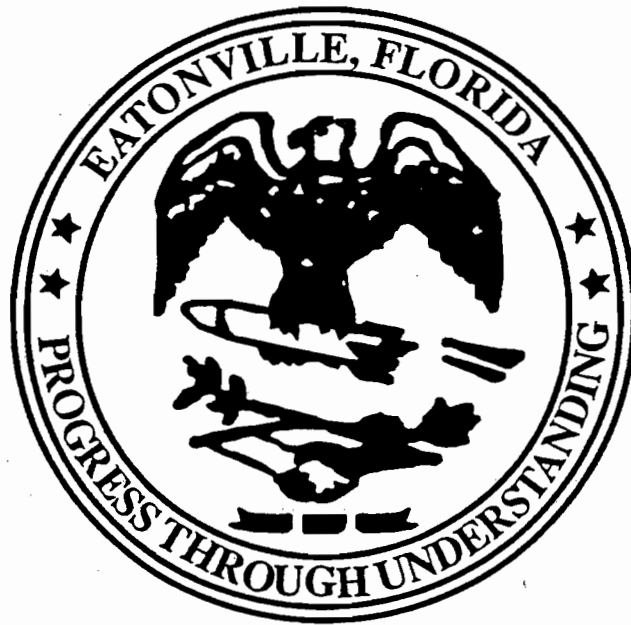


# Finding of Necessity

BLIGHT STUDY FOR THE PROPOSED  
CRA PROJECT AREA



August, 1995

Prepared By:



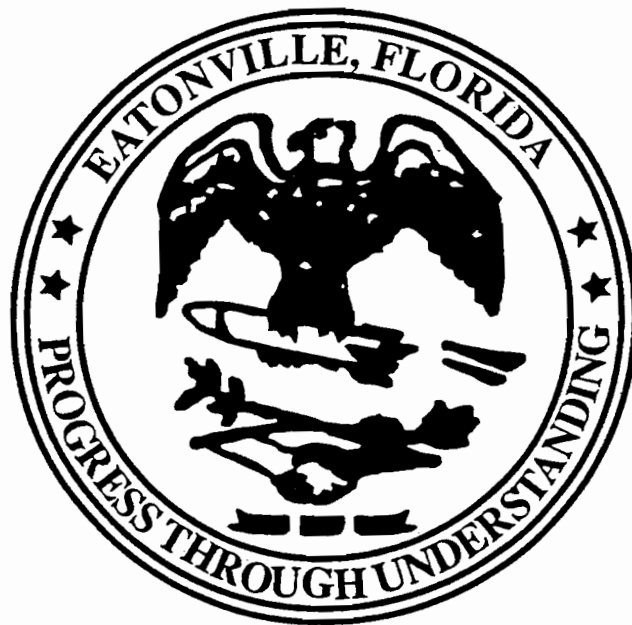
***J. William Andrews & Associates***

**MARKETING & DEVELOPMENT SERVICES, INC.**

15 College Street, Suite C • Eatonville, Florida 32751 • Telephone (407) 539-2034 • FAX (407) 647-6657

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# Finding Of Necessity

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## I. INTRODUCTION

The Community Redevelopment Act (Florida Statutes, Chapter 163, Part III), as adopted by the Florida Legislature, is intended to provide legislative authority for local governments to use new approaches to redevelopment within communities. The Act primarily focuses upon overcoming the burdens of deteriorated, older areas of a community by outlining a comprehensive program to provide the legal framework and financing mechanisms which local governments can undertake to arrest the deterioration patterns of these areas.

The Florida Legislature has recognized that the existence of "slum" and/or "blighted" areas impose a costly burden on local communities in terms of service requirements and the loss of needed tax revenue. Furthermore, slum and blighted areas represent a menace to the general health, safety and welfare of the residents of the area as well as having the effect of impairing sound growth that a city needs if it is to prosper. The Community Redevelopment Act provides increased powers to municipalities to cause the desired private development, the financial means through Tax Increment Financing (TIF) to pay the costs of public improvements and to assist with key portions of the private effort. Local government may utilize these powers authorized by the Community Redevelopment Act only if it follows required procedures outlined in the Act. Key to this process is to establish that a given area is slum or blighted through documentation of the conditions of slum and/or blight in a blight study, also called a *Finding of Necessity*.

This report, the *Finding of Necessity*, represents a summary presentation of the data and information assembled for Town of Eatonville, identifying conditions of slum and blight within an area of the town. It is intended to fulfill the following necessary functions:

- A. To establish the existence of the blighted conditions specifically mentioned in the definition of "Blighted Area" as contained in part 163.340 (8) of the Community Redevelopment Act. This is required in order for the Town to designate the identified area as a Community Redevelopment Area.
- B. To identify the specific problems which exist and must be addressed in the Town's Redevelopment Plan if a successful program of comprehensive redevelopment is to be realized.

## II. DEFINITION OF BLIGHT

The issue of blight is defined as a set of negative circumstances within an area of the community that make an area a burden and discourages private investment in physical redevelopment and economic revitalization. The Community Redevelopment Act requires that the proposed Project Area fit the definition of a "Blighted Area" if the City is to use the powers provided by the Act for redevelopment of the area. The following is the definition of blight as stated in Chapter 163.340, Part III, Florida Statutes:

A "Blighted Area" means either:

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

1. Predominance of defective or inadequate street layout.
2. Faulty lot layout in relation to size, adequacy, accessibility or usefulness.
3. Unsanitary or unsafe conditions.
4. Deterioration of site or other improvements.
5. Tax or special assessment delinquency exceeding the fair value of the land, and
6. Diversity of ownership or defective or unusual conditions of title which prevents the free alienability of land within the deteriorated or hazardous area.; or

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

A common characteristic of blighted areas is that much of the original development occurred many years ago allowing the passage of time to bring about a physical deterioration of both the private development and the public infrastructure. In many instances, the improvements have aged beyond the needs and demands of the modern day. In Eatonville, as the community's population and economy grew, increased residential and commercial demand led to the development in other areas. The older areas received relatively little new growth and were faced with a substantially decreased market share

for the existing business core. This has created a major impact upon future town growth, due to a scarcity of developable commercial/residential land. (See Exhibit LU1). Further, the increase in market demand in the community's commercial core has brought about greater demand for market positioning of business development within the central community core and other areas.

This *Finding of Necessity* for Eatonville will provide evidence that the proposed Project Area does have conditions meeting the stated definition of a blighted area. By meeting the criteria of the definition of blight, the City adopts a resolution called a "Finding of Necessity" stating that such an area exists within the Town and that the rehabilitation and/or redevelopment of that area is necessary interest of the public health, safety, morals, or welfare of the residents of the Town.

### **III. STUDY AREA**

#### **A. STUDY AREA DESCRIPTION**

The proposed Study Area is shown in Exhibit A. It generally represents the Town of Eatonville's historic core city, as well as the newer corridor west of campus view street along Kennedy Blvd., to it's Forest City Road ending. Related residential areas, East of Wymore Road, that have traditionally been a part of this core were included. The configuration of the Study Area is defined primarily by East Street to the North.

The land uses contained in the Study Area are a mix of commercial/retail, residential, parks, institutional, industrial and office.

#### **B. DESCRIPTION OF GENERAL DISTRESS**

##### **EATONVILLE**

The Town of Eatonville is an area with enormous potential, but with a number of obstacles impeding its growth and development. These include a declining number of resident homeowners, substandard socioeconomic conditions, and a dearth of tax-generating businesses and industry.

Historically, Eatonville has been dominated by stable families, whose heads of households were employed homeowners. In recent years, however, a reversal in this trend has become evident as the number of rental units increased. Data from the 1990 census indicates that of the 714 housing units, 375 (51%) are owner occupied; while 339 (49%) are rental units. The census also reveals there are 65 homes without telephone service, 5 without plumbing facilities, 12 without kitchen facilities, and 9 that rely upon wood only for fuel.

Changes in economic stability are also noted, resulting in a diminished socioeconomic standard of living within the targeted area. For example, 32.6% of families are headed by single females. This represents an increase of nearly 9 percentage points from the 1980 census data (24%). Nearly half the population age 25 and above (49.4%) has not earned a high school diploma. These factors contribute significantly to the below average income level and employment rate of the residents. The average household income for the targeted area is \$23,959, compared to \$37,904 for Orange County. More than one-quarter of the population (27.15%) lives below the poverty level, compared to a poverty rate of approximately 11% for all of Orange County. Additionally, the unemployment rate is nearly double that of Orange County, 15.35%, as compared to approximately 8%, county-wide.

Other factors which detract from the desired environment include high incidence of crime, particularly in the areas of drug trafficking, vandalism, burglaries, personal assaults and motor vehicle theft; a tax-base that is less than adequate to support basic services and infrastructure needs; and a lack of community essential needs.

## **C. BACKGROUND**

### **HISTORY OF THE DEVELOPMENT OF EATONVILLE**

The Town of Eatonville was first settled as early as 1880 by small group of blacks who had drifted into the area from further north as well as from the black portion of the soon to be incorporated Town of Fort Maitland. Actual incorporation of Eatonville was to come several years later.

On August 18, 1887, twenty-seven registered voters met in the public hall of the Town of Eatonville in Orange County, Florida to vote on the question as to whether or not to incorporate their community. The twenty-seven men, all residents of the area within the proposed Town's boundaries, had gathered in response to a legal notice advertised for thirty days previously in The Maitland Courier, a newspaper published in the neighboring Town of Maitland, Florida.

Their meeting was historically significant because all 27 men were Negroes and the municipality which they unanimously voted to incorporate that day was the first and oldest all-Black community in the United States.

This all-Black community was an outgrowth of the white municipality of Maitland which had been incorporated three years earlier in 1884. It appears that the all-white community of Maitland found the Blacks and the area they inhabited to be somewhat 'unsightly' and wanted them to move to another area. It was at this time that one Josiah Eaton, who had helped establish Maitland, offered to sell the Blacks a rather large parcel of land one mile to the west of Maitland.

The land was bought by Joseph Clarke, who would be the first Mayor of Eatonville. Clarke in turn sold the land within the bounds of Eatonville (which was named after Josiah Eaton) to any Blacks who wished to settle there.

It appears that Florida, and the Maitland area in particular, unlike other southern states after the Civil War, took a more moderate attitude toward the Blacks who had finally been given equal rights under the 13th and 14th amendments. However, this was easier said than done and many Blacks suffered under the hands of local whites who did not want to lose their power. From all accounts it appears that this was the prime factor in establishing the all-Black community of Eatonville.

Against this background, it is not surprising that the population of Eatonville continued to increase throughout the late 1800's and early 1900's.

Today, Eatonville is a city of 3000 people, bounded on the north and east by Maitland and on the south by the City of Winter Park. It is situated on the main site that provides a connecting link between U.S. Highway 17 and U.S. 441. This city has grown to the north and south of this main street. The road is paved now, but it was a dirt road when Zora Neale Hurston described it in her novel, Their Eyes Were Watching God, in 1937.

Mrs. Hurston was a graduate of the Robert Hungerford Normal and Industrial School in Eatonville.

