

COMMUNITY REDEVELOPMENT PLAN



THE TOWN OF EATONVILLE

Final Draft: October 25, 1997

Prepared By:

Commonwealth Engineering, Inc.
Engineers & Planners
222 South Westmonte Drive, Suite 209
Altamonte Springs, Florida 32714

And:

Transportation Engineering, Inc.
385 Whooping Loop, Suite 1303
Altamonte Springs, Florida 32701

In Conjunction With:

J. William Andrews & Associates
15 College Street, Suite C
Eatonville, Florida 32751

ACKNOWLEDGEMENTS

The Citizens of Eatonville

Eatonville Town Council

Anthony Grant, Mayor
Charles Bargaineer
Paul Cobaris
Bruce Mount
Roy Sanderson
James Williams

Eatonville Town Staff

J. William Andrews-Special Assistant to the Mayor
Korvin Hunter-Public Works Director
Booker Perry-Fire Chief
Jim Jackson-Building Official
William T. Buckley, ASLA, CBC- Planning & Engineering Consultant

Orange County Staff

David Heath- Manager, Planning Department
Robert Weigers- Chief Planner, Zoning
John Smogar-Chief Planner, Planning
Charles P. Harper III - Senior Planner

Prepared By:

Commonwealth Engineering, Inc.
Engineers & Planners
222 South Westmonte Drive, Suite 209
Altamonte Springs, Florida 32714

Table of Contents

Introduction	1.
A. The Redevelopment Process	2.
Existing Conditions	3.
A. Background	3.
B. The Community Redevelopment District	5.
C. Land Use	5.
Lot Sizes	6.
Vacant Lots	6.
Building Stock	6.
Ownership	6.
Future Trends and Policies	6.
D. Physical Features	8.
E. Circulation	8.
Gateways	8.
Roadway Pavement	9.
Pedestrian Access	9.
Future Roads	9.
Parking Facilities	9.
F. Infrastructure	9.
Stormwater Drainage	11.
Sewer and Water	11.
Power	11.
G. Urban Design Summary	11.
H. Market Observations	12.
Business Mix	12.
Constraints	12.
Opportunities	14.
The Redevelopment Plan	14.

A.	The Plan Concept	16.
	Goal #1-Develop Guidelines For Eatonville's Proposed Theme	17.
	Design Guidelines	17.
	Design Review	17.
	Incentive Grants	17.
	Maintenance	19.
	Loans	19.
	Gateways	19.
	Parking Nodes	19.
	Streetscape Plan	20.
	Rapid Rail	20.
	Goal #2-Create Unified Leadership and Direction	20.
	Consensus Group	20.
	CRA Board	20.
	CRA Manager	21.
	Goal # 3-Attract & Accomodate New Growth/Business	21.
	Market Analysis	21.
	Recruitment	21.
	Events	21.
	Advertising	22.
	Goal #4-Create An Attractive and Viable Sense of Place	22.
	Beautification	22.
	Housing	22..
B.	Proposed Initial Projects	22.
C.	Funding Plan	24.
D.	Funding Sources	26.
	Tax Increment Financing (TIF)	27.
	Community Redevelopment Trust Fund	27.
	Revenue Bonds	27.
	Private and Corporate Donations	27.
	Grants	28.
	Special Assessment Districts	29.
	Small Business Administration	29.
D.	Projected TIF Revenues 1997-2007	29.
E.	Time Certain Deadlines For Completing Projects	29.

F.	Management of The CRA Programs and Projects	29.
	The Community Redevelopment Agency	33.
	The Main Street Program	33.
G.	Enterprise Zone	35.
H.	Small Cities CDBG Program	35.
I.	Eminent Domain	35.
J.	Conformance to the Comprehensive Plan	35.
K.	Neighborhood Impact Statement For Low To Moderate Income Housing	36.
L.	Severability	37.

LIST OF EXHIBITS

Exhibit A:	CRA Boundary	7.
Exhibit B:	Level of Service Analysis	10.
Exhibit C:	Urban Design Anlysis	13.
Exhibit D:	Urban Design Plan	18..

LIST OF TABLES

Table 1:	Funding Plan Through 2007	25.
Table 2:	Eatonville T.I.F. Projections-0.5%	30.
Table 3:	Eatonville T.I.F. Projections-1.0%	31.
Table 4:	Eatonville T.I.F. Projections-2.0%	32.
Table 5:	CRA Time-Certain Projects/Programs	34.

LIST OF APPENDICES

Appendix A:	Kennedy Boulevard Streetscape Proposal	
Appendix B:	1997 CRA Property Analysis	
Appendix C:	Transportation Study By Transportation Engineering, Inc. ..	
Appendix D:	Orange County Resolutions 96-M-17 and 97-M-14 With Legal	

INTRODUCTION

The Redevelopment Plan for the Town of Eatonville is intended to formulate and implement a strategy for the Community Redevelopment Agency (CRA), for the comprehensive and coordinated revitalization of the Town's CRA Redevelopment Area encompassing the entire extent of the Town limits. The Community Redevelopment Act (Florida Statutes, Chapter 163, Part III), as adopted by the Florida Legislature, provides the legislative authority for local governments to use creative approaches to redevelopment of unused or underutilized property within their communities. The Act primarily focuses upon overcoming the burdens of deteriorated areas of the community by outlining a comprehensive program to provide the legal framework and financing mechanisms for local governments use to arrest the deterioration and encourage redevelopment of those "blighted" areas.

The Redevelopment Plan follows the adoption of the *Finding of Necessity* or "Blight Study", by J. William Andrews & Associates, dated October, 1995, which identifies the various problems found within the Town of Eatonville, Florida. This plan proposes to first identify and prioritize the possible solutions available to the problems outlined in that study. Then it will provide an approach to the implementation of those solutions.

The *Finding of Necessity*, written in accordance with the Florida Statutes 163.340, Part III, documented that the following conditions were found to exist:

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

These conditions, as they exist in the Town of Eatonville, negatively affect the general welfare of the residents of the area, as well as impairing the progressive economic growth that a city needs to prosper. In order to identify a means to correct these problems, the Plan will examine:

- Definition of the CRA District boundary and Downtown Core, and reasons for its establishment.
- Identification of Redevelopment Plan strategies, parcels available for redevelopment, assembly for larger developments, transportation limitations to implementation of the Redevelopment Plan strategies; property where the

intended use is subverted to other uses which can be made available for needed recreation areas, streets, public utilities and public improvements.

- A neighborhood impact statement for low to moderate income housing.
- Identification of publicly funded capital projects to be undertaken within the Community Redevelopment Area.
- Description of safeguards for carrying out the Redevelopment Plan.
- Retention of controls, restrictions or covenants for land leased or sold for private use to effectuate the purposes of the Redevelopment Plan.
- Guarantees for replacement housing for persons permanently displaced from housing facilities within the CRA District.
- Residential use within the Redevelopment Area.
- Probable costs of Redevelopment.
- "Time certain" deadlines for completing all redevelopment financed by increment revenues.

A. The Redevelopment Process

The Town of Eatonville is at a crucial point in its existence. Lacking the convenient regional access that would attract new business and development, it remains deteriorated, both as a cohesive community in which to live and work, and its overall infrastructure. Depressed property tax revenues and limited new development in the area places the Town within an area of the County classified as Transportation Impact Fee Area number 1: "Historically...this impact fee area has the least amount of money available to undertake transportation projects."

In addition, long term patterns of ownership and land use have made normal redevelopment next to impossible without extraordinary measures. In recognizing the need for the implementation of the CRA, the Town realizes that progress toward rectifying these problems can only be made through a "partnership" between the public and private sectors.

The key factor in the success of the CRA will be the ability to create conditions for redevelopment through the implementation of strategic improvements that will attract private investment. These improvements must be two-fold; they must create conditions that increase the likelihood of profit on private investment, and improve the general living environment within the Town at large. When conditions are conducive to the likelihood of profits realized on investment, the Town's business environment will improve, thereby bringing needed funds

into the Town through an increase in the tax base, increased local employment, and greater discretionary income. When the general living environment is conducive to work, living, and play, then more discretionary income is invested in residential property, and disposable income provides revenues for local businesses.

The Town of Eatonville recognizes the importance of these issues to the redevelopment of its blighted areas. Correspondingly, it has taken steps to foster these changes by first establishing the Community Redevelopment Agency per Orange County Ordinance number 97-M-14 approved on April 1, 1997. The same month, the Town selected its Planning and Engineering Consultant, Commonwealth Engineering, Inc., to carry out the mandate to develop the Community Redevelopment Plan, which is presented herein.

EXISTING CONDITIONS

A. Background:

The Town of Eatonville is located in Orange County, Florida, approximately two miles north of the City of Orlando on the Interstate 4 corridor. The City of Maitland adjoins Eatonville on the north and east, and the City of Winter Park is located to the south. Kennedy Boulevard, which runs east and west, traverses the length of the Town. Interstate 4, which bisects the Town, does not provide access.

