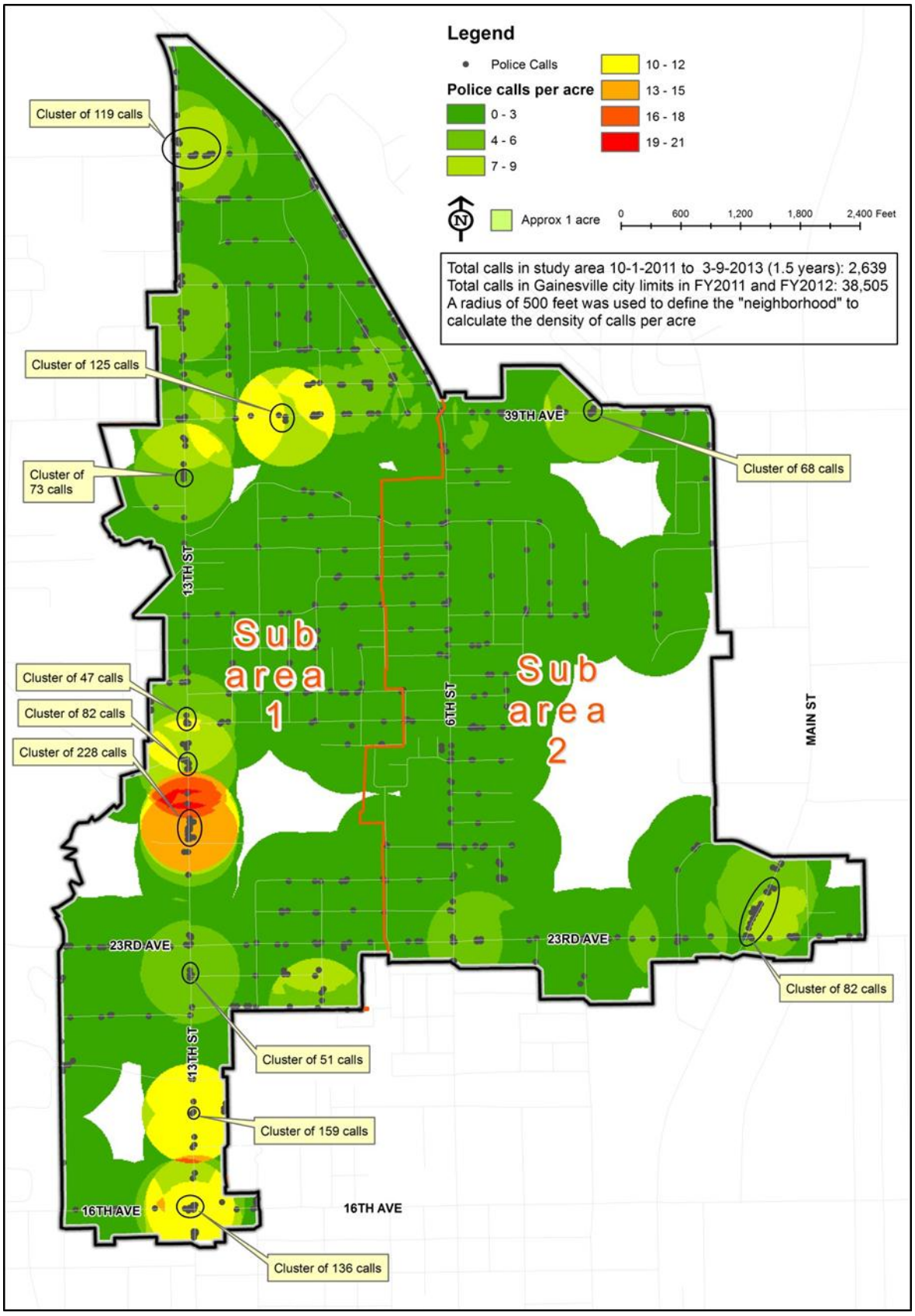
The total number of calls from within the Study Area (which represents 2.71 percent of the City's total land area) for the years 2011–2013 was 2,639 (Subarea 1 had 1,992 calls and Subarea 2 had 647calls), which was 6.8 percent of the 38,505 calls in the City for that same time period. From 10/1/11–9/30/12, the Study Area had 4.2 percent of the police calls received in Gainesville, despite only being 2.71 percent of the total area of the City. This demonstrates an elevated level of crime within the Study Area. As illustrated in Map 2-16, the majority of the police calls came from Subarea 1, particularly along NW 13th Street.