## D. HISTORY

The Town of Eatonville was first settled in 1883 by a small group of Blacks from Maitland and areas to the North. At that time, the white community of Maitland was pressuring local Blacks to move to another area. In response, Josiah Eaton, who had helped establish Maitland, offered to sell the Blacks a rather large parcel of land one mile to the West of Maitland. Joseph Clarke bought the land and sold it to any blacks who wished to settle there.

On August 14, 1887, twenty seven registered voters met in the public hall of the Town of Eatonville to vote whether or not to incorporate. The 27 men, all residents of the area within the proposed Town's boundaries, had gathered in response to a legal notice advertised for thirty days in the neighboring Maitland Newspaper, The Maitland Courier. All 27 men were black and voted unanimously to incorporate that day. As a result, Eatonville was the first all Black community to become incorporated and Joseph Clarke was elected as the first Mayor.

In 1898, Mr. and Mrs. E. C. Hungerford gave 40 acres of land for a private agricultural school in Eatonville. The Robert Hungerford Normal and Industrial School was endorsed in memory of their son, a physician who died of Yellow Fever. He contracted the disease while doctors during an epidemic

in the Bayou Region of Louisiana. The school remained a private institution until 1950 when the courts awarded it to Orange County as a Public Trust.

Eatonville's most illustrious citizen was Zora Neale Hurston (1903-1960), who was born and reared in Eatonville, attended the Hungerford School, and wrote several novels based on Black Folk Lore. She described Kennedy Avenue in her Novel, Their Eyes Were Watching God, as follows:

"Maitland is Maitland until it gets to Hurst's Corner, and then it is Eatonville. Right in front of Willie Sewell's yellow painted house the hard road quits being the hard road for a generous mile, and becomes the Heart of Eatonville. Or, from a stranger's view, you could say that the road just bursts through on its way from U.S. 17 to U.S. 441, scattering Eatonville right and left."

## E. INTRODUCTION

A major assumption that underlies the preparation of Eatonville's Comprehensive Plan was that it is at an important point in its history. Traditionally, Eatonville has suffered from a limited local economy. The last 10 years have seen a change in the economic condition of Eatonville.

This change in Eatonville's economic condition can be attributed to several factors. The first one is the construction of infrastructures to support development in the Town. The Town of Eatonville has used federal grants over the last ten years to finance these improvements. These improvements include the installation of water and sewer lines, lift stations, water mains and fire hydrants. These basic improvements have assured that virtually all land-uses will have water and sewer services, paved streets, curbs, gutters and sidewalks.

The construction of these modern facilities has also allowed the Town to attract new residents and businesses who had been skeptical about locating in Eatonville in the past.

The second major factor has been the location of several major businesses in the Town, which has helped the Town to expand its ad-valorem tax base. These businesses have located in the newly constructed Inter-State Park located on Lake Destiny Road, the Costco Plaza and Kennedy Commerce Center on West Kennedy Avenue. These facilities will give the Town an added tax base necessary to provide services to existing and future residents of Eatonville. Although, the employment creation for local residents has been limited, these businesses have provided a much needed stimulus to the Community. The Town must develop an economic program aimed at local job creation and assuring the provision of investment to support future developments.



## **F. LOCATION**

The Town of Eatonville is located in Orange County, Florida, approximately two (2) miles North of the City of Orlando, on the Interstate 4 corridor. While I-4 bisects Eatonville, there is no direct access from the Town. The City of Maitland adjoins Eatonville on the North and East. The City of Winter Park is located to the South.

## **IV. ANALYSIS OF CONDITIONS OF BLIGHT**

In accordance with Florida Statutes 163.340, Part III, the following conditions of blight exist in Eatonville.

### **A. INADEQUATE ROADWAYS OR PUBLIC TRANSPORTATION**

The Florida Statutes describe an area as blighted and in need of redevelopment if there exists "faulty or inadequate street layout, inadequate parking facilities, or roadways or bridges or public transportation facilities incapable of handling the volumes of traffic flow into or through the area, either at present or following proposed construction." The presence of conditions in Eatonville which meet this criteria are found to exist.

Eatonville's recent Comprehensive Plan, as approved in 1991, clearly and thoroughly documents transportation conditions, identifying needs which describe deficiencies within this criteria. These deficiencies, supported in the Comprehensive Plan, exist particularly in operational conditions of a roadway, defined as its level of service. The factors that influence "level of service" (LOS) include speed and travel time, traffic interruptions, the maneuverability of a facility, safety, driver comfort, convenience and operating costs.

As summarized below, the following are excerpts from Eatonville's Comprehensive Plan, defining the importance of mobility to a community and highlighting identified deficiencies.

Mobility is a key element in the well-being of a town, thus the transportation system is the framework upon which the town is built. The transportation system must support the mobility of the community's citizens. Transportation impacts virtually every aspect of our lives and is essential to orderly functioning of an area.

A close interdependence exists between transportation and land use. Land becomes more attractive and is developed when transportation access to a parcel of land is improved. In turn, as land is developed, a great amount of activity leads to increased travel demands. Land use depends on transportation to serve its needs, and transportation depends on land use as it's reason for existence.

During the 1990 to 1996 time period, capacity deficiencies are primarily limited to the major arterial facilities....deficiencies will begin to occur in collector facilities. As plan growth begins, it causes a severe breakdown of the Eatonville area's road facilities because of capacity deficiencies in the arterial facilities.

A study of existing conditions of the roadway system in the Town of Eatonville was a part of the Comprehensive Plan of 1991. The functional classification of roads was determined to define a facility's physical and operational characteristics. Although these roadways were also classified administratively to determine government responsibility, this is not the primary concern of our current analysis. The Traffic Circulation Element examined Eatonville's existing levels of service and roadway deficiencies and uses adopted Levels of Service (LOS) for the Town's road network to analyze and determine the extent of the facilities and improvements needed.

The roadways were classified by function as follows: limited access roadways, major arterials, minor arterials, major collectors, minor collectors and local. They are categorized by their use in the movement of volumes of traffic with a limited access roadway and major arterial carrying the least volume. Table-1 shows the functional classification of the Town of Eatonville's roadways for principal arterials, major collectors & minor collectors.

The roadways were then categorized by their level of service (LOS) or operational condition. Types were designated "A" to "F"; "A" referring to roadways with a free flow condition and "F" a forced flow or congested condition. Level of Service deficiencies occur within the CRA Study Area. Principal arterials operate at D LOS or less in 100% of the cases, while minor arterials show an LOS rating of D or less in 100% of the cases. Minor collectors have no ratings below B LOS.

The standardized descriptions of service levels used in the transportation planning area is as follows:

- A. **LOS A:** Highest LOS which describes primarily free-flow traffic operations at average travel speeds. Vehicles are completely unhampered in their ability to maneuver within the traffic stream. Delay at intersections is minimal.

The capacity and accessibility of transportation facilities are key ingredients in determining the location and extent of other land uses. When considering future development for approval, the Town of Eatonville needs to determine whether the capacity of the Town's transportation system is sufficient to accommodate such growth without causing a deterioration of level of service below the adopted Level of Service for the facilities.

The Town's road and street network does not exist as an island, but is interconnected with road systems under the jurisdiction of the County and State. The Town must coordinate transportation and land use planning between the affected jurisdictions. The following table list Planning Area Roads functional classification and government jurisdiction.

The conservation of existing energy resources should be considered in planning for the transportation improvement. The high dependence of automobiles make this area of the country a major consumer of energy. The reduction of energy use for transportation will help in the conservation of nonrenewable sources of energy. The Town of Eatonville can contribute toward this conservation by encouraging the uses of alternative means of transportation, car pooling and the use of bicycles or walking.

- B. **LOS B:** Represents reasonably unhampered traffic flow operations at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not lengthy.
- C. **LOS C:** Represents stable traffic flow operations. However, ability to maneuver and change lanes may be more restricted than in **LOS B**, and longer queues (lines) and/or adverse signal coordination may contribute to lower average travel speeds.
- D. **LOS D:** Borders on a range in which small increases in traffic flow may cause substantial increases in approach, delay and, hence, decreases in speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combinations of these.
- E. **LOS E:** This represents traffic flow characterized by significant delays and lower operating speeds. Such operations are caused by some combination or adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing. **LOS "E"** is the theoretical capacity of a road facility.
- F. **LOS F:** This represents traffic flow characterized at extremely low speeds. Intersection congestion is likely at critical signalized locations, with high approach delays resulting. Adverse signal progression is frequently a contributor to this condition.

**TABLE - 1. PROPOSED LEVEL OF SERVICE STANDARDS**

ROAD	CLASSIFICATION	EXISTING LOS	PROPOSED LOS
Interstate 4	Prin Art	D	D
Kennedy Ave	Minor Art	D-E	E
Wymore Road	Minor Art	E-F	E
Keller Road	Collector	C	C
Lake Destiny Road	Collector	A	C
West Street	Collector	B	C
Campus View Drive	Collector	B	C
Eaton Street	Collector	A	C
Other Local Road	Local	A	C

Source: Florida Department of Transportation, Orange County Planning Dept., Eatonville Planning Dept.

**TABLE - 2. PLANNING AREA ROAD: FUNCTIONAL CLASSIFICATION AND GOVERNMENT JURISDICTION**

ROAD	FUNCTIONAL CLASSIFICATION	GOVT. JURISDICTION
Interstate 4	Prin Arterial	State
Kennedy Ave	Collector	County
Wymore Road	Collector	County
Keller Road	Collector	County
Lake Destiny Road	Collector	County
West Street	Collector	Town
Campus View Drive	Collector	Town
Eaton Street	Collector	Town
Other Local Road	Local	Town

Source: Florida Department of Transportation

**B ANALYSIS OF EXISTING ROAD SYSTEM**

The 1985 FDOT Roadway Functional Classification lists forty-seven (47) roadways in the Town limits of Eatonville. The functional classification ranged from Principal Arterial, to Minor Arterial, to Collector all the way down to local streets. Interstate 4 is the only Principal Arterial, in the Town. This roadway runs from the Northern Section of the Town limits to the Southern section of the Town limits. Interstate 4 has six (6) lanes with a capacity of 30,000. The average daily trip is 65,110 with a VC ratio of 2.17. The level of service according to the State Standardized description is at F, the agency with primary responsibility is Florida Department of Transportation. There are no plans within the State five-year

plan or the Orlando Urban Area Long Range Transportation Plan to fund major projects on Interstate Four within the Town limits of Eatonville. Although there is no direct access to I-4 within the Town limits, it is the predominate feature of Eatonville's street system and perhaps of the entire Town because it bisects the Town. Not only does the Interstate divide the Land-use pattern of the Town in half, it also restricts any East/West access except for on Kennedy Avenue.

Kennedy Avenue is classified as minor arterial roadway according to state classifications and by Orange County as a Secondary Highway (CR-438A). Kennedy Avenue takes an East/West path through the Town, originating at Highway 17-92 and terminating at Forest City Road. Kennedy Avenue is the central roadway in Eatonville and the only street which ties Eatonville to Maitland on the East. There are plans by the to widen Kennedy from a two (2) lane to a four (4) lane highway.