The Town of Eatonville was first settled as early as 1880 by a small group of Blacks who had drifted into the area from further north, as well as the black portion of the soon-to-be incorporated Town of Fort Maitland to the east. 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 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 Town of Maitland. This meeting was historically significant because all 27 men were Negroes, and the municipality which they unanimously voted to incorporate that day was the first all-Black community, and now the oldest, in the United States.

This all-Black community was an outgrowth of the white municipality of Maitland, which had been incorporated three years before. 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 that time that one Josiah Eaton, who had helped to 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 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 at 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.

In 1898, Mr. and Mrs. E.C. Hungerford gave 40 acres of land for a private 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 assisting other doctors 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.

Against this background of progress and acceptance, Eatonville's population continued to increase throughout the 1800's and early 1900's. Today, Eatonville is a city of 3,000 people. It is situated on the connecting link between U.S. Highway 17, and U.S. 441, now known as Kennedy Boulevard within the Town Limits. This road is paved now, but it was a dirt road when Zora Neale Hurston, Eatonville's most illustrious citizen, resided there.

Zora Neale Hurston (1903-1960) was born and reared in Eatonville, attended 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."

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

Eatonville's history and proud heritage is a resource that can be the catalyst for the next phase of the Town's development: Its redevelopment. Traditionally, Eatonville has suffered from a limited local economy. In the past, its economic development was limited by the lack of infrastructure. In the past 10 years Eatonville has managed to improve its sewer and water utilities and roadways through the acquisition of government grants. This has helped to attract limited business development. However, the tax base and infrastructure development has lagged behind other communities, and this has attracted only limited business development intended to serve an area beyond the Town Limits. With the exception of certain resilient regional businesses that are not dependent on retail trade, most business supporting the town takes place in areas outside the Town.

As a result of historic settlement patterns, Eatonville is a community of declining residential housing, seedy commercial development characterized by vacant buildings, and declining

historical structures. The Community Redevelopment Plan seeks to bring in businesses structured around a historical and prosperous small town theme within the downtown core that will attract visitors who will improve the economy of the Town. This will make Eatonville and attractive place to work, live and play.

B. The Community Redevelopment District:

Combined within the CRA District are 890 parcels of land totaling approximately 615 acres, of which 228 acres, or 34% is land considered vacant or underdeveloped. For the purposes of this Plan, vacant or underdeveloped means land that is not currently being used or in development. For the purposes of this Plan, the entire Town is considered blighted based on the *Finding of Necessity*, hence the CRA Boundary and the Town's limits are one and the same (Please see Appendix D). Of the total parcels within the CRA boundary, 150 parcels front directly on Kennedy Boulevard, representing the Downtown Core Business District.

C. Land Use:

Of the approximately 665.77 total acres within the CRA Boundary, 175.95 acres consists of 201 parcels of undeveloped land, and 52 acres of water. This does not include the approximately 50 acres of land owned by the Orange County School Board. Residential land uses account for 627 of the 890 total parcels, representing 186.0 acres. Of this, 126.0 are developed, and 60.0 are vacant. Commercial land use totals 94.0 acres, of which 39.0 are developed, and 55.0 are vacant. Industrial land use totals 50.0 acres, of which 19.0 are developed and 21.0 are vacant. Public land uses total 296.0 acres, of which 237.0 are developed and 41.0 are vacant. Recreational land use totals 5.52 acres, of which 5.52 acres are developed. Lakes and other water bodies account for 52.0 acres.

There are several major areas of vacant land in the Town of Eatonville, the first being the large areas of property located along the southern and northern sides of Kennedy Boulevard in the western section of town between Forest City Road and Keller Road. This area contains almost 80% of the vacant commercial property in town. The second major area of vacant land is in the area along Lake Destiny Road and Lake Bell, in Interstate Park. The majority of this land is zoned for industrial uses and comprises over 50% of the available industrially zoned land in the Town. The third area is the almost 50 acres of property owned by the Orange County School Board. This property is well suited to future development. 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.

Many of those areas of vacant or underdeveloped land are a major deterrent to the redevelopment needs of the Town as they exhibit diversity of ownership, defective or unusual title which prevent the free alienability of land within the deteriorated area. An example of this would be the Orange County School Board property. Other problems are caused by the

number of prime commercial and residential tracts owned by churches and other tax-free organizations.

Lot Size- Many of the lots within the CRA district are typically small in size. Some may be assembled, but a diversity of ownership can make this difficult. While some contain businesses that are adequate for present economic needs, many lack adequate room for proper facilities that meet current code requirements for parking and building space. These properties present obstacles to redevelopment needs due to their small size and assemblage hurdles. Replatting would be necessary to create adequately sized parcels for redevelopment in some areas.

Vacant Lots- Approximately 22.6 % of the properties within the CRA District are vacant lots. Generally, there exists a negative visual impact due to poor maintenance and deterioration of both underutilized and vacant properties, causing the area to appear economically weak. This condition discourages redevelopment, but provides an opportunity to assemble tracts for larger developments.

Building Stock- Presently, Eatonville's stock of available buildings is at or below its present needs. Many are older and non-conforming, which discourages redevelopment. Specific-purpose buildings are periodically being constructed, however, within areas such as Interstate Park on a user-by-user basis as the developer is able to attract businesses to his development. These businesses are attracted to the visibility window on Interstate four, but the lack of convenient access to them from the interstate has hampered the rate of development. Of the other existing buildings, no commercial structures have a historic quality worthy of preservation.

Eatonville's housing stock contains 19% constructed before 1950, and 81% constructed after, of which approximately 71% of the Town's housing units are owner occupied. Presently, housing blight does not represent an emergency to the Town, as only 5.5% could be considered substandard as of 1989. However, economic conditions within the Town is presently not conducive to improving or maintaining the degree of habitability of residential structures, and without improvement in local economic conditions, the rate of decline could accelerate in the future.

Ownership- Surprisingly, seventy percent (70%) of parcel ownership within the CRA is by out-of-town owners. A high percentage of out-of-town owners can contribute to deterioration of the CRA District since these properties are often poorly maintained and not characterized by the same pride of ownership standard as other properties. Out-of-town ownership creates a further problem in that it adds a layer of inconvenience that impedes redevelopment by making acquisition or transfer more cumbersome. In addition, ten percent of the Kennedy Boulevard parcels are owned by entities that do not pay property taxes.

Future Trends and Policies- Eatonville's Comprehensive Plan 1991-2001, dated December 1, 1990, encourages the use of "innovative ideas such as infill development,

redevelopment and maintenance to provide for the most efficient and effective land development patterns."

One of the most significant changes for Eatonville's future growth is the planned development of the Eatonville Cultural Entertainment District, which is intended to bring a tourism element to the town to experience a "theme" development centered around African-American cultural activities. Additionally, Eatonville representatives are negotiating with various businesses for their possible relocation to the Town. The CRA Redevelopment Plan is a key element to the success of these efforts because it presents a clearly defined plan for infrastructure improvements and beautification efforts to be undertaken by the Town.

D. Physical Features:

Eatonville's most significant feature is that it is a culturally significant community positioned closely to the Orlando Destination/Recreational Magnet. Millions of tourists of all races and cultures visit Orlando each year, making it one of the top tourist destinations in the United States of America. As Eatonville holds cultural significance as the first incorporated Black community in the United States, there is an opportunity to create a "specialized" or "niche" tourist destination based on that concept that is located within the Orlando Tourism Magnet. Its other primary feature is the availability of land for development at a reasonable cost that is well situated geographically within the Orlando area, that will become more desirable once beautification and infrastructure projects are implemented.

E. Circulation:

Eatonville's Comprehensive Plan and studies done pursuant to this Plan are clear that conditions are severely substandard. This is the largest factor in the recognition of Blight in the *Findings of Necessity*, referenced herein. In most cases, roadways are functioning at the lowest possible level of service (see Exhibit B), and a lack of convenient access to Interstate 4 prevents the attraction of development for businesses with regional markets. Of the local roads, the deficiencies exist in the operational conditions of both major arterial and major collector roads with regard to speed and travel time, traffic interruptions, maneuverability of a facility, safety, driver comfort, convenience and operational costs. The congested traffic flows on Kennedy Boulevard, the primary arterial roadway through town, and the primary collectors that connect to it from outside areas, particularly at peak hour periods, cause extreme hardship on the Town. Citizens in the community are prevented from ease of travel to health care facilities and for their daily needs. The business district, characterized as unsafe for pedestrians, experiences serious difficulties in business retention and recruitment. These factors all serve as serious obstacles to the positive economic development of the area.