FINDING

The number of emergency and police calls is higher than average, and represent a higher proportion than the land area of the Study Area. There is a higher incidence of fire/EMS and police calls in Subarea 1, particularly along NW 13th Street and within the multi-family residential complexes and in Subarea 2 near the vicinity of NE 23rd Avenue and N. Main Street. The percentage of calls is higher in the Study Area and Subarea 1 than in the City of Gainesville as a whole. Subarea two had a lower call rate than the city has a whole.

Table 2-10: Type of Police Calls

Type	Number
Trespass Warning	191
Theft Petit - Retail	168
Domestic Disturbance	114
Burglary to Residence	109
Theft Petit – Other	103
Theft Grand – Other	95
Criminal Mischief	91
Battery	78
Burglary to Convey-ance	76
Suspicious Incident	73
Domestic Battery	67



Map 2-20: Study Area Police Calls

3.0 - Blighted Conditions Analysis

3.0 BLIGHTED CONDITIONS ANALYSIS

Determining if slum or blight conditions exist within the Study Area including Subarea 1 and Subarea 2 is an initial step in ascertaining an area's appropriateness for designation as a Redevelopment Area. This FON Report concludes the following based on the physical, economic, and regulatory conditions, as well as government-maintained statistics.

Based on the definition and criteria for determining "Slum Area" as specified in Section163.340 (7), F.S. (see Section 1.3.2 of this FON Report) and the findings concluded in this report, the Study Area including Subarea 1 and Subarea 2 is not considered a "Slum Area."

However, the Study Area including Subarea 1 and Subarea 2 is considered a "Blighted Area" as specified in Section 163.340 (8), F.S. (see Section 1.3.2 of this FON Report) based on the findings concluded in this FON Report. From the 14 criteria, of which 2 or more conditions are required to be considered a "Blight Area," 8 conditions exist in the Study Area including Subarea 1 and Subarea 2, as follows.

1. **Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities (Section 163.340 [8]a, F.S.)**

   There is a predominance of defective or inadequate street layout along the major corridors that have been widened over time, leaving smaller parcels on which to make investment. Lack of inter-connectivity between existing developed sites and the surrounding neighborhood contribute to traffic congestion.

   While the major corridors in the Study Area including Subarea 1 and Subarea 2 are of better quality, most roadways in the neighborhoods do not have curbs or gutters. In many cases, the edge of the asphalt pavement is cracked and crumbling. Most of these streets have no pedestrian or bicycle facilities, therefore there is no formal pedestrian connection to city amenities or schools. Additionally, these areas have driveways that are dirt with no paving. This leads to parking on the street in some instances.

   Along the major corridors, areas with continuous curb cutes create an unsafe environment for pedestrians by creating potential vehicle and bicycle conflicts, poor sight triangle visibility, or difficulty in achieving accessible routes. Access driveways to commercial properties in some cases are cracked, crumbling, and unsafe. ADA facilities are not provided along the major corridors or for transit facilities, which generally reflect deteriorating conditions, poor physical placement, or lack of appropriate facilities.

   Uncontrolled access points, lack of parking, poor signage, and poor or nonexistent drainage, faulty street lay-out, no curb and gutter in many places, and other factors are detrimental to private reinvestment and a successful economic development environment.

   Overhead utilities hamper streetscaping efforts and create inadequate roadways by preventing sidewalk widening and tree planting and having to snake around poles or trim vegetation to make way for power lines, which may hamper new investment opportunities and may contribute to further deterioration of the Study Area.

   These blight conditions were found in the overall Study Area, Subarea 1, and Subarea 2.

2. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness (Section 163.340 [8]c, F.S.)

Lots along the major corridors in the Study Area including Subarea 1 and Subarea 2 are smaller than required by current commercial redevelopment. Smaller commercial lots are harder to develop and sometimes need to be consolidated to accommodate redevelopment and required parking, stormwater and land development requirements. The irregular dimensions are sometimes not compliant with current building, zoning, parking, stormwater, and other land development. Majority of blocks reflect a high proportion of owners, with few adjoining parcels or aggregated parcels under single ownership. In terms of reinvestment, the properties in the area may be difficult to consolidate property for redevelopment purposes.

Shallow and undersized commercial properties cause a poor transition between land uses. The encroachment of commercial properties into existing neighborhoods is evident in the maintenance of abutting residential properties.

This conditions were observed in the Study Area, Subarea 1 and Subarea 2.

3. Unsanitary or unsafe conditions. (Section 163.340 [8]d, F.S.)

The number of traffic accidents along 13th Street, multiple driveway connections that create poor traffic circulation, inadequate parking facilities, and lack of viable, comprehensive system of accessible sidewalks and bicycle facilities create unsafe conditions within the Study Area including Subarea 1 and Subarea 2.