Wymore Road and Lake Destiny Road parallel I-4 and serve as the Town's only North - South arterial streets. Wymore Road parallels I-4 on the East and provides access to the Interstate at Lee Road, approximately three quarters of a mile South of Kennedy Avenue. It also provides vehicular access to the City of Maitland and Interstate 4 North of Eatonville. Lake Destiny Road parallels I-4 on the West and provides Northern access to Maitland and North Orange County. Lake Destiny Road does not provide access south of Kennedy Avenue. The development pattern of the Catalina Park Subdivision allows only one entrance point: Campusview Drive. This creates congestion and is also considered to be potentially dangerous in emergencies. The remainder of the street system in Eatonville is considered to be local in character. These streets provide access from residents to the Highway Network.

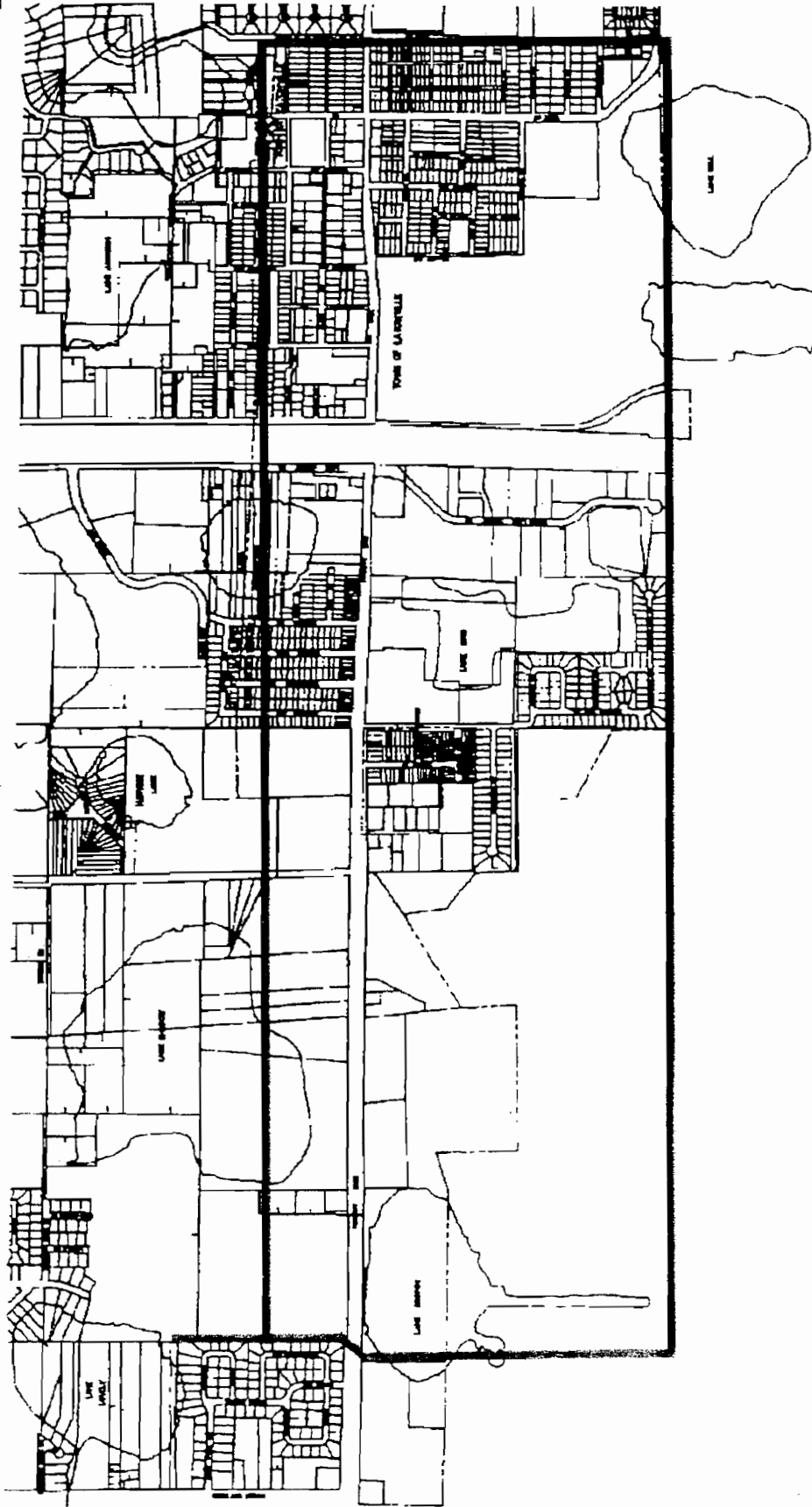
The "Orange County 1990 Comprehensive Policy Plan" lists operational conditions for Kennedy Avenue and Wymore Road for 1995 and 2010. Please note the volumes presented in the following table include all traffic on Kennedy from Forest City Road to SR-15, 600/US 17-92, on Wymore Road from Fairbanks Avenue to the Seminole County line.

The 2005 MPO Traffic Projection classified Kennedy Avenue as a minor arterial, four (4) lanes, divided highway. The 2005 peak-hour traffic volume is 30,600, the 2005 hourly capacity is 27,100 with V/C ratio of 1.130. The existence level of service range from D to E.

The 2005 MPO Traffic Projection classified Wymore Road as a minor arterial, four (4) lanes undivided highway. The 2005 peak hour traffic volume is 45,000, the 2005 hourly capacity is 27,000. The existence level of service range from E to F. The new V/C ratio is 1.670.

The 2005 MPO Traffic Projection classified Keller Road as a collector, two (2) lane undivided highway. The 2005 peak-hour traffic volume is 13,000 with a V/C ratio of 1.300. The existence level of service is C.

*Proposed Community Redevelopment Agency Tax Increment District*



**TOWN OF EATONVILLE**

Town Limits

Although, the MPO made no 2005 year projections for the other collector and local roadways. The local planning staff plans to develop projections of future traffic conditions on the local roadways. This growth factor will be derived from the future land use map contained within the Future Land-Use Element of this plan. Future land use trends used in the analysis and establishment of growth factor are expressed in terms of number of dwelling, auto ownership, total employment, and traffic volume. Data to support this growth factor ratio is being gathered and analysis at the present time.

**TABLE - 3. ROADWAY SUMMARY**

ROAD	CLASS	LANE	TYPE	1989 AD T	1989 CAPACITY	LEVEL OF SERVICE
Interstate 4	Prin Art	6	Divided	117,289	30,000	F
Kennedy Ave	Minor Art	2	Undivided	17,540	13,500	E
Wymore Road	Minor Art	2	Undivided	23,059	13,500	F
Keller Road	Collector	2	Undivided	7,709	12,500	C
Lake Destiny Road	Collector	2	Undivided	9,400	12,500	C
West Street	Local	2	Undivided	3,000	7,500	B
Campus View Drive	Local	2	Undivided	3,000	7,500	B
Eaton Street	Local	2	Undivided	3,000	7,500	B

Source: Florida Department of Transportation, Orange County

**TABLE - 4. ROADWAY PROJECTION**

ROAD	CLASS	LANE	TYPE	2005 PEAK HR. VOLUME	2005 HOURLY CAPACITY	LOC
Interstate 4	Prin Art	8	Divided	123,000	114,000	D
Kennedy Ave	Minor Art	4	Divided	30,600	27,100	D-E
Wymore Road	Minor Art	2	Undivided	45,000	27,000	E-F
Keller Road	Collector	2	Undivided	13,000	11,500	C

Source: Orlando Urban Areas MPO

**TABLE - 5. 1995 AND 2010 OPERATION CONDITIONS FOR  
KENNEDY AVENUE AND WYMORE ROAD.**

ROAD	CLASS	# OF LANE	1995 LOS C	1995 LOS D	1995 LOS E	1995 ADT
Kennedy Ave	Urban Coll	4	33,000	34,900	36,700	37,544
Wymore Road	Urban Coll	2	7,700	11,600	12,900	13,022
<b>2010</b>						
Kennedy Ave	Urban Coll	4	33,000	34,900	36,700	30,400
Wymore Road	Urban Coll	2	7,700	11,600	12,900	28,300

**Source:** Orange County Traffic Engineering Department, 1990  
 Orange County's Plan also lists Wymore Road as being the only road in Eatonville operating below the "D" Level of Service.

ROAD	CLASS	# OF LANE	2010 LOS	2010 LOS D	2010 ADT	
Wymore Road	Urban Coll	2	E	11,600	12,725	

**Source:** Orange County Traffic Engineering Department, 1990

**TABLE - 6. CAPACITY ANALYSIS OF ROADWAY SYSTEM  
(2005 TRAFFIC VOLUMES)**

ROAD	CLASS	LANE	TYPE	PEAK HR. VOLUME	HOURLY CAPACITY	V/C RATIO	EXIST LOS
Interstate 4	Major Art	8	Divided	123,000	114,000	1.080	D
Kennedy Ave	Minor Art	4	Divided	30,600	27,100	1.130	D-E
Wymore Road	Minor Art	2	Undiv.	45,000	27,000	1.670	E-F
Keller Road	Collector	2	Undiv.		13,000	11,500	C

**Source:** MPO Long Range Transportation Plan Update (Year 2005)



### C. CONCLUSION

One thing is for sure, as the population and employment opportunities increase in Eatonville and Orange County, the traffic volume on the area's road network will also increase. The Town must ensure vehicular mobility to maintain the quality of life in Eatonville. The Plan recommends that the Town ensure this mobility by establishing acceptable levels of service on roadways, in implementing an appropriate maintenance program, encouraging the use of alternative modes of transportation and encouraging private and public sector efforts. The town must develop policies to support these strategies to comply with the State's concurrence requirements.

### D. DETERIORATION OF SITE AND OTHER IMPROVEMENTS

In The Town of Eatonville, substantial deterioration of site conditions including property valuation and vacant land are documented below.

**TABLE 7. ACREAGE OF LAND USES BY YEAR**

<b>LAND USE ACREAGE</b>	<b>1989 ACTUAL</b>	<b>1996 PROJECTED</b>	<b>2001 PROJECTED</b>
Residential	125.45	134.55	143.66
Commercial	38.87	42.28	45.43
Industrial	19.98	21.14	22.72
Public & Semi-Public	196.00	211.40	227.15
Recreational	5.52	6.04	6.49
Water	52.00	52.00	52.00
Vacant	227.95	198.36	168.32
<b>Total Area</b>	<b>665.77</b>	<b>665.77</b>	<b>665.77</b>

Source: Eatonville Planning Department, 1989

### V. VACANT AND UNDEVELOPED LAND

The vacant land analysis is based on information collected on both graphic features and physical characteristics in the Town. For the purpose of the land use analysis, vacant or undeveloped land was considered any land not presently in use or currently being developed. For this category, land was considered unsuitable for development if it was located within the flood hazard zone. What remained was land which is best suited physically for development.

At the present time, Eatonville has approximately 228 acres or 34% of land area that is considered vacant or undeveloped. This total does not include undeveloped open space owned by Orange County School Board. Of the total, 175.95 acres consist of land and 52 acres of water. While some of the land is represented by individual parcels at random locations, the majority of it is situated on parcels in the western portion of the Town.