Gateways- In keeping with the development and enhancement of the Eatonville Cultural Entertainment District, and the cohesiveness of the community as a whole, there are opportunities to create clearly defined and unique "Gateways" to the community. These

would occur at the point of Town Limits at each of the major arterial and major collector roads. These would help to define Eatonville as a community with a specific character that is in keeping with the proposed redevelopment efforts. The important gateways for intra-county traffic occur presently at Kennedy Boulevard on the eastern boundary with Maitland, and at Forest City Road on the west. Access points for regional access occur at Lake Destiny Road, Keller Road and Wymore Road from the north, and Wymore Road from the south. One possible CRA infrastructure project that will be discussed later within this Plan is the connection of South Lake Destiny Drive to Lee Road on the southwest side of the CRA District. This would add another gateway to the south that would greatly enhance regional access.

Roadway Pavement- Roadway pavement is in need of improvement in portions of the CRA District. In the commercial core, some roadways show signs of pavement and base failure, and in the case of South Lake Destiny Drive, severe subsidence. The major arterial, Kennedy Boulevard is presently in a reasonably serviceable condition, however, many of the connecting streets are substandard and in need of repairs.

Pedestrian Access- Pedestrian access through the CRA District is hampered by the lack of or deteriorated sidewalks, street crossings and other connections. Those that exist are unsafe and/or unattractive, which detracts from the desire to develop the downtown core as a pedestrian-friendly experience.

Future Roads- There are several planned improvements that will enhance existing roadways within the CRA District. The CRA has also identified new roadway improvements that will enhance access and level of service. At present, Orange County has proposed a widening of Kennedy Boulevard and realignment of North Lake Destiny Road to improve the level of service on Kennedy. The CRA has also identified the extension of South Lake Destiny Drive to Lee Road, and the Realignment of South Lake Destiny to match the County's proposed realignment of North Lake Destiny, as possible priority projects, as well as improvements on Keller Road.

Parking Facilities- Presently, there exists only limited parking facilities within the downtown core. These are moderately deficient in quantity and safety of access even for the businesses and attractions that presently exist within the Town. Aside from churches and other single-purpose commercial and industrial developments, parking occurs either on Kennedy Boulevard itself or on vacant lots. This is a deterrent to redevelopment in that assemblies of parcels for redevelopment must include sufficient land for captive parking requirements, unless creative solutions are developed.

F. Infrastructure:

Eatonville's infrastructure improvements of the last ten to fifteen years have been the key to attracting some development to the Town thus far. Improvements to existing systems and



TOWN OF EATONVILLE
COMMUNITY REDEVELOPMENT AGENCY

EXHIBIT B
TRAFFIC
ANALYSIS

SR 434
FOREST CITY

ALL AMERICAN
BOULEVARD

WYMORE

SIGN
VICE

SR 423/
LEE ROAD

Comm
222 South
Allamonte S
(407) 788-

construction of new ones are necessary to handle the desired growth that will accompany the implementation of the CRA Redevelopment Plan.

Stormwater Drainage- Presently, there are marginally adequate stormwater drainage facilities to serve existing developments. Future development will have to make further improvements to accommodate new impervious lot coverage. At this time, the ability to make these improvements it is not considered to be a problem, and the numerous lakes and drainage courses available for conveyance and retention can likely be enhanced for this use.

Sewer and Water- The Town of Eatonville is plagued with an infrastructure that can be described as antiquated, at best. Presently, the Town is served by a central sewer system that is nearing capacity. Improvements are currently underway using CDBG funds and bonds to finance new construction. Sewer is treated by the City of Altamonte Springs, which has allotted 1.2 mgd to serve the Town of Eatonville. The Eatonville sanitary sewer collection and transmission system was constructed in 1973 through a HUD grant program. This system serves the entire town.

The Town of Eatonville's potable water system is operated and maintained by the Town's Public Works Department. This system supplies water to every residence and business within the Town's service area except for the television station facility on Wymore Road. It appears that existing facilities are adequate to meet the demands of growth in the near future.

Power- Overhead powerlines are extensive through the downtown areas, with the largest systems on Kennedy Boulevard. Town Staff is presently discussing the possibility of going underground with power lines along Kennedy Boulevard in conjunction with possible future streetscape projects.

G. Urban Design Summary

The Town of Eatonville has been plagued by faulty growth patterns as a result of conditions described herein. It's potential has been hindered by settlement patterns which for many years allowed marginal business enterprises to develop along it's primary transportation corridor, Kennedy Boulevard. This has created problems in traffic flow, appearance and desirability as a business district.

The Urban Design Analysis (see Exhibit C) depicts a general analysis of the primary land uses and visual character of the CRA District. It represents the Downtown Core as being the immediate corridor along Kennedy Boulevard for some distance on either side of Interstate 4. The fact that Kennedy Boulevard serves primarily to connect the City of Maitland to the western transportation corridors within the County, and the lack of an equally serviceable road crossing from north to south, causes the character of the Downtown Core to be linear and extended, without a "crossroads" to define the "place." This causes the primary commercial redevelopment area to function as a vehicular commercial corridor, which is

impacted from the low level of serviceability of Kennedy Boulevard in its present configuration. While there are several north-south connections to the outside (Wymore Road; Lake Destiny Road) these are not major arterials that connect regional areas to Kennedy Boulevard, but function instead as service access roads to properties along the Interstate corridor between exits. For this reason, the only meaningful "Gateways" are the Town Limits on either end of Kennedy Boulevard. The heart of Eatonville can be considered to be the 1.5 mile section of East Kennedy Boulevard. This portion is characterized by a strip shopping center, redeveloping professional buildings, single family houses, several one and two story commercial buildings and a number of churches. These buildings contain Town administrative services in several different buildings, a Post Office, one large nightclub and two smaller taverns. Town business is transacted within buildings found within this Core. In addition, there are several vacant parcels and abandoned buildings.

H. Market Observations:

The major focus of the CRA is the economic restructuring for the redevelopment and market "repositioning" of the Downtown Business Core. To be successful, The Town must attract business enterprises with encompassing redevelopment plans. The CRA is then available to identify and implement the necessary infrastructure projects that will make this possible. Understanding its position and potential competitiveness within the family of Central Florida communities vying for a portion of the Tourism Magnet dollars is key to the success of its redevelopment. Globally, this requires that planning address the concept of making Eatonville a "Destination" instead of a "Drive-By" attraction, as a consequence of the vehicular access limitations.

Business Mix- Presently, the Downtown Core is primarily made up of captive businesses, with the exception of the commercial/industrial businesses being developed in Interstate Park. These are businesses intended to serve the needs of the immediate community including groceries/sundries, professional services, nightclubs, personal services such as hairdressing, a laundromat, and Town administrative services. These are all locally oriented, and do not benefit from outside traffic. As such, these businesses represent the low end of development feasibility/profitability. The critical challenge is to attract businesses that cater to regional markets and integrating them into the Downtown Core.

Constraints- The apparent constraints to economic redevelopment in Eatonville are the weakened market position in competition with Altamonte Springs, Maitland and Winter Park, and the lack of convenient access from Interstate 4. Presently, there is no possibility of obtaining direct access to Interstate 4. The access issue has caused businesses that benefit by "drive-by" trade to bypass Eatonville in favor of those surrounding Cities that have ready access. Certain "destination" businesses have managed to locate there successfully, such as Parker Boats, Don Mealey Auto Group, and The Flooring Center. They have benefited by their Interstate 4 proximity "window" for visibility, and the fact that very little of their business is "drive-by" trade. An attempt to locate a warehouse-retail business on Kennedy

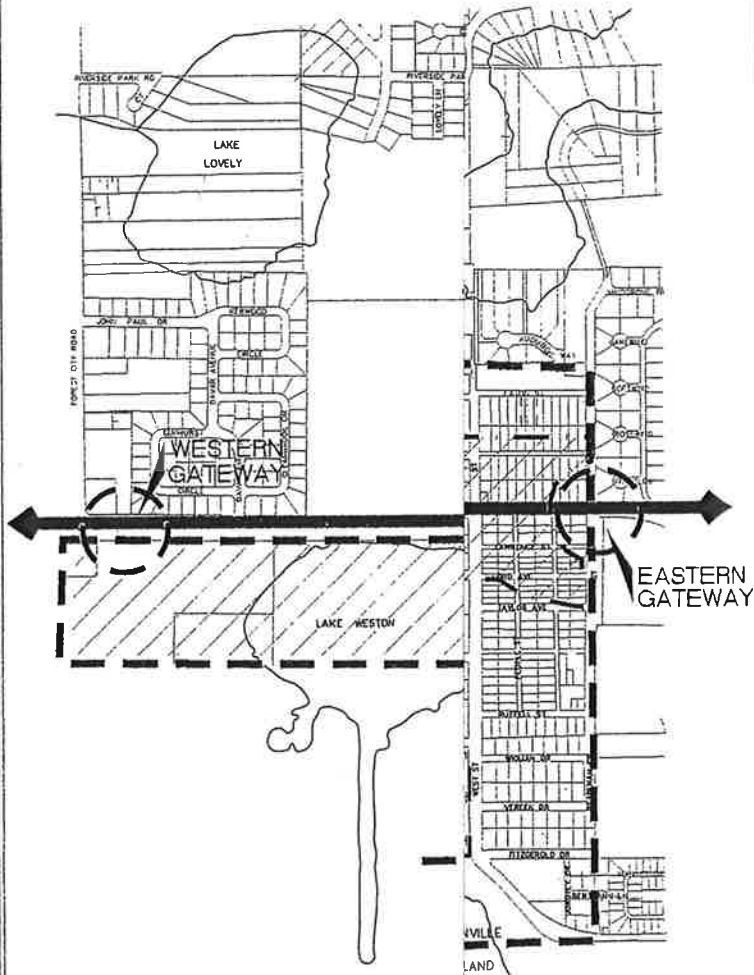


PHIC SCALE



N FEET)

ch = 1000'



Cor
222 Sout
Allamont
(407) 78



TOWN OF EATONVILLE COMMUNITY REDEVELOPMENT AGENCY

EXHIBIT C

URBAN
DESIGN
ANALYSIS

Boulevard was unsuccessful, as Costco finally abandoned their location in favor of a key "crossroads" location in Altamonte Springs.