Substantial numbers of buildings are substandard, with many reaching toward a state of dilapidation and clear underutilization. A field survey of property conditions show that 46 of the blocks in the Study Area, XX blocks in Subarea 1 and XX blocks in Subarea 2 show deteriorating structures, which create unsafe conditions. Additionally, the Study Area including Subarea 1 and Subarea 2 suffers from a higher-than-usual vacancy rate of commercial properties. This is especially true for strip malls and big-box stores near the intersection of NW 23d Avenue and NW 13th Street in Subarea 1. While some commercial properties have benefited from redevelopment, they appear to not be attracting many major national retailers.

According to the City's Code Enforcement data, there are considerable code violations in a few clusters within the Study Area, particularly in Subarea 1 due to more commercial and residential uses than Subarea 2. The dumping of waste and dilapidation of properties need to be eradicated to support redevelopment.

Sanitary conditions, in particular, proper siting and placement of refuse collection was noted as lacking in a majority of existing facilities and sites, such as placement of additional dumpster facilities within designated parking or landscape areas, placement adjacent or in the right-of-way, and damaged or deteriorating enclosures. Additionally, the dumping of waste on abandoned commercial properties was witnessed on several occasions.

The existing overhead utilities create unsafe conditions due to the potential for downed lines to cause fire hazards and obstruct the roadways and increasing the chance of motorists striking the poles.

The older water and sewer mains, and absence of potable water and sanitary sewer lines within the Study Area, particularly in Subarea 1 creates unsanitary and unsafe conditions and limits redevelopment efforts. To meet current and future development within the Study Area including Subarea 1 and Subarea 2, the City should construct potable water facilities and connect to existing waterlines and extend central sanitary

sewer service to all developed properties to protect the public health and environment.

The condition of the Cabot/Koppers Superfund site in Subarea 2 will continue to be a major impediment to future redevelopment. The site will most likely sit empty for years, causing lack of economic activity within a large part of the Study Area, particularly Subarea 2. A lot of work mediation is still needed before it is ready for redevelopment. The contamination of the residential properties to the west of the site, although being treated by soil replacement, will suffer from the effects of population for a while. These include lack of maintenance and lower property values in Subarea 2.

These conditions were observed in the Study Area, Subarea 1 and Subarea 2.

4. Deterioration of site or other improvements (Section 163.340 [8]e, F.S.)

Improper or poor maintenance of yards and improvements, structural deterioration, or unrepaired storm damage are prevalent in parts of the Study Area including Subarea 1 and Subarea 2. In all land use categories, there are substantial numbers of deteriorating structures and underused properties that are contributing to conditions that are not supportive of redevelopment and private investment within the Study Area. Subarea 1 has more structures greater than 50 years old and additional code enforcement violations than Subarea 2 due to larger area and developed properties. Additionally, many sidewalks, driveways, and parking lots are cracked, crumbling, and in generally poor condition.

The Study Area including Subarea 1 and Subarea 2 exhibits poor drainage conditions as a result of historic construction techniques and lack of sufficient stormwater management facilities and conveyances in some locations. Many of the existing developed sites pre-date current environmental and stormwater management requirements. Physical conditions were noted on private property and in public rights-of-way along residential streets. Many existing stormwater management facilities exhibit conditions that contribute to on-street and adjoining property ponding or flooding, such as standing water, damaged inlet structures, clogged piping, and inappropriate use of facilities (parking, storage, etc.), which may cause stormwater runoff into the stream and ecosystem.

These conditions were observed in the Study Area, Subarea 1, and Subarea 2.

5. Inadequate and outdated building density patterns (Section 163.340 [8]f, F.S.)

Shallow and undersized commercial properties cause a poor transition between land uses. The encroachment of commercial properties into existing neighborhoods is evident in the maintenance of abutting residential properties. Buildings, fences, and materials are directly adjacent to residential structures and yards, which can cause unsafe conditions. The outdated big box retail stores and strip shopping centers along NW 13th Street in Subarea 1 are underutilized with vast amount of surface parking, which are better suited for mixed use developments. New residential growth mixed-use urban environment could provide additional residential uses, resulting in more ancillary commercial and office developments, and promote internal trip travel such as walking and bicycling.

These conditions were observed in the Study Area, Subarea 1 and Subarea2.

6. **Incidence of crime in the area higher than in the remainder of the county or municipality (Section 163.340 [8]j, F.S.)**

   The total number of calls from within the Study Area (which represents 2.7 percent of the city's total land area) for the years 2011–2013 was 2,639, which was 6.8 percent of the 38,505 calls in the city for that same time period. The most frequent calls received were for trespassing, theft, and domestic disturbance. The majority of the police calls came from Subarea 1, particularly along NW 13th Street.