Table 8 entitled "Vacant and Undeveloped Land Summary" list 177 acres of land as vacant or undeveloped. This figure does not reflect the almost 50 acres of undeveloped school board property.

**TABLE 8. VACANT AND UNDEVELOPED LAND SUMMARY**

LAND USE ACREAGE	TOTAL ACRES	TOTAL DEVELOPED	TOTAL VACANT
Residential	186.00	126.00	60.00
Commercial	94.00	39.00	55.00
Industrial	50.00	19.00	21.00
Public	237.00	296.00	41.00
Recreational	5.52	5.52	0.00
Water	52.52	N/A	N/A
<b>Total Area</b>	<b>615.00</b>	<b>386.00</b>	<b>177.00</b>

\*These figures do not reflect the almost 50 acres of undeveloped School Board Property. The figures are rounded.

**Source:** Eatonville Land Use Survey, 1989

There are several major areas of vacant land in the Town of Eatonville. These being the large areas of property located along the southern and northern sides of Kennedy Blvd., in the western section of the Town near Forest City Road and Keller Road. This area contains almost 80% of the vacant commercial property in the Town. The future land-use map reveals that the majority of this property will remain for commercial usage except for the section on the northern section of Kennedy Blvd., along Keller Road. The section is recommended for planned-unity development or cluster development.

The only area with flood control problems is the area located near Lake Weston. The Town will use the Federal Flood Insurance Map and the local Flood Control Ordinance to control development and prevent flooding in this area. Most of this area is made up of soils that are loose and open, which allows water to penetrate easily and present only slight limitations for any type of urban development. But, some special drainage consideration is needed in the development of the area near Lake Weston. Most of the vacant land in this area is flat with only a gentle slope with no limitation to development. The only natural resources in this area are Lake Weston and the trees and other natural vegetation. There are no known historic resources in this area.

The second major area of vacant land is in the area of property located along Lake Destiny Road and Lake Bell in Interstate Park. The majority of this property is zoned for industrial and manufacturing activities. This area makes up over 50 percent of total industrial zoned land in the Town.

The soils and topography are generally good and favor future development. The basic drainage and flood proofing facilities are already installed in this area and a master storm drainage plan has been filed with the local water management district. Future development in this area have to file for an amendment to the master plan. There are no known historical resources found in this area.

The third area is the almost 50 acres of property owned by the Orange County School Board. This property is well suited for future development. The topography and soil conditions are well suited for most urban uses. The future land use map calls for future development of the area along Lake Bell for conservational and recreational uses and the area along Wymore Road for commercial activities.

The final area of vacant land are those vacant lots in established commercial and residential neighborhoods. These areas are prime for development because they already have the infrastructure needed to support future development.

## **VI. RENEWAL OF BLIGHTED AREAS**

There is not one single area of the Town that is considered a blighted area. There are isolated housing units that are considered to need renewal. The Town's Code Enforcement Department is presently abating those individual units, but age, and continued deterioration is more at a rapid pace.

## **VII. INCONSISTENT USES**

According to 1989 Land Use Survey, the major areas of nonconformance is the residential uses in the commercial zoned area along Kennedy Boulevard and the location of small commercial establishments scattered in residential zoned areas.

The Town is using the following regulations and policies to reduce or eliminate all existing land uses which are incompatible or inconsistent with the Future Land Use Plan. The regulations and policies will be included in the Land Development Code by December 1, 1991.

- Any use, building, or structure lawfully in existence before December 1, 1991 shall be made nonconforming at the passage of the December 1, 1991 Land Development Regulations.

- Any use, building, or structure is a nonconforming use if its use, structure, or any physical characteristics are not in full compliance with all regulations of the zoning district in which it is situated.
- No nonconforming use shall be enlarged, extended, reconstructed, substituted or structurally altered unless it is for normal maintenance, repair, or incidental alteration.
- A nonconforming use not used for a period of six (6) months, shall be considered as abandonment. Such nonconforming use shall not be revived.
- When fifty (50) percent or more of the existing floor areas of a nonconforming structure is destroyed by fire or natural disaster, and as a result becomes unsafe or unusable, the use of this structure shall be terminated.

## **VIII. FLOOD-PRONE AREAS**

In compliance with the Federal Flood Insurance Program of which Eatonville is a participant, the Town has adopted an ordinance which prohibits development in the 100 year Flood Plain unless flood-proof measures are undertaken: four specific areas are affected:

- A. Industrial and commercial development proposed on the large tract of land south of Kennedy Avenue and west of I-4 will require flood-proofing. Because Lake King is not a natural lake, but rather a borrow pit, no negative environmental impacts should occur from filling in this area. Finished floor and street elevations for this area should be established.
- B. The area just north of Lake Bell is planned for recreation. This is ideal land use for a flood prone area as no permanent structures are proposed.
- C. There is sufficient land area outside the flood plain for the planned commercial and office uses south of Lake Hungerford and Lake Shadow. Local land use controls should be enforced to prevent structures within the flood prone area unless flood-proofing is used and setbacks are established.
- D. The area north of Lake Weston is only approximated as being flood-prone because no detailed methods were used. However, residential development planned for this area should be prohibited unless flood-proofing measures are used for a more detailed study redefines the flood plain.

The only areas in the Town that are considered as flood-prone according to the Federal Flood Insurance Rate Map are those areas surrounding the local lakes. The Town has adopted an ordinance which prohibits development in these areas, according to guidelines of the Federal Flood Insurance Program, unless flood-proof measures are undertaken. The Town Land Development Code also establishes finished floor and street elevations for all areas in the Town.

## IX. INDUSTRIAL LAND USE

According to the 1989 Land-Use Survey, there were 19.98 acres used for industrial use. By dividing the present population by the total developed industrial land use, we have a ratio of 0.007. By taking the 1991, 1996 and 2001 population projections and multiplying it by the established ratio of 0.007, we can project the acreage need for future industrial uses. The number assumes that the 0.007 ratio will continue throughout the planning period. The following table presents the results computed by a straight line ratio, it is the hope of Eatonville that growth in this land use increases at a greater level to capitalize on the high level of available land.

**TABLE 9: PROJECTED INDUSTRIAL ACREAGE**

YEAR	ACREAGE
1991	20.04
1996	21.14
2001	22.71

Source: Eatonville Planning Department, 1989

### A. PUBLIC AND SEMI-PUBLIC

There are presently 196 acres being used: this land category according to the 1989 Land-Use survey. The land use can be factored from population projections. By dividing the 1989 population into the total developed acreage, we acquire a ratio of 0.07. By multiplying the established ratio (0.07) by the 1991, 1996 and 2001 we arrive at the acreage needed. The number assumes that the established ratio will continue throughout the planning period.

**TABLE 10: PROJECTED PUBLIC AND SEMI-PUBLIC ACREAGE**

<b>YEAR</b>	<b>ACREAGE</b>
1989	196.00
1996	211.40
2001	227.15

**Source:** Eatonville Planning Department, 1989

**B. ROADS AND TRANSIT**

The Town of Eatonville must work with Orange County, the State and other surrounding areas to not only enforce levels of service standards, but also to provide for the proper signage and maintenance of area roadways.

The Town must promote alternative strategies to increased pedestrian and transit uses. The Town future land use patterns must help to promote alternative strategies and ensure effective functioning of the roadways.

**C. RECREATION**

The Town of Eatonville must not only provide for the development of future recreation facilities, it must improve and maintain existing facilities. Although the total acreage of recreation lands meeting National and State level, (2.5 acres per one thousand resident), the level of service provided by the facilities are not acceptable because of limited equipment located in the areas.

**D. NATURAL RESOURCES**

The Town of Eatonville shall not only promote the protection and preservation of air quality, groundwater, surface water, endangered plants and animals, flood plains, and soils and topography, it shall work with all Federal, State and local agencies to reach State and Federal Goals.

**X. THE FUTURE DEVELOPMENT PATTERN AND LAND NEEDS**

The Town of Eatonville must maintain an acceptable quality of life for its citizens and businesses by setting forth and implementing a plan that optimized governmental expenditures for service and facility provision, protects the natural environment, and provide direction on establishing an efficient land

development pattern. The Town must use innovative ideas such as infill development, redevelopment and maintenance to existing infrastructure and other techniques to provide for the most efficient and effective land development patterns.

**A. RESIDENTIAL**

Residential acreage requirements are dependent upon the projected number of housing units. The future population growth directly relates to future housing needs. Presently there are 2,733 permanent residents in the Town of Eatonville. There are 786 housing units, with a ratio of 3.43 persons per unit. Because of the trends of small household and other factors, the future residential acreage requirements are based on 3.14 persons per housing unit.

**TABLE 11: PROJECTED HOUSING NEEDS**

HOUSING	1996	2001
Single Family	700	752
Multi-Family	245	264
Mobile Home	1	1
<b>Total</b>	<b>876</b>	<b>1,017</b>

Source: Eatonville Planning Department, 1989

The numbers are based on future population projections and assumed that the Town will reach the 3.14 ratio within the planning period. It was assumed that 100% of the projected population will live in dwelling units. The 3.14 per household factor is assumed to remain the same during the planning period. They also assume that 74% of the total units to be single family and 26% to be multifamily units throughout the planning period. The vacancy rate of 2% is not reflected in the projections. Acreage needs for residential land use is based on housing type projections and density assumptions. Average density for single family units in the Town average between 5 and 10 units per acre, Multifamily housing average between 10 and 20 units per acre. The future housing needs by acreage will use the median number of units to project the needed acreage (7.5 units per acre for single family and 15 units per acre for multifamily). It is assumed that the above densities will prevail during the planning period.

**TABLE 12: FORECASTED RESIDENTIAL DENSITIES (PER ACRE)**

YEAR	SINGLE FAMILY	MULTIFAMILY
1991	7.5	15
1996	7.5	15
2001	7.5	15

Source: Eatonville Planning Department, 1989

# XI. HOUSING ELEMENT

## A. INTRODUCTION

The purpose of the Housing Element is to present data and trends in housing, to analyze these data and trends, to put forward alternative implementation strategies and to formulate goals, objectives, and policies. These implementation strategies are designed to guide development in Eatonville for the next ten (10) years.

The Housing Element is based upon the 1978 Eatonville Comprehensive Plan, the 1980 Census Report, Town's building records, the Orange County Tax Appraiser's Records, and the 1989 Housing Condition Survey.

The Housing Element is formatted in three sections; an introduction, a data and a housing analysis section, and a goals, objectives and policies section.

## B. DATA

Eatonville functions primarily as a single family residential community located in North - Central Orange County. This present trend is expected to continue into the future.

### a. OCCUPIED UNIT BY TENURE

Table 13 shows the age of the Town's housing. Information is also provided on the number of owner occupied and renter-occupied dwellings. Eighty-one percent (81%) of Eatonville's housing was constructed after 1950. Only nineteen percent (19%) was built prior to 1950. Seventy-one percent (71%) of the Town's housing units are owner-occupied, with twenty-nine percent (29%) being renter-occupied.