Opportunities- Eatonville must capture a portion of market share by strategically targeting regional businesses that are "destination" businesses and not "drive-by" businesses. The strategy must consider the necessity to develop "niche" market potential that is not directly dependent on easy access to Interstate 4. In responding to this need, Eatonville can take the following steps which focus on developing regionally-scoped niche business enterprises:

- Develop a clear understanding of the Eatonville market potential in order to target specific types of business enterprises.
- Form and educate a consensus organization that unifies and accomplishes promotion and revitalization through community service efforts. Recruitment of business entities.
- Implement infrastructure improvements tailored to the business opportunities being targeted as potential markets.
- Develop an attractive, unified "Townscape" theme around a concept that is in keeping with the types of businesses to be targeted.

The buildings that exist within the Eatonville CRA District for the most part should be regarded as expendable. Low rents, abandoned buildings and vacant lots provide the best opportunities for redevelopment, even though this probably means having to make an assemblage of properties in order to improve the Downtown Core. Development within Interstate Park is more recent and therefore more attractive, but the attractability of this development is also limited by access.

With the exploitation of the opportunities available to the Town through recruitment and the proposed CRA activities, Eatonville will experience substantial economic growth through redevelopment.

THE REDEVELOPMENT PLAN

The Redevelopment Plan is a strategic vision and overall concept for the Town where the residents can live, work and recreate in a community with a strong identity, business vitality and sense of pride.

In order to prepare a Redevelopment Plan that meets the needs of the Town of Eatonville, input from Town residents was sought to identify issues and target solutions. As some marketing efforts and grants application efforts had already started prior to this plan, some conceptual direction already existed. To develop a consensus on objectives already being

pursued, and to identify new ones, key government and business leaders, and interested citizens were asked twenty questions which are intended to answer the following key questions:

- What type of Town do you wish Eatonville to become?
- What should the Downtown Core area look like?
- What should the function of the Downtown Core be? _____
- What should be done to meet your concept of the Downtown Core?
- What resources should be used to make this happen?

From those responses and conversations, the following objectives were identified to guide the direction of the Redevelopment Plan.

- Improve regional transportation access.
- Improve transportation level of service (LOS).
- Encourage redevelopment of the Downtown Core as a pedestrian-friendly environment.
- Implement Streetscape Improvements in keeping with a unified theme, including Gateway enhancements.
- Re-establish the downtown as the center of the community through destination uses and special events.
- Encourage a themed standard for downtown architectural design.
- Establish a consensus group to oversee and manage the objectives of the CRA.
- Enhance infrastructure to handle future growth.
- Actively market and recruit compatible business ventures.
- Develop a cultural heritage theme.

From this input, the following goals were identified:

- Enhance transportation accessibility to make the Town more economically competitive with neighboring communities for regional business development.
- Create an attractive and viable new sense of "place" that encourages economic growth.
- Create unified leadership and direction.
- Develop a "themed development" scheme for the Town around the Cultural Heritage approach to make it a tourist destination.
- Develop a plan to attract business.

To achieve these goals, Eatonville's Redevelopment Plan will focus on both construction-related "projects" and policy-oriented "programs" for the CRA District. The Downtown Core will be made the first priority, followed by the rest of the CRA District. Specific projects will be implemented within the first three years of the redevelopment program since it is during this implementation period that dramatic and visual change will affect public attitudes. Other projects will continue throughout the life of the redevelopment for the CRA District as opportunities are identified.

A. The Concept:

This Redevelopment Plan is intended to be a strategic plan for the next fifteen years, with the primary objective of building the infrastructure needed to support a themed community concept. This is intended to concentrate on the "downtown business core," which will have to be better defined in order to provide the necessary guidelines for development. To date, the evolution of Eatonville's "downtown business core" could be best described as adventitious, clandestine, and local in scope. Having been primarily a residential community since inception, Eatonville's commercial areas developed as accessory to the community, providing groceries and personal services to its residents. Only in recent years have developers started trying to develop Eatonville as a location for sub-regional business enterprises.

The Eatonville CRA is to be established for a period of 30 years as allowed under Florida Statutes. The initial projects and programs identified in this Plan are based on the initial needs, i.e.: Establishment of the theme development concept, and the necessary infrastructure projects and programs needed to implement it. It is recommended that the Plan be reviewed every 5 years or so to reevaluate its effectiveness. Adjustments, expansions, deletions and additions should be made as required to effectively promote the redevelopment concept.

The Urban Design Plan for Eatonville (Exhibit D) illustrates the concept for the redevelopment of the CRA District. It identifies the following criteria:

- A defined core area for the downtown.
- Surrounding areas appropriate for expansion of the downtown core.
- Relationships of vehicular and pedestrian access.
- Parking nodes.
- Neighborhood relationships.
- Consistency with Eatonville's Comprehensive Plan.

GOAL #1: DEVELOP GUIDELINES FOR EATONVILLE'S PROPOSED THEMED REDEVELOPMENT:

The objective of this goal is to define the Downtown Core Area as a "themed" community of businesses based on the Eatonville Cultural Entertainment District concept. This will create a clearly defined identity for the district that is meaningful and attractive enough to become a "destination" for visitors to the Orlando tourist destination magnet wishing to experience the historic awareness and cultural aspects of the first incorporated black community.

Design Guidelines: Design guidelines will create standards for development of non-residential properties within the Downtown Code District that are consistent with the theme of the Cultural Entertainment District. These guidelines are an important tool in insuring that the desired quality and appearance is maintained. It is important that these guidelines are professionally prepared with regard to stipulating the quality and appearance of the architecture, streetscape, vehicular and pedestrian functions within the Downtown Core District. However, Design Guidelines are most successful when reasonably enforced. These should be developed as performance criteria within an overlay district, incorporated into the Town's Development Code by ordinance, much the same as P.U.D. zoning criteria, but applicable to a variety of zoning classifications.

Design Review: The CRA should appoint a Design Review Committee to review proposed renovations and new development within the Downtown Core District based on the prescribed guidelines of the overlay development criteria. The Committee should be established as the CRA Downtown Core District Design Review Committee, with similar powers and abilities as the Town's Planning and Zoning Board. This committee should be advised by a qualified design professional, and can either operate independently of, or in an advisory capacity to the Planning and Zoning Board.