   These conditions were observed in the Study Area and Subarea 1.

7. **Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality (Section 163.340 [8]k, F.S.)**

   From 2010–2013, the Study Area contained 5.6 percent of fire and EMS calls received in Gainesville, despite only being 2.7 percent of the total area of the City. The majority of the fire/EMS calls came from Subarea 1, particularly along NW 13th Street and in the multi-family residential complexes.

   These conditions were observed in the Study Area and Subarea 1.

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4.0 - Conclusions and Recommendations

4.0 CONCLUSIONS AND RECOMMENDATIONS

During this FON process, the City of Gainesville has become concerned about leveraging public funds to promote private sector activity by using tax increment financing for such a large Study Area. The City decided to explore an option of dividing the Study Area into two subareas to examine which one is more blighted, if any, to determine the most appropriate Redevelopment Area.

- **Study Area** – Consisting of 1,090 acres between NW 16th Terrace to the west, NW 6th Street to the north, NE 2nd Street to the east and NW 16th Avenue to the south.
- **Subarea 1** (west side of Study Area) - Consisting of 618 acres between NW 16th Terrace to the west, NW 6th Street to the north, NW 8th Street to the east, and NW 16th Avenue to the south.
- **Subarea 2** (east side of Study Area) - Consisting of 472 acres between NW 8th Street to the west, NW 39th Avenue to the north, NE 2nd Street to the east, and NW 21st Avenue to the south.

The preceding analysis has demonstrated that the statutory requirements for establishing a Redevelopment Area have been met for the proposed Study Area including Subarea 1 and Subarea 2. This study examined the qualifying conditions evident in the Study Area including Subarea 1 and Subarea 2, and clearly established the need for adopting these findings and creating a strategic plan to capture a vision and address opportunities for public and private reinvestment, redevelopment, and overall revitalization.

The recommended boundaries for the proposed Redevelopment Area are based on an evaluation of vacant lands, the mix of land use/zoning opportunities, infrastructure conditions, proximity to major roadways, and deteriorating conditions. The City and community recognize that sound infrastructure investments, access management, appropriate development codes and incentives for private investment—actions that stem from creating a Redevelopment Area and adopting a Community Redevelopment Plan—will contribute to arresting blighting influences in this area. Each of the three proposed Redevelopment Areas has their own merits.

Study Area

The initial Study Area would address the blighted issues in both Subarea 1 and Subarea 2, particularly along the commercial corridors, such as NW 13th Street, 23rd Avenue and 39th Avenue, the Cabot/Koppers Superfund site, and the Stephen Foster neighborhood. The redevelopment potential of outdated commercial properties, particularly at the intersection of NW 13th Street and NW 23rd Avenue and the Cabot/Koppers Superfund site would be a great revitalization effort for NW Gainesville.

Subarea 1 (west side of Study Area)

Subarea 1 would address the blighted issues along the commercial corridors, such as NW 13th Street, NW 23rd Avenue and NW 39th Avenue, and portion of the Stephen Foster neighborhood. Most of the blighted conditions are concentrated along NW 13th Street, such as underutilized commercial properties, roadway safety, higher incidences of fire/EMS and police calls, and older infrastructure. The redevelopment potential of outdated commercial properties, particularly at the intersection of NW 13th Street and NW 23rd Avenue would present a significant opportunity for future revitalization.

Subarea 2 (east side of Study Area)

Subarea 2 would address the blighted issues at the Cabot/Koppers Superfund site, along the commercial corridors, such as NE 23rd Avenue and NE 39th Avenue, and portions of the Stephen Foster Neighborhood. The major impediment in this area is the Cabot/Koppers Superfund site, which pose unsanitary and unsafe conditions, and the perceived low land value of adjacent properties. There are other blighted conditions, such as underutilized commercial properties, roadway safety, fire/EMS and police calls near the vicinity of NE 23rd Avenue and N. Main Street, and older infrastructure. The remediation of Cabot/Koppers Superfund site and redevelopment of outdated commercial properties, particularly at the intersection of NE 23rd Avenue and N. Main Street would have the potential to create a great opportunity for NW Gainesville.

Whichever the Redevelopment Area boundary the City decides to pursue, the Redevelopment Plan will focus on mitigating or correcting infrastructure and utility deficiencies, revitalizing the commercial corridors, and improving various transportation, urban design, and pedestrian safety issues, as documented in this Finding of Necessity Report. The outcome will encourage new public/private investment and other physical and social improvements and will increase property values and overall quality of life within NW Gainesville and the City as a whole.

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Appendix A: City of Gainesville Finding of Necessity Resolutions and Notices

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Appendix B: Legal Description

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