**TABLE 13: YEAR-ROUND OCCUPIED HOUSING UNIT BY TENURE**

YEAR	ALL UNITS		OWNER OCCUPIED		RENTER OCCUPIED	
	No.	%	No	%	No.	%
1970 - 1980	140	20	94	19	46	23
1960 - 1969	278	41	219	45	59	30
1950 - 1959	138	20	94	19	44	22
1940 - 1949	96	14	52	11	44	22
1939 or earlier	32	5	27	6	5	3
<b>Total</b>	<b>684</b>		<b>486</b>		<b>198</b>	

Source: Eatonville Planning Department, 1989; U.S. Census, 1980



**b. NEED FOR MORE AFFORDABLE HOUSING**

Table 14 shows excessive housing cost did not appear to be a significant problem. These statistics do indicate a need for more affordable housing in the Town to accommodate low-income families.

**TABLE 14: RENT-TO-INCOME RATIO — TOWN OF EATONVILLE 1980**

PERCENTAGE INCOME AS RENT	INCOME RANGE				
	LESS THAN \$5,000	\$5,000 TO \$9,999	\$10,000 TO \$14,999	\$15,000 TO \$19,999	\$20,000
Less than 20%	0	0	14	21	4
20% - 24%	0	11	13	0	0
25% - 34%	0	16	4	2	10
35%+	53	34	0	0	0
Not Computed	16	0	0	0	0

Source: U.S. Bureau of the Census, 1980

**c. HOUSING CONDITIONS**

Table 15 gives information on the condition of the Town's housing stock, as reported in the 1980 Census. Approximately 3.4 percent (3.4%) of the housing units lack complete plumbing. The percentage of housing lacking complete kitchens was 3.5 percent (3.5%). The number of houses without air conditioning (59%), and heating (2.5%) exceed County averages. The numbers for overcrowding were unavailable.

**TABLE 15: EQUIPMENT, PLUMBING FACILITIES AND OVERCROWDED UNITS  
EATONVILLE, 1980**

	UNITS	PERCENT YEAR ROUND UNITS
Lacking Complete Plumbing	23	3%
Lacking Complete Kitchens	24	4%
No Heating	17	2%
No Air Conditioning	403	60%
Overcrowded Units	0	0%

Source: U.S. Bureau of the Census, 1980

To access the housing structural conditions in the Town, a windshield survey was conducted by the Town's Planning Department. Housing structure conditions were classified as either standard, substandard, or dilapidated. These classifications are defined as follows:

1. Standard: No defects or slight defects that are correctable with regular maintenance. (e.g. lack of paint, slight cracks).
2. Substandard: Intermediate defects requiring repair if unit is to provide safe and adequate shelter; more serious defects than those correctable by regular maintenance - these defects may include holes, open cracks, rotted, loose, or missing materials in part of the foundation, walls or roof, rotted window sills or frames.
3. Dilapidated: Serious defects making the building a safety hazard or creating an unhealthy environment. These defects may include holes, open cracks, or rotted, loose, or missing material (siding, shingles, brick concrete, tiles, plaster, floor boards), sagging floor, wall or roof, or damage by storm or fire.

As can be seen from the information presented in Table 16, there are a total of 786 housing units in the Town of Eatonville. Of this total, approximately 68 percent (68%) are single-family detached housing, approximately 6 percent (6%) are duplex and 26 percent (26%) are multifamily units.

Of the total housing units, 743 or 94.5 percent are considered to be in standard condition or need only minor repairs. Approximately 43 or 5.5 percent are considered to be substandard or dilapidated. There are 35 units which need major repair to be classified as standard housing. The remaining 8 units should be demolished.

**TABLE 16: HOUSING CONDITIONS IN EATONVILLE, 1989**

	<b>STANDARD</b>	<b>SUBSTANDARD</b>	<b>DILAPIDATED</b>	<b>TOTAL</b>
Single-Family	491	33	8	532
Duplex*	48	2	0	50
Mobile Home	1	0	0	1
Multifamily**	203	0	0	203
<b>Total</b>	<b>743</b>	<b>33</b>	<b>8</b>	<b>786</b>

\*Duplexes were counted by units rather than structures.

\*\*Multifamily housing was counted by units.

**Source:** Eatonville Housing Survey, 1989

As can be seen from the information present on Table 17, Eatonville was divided into four (4) study areas to analyze housing conditions by location.

**TABLE 17: HOUSING CONDITIONS IN EATONVILLE, 1989**

	<b>STANDARD</b>	<b>SUBSTANDARD</b>	<b>DILAPIDATED</b>	<b>TOTAL</b>
<b>Study Area 1</b>				
Single-Family	146	1	0	147
Multifamily	144	0	0	144
<b>Total</b>	<b>290</b>	<b>1</b>	<b>0</b>	<b>291</b>
<b>Study Area 2</b>				
Single-Family	81	14	2	97
Duplex	2	0	0	2
Multifamily	0	0	0	0
Mobile Home	1	0	0	1
<b>Total</b>	<b>84</b>	<b>14</b>	<b>2</b>	<b>100</b>
<b>Study Area 3</b>				
Single-Family	116	10	1	127
Duplex	12	0	0	12
Multifamily	19	0	0	19
<b>Total</b>	<b>147</b>	<b>10</b>	<b>1</b>	<b>158</b>
<b>Study Area 4</b>				
Single-Family	148	8	5	161
Duplex	34	2	0	36
Multifamily	40	0	0	40
<b>Total</b>	<b>222</b>	<b>10</b>	<b>5</b>	<b>237</b>

Source:

**Study Area 1:** Consists of the Catalina Park Subdivision, West Kennedy Apts, and Kingston Court Apts, which are located South of Kennedy Blvd., and West of I-4. Catalina Park is completely Single-Family Residential with 147 units. There appear to only be one (1) house in need of major repair. West Kennedy Apts (80 units) and Kingston Court Apts (64 units) appear to be in standard condition.

**Study Area 2:** Is located North of Kennedy Blvd., and West of I-4. Within this neighborhood there are 97 single-family detached housing units, one (1) duplex, and one (1) mobile home. Of the 100 housing units in this neighborhood, sixteen (16) are considered substandard or dilapidated.

**Study Area 3:** Is located North of Kennedy and East of I-4. There are a total of 138 housing units in this neighborhood of which 127 are single family detached units. Approximately 7 percent (7%) or 11 units are considered to be substandard or dilapidated.

**Study Area 4:** Is located South of Kennedy and East of I-4. This neighborhood contains a total of 237 housing units, of this total 161 are single-family detached, 36 are duplexes, and 40 multifamily units. Approximately six percent (6%) or 15 units are considered substandard or dilapidated.

**d. HOUSING REMOVAL AND REPLACEMENT**

The Town of Eatonville should implement the following programs and activities to help rehabilitate, reduce the number of substandard housing units and to maintain the present vacancy rate:

- Conduct studies to assess the present housing conditions.
- Rehabilitate existing housing, or demolish substandard housing that cannot be economically conserved.
- Continue to monitor the housing conditions to detect and eliminate housing code violations.
- Encourage loan programs designed to assist home owners of substandard housing.
- Seek all the available grant moneys aimed at housing rehabilitation.

The majority of housing units in the Town are owner occupied and private owner will be responsible for the replacement of these units. The Town will establish a housing relocation plan prior to the Town demolition of housing occupied by very low and low income families by using local, State, or Federal funds. The Town Code Enforcement Department will continue to work with homeowners and landlords to ensure that removed housing units are replaced and an adequate vacancy rate is maintained.

**e. HOUSING SUBSIDIES PROGRAMS AND SPECIAL HOUSING UNITS**

As shown in Table 18, one Apartment complex within the Town of Eatonville participate in the rental subsidy program. A total of 80 units are available to families qualifying under the Section 8 Guidelines. Location of the subsidized housing are shown on Land Use Map Series.

**TABLE 18: SUBSIDIZED HOUSING**

NAME	TOTAL UNITS	PROGRAM	UNITS SUBSIDIZED
West Kennedy Apts.	80	Section 8	80

Source: Telephone Survey w/ Orange County

According to the Department of Health and Rehabilitative Services (HRS), two (2) group homes are located within Eatonville. The location of these two (2) group homes are shown on Land Use Map Series. Table 19 shows an inventory of these two (2) facilities.

**TABLE 19: LICENSED GROUP HOMES**

NAME	DESCRIPTION	CAPACITY
Eatonville Family Care Friendly Village of Orange	Adult Congregate Living Facility Residential Placement	32 64

Source: Florida Department of Health & Rehabilitative Services

**f. HOUSING FOR POPULATION WITH SPECIAL NEEDS**

There are these groups of persons with special housing needs in Eatonville as identified in Chapter 9J-5, Florida Administrative Code. They are handicapped, senior citizens and children in foster care.

Presently there are no Publicly Assisted Farm worker housing located in Eatonville. In general, agriculture land use is diminishing throughout Orange County due to urbanization and recent freezes, which substantially reduced acreage devoted to citrus production.

**1. Handicapped Population**

Handicapped persons require a number of different type of housing accommodations to meet their needs. Key factors in providing housing for the handicapped are the nature and extent of the handicap and the level of necessary supervision needed. There is no data available concerning the Town handicapped population. Local land-use survey report two (2) group homes in the Town which provide housing for persons with handicaps. They are Eatonville Family Care (capacity 32) and Friendly Village (capacity 64). The Town should support private and nonprofit organizations that provide housing for special needs as well as seek funds for the provision of housing for handicapped citizens.

2. Senior Citizens

There is a growing need for affordable housing for senior citizens because of their growth in numbers and because many of them live on a limited income. The 1980 Census reported 231 (12%) of the population as being over 62 years of age. It also reports that 591 (31%) of the population as being between 45 and 60 years of age.

The University of Florida, Bureau of Economic and Business indicate the person aged sixty-five or more will increase to about half of the State population by 2000 as life spans continue to increase. This trend can be assumed to occur in Eatonville. This will create a need for smaller housing units, low cost housing and special care homes for persons needing nursing care. The Town should seek funds and support private effort to construct and rehabilitate elderly housing. The Town should also address the location of elderly housing units in its Land Development Code and, Future Land Use Element.

3. Children in Foster Care

Most community residential homes to shelter children in foster care is provided by the Florida Department of Health and Rehabilitative Services (HRS). These homes provide care and supervision to children in a family environment. The Town should support this State program and provide an area within the Future Land Use Element and Local Zoning Ordinance which allow foster care facilities.

The Town will provide adequate sites in residential areas for group homes and foster care facilities by encouraging and promoting the inclusion of residential care facilities, institutional use and facilities as a permitted conditional use or planned development in areas where infrastructure and traffic levels of service are adeand where the use is compatible with surrounding uses.

The Town will develop Land Development Regulations that include provisions for the location and design for foster care, group homes and residential care institutions.

**g. HOUSING ACTIVITY FROM 1980**

The 1980 census reports a total of 684 housing units in the Town. A 1989 housing survey lists a total of 786 units. Between 1980 and 1989 there were a net gain of 102 units in the Town of Eatonville. Most of this net gain can be accounted for by the construction of low income Multi-family units constructed in 1982 and 1983: West Kennedy Apartment (80 units) and Kingston Courts Apartments (64 units).