Incentive Grants: Incentive grants to private developers proposing to develop within the Downtown Core District/Cultural Entertainment District can offer an economic incentive for cooperation with the CRA's Design Guidelines. Based on the proposed Cultural

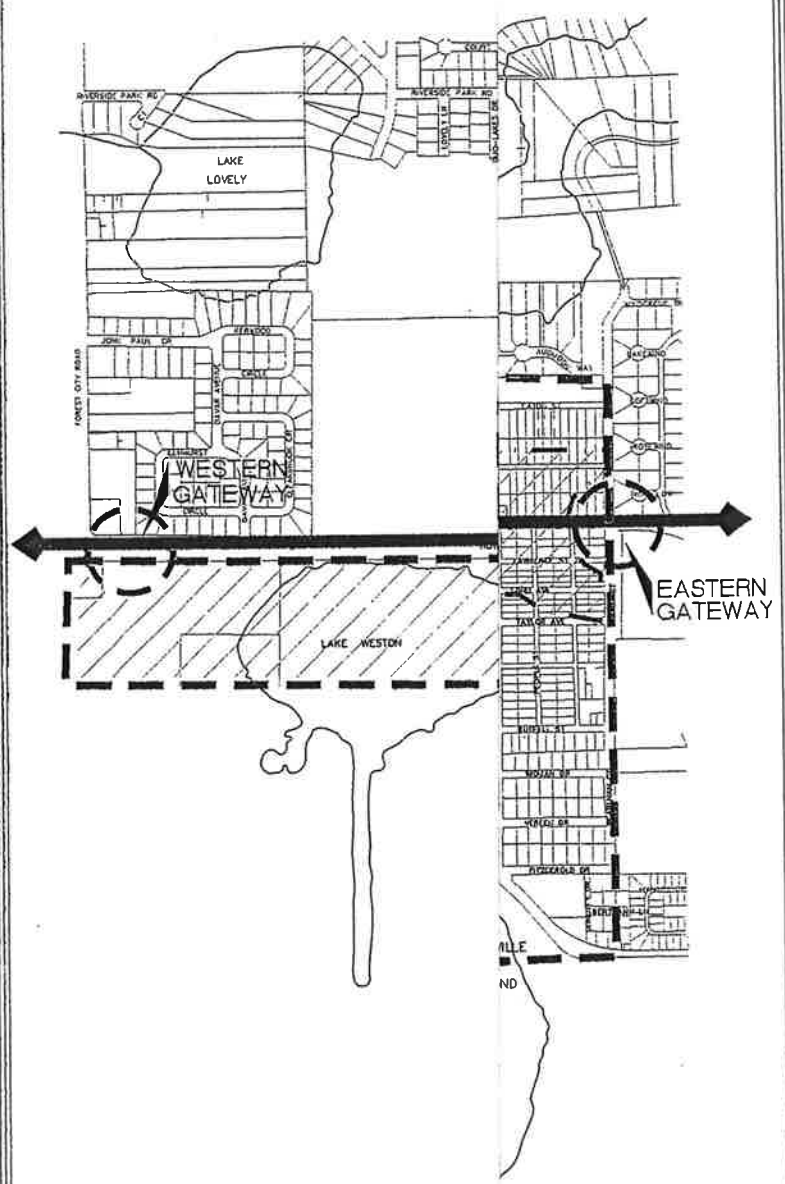


TOWN OF EATONVILLE
COMMUNITY REDEVELOPMENT AGENCY

EXHIBIT D
URBAN
DESIGN
PLAN



GRAPHIC SCALE
1000 2000
FEET)
= 1000'



Planning Inc.
Committee 1303
222 South W. Ave 32701
Altamonte Sp 331-3316
(407) 788-8

Entertainment District theme, developers can receive economic assistance with facades, parking, landscaping, enhancement of pedestrian spaces, site furniture and fixtures, etc. This can be organized and managed by the CRA, which would coordinate and oversee the application process, and evaluate the appropriateness of a developer's application based on adherence to the overlay design guidelines for the Downtown Core/Cultural Entertainment District. A brochure should be developed to describe the purpose of the program and the criteria that applicants must meet.

Maintenance: The Town should pass ordinances strengthening the minimum maintenance standards found in the Town's Development Code, and create provisions for more immediate code enforcement. This can be done by enacting a minimum maintenance ordinance concurrently with the Downtown Core/Cultural Entertainment District Overlay.

Loans: A low-interest revolving loan pool can be established through the Town, Community Block Grants or corporate donations. Funds would be loaned to property owners within the Downtown Core/Cultural Entertainment District who meet the defined criteria for improvements to their properties on a ranked basis. These funds would be lent at very low interest rates for short terms, and loans repaid would go into the pool for future loans.

Gateways: Gateways provide a scenic memory as an entrance into a community. This is the first opportunity to assert Eatonville's proud heritage as the first incorporated black community in the U.S., and the theme of the Cultural Entertainment District. These Gateways, consisting of signage, landscaping, public space, and visual demarcation of the roadway, would be positioned at the primary entrances to the Downtown Core/Cultural Entertainment District.

Parking Nodes: Opportunities exist to create parking facilities in conjunction with pedestrian corridors that would serve the immediate needs of the redevelopment of existing businesses in the Downtown Core/Cultural Entertainment District. These can be shared parking facilities with local businesses and property owners who will cooperate with this approach. Prime locations for parking nodes exist within the Downtown Core in the form of church parking facilities, that are used at only certain times which do not conflict with normal business hours. As the Town's Development Code Ordinances do not allow these as an accessory use, where they occur they are non-conforming. The Town should explore whether agreements could be worked out to develop these parking facilities as for-profit parking enterprises. Churches could use them at no cost, yet share in the revenue generated from their use during business hours. The Town (and the CRA) would benefit from having available public parking, a revenue source that would pay for facility improvements, and taxable real estate on the tax rolls. In order for such a plan to work, assurances would have to be given that property taxes would not have to be paid out of church coffers, with revenues and CRA funds used to guarantee this for as long as the shared use agreements are in force.

Streetscape Plan: Streetscape redevelopment improvements are one of the most effective and visible means for beautifying the Downtown Core. As a priority project of the CRA, the dramatic change it creates will send out the message that the Town is very serious about its Redevelopment Plan, which will attract more business to the area. A Streetscape Master Plan should be prepared as a key part of the redevelopment theme for the Downtown Core within the public right-of-way of Kennedy Boulevard. Tree planting, site furniture, street lighting, Paving, landscape development all contribute to the overall appearance, and make the area pedestrian-friendly. Burial of overhead utilities and other infrastructure improvements done in conjunction with the streetscape redevelopment all add to the attractiveness and serviceability of the Downtown Core..

Government grants are usually available for the right projects, particularly when matching funds are available to enhance the project further. The CRA Redevelopment Plan proposes to explore grants for this, with the intent to provide CRA resources to enhance this project.

Rapid Rail: A key element in connecting the Eatonville Cultural Entertainment District redevelopment with local tourist attractions is the proposed rapid rail system that would link the airport, Disney-area attractions, and areas north to Altamonte Springs. This connection would enable area visitors to include a day visiting the Eatonville Cultural Entertainment District as a part of their travel itinerary, just like visiting a theme park. Church Street Station in downtown Orlando benefits from its position as a place for tourists to visit when they've exhausted the Disney experience.

Planners have recommended several different corridors for the rail system, but one in particular, the proposed I-4 corridor appears to be the most attractive to the Town in terms of providing the service without the potential negative impact to the streetscape that would occur if any other corridor within the Downtown Core was used. The CRA should support the I-4 corridor, and work to insure that a station be constructed at the I-4/Kennedy Boulevard overpass.

GOAL #2: TO CREATE UNIFIED LEADERSHIP AND DIRECTION:

Consensus Group: For a Redevelopment Plan to work, input and involvement from the community is necessary. The CRA Board is ultimately responsible for the implementation and management of the Plan, but in order to be successful, residents and merchants must support their efforts. To further the goal of creating unified leadership and direction, an advisory group of affected citizens should be formed that would act as an advocacy group to promote, recruit and retain businesses in Eatonville.

CRA Board: As discussed earlier, the CRA Board manages the implementation of the CRA Plan. Since limited funds will be available from Tax Increment Financing during the first years, the CRA Board will need to approach, and rely upon local businesses, civic organizations and service groups for assistance in implementing the Plan.

CRA Manager: Since it is imperative that the Redevelopment Plan be implemented on a timely basis, it cannot rely on volunteers alone to invest the time required. In order to manage a continuity of process, a qualified, full-time professional must be placed in charge. Because funds may be limited at first, it may not be practical to immediately hire a qualified professional for this purpose. Until such time as revenue permits, Town Staff may be relied upon to fill this function.

GOAL #3: ATTRACT AND ACCOMODATE NEW BUSINESS.

Market Analysis: One of the first tasks of the CRA should be to develop a marketing plan to "market" Eatonville to certain compatible businesses who might be considering expansion and are looking for room to grow, or those seeking to expand their geographical extent into new, developing market areas. To further this goal, a brochure advertising the Town's improvement plans should be produced for marketing distribution. In addition to marketing literature, a newsletter can be published that discusses the implementation of the CRA Plan improvements, so that interested parties can track the progress of Eatonville's " make-over."

Market analysis should focus on determining potential markets and businesses that are compatible with Eatonville's Downtown Core/Cultural Entertainment District Plan. Those that seem compatible can then be targeted by marketing efforts using the brochure and newsletters in a coordinated publicity campaign.

Recruitment: Business recruitment can be targeted more specifically once potential businesses are identified, by identifying specific opportunities for development, based on the available and proposed infrastructure and other improvements. With an inventory of vacant land, sites available for assembly and redevelopment, and the implementation of specific CRA infrastructure and beautification projects, opportunities for certain types of compatible businesses can be easily identified. With that information, specific businesses can be targeted. These businesses would hopefully include new opportunities for existing businesses, as well as outside businesses that would consider relocating to be a part of the redevelopment theme.

Examples of outside businesses that could be attracted to Eatonville's Cultural Entertainment District include many of the same businesses peripheral to the Orlando tourist trade, including entertainment, food, lodging, recreational, cultural exhibits, museums, movie studios, etc.