**TABLE 20: HOUSING ACTIVITY INVENTORY 1980-1989**

<b>YEAR</b>	<b>NEW CONSTRUCTION</b>	<b>CONVERSION</b>	<b>REMOVALS</b>	<b>MOBILE HOME</b>
1980	N/A	—	N/A	0
1981	N/A	—	N/A	0
1982	80	—	N/A	1
1983	64	—	N/A	0
1984	6	—	N/A	0
1985	7	—	N/A	0
1986	5	—	1	0
1987	3	—	N/A	0
1988	3	—	N/A	0
1989	8	—	5	0
1990	2	—	2	0

**Source:** Eatonville Building Department, 1989

**h. HISTORICAL HOUSING**

The Florida Master Site File lists one structure in the Town of Eatonville. The site number 80R00382, the site name is E.L. Hungerford House, it is located in Township 21S, Range 29E, Section 35. This house has been removed.

The Preserve Eatonville Community Association (PEC) is working diligently to acquire the original site of the St. Lawrence A.M.E. on Kennedy and Taylor so that the Church may be restored. Also, preparations are being made by PEC to restore the tilda Moseley Home located on Taylor Avenue.



i. **HOUSING CHARACTERISTICS COMPARISON**

The Town of Eatonville is required to compare local housing characteristics with those characteristics of Orange County. The 1980 Census Report 684 housing units in the Town of Eatonville and 183,373 in Orange County.

**TABLE 21: EATONVILLE AND ORANGE COUNTY HOUSING CHARACTERISTICS COMPARISON 1980**

<b>TYPE HOME</b>	<b>EATONVILLE</b>	<b>ORANGE COUNTY</b>
Single Family	602	119,877
Multifamily	82	51,300
Mobile Home	0	12,196
<b>Total</b>	<b>682</b>	<b>183,373</b>

Source: U.S. Census, 1980

**TABLE 22: HOUSING TENURE**

<b>TYPE HOME</b>	<b>EATONVILLE</b>	<b>ORANGE COUNTY</b>
Owner Occupied	453	106,601 (62%)
Renter Occupied	198	64,153 (38%)
<b>Total</b>	<b>651</b>	<b>170,754</b>

Source: U.S. Census, 1980

**TABLE 23: HOUSING AGE**

<b>DECADE BUILT</b>	<b>EATONVILLE</b>	<b>ORANGE COUNTY</b>
1970s	140 (20%)	70,426 (38%)
1960s	278 (41%)	49,249 (27%)
1950s	138 (20%)	38,967 (21%)
1940s	96 (14%)	12,804 (7%)
1939 or earlier	32 (5%)	11,927 (7%)
<b>Total</b>	<b>684</b>	<b>183,373</b>

Source: U.S. Census, 1980

**TABLE 24: HOUSING VALUE AND MEDIAN ROOMS**

	<b>EATONVILLE</b>	<b>ORANGE COUNTY</b>
Value Median Room	\$26,000.00	\$42,000.00

Source: Orange Co. Tax Office and U.S. Census 1980

**TABLE 25: RENTER OCCUPIED HOUSING UNITS BY CONTRACT RENT**

<b>MONTHLY RENT</b>	<b>EATONVILLE # OF UNITS</b>	<b>ORANGE COUNTY # OF UNITS</b>
Less than \$60.00	0	1,356
\$50.00 - \$79.00	0	2,282
\$80.00 - \$99.00	0	1,796
\$100.00 - \$149.00	12	8,814
\$150.00 - \$199.00	93	13,598
\$200.00 - \$249.00	56	16,432
\$250.00 - \$299.00	16	9,069
\$300.00 - \$349.00	7	3,361
\$350.00 - \$399.00	0	1,467
\$400.00 - \$499.00	0	1,062
\$500 or more	10	1,452
No Cash Payment		1,931

Median Rent Payment                      \$196.00                      \$206.00

Source: U.S. Census, 1980

**TABLE 26: HOUSING COST: HOUSING UNITS WITHOUT A MORTGAGE BY  
AMOUNT OF MONTHLY OWNER COSTS**

<b>MONTHLY COST</b>	<b>EATONVILLE # OF UNITS</b>	<b>ORANGE COUNTY # OF UNITS</b>
Less than \$50.00	19	1,269
\$50.00 - \$74.00	13	4,477
\$75.00 - \$99.00	37	5,146
\$100.00 - \$149.00	34	7,470
\$150.00 - \$199.00	12	2,533
\$200.00 - \$249.00	19	692
\$250.00 and up	6	667
<b>Total</b>	<b>140</b>	<b>22,254</b>

Median \$101.00

Source: U.S. Census, 1980

**TABLE 27: HOUSING COST: HOUSING UNITS WITH A MORTGAGE BY AMOUNT OF MONTHLY OWNER COSTS**

MONTHLY COST	EATONVILLE # OF UNITS	ORANGE COUNTY # OF UNITS	COUNTY %
Less than \$100.00	4	518	.8
\$100.00 - \$149.00	40	2,493	3.9
\$150.00 - \$199.00	50	7,349	11.4
\$200.00 - \$249.00	107	9,765	15.0
\$250.00 - \$299.00	44	9,619	15.2
\$300.00 - \$349.00	17	8,254	12.8
\$350.00 - \$399.00	2	6,665	10.4
\$400.00 - \$449.00	4	5,387	8.4
\$450.00 - \$499.00	8	3,929	6.1
\$500.00 - \$599.00	4	5,064	7.9
\$600.00 - \$749.00	0	3,179	4.9
\$750.00 - or more	0	2,110	3.2
Median	\$221	\$315	

**TABLE 28: GENERAL CHARACTERISTICS OF HOUSING UNITS**

CHARACTERISTICS	EATONVILLE	ORANGE COUNTY
Total Population	2,185	471,016
Total Units	684	183,376
Median Rooms	5.5	5.3
Median Persons	3.19	2.53
Median Value	\$26,500	\$44,700

Source: U.S. Census 1980 and Orange Co. Tax Office

**h. HISTORICAL HOUSING**

The Florida Master Site File lists one structure in the Town of Eatonville. The site number 80R00382, the site name is E.L. Hungerford House, it is located in Township 21S, Range 29E, Section 35. This house has been removed.

**TABLE 29: RENT OR COST TO INCOME**

<b>PERCENT INCOME AS RENT</b>	<b>EATONVILLE HOUSEHOLD INCOME LESS THAN \$10,000</b>		<b>ORANGE COUNTY HOUSEHOLD INCOME LESS THAN \$10,000</b>	
Less than 20%	0	(0%)	1,227	(4%)
20 to 24	11	(5%)	1,545	(5%)
25 to 34	16	(14%)	5,315	(19%)
35 or more	69	(67%)	18,062	(64%)
Not computed	16	(14%)	2,244	(8%)
<b>Totals</b>	<b>112</b>	<b>100%</b>	<b>28,393</b>	<b>100%</b>
	<b>\$10,000 - \$19,000</b>		<b>\$10,000 - \$19,999</b>	
Less than 20%	35	(64%)	7,292	(31%)
20 to 24	13	(24%)	6,467	(28%)
25 to 34	6	(2%)	7,177	(30%)
35 or more	0	(10%)	1,896	(8%)
Not computed	0		692	(3%)
<b>Totals</b>	<b>54</b>	<b>100%</b>	<b>23,524</b>	<b>100%</b>
	<b>\$20,000 or More</b>		<b>\$20,000 or More</b>	
Less than 20%	4	(29%)	8,789	(83%)
20 to 24	0	(0%)	1,090	(10%)
25 to 34	10	(71%)	350	(3%)
35 or more	0	(0%)	34	(1%)
Not computed	0	(0%)	329	(3%)
<b>Totals</b>	<b>14</b>	<b>100%</b>	<b>10,592</b>	<b>100%</b>

Source: U.S. Census Report 1980

## XII. HOUSING ANALYSIS

### A. HOUSING FOR FUTURE POPULATION NUMBER AND TYPE OF UNITS NEEDED

By the year 2001, 3,245 people are expected to reside in the Town of Eatonville. This is based on population projections which assumes that the number of people in the Town will increase by 45 persons per year for the next ten years. To maintain the 1980 median person per household (pph) of 3.9 the need to be 14 housing units added to the housing stock per year. The number of housing units projected to be needed between 1991 and 2001 is presented in Table 30. According to the 1989 Housing Survey, the present PPH is almost 3.4.

**TABLE 30: FUTURE HOUSING NEEDS**

YEAR	PROJECTED POPULATION	PROJECTED HOUSING NEEDS*
1991	2,795	876
1996	3,020	946
2001	3,245	1,017

\*This project does not take in account the 2% vacancy rate.

**Source:** Eatonville Planning Department

The number and type of units needed for the population noted in Table 31 were projected using population projection. Because less than one-percent (1%) of the population live in group homes, including jails, dormitories and community residential homes. It is assumed that most of the projected population will live in dwelling units. According to the 1989 Housing Survey conducted by the Town, the person per-household (pph) is 3.43. This survey lists a total of 786 units, which means there is a present need of 90 units to reach the 1980 figure of 2.14 pph. The 1991, 1996 and 2001 projected for number of units needed are based on a pph level of 3.14. These projects did not take in account the 2% vacancy rates.

**TABLE 31: PROJECTED TOTAL UNITS NEEDED**

TYPE OF HOME	1991	1996	2001
*Single Family	648	700	752
Multifamily	228	245	264
Mobile Home	1	1	1
<b>Total</b>	<b>877</b>	<b>946</b>	<b>1,017</b>

\*This category includes duplexes.

**Source:** Eatonville Planning Department

The amount of projected single family, multifamily and mobile homes was generated based on the maintaining of the ratio highlighted in the 1989 Housing Survey. The 1989 survey lists 582 (74%) single family, multifamily 203 (26%) and mobile home 1 (less 1%). The reason these ratios are used is because of the single family nature of the Community and the large number of small lots available for development.

**B. HOUSING NEEDS BY ACREAGE**

Table 32 shows the acreage needs for housing which can be based on housing type and density pattern. In the Town of Eatonville, single family housing average between 5 and 10 units per acre. The average multifamily housing averages between 10 and 20 units per acre. The future housing needs by acreage will use the median number of the unit per acre to project the needed acreage – 7.5 units per acre for single family and 15 units per acre for multifamily.

**TABLE 32: FUTURE HOUSING NEEDS BY ACREAGE**

TYPE OF HOME	UNITS	TOTAL PER ACRE	UNITS 1991	1996	2001	TOTAL
*Single Family	170	7.5	8.8	6.9	6.9	22.6
Multifamily	61	15.0	1.6	1.2	1.2	4.0
Mobile Home	N/A	N/A	N/A	N/A	N/A	N/A
<b>Total</b>	<b>231</b>	<b>22.5</b>	<b>10.4</b>	<b>8.1</b>	<b>8.1</b>	<b>26.6</b>

Source: Eatonville Planning Department

**C. HOUSING NEEDS BY TENURE**

Table 33 gives the projected housing need by tenure. The Federal Home Loan Bank indicated in an 1986 survey that housing cost will increase faster than the income levels. Data for census report also support trend of increase in renter-occupied units and decrease in owner-occupied. It is assumed in the projections that renter-occupied will increase at about 5% per planning period. According to homestead exemption reports for 1990, 68% units are owner-occupied and 32% are renter-occupied.