Events: Presently, the Town of Eatonville celebrates the Zora Neale Hurston Festival annually. This four-day cultural event features the visual, written and performance arts, and is widely attended, included nearly 7,000 out-of-region visitors who came to the area and spent over \$1,000,000.00 in the Metro Orlando area. This event can be promoted and made the cornerstone of the community's events, much like the Winter Park Art Festival, which has regional notariety.

The Town of Eatonville and the CRA should consider other possible events that would garner regional and or/national attention, such as the annual Eatonville Juried African-American Art Festival, the annual Eatonville Jazz/Blues Festival, and other cultural events that can identify with the community.

Advertising: Advertising is key to the success of the Cultural Entertainment theme development. Strategically placed print ads and television campaigns would be required to spread the word about Eatonville's Cultural Entertainment District being a regular tourist destination, in addition to the regularly scheduled events that would take place throughout the year. Cooperative advertising would not only represent local businesses to regional clientele, but also the national. Smaller scale advertising programs based on local and regional promotions should work well concurrently with national campaigns.

GOAL #4: CREATE AN ATTRACTIVE AND VIABLE SENSE OF PLACE:

Beautification: In addition to the Streetscape redevelopment, there are other projects available to help create a user-friendly Eatonville. Landscape and other beautification projects can include historic building restoration outside the Downtown Core/Cultural Entertainment District, and use of left-over lots not practical for development as pedestrian parks along the streetscape. Concurrently with the streetscape implementation, installation of period lighting, sidewalk improvements, bicycle paths and benches all contribute to the sense of "Place."

Housing: Part of making Eatonville a viable community is the need to make it a nice place to live and recreate. The historic and cultural identity should carry over to the housing for its residents. The influx of outside money and jobs should support quality residential development and redevelopment. Programs that could be supported include:

- Habitat For Humanity-This program helps create attractive, viable housing for those who couldn't otherwise afford it.
- Housing Partnership-The Town should encourage this entity to get involved in the community. It is a private, not-for-profit organization.
- Affordable Housing Ordinance- To ensure that affordable housing is available, the Town should enact an Affordable Housing Ordinance to create incentives for developers to focus on the Eatonville market.

B. PROPOSED INITIAL PROJECTS:

Based on the needed activities described herein, the following projects and programs have been prioritized for implementation by the CRA. These include needed projects for which grants have been identified, donors have expressed willingness, and for which the need is

substantial enough to seek funding through a variety of lending sources. Estimates of their cost follows under section C.

South Lake Destiny Road Realignment- Orange County is presently studying the realignment of North Lake Destiny Road to the west in order to improve the intersection by removing it away from the Interstate 4 overpass at Kennedy Boulevard. Plans are presently available at the County for this work and it is expected that this work will take place sometime between 1998-2000. Correspondingly, the southern portion should be realigned to match, and the Interstate Park property Owner's Association is willing to donate and sell the right of way and utilities if the Town will pay for the work. This is an important element in the plan to ultimately connect South Lake Destiny Road to Lee Road, which will drastically increase Eatonville's access to the interstate corridor, and will greatly improve the traffic function of Kennedy Boulevard. The present intersection should be regarded as dangerous, and it impedes the smooth flow of traffic on Kennedy Boulevard. This intersection improvement will also make development of parcels within Interstate Park more attractive to developers because of the improved access (Please refer to the traffic study included as Appendix C of this report).

The realignment and improvement of South Lake Destiny Road should be a priority project that sets the groundwork for the future taking of land and connection to Lee Road. Because of the priority, the improvements associated with this project will have to be financed by the Town through one of the available means.

Gateway Program- As this is a high visibility project with a relatively small capital investment, it is prioritized for immediate development. As discussed before, the gateway signs and landscaping will set the tone for the Town. Grants may be available for some or all of this work, and this should be explored immediately. However, in order to get this moving, this project should probably be included in any capital financing plan.

Kennedy Boulevard Streetscapes- Town staff is presently working on obtaining grants from various sources for these projects (Please see Appendix A of this report). These efforts will continue as a function of CRA operations. Included in this plan is the improvement of pavement details, sidewalks, tree plantings, burial of overhead power lines, period streetscape lighting and street furnishings.

Parking Lots and Parking Structure- As a function of alleviating the parking blight, the Downtown Core Redevelopment Plan must include the development of at least two ground level parking lots for park and ride purposes, and ultimately a multi-use municipal parking structure which can also contain shops. These parking lots and the parking structure would be serviced by a shuttle bus that would connect them to the various features of the Eatonville Cultural Heritage Entertainment District within the Downtown Core, shopping, neighborhoods and the rapid rail station. The ideal locations for these lots and parking structure include church-owned parcels presently being used by them for clandestine parking.

These parcels should be acquired, either through negotiation or by eminent domain, and developed by the Town to provide mutual parking for the Downtown Core and the churches, as well as provide a potential revenue source for both. It is recommended that negotiations begin immediately toward this goal.

Downtown Core Design Guidelines- With the implementation of the proposed redevelopment theme for the Downtown Core, design guidelines must be developed to integrate all buildings and developments within this district into a common theme. These guidelines would be intended to be an overlay zone for the Downtown Core, which would insure that the overall theme is adhered to. Businesses needing assistance with the cost of compliance could apply for assistance through the proposed Incentive Grants/Loan Pool program. Because of the importance of planning, this project should be prioritized for immediate development.

South Lake Destiny Road/Lee Road Connection- This project would greatly increase Eatonville's access to the Interstate 4 corridor and provide immediate economic benefits to businesses in the Town. Because it is an eminent domain action coupled with substantial acquisition and development costs, it should be regarded as a longer-term project. Also because of the size, it would have to be financed.

Incentive Grants/Loan Pool- This is a project intended to insure compliance with the design guidelines for the Downtown Core overlay district. It should be implemented concurrently with the adoption of the design guidelines.

System-wide Utility Improvements- These are the basic sewer and water collection and transmission upgrades needed for long-term growth. Grants are available for this work, and the projects should be prioritized to be in advance of or concurrently with the Kennedy Boulevard widening by Orange County and the streetscape beautification projects.

Rapid Rail Station & Shuttle Connection- Concurrently with the development of plans for the rapid rail system linking Disney with Altamonte Springs, the CRA should be actively advocating for a station, and the selection of the Interstate 4 corridor (Please see the transportation study included herein as Appendix C). As a function of the development of the Eatonville Cultural Entertainment theme for the Downtown Core redevelopment, the efforts to obtain approval for and the construction of a station are of extreme importance. The CRA should be ready to step up to the plate to insure that a station is located in Eatonville, even if it means paying for it. Therefore this is prioritized accordingly.

C. THE FUNDING PLAN:

The Redevelopment Plan proposes a number of projects and programs as listed below along with their approximate costs and probable sources. Since these projects are subject to a

variety of funding sources including private development funds, CRA funds, grants and in-kind funds, they should be regarded as conceptual:

**TABLE 1
FUNDING PLAN THROUGH 2007**

PROGRAM/PROJECT	TOTAL COST	POTENTIAL FROM GRANTS	DONATIONS OR IN-KIND	NET COST TO FUND
South Lake Destiny Road Realignment	\$750,000.00 (Note #1)	\$ 0.00	\$1,600,000.00 (Note #2)	\$750,000.00
Gateway Program	\$ 78,500.00	\$ 50,000.00	\$ 28,500.00	\$ 0.00
Kennedy Boulevard Streetscape Phase I	\$216,200.00 (Note #3)	\$ 216,200.00	\$ 0.00	\$ 0.00
Kennedy Boulevard Streetscape Phase II	\$138,000.00 (Note #4)	\$ 138,000.00	\$ 0.00	\$ 0.00
Parking Lots/ Parking Structure	\$1,765,000.00 (Note #5)			\$ 1,765,000.00
Downtown Core Design Guidelines	\$ 65,000.00	\$ 20,000.00		\$ 45,000.00
South Lake Destiny-Lee Road Connect.	\$1,200,000.00 (Note #6)			\$ 1,200,000.00
Incentive Grants/Loan Pool	\$ 75,000.00	\$ 75,000.00		
System-wide Utility Improvements	\$ 465,000.00	\$ 465,000.00		
Rapid Rail Station & Shuttle Connection	\$1,775,000.00 (Note #7)			\$ 1,775,000.00
Kennedy Blvd. Ornamental Lighting	\$ 103,500.00	\$ 103,500.00		
Bus Stops, Shelters/Furnishings	\$ 106,375.00	\$ 106,375.00		
Planning & Engineering Design	\$ 355,000.00			\$ 355,000.00
CRA Plan	\$ 45,000.00			\$ 45,000.00
Market Analysis	\$ 30,000.00			\$ 30,000.00
TOTAL (Cost in 1997 Dollars)	\$ 7,167,575.00	\$ 1,174,075.00	\$ 1,628,500.00	\$5,965,000.00

- Notes: (1). CRA Expenditure for roadway and utility realignment work to be financed by the CRA/Town of Eatonville.
- (2). Donation of Right-of-way and utilities to the Town of Eatonville by the Interstate Park Property Owner's Association.
- (3). Phase 1 Streetscape beautification is intended to be done on the east side where there is no immediate plans for widening of Kennedy Boulevard.
- (4). Phase 2 Streetscape is intended to be done following the proposed west side widening by Orange County expected to be done in FY 1998.
- (5). Includes acquisition and development of two park and ride lots and one parking garage structure to be financed by CRA/Town of Eatonville.
- (6). Imminent domain action, acquisition, engineering & construction costs to be financed by the CRA/Town of Eatonville.
- (7). To be implemented if needed to insure construction of a station for Eatonville.

D. Funding Sources:

The cost of redevelopment programs and projects may vary from the projections listed above depending upon the timing of their implementation and the final project scope. The timing of projects, development costs and tax revenue projections are based on the information available at hand. It is intended that each project will require design development and refinement based upon the scope and extent at the time the project moves forward.

Because the initial revenue will be limited, a strong commitment is needed from businesses and private sources to start the ball rolling. Public funds will have to be invested to stimulate private investment. These will come in the form of loans to the town to create the CRA and develop the CRA Redevelopment Plan, followed by the input of funds available from Tax Increment Financing. Initially, several new projects started within Interstate Park since the formation of the CRA will generate some immediate funds. These include:

• NextWave Communications Building	\$1,500,000.00
• Rio Eyeware	2,200,000.00
• Doster/Shaw Warehouse	3,000,000.00
• MFS/Worldcom Communications	<u>3,500,000.00</u>
 Total value	 \$10,200,000.00

These projects which are under construction or completed will generate an estimated revenue of \$68,000.00 annually to the CRA. It is with this revenue and any new tax increment revenue that the CRA may use to conduct its planned activities.

The elements that are needed for the operation of the CRA include the Tax Increment Financing, Revenue Bonds, Community Redevelopment Trust Fund, Grants and Private donations:

Tax Increment Financing (T.I.F.): The CRA District is also the Tax Increment Financing District. This method of funding public investment within the District utilizes ad valorem tax increment revenues generated within that District, which are provided for debt service for the CRA borrowing. The funding program establishes a "base year," which for Eatonville will likely be tax year 1997. As property values increase beyond the base year, the millage rate is applied to the increased tax assessment value, and the increment taxes are deposited into the Community Redevelopment Trust Fund. Redevelopment stimulates an increase in the tax base, so the increment can be accordingly increased as development progresses. These revenues would be used to retire the revenue bonds that would fund the proposed public improvements discussed herein.

The CRA is responsible for determining how increment revenues are to be utilized. An annual budget is required to be prepared as a matter of public record, along with an accounting of the trust fund revenues and expenditures. An annual report will have to be filed with the Special Districts Bureau of the Department of Community Affairs (DCA), including a financial report, audit, meeting schedule, and an update of the name and address of the registered agent who is to receive correspondence from the DCA.

In Eatonville, the applicable taxing authorities are the Town of Eatonville and Orange County, with a total combined millage of 22.6611. Tax increment revenue for the CRA accrues from January 1 of the year following the base year, in this case 1998, and is collected by year end. While increment funds can be used for capital improvements, they are also used for administration, promotion, marketing and consulting fees. Tables 2-5 of this report shows projections of the approximate projected TIF revenues for the Eatonville CRA through the year 2007.

Community Redevelopment Trust Fund: The CRA is required to establish a trust fund pursuant to Chapter 163 F.S. , which is subject to the reporting and controls described above.

Revenue Bonds: In order to implement programs immediately based on projected TIF revenues, revenue bonds can be issued. Typically, these bonds are issued to fund construction of infrastructure projects identified as key to attracting business development, such as road improvements and utilities. Infrastructure projects that would be financed in this fashion would be ones that grants would not be available for, or would supplement grants to increase the scope of the projects proposed. Revenue Bonds can only be issues for projects approved by Orange County's Board of County Commissioners. Principal amounts, maturity schedules and interest rates must also be approved by BCC.

Private and Corporate Donations: While many resident businesses in Eatonville may not have the wherewithall to provide direct cash donations to the CRA for its programs, many may have the ability to make low interest loans for specific projects, or provide real estate for projects that would enhance their property values, such as rights-of-way donations, easements, nominal lease arrangements, services, etc. Opportunities exist here that should be explored and solocited:

"Adoption" programs are a good way to solicit donations for specific projects or components. These usually offer an opportunity to advertise one's business while purchasing a bench, installing landscaping, etc.

Grants: Federal and State grants are available for specific projects within the Redevelopment area. Seeking to maximize available grants should be a priortiy for the CRA. Grants are typically available for utility and roadway infrastructure, streetscape beautification, and historic preservation. Examples of grants available to the Town include:

- **Community Development Block Grants:** These can be used to finance community redevelopment projects as well as provide funds for an incentive program for low interest loans that could be used to encourage private development. CDBGs are federal grants typically used to finance water and sewer projects and other community facilities on a competitive basis of need. Eatonville is presently benefitting from CDBG grants and should continue to do so, strategically targeting key CRA projects and programs.
- **U.S. Economic Development Administration:** Grants and loans are available for projects that can demonstrate a solution to a compelling economic need. Typically, a key element to qualification for these grants is depressed economic conditions exacerbated by deteriorated infrastructure, much the same as the enabling conditions on which the CRA is based. The Town is presently pursuing this source for streetscape grant funds on behalf of the CRA.
- **Florida Department of Transportation Highway Beautification Grants:** These grants are available for highway beautification on state highways. While Kennedy Boulevard is technically classified as County Road 438A, other FDOT projects are presently being planned for Kennedy, and the availability of this grant program should be investigated.
- **State of Florida Historic Preservation Grants:** Because the State of Florida typically only makes these grants for historic preservation, historic education and archaeologic studies, they probably won't be of much use to the Town of Eatonville, where most of it's historic features have been allowed to completely decay as a result of construction techniques and materials that were indicative of low cost and short economic life. While Eatonville should enhance its heritage through "historic

recreation," these grants probably would not be available for this approach. However, funding could be available for museum development, which would be compatible with the Cultural Entertainment District concept.

Special Assessment Districts: Property owners within the CRA may opt to create a special assessment district that would allow pro-rata assessments for a limited period of time designed to fund particular projects within those districts. The property owners would agree to pay an annual fee or ad valorem tax to fund projects which would benefit them.

Small Business Administration: The CRA should encourage and assist small business owners who cannot obtain loans from mainstream commercial lending sources to pursue loans guaranteed by the SBA. Information about this federal program should be made available through the Chamber of Commerce and the CRA. This loan program could benefit the CRA because it encourages small business development within the CRA District.

D. Projected T.I.F. Revenues 1997-2007:

The following estimate of T.I.F. revenues are contained on Tables 2-4 to follow, based upon assumed increments for increased assessed values. These are presented herein to exhibit the revenue potential from this source. Other variables can increase these revenues, such as millage increases, but they are likely to be unpopular and should be avoided. An exact increment cannot be determined until an accounting is finalized with the County Tax Assessor's office.

E. Time Certain Deadlines For Completing Projects:

A Redevelopment Plan is a blueprint for projects that addresses phasing, funding and timing. It is a pro-forma, and as such must contain provisions for flexibility when projecting time frames. While the time frame for its existence may be longer, this plan identifies projects and programs for the CRA for the next fifteen years, with projections for the next ten. This plan should be reviewed every five years and updated accordingly. Table 5 contains a list of projects and programs prioritized for the next ten years.

F. Management of The CRA Programs and Projects:

Effective management is needed to make the CRA Plan viable on an on-going basis. Strong management of the program will be needed to develop a popular consensus for the CRA, promote its projects and programs successfully, and negotiate with business enterprises to attract them to the CRA District. This is not only requires a savvy marketing and promotional capability, but also a strong management capability.

Table 2 Eatonville T.I.F. Projections (Based on .5% annual increase in assessed value)			
Year	Taxable Value	Ad Valorum Value	Tax Increment*
1997	\$51,378,409.00	\$1,164,291.20	— —
1998	51,635,301.04	1,170,112.72	5,821.52
1999	51,893,477.54	1,175,963.28	11,672.08
2000	52,152,944.92	1,181,843.10	17,551.90
2001	52,413,709.64	1,187,752.31	23,461.11
2002	52,675,778.18	1,193,691.07	29,399.87
2003	52,939,157.07	1,199,659.53	35,368.33
2004	53,203,852.85	1,205,657.82	41,366.62
2005	53,469,872.11	1,211,686.11	47,394.91
2006	53,737,221.47	1,217,744.54	53,453.34
2007	54,005,907.57	1,223,833.27	59,542.07

Based on a combined County and Town Millage Rate of 22.6611.