**D. HOUSING NEEDS BY INCOME**

It is essential that a household income level be established before determining the demand for different types of housing. It is important that housing cost match the income of the projected and present household so that excessive housing costs are not incurred.

Analysis of the 1970 and 1980 Census indicate an increase in low and moderate household income. This trend is expected to continue in the near future. Although the Town has seen increased economic growth and this growth is expected to continue in the future because of the types of industries locating in the area. Most of the work force will come from outside of the Town. The majority of the expected population will have to find jobs in service related industries in the greater Orlando area. There will be a need for a greater number of low and moderate income housing and decrease in middle and upper level housing. See Tables 33 and 34.

**TABLE 33: HOUSING NEEDS BY TENURE  
EATONVILLE 1991 – 2001**

YEAR	TOTAL UNITS	RENTER OCCUPIED	OWNER OCCUPIED
1991	876	280	596
1996	946	303	643
2001	1017	326	691

Source: Eatonville Planning Department

**TABLE 34: PROJECTED NUMBER OF UNITS NEEDED BY INCOME**

TYPE OF HOUSING	1991	1996	2001
30% Low	263	284	305
45% Moderate	394	426	458
25% Middle/Upper	219	236	254
<b>Total</b>	<b>876</b>	<b>946</b>	<b>1,017</b>

Source: U.S. Census 1980  
Eatonville Planning Department, 1990

## E. LOCATION OF HOUSING

The Town will use the local comprehensive plan to direct the future location of housing. The local plan supports a compact and efficient future development, in which residential land use is physically and functionally integrated into the overall land-use pattern. It is the Town's goal to avoid sprawl and the negative impacts associated with sprawl, such as traffic congestion and inefficient provision of services and facilities. The Town should make special provisions for the location of affordable housing by encouraging infill housing and the rehabilitation of substandard housing.

The location of affordable housing, which includes, but is not limited to manufactured homes as a special exception, should be supported in mixed-use projects to encourage development patterns which physically integrate rather than isolate low and moderate income and special needs groups from other sectors of the community. To achieve this objective the Town must amend all residential zoning districts to incorporate performance standards and incentives for the provision of affordable housing. The Town could even consider reserving and/or extending infrastructure capacity for affordable housing projects.

The Town encourages the use of compatible infill development to support and direct the future location of housing. Infill development can be used as a growth management tool to stabilize and improve existing neighborhoods as well as utilize existing infrastructure. Housing, such as manufactured home, is encouraged in these areas.

Affordable housing is also provided by the rehabilitation of substandard housing units. This rehabilitation of housing unit utilizes existing infrastructure as well as revitalize neighborhoods. The Town, through programs and subsidies such as Housing Code Enforcement and Community Development Block Grants, can monitor the conditions of residential homes and dedicate funds for their rehabilitation.

**Affordable Housing:**

The Town of Eatonville has historically used Federal funds to assist its residents with affordable housing. However, governmental funds have decreased over the years resulting in a quest for new ways to solve the problem of affordable housing. In addition to the decrease in suitable funding, the 1986 Tax Reform Act reduced tax incentives for developers to build low income housing.

At the Federal level, the U.S. Department of Housing and Urban Development (HUD) has funded housing subsidy programs in the Town such as Sections 8, 202, 312 and other housing programs. Most of these have been cut due to federal budgeting constraints.

At the State level, the Florida Housing Finance Agency offers financing for developers who reserve a certain percentage of their housing development for low and moderate income households.

At the local level, the Town has received funds from HUD through the Community Development Block Grant to rehab local housing and most recently, SHIP funding provided under the Sadowski Act.



1. Allow manufactured and mobile homes in high density zones as a viable source of affordable housing;
2. Reform zoning and building code regulations to minimize unnecessary requirements which result in added costs to the consumer;
3. Streamline the development review process, which could lower the cost of housing;
4. Establish a Local Affordable Housing Trust fund to help provide affordable housing;
5. Start the reservation of land and infrastructure capacity for the purpose of meeting the affordable housing needs of the future;
6. Continue utilization of Federal and State monies to provide infrastructure for affordable housing projects;
7. Incorporate performance standards and incentives in all residential zoning districts for the provision of affordable housing;

#### **F. LAND AVAILABILITY**

The Town of Eatonville Land-Use Plan provides sufficient acreage for residential development to accommodate the projected population needs. The acreage comes from vacant residents land, undeveloped residents land and land from demolition units. The Town of Eatonville uses the following means to accomplish the following housing issues in the Town.

1. The Town of Eatonville seeks Federal, State and Local funds to provide direct funding to assist low income households in their housing needs. The Town will also use these provide infrastructure such as roads, water and sewer lines which would make the cost of housing development decrease. The Town also uses other incentives such as waving construction fees to encourage the private sector to construct affordable housing.
2. The Town of Eatonville enforces its adopted Standard Housing Code and the Development Codes Minimum Property Standard to eliminate Substandard housing conditions and to improve the structural and aesthetic conditions of the Town housing stock. By enforcing these codes the Town is able to address housing units before they reach substandard conditions.
3. The Town of Eatonville includes licensed group homes and foster care facilities in its adopted homes and Zoning Ordinance as a permitted or special exception use in its three residential classifications.

4. The Town of Eatonville conducts periodical housing surveys to assess the Town housing conditions. Once the conditions are assessed, the Town develops a comprehensive housing conservation and rehabilitation program to address the Town housing needs. The Town has recently completed a Historical survey with a grant from the State to list the community as a historical resource.

## **G. HOUSING DELIVERY PROCESS**

The major problems and opportunities affecting the housing delivery process in Eatonville are:

1. Land availability;
2. Development regulations; and
3. Mortgage supply and interest rates.

### **Land Availability**

The Town of Eatonville should provide sufficient acreage for residential development to accommodate the projected population needs as shown in Table ? of the Future Land Use Element. There are almost 70 percent of the 125 acres available for housing development in the Town. This oversupply of housing acreage should allow freedom of choice and, avoid high cost of availability of land. The future Land Use Map provides a detailed location of all residential uses.

### **Development Regulations**

Although development regulations assist the Town in ensuring the health, safety and welfare of local citizens, they are a major factor affecting the local housing supply. These regulations include zoning ordinances, subdivision regulations, site-plan review, resource protection guidelines, and many others. The Town will use this plan and development by December 1, 1991. Land Development Regulations that strikes a balance between the general welfare of the public and ensure that the housing delivery process is not unduly hindered, thereby increasing the cost of housing.

These procedures and regulations streamline the housing permitting process and should be monitored and adjusted accordingly.

### **Mortgage Interest Rates**

Although the Town has little or no influence on mortgage interest rates, these rates charges to developers to finance projects are the most significant factors in determining the cost of providing housing. This change in the cost can cause the greatest fluctuation in housing costs. The potential buyer's changes of obtaining a mortgage can be affected by as little as one percent (1%) change in the mortgage rate.

The following table indicates the new home mortgage rates from 1980 to the middle of 1987. It indicates that between 1982 and 1987, mortgage rates dropped steadily from over fifteen percent to under ten percent. However, since the middle of 1987, interest rates have increased to between ten and eleven percent.

**TABLE 35: NEW HOME MORTGAGE RATES 1980 - 1987**

YEAR	I	II	III	IV
1980	12.62	12.66	12.35	13.28
1981	14.02	14.67	15.29	15.87
1982	15.67	15.40	14.98	13.69
1983	13.41	12.60	12.54	12.42
1984	12.02	12.10	12.53	12.55
1985	11.92	11.75	11.17	10.94
1986	10.50	10.15	10.17	9.69
1987	9.14	9.50	N/A	N/A

Source: Orange County Planning, 1989

### **XIII. CONCLUSION**

The estimated and projected population for the Town of Eatonville is presented in The Land Usement based on these projections, there will be an estimated need for an additional one hundred forty one (141) new dwellings between 1991 and 2001. This would include sufficient housing to maintain an acceptable vacancy rate and to account for demolitions/conversions, etc. It is anticipated that a majority of these new units will be single family detached dwellings. It is likely that most of this housing will be for owner-occupation. Therefore, the private sector may meet the sum of housing need of the existing and anticipated population. There are, however, a number of special needs that the private sector may not meet. These needs, and ways of meeting these needs are discussed below.

A key issue facing the Town of Eatonville is the availability of affordable housing, both for rent and purchase. A large number of households were identified as having low incomes (50% in 1979).

In providing adequate and affordable housing to low income residents, modern designs and construction techniques have made it hard to distinguish between traditional housing and manufactured housing. Therefore, the Town should consider permitting mobile homes which meet local, State and Federal regulations. The Planning Department would ensure that all mobile homes meet applicable standards.

The Town should encourage the private sector to construct affordable housing by providing incentives for the developers. The Town should seek direct funding at the Federal, State and County level for the construction of affordable housing.

## **IVX. SUMMARY**

### **A. AREA BOUNDARY DESCRIPTION**

The geographic boundary of the proposed community redevelopment area is described in Exhibit A.

### **B. AREA BOUNDARY JUSTIFICATION**

The proposed boundaries for the CRA were established as a means of defining the greater commercial area of Eatonville. It includes the areas generally referred to as the historic Eatonville district, the historic commercial area, the commercial corridor of Kennedy Blvd., and their associated neighborhoods. Establishing this large an area as a CRA is important due to Eatonville's severe traffic problems and diverse commercial areas in need of unification and development.

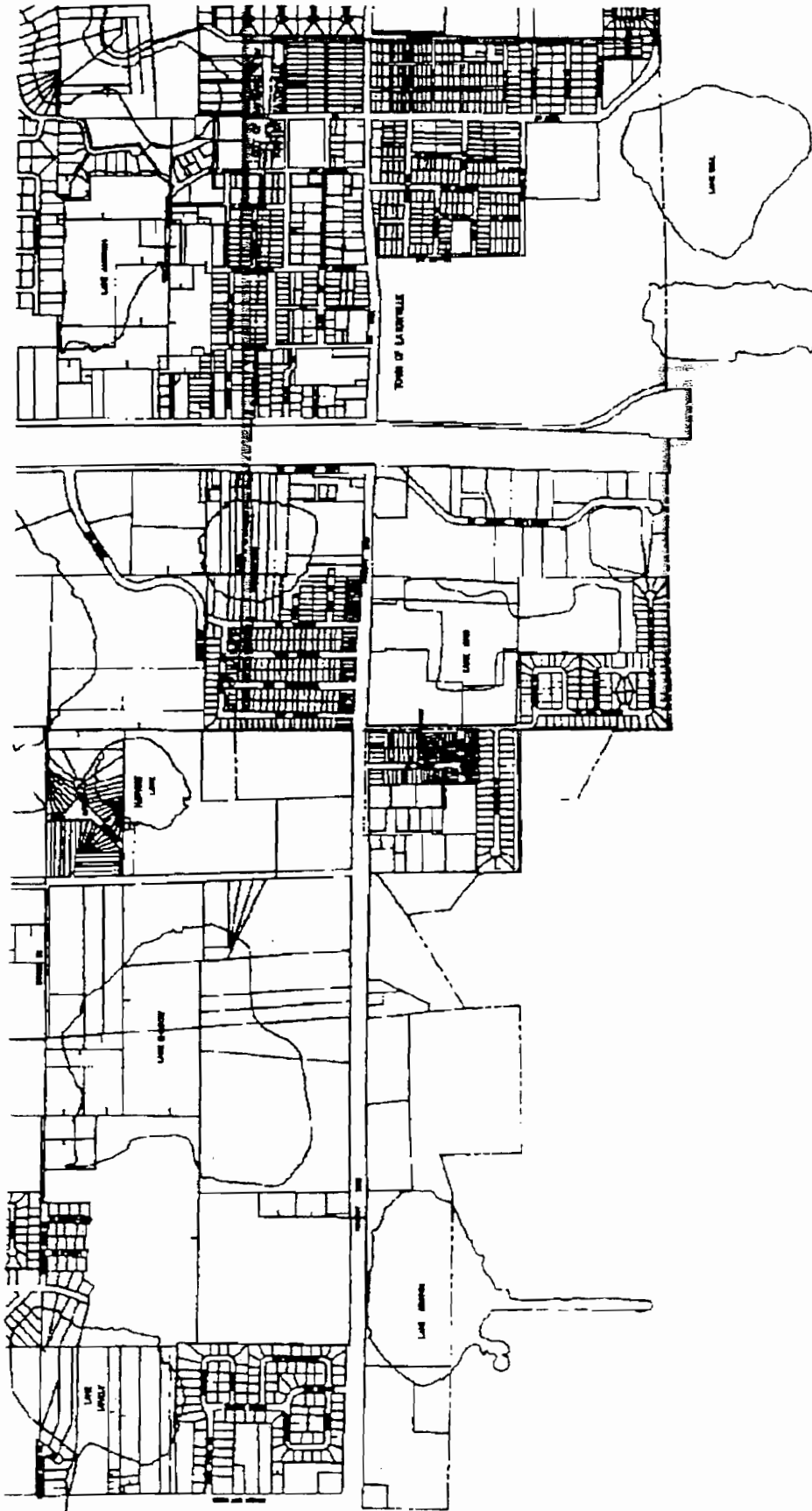
### **C. JUSTIFICATION OF THE FINDING OF NECESSITY**

Florida Statutes require that only one of the stipulated criteria needs to be met for determining that an area is blighted and in need of redevelopment. As presented in this study, four of the Statute's criteria of need are met by the Town of Eatonville. These include:

1. Inadequate roadways or public transportation facilities.
2. Deterioration of site or other improvements.
3. Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area.
4. Faulty lot layout in relation to size, adequacy, accessibility or usefulness.

These conditions exist in the Town of Eatonville, negatively affecting the general welfare of the residents of the area as well as impairing the sound growth that a city needs to prosper. We therefore recommend that the proposed Project Area for redevelopment be so designated by the City, adopting this "Finding of Necessity", and establishing this area as a CRA under Chapter 163, Part III.

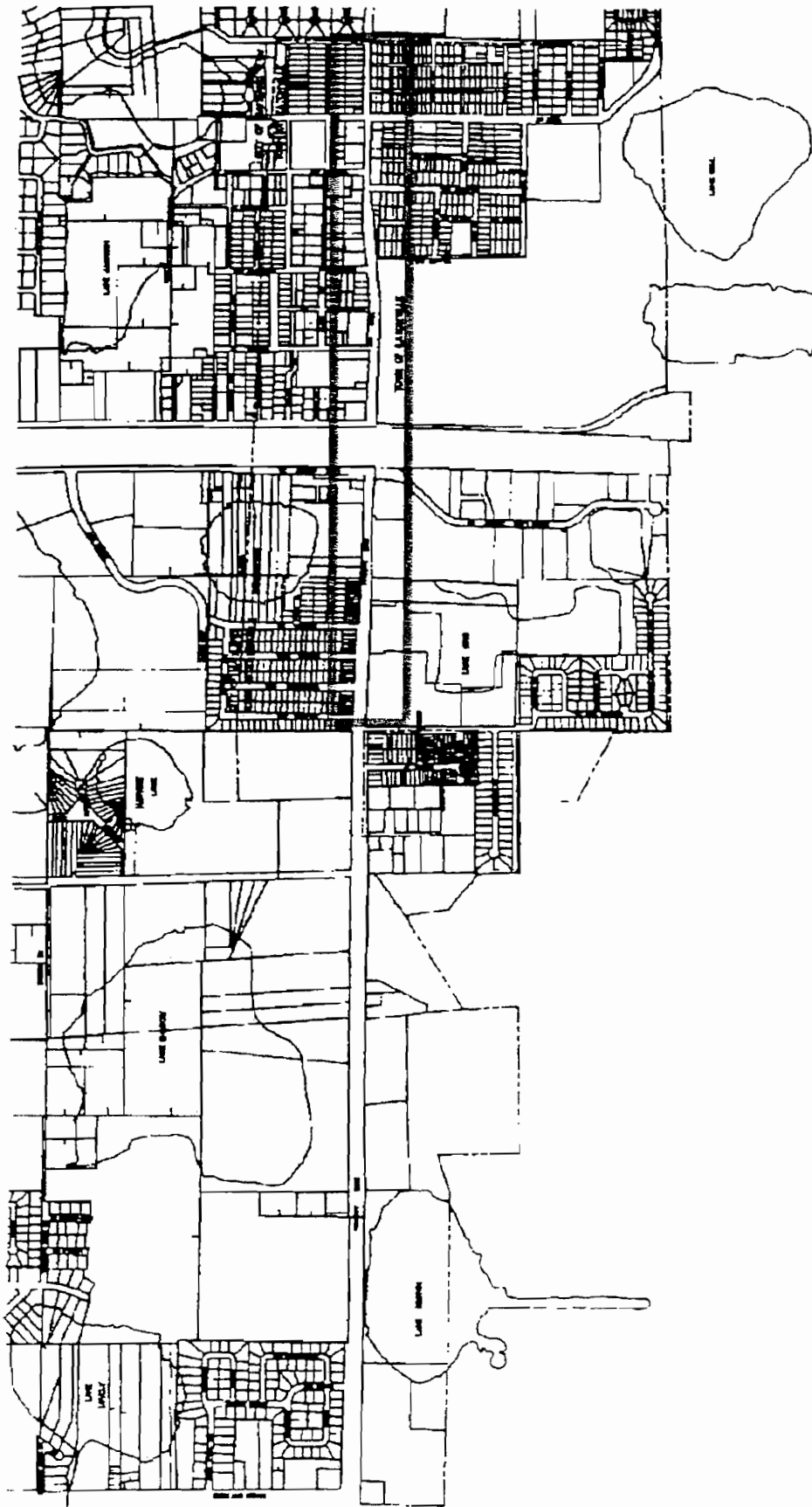
# Proposed Eatonville Historic Preservation District



## TOWN OF EATONVILLE

Town Limits

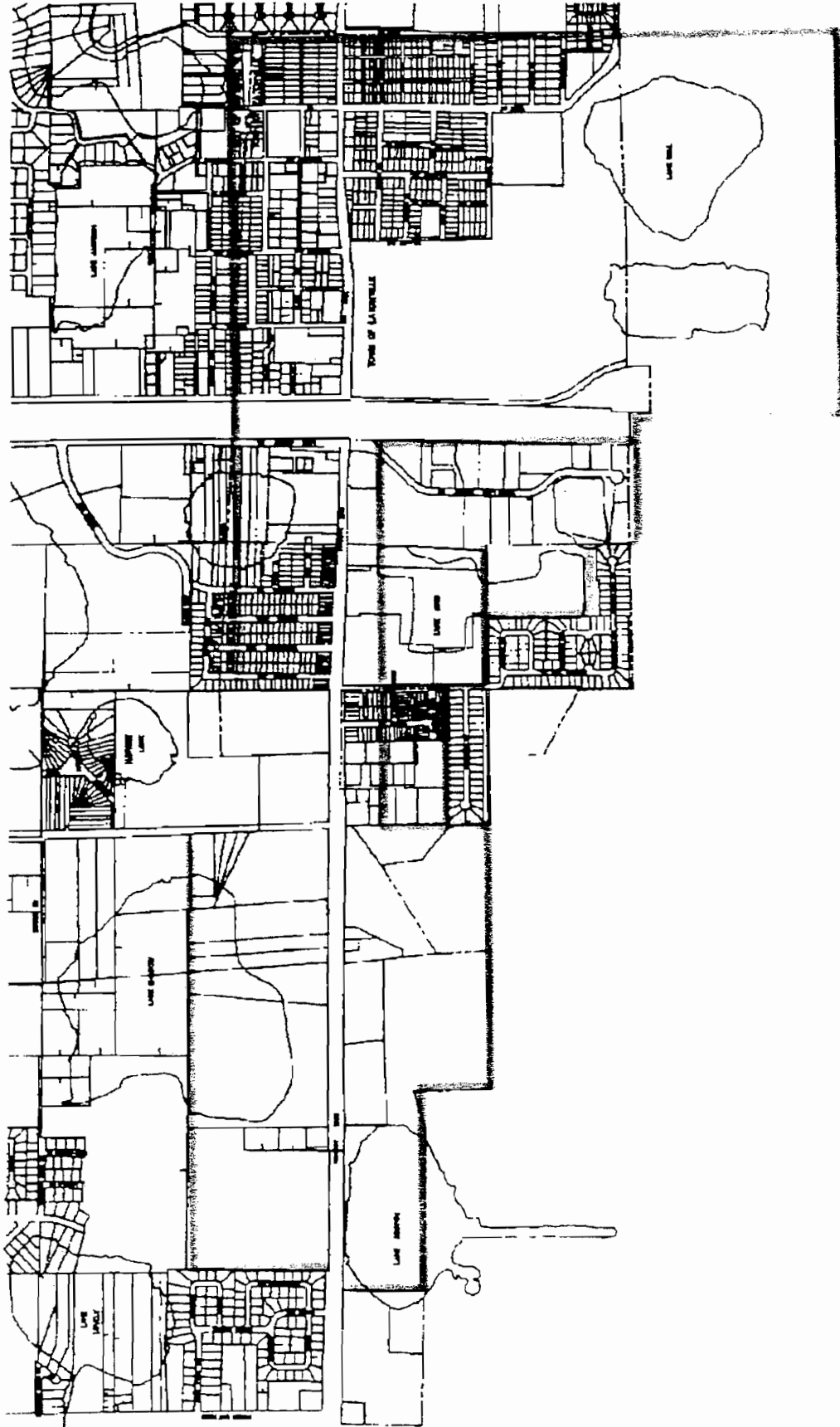
# Main Street Corridor



## TOWN OF EATONVILLE

Town Limits


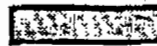
# *Enterprise Zone*



# *TOWN OF EATONVILLE*

Town Limits

# ENTERPRISE ZONE Eatonville

 STRATEGIC DEVELOPMENT PLAN BOUNDARY LINE  
 STRATEGIC DEVELOPMENT PLAN AREA