Table 3 Eatonville T.I.F. Projections (Based on 1% annual increase in assessed value)			
Year	Taxable Value	Ad Valorum Value	Tax Increment*
1997	\$51,378,409.00	\$1,164,291.20	— —
1998	51,892,193.09	1,175,934.17	11,642.97
1999	52,411,115.02	1,187,693.51	23,402.31
2000	52,935,226.17	1,199,570.45	35,279.25
2001	53,464,578.43	1,211,566.15	47,274.95
2002	53,999,224.21	1,223,681.81	59,390.61
2003	54,539,216.45	1,235,918.63	71,627.43
2004	55,084,608.61	1,248,277.82	83,986.62
2005	55,635,454.69	1,260,760.60	96,469.40
2006	56,191,809.23	1,273,368.20	109,077.00
2007	56,753,727.32	1,286,101.89	121,810.69

Based on a Combined County and Town Millage Rate of 22.6611

Table 4 Eatonville T.I.F. Projections (Based on 2% annual increase in assessed value)			
Year	Taxable Value	Ad Valorum Value	Tax Increment*
1997	\$51,378,409.00	\$1,164,291.20	— —
1998	52,405,977.18	1,187,577.70	23,285.80
1999	53,454,096.72	1,211,328.60	47,037.40
2000	54,523,178.65	1,235,555.20	71,264.00
2001	55,613,642.42	1,260,266.31	95,975.11
2002	56,725,915.06	1,285,471.63	121,180.43
2003	57,860,433.36	1,311,181.06	146,889.86
2004	59,017,642.02	1,337,404.68	173,113.48
2005	60,197,994.86	1,364,152.78	199,861.58
2006	61,401,954.75	1,391,435.83	227,144.63
2007	62,629,993.84	1,419,264.55	254,973.35

Based on a Combined County and Town Millage Rate of 22.6611.

The Community Redevelopment Agency (CRA)- The Eatonville Community Redevelopment Agency is governed by a Board consisting of five members plus two additional members including an Orange County Commissioner, and an Eatonville resident and/or business owner. Presently, the Town Council is acting in this capacity. The CRA Board is responsible for the administration of the CRA, review and oversight of the CRA Redevelopment Plan, and its compliance with the Town's Comprehensive Plan. As the success of the CRA is dependent upon the ability to build community support and provide leadership, an Advisory Board should be formed to assist the CRA Board with the targeting and prioritization of projects.

The duties and responsibilities of the CRA are defined in Florida Statutes, Chapter 163. However, other responsibilities that are key to the implementation and management of the plan may include:

- Employment of a full-time executive director who will generate the community support for the program and manage the implementation of the Redevelopment Plan.
- Prioritizing the projects identified by the Redevelopment Plan to insure that they are implemented on a timely basis in accordance with the stated needs of the CRA.
- Selection and coordination of consultants and other experts needed to plan and/or engineer specific aspects of the projects or programs.
- Soliciting and coordinating the participation of other organizations or persons to be involved in the Redevelopment program.
- Nurturing working relationships between Eatonville, Orange County and the State of Florida, and becoming knowledgeable about programs and resources available to assist the redevelopment effort.
- Managing the business end of the CRA including the Trust Fund, and developing a budget for annual expenditures for projects on a priority basis. Periodic reports must be made to the Town Council, as well as annual reporting to the Florida Department of Community Affairs, Special Districts Bureau.
- Review the Redevelopment Plan and assessing periodic change in the circumstances which affect its implementation.

The Main Street Program- The CRA should consider making application to the Florida Main Street Program as a means of combining resources in order to facilitate setting up the

necessary management. If the Town can qualify for this program, it may be an opportunity to get full time management for both programs. With the CRA Board prioritizing projects and programs, as well as making design-related decisions, the management structure offered by the Main Street Program can implement the programs.

Table 5				
Town of Eatonville				
Community Redevelopment Agency				
Time Certain/Funded Projects and Programs				
Projects and Programs		1997-1998	1999-2003	2004-2008
Projects				
1.	South Lake Destiny Road Realignment	1,600,000.00(1)	750,000.00(2)	
2.	Gateway Program	50,000.00	28,500.00	
3.	Kennedy Boulevard Streetscape Ph. 1	216,200.00		
4.	Kennedy Boulevard Streetscape Ph. 2		138,000.00	
5.	Parking Structure & Lots		765,000.00(3)	1,000,000.00(4)
6.	Downtown Core Design Guidelines	65,000.00		
7.	S. Lake Destiny Rd./Lee Road Connect.		1,200,000.00	
8.	Incentive Grants/Loan Pool		25,000.00	50,000.00
9.	System-wide Utility Improvements		300,000.00	165,000.00
10.	Rapid Rail & Shuttle Connection		475,000.00	1,300,000.00
11.	Kennedy Blvd. Period Lighting Program	53,500.00	50,000.00	
12.	Market Analysis	30,000.00		
13.	Arch./Eng/Planning Design	65,000.00	120,000.00	170,000.00
14.	CRA Plan	45,000.00		
15.	Bus Shelters/Furnishings	46,375.00	60,000.00	
Total		\$2,171,075.00 (5)	\$3,911,500.00	\$2,685,000.00

- NOTES:
- (1). Donation of Right-of-way and existing utilities to the Town of Eatonville by Interstate Park Property Owner's Association.
 - (2). Roadway realignment, utilities relocation and roadway improvement costs to be born by the CRA.
 - (3). Cooperative park and ride lot land acquisition and improvements.

- (4). Parking Structure.
- (5). Total first year expenditures include donations in-kind, grants and project financing by bond issue or other financing source based on dedicated revenue source (TIF funds).

This would involve close communication between the Main Street Board, the CRA Board and Town Council.

G. Enterprise Zone:

The Town of Eatonville has already been designated an Enterprise Zone. This designation is an overlay district which may qualify the community for federal benefits such as tax credits, low interest loans and grants. The CRA should continue to explore possible benefits under this program.

H. Small Cities CDBG Program:

CDBG funds for Eatonville are currently tied to Orange County and are typically available for a good range of community infrastructure items. Presently, the Town is under development of an infrastructure project financed by a CDBG grant, and once this project is successfully closed, the CRA should evaluate which projects it has identified as important to the Town's redevelopment should be submitted for the next cycle in 1998.

I. Eminent Domain:

Upon approval by the Orange County Board of County Commissioners, the Eatonville CRA shall have the authority to allow for actions leading to the taking of property by the Town through eminent domain. One possible action has already been identified on the CRA's priority list as necessary for vehicular circulation improvement.

J. Conformance To The Comprehensive Plan:

The Redevelopment Plan must conform to the Town of Eatonville's Comprehensive Plan. This Plan meets this requirement by:

- Promoting infill development of vacant lots.
- Encourage redevelopment of blighted areas.
- Recommends planning in support of affordable housing.
- Encourages use of open space for recreational purposes and enhancement of pedestrian and bike transportation.

- Recommends enhancement of historic and cultural heritage.
- Promotes aesthetic improvements to Eatonville's primary vehicular corridor.

In order to maximize the effectiveness of the CRA Plan, it needs to be flexible enough to accommodate a range of negotiation points that can make development more attractive to developers. The following areas should be studied as a possible means of encouraging this:

- Roll back or defer impact fees within the CRA District in order to encourage new development.
- The CRA should approach several of the churches on Kennedy about the possibility of developing for-profit parking lots on their vacant lands, to the benefit of both parties.
- Identify vacant lots within the CRA available for assembly and target specific business ventures for their development.

K Neighborhood Impact Statement For Low To Moderate Income Housing:

There are no expected adverse impacts on residential properties within the Town of Eatonville pertaining to traffic circulation, environmental quality, relocation, availability of community facilities and services, school population or other physical and social qualities. Specific impacts are discussed as follows:

- **Traffic Circulation-** The CRA Redevelopment Plan seeks to improve traffic circulation for the entire District by improving roadways and connections, enhancing pedestrian and bicycle circulation, development of parking facilities and promotion of mass transit means. As such, the commercial redevelopment of the Downtown Core should have no negative impact on residential parcels.
- **Environmental Quality-** The environmental quality of the CRA District area will be significantly improved because of the extensive clean-up program that goes in-hand with the redevelopment efforts.
- **Relocation-** No relocation is anticipated as a result of the Redevelopment Plan's projects and programs.
- **Neighborhood Preservation-** It is the intent of the redevelopment plan efforts that all residential neighborhoods remain intact.

- **School Population-** This will only be secondarily affected by the possible increase in residency caused by community improvements. There are no CRA Redevelopment Plan projects or programs that will directly affect the school population.
- **Public Facilities-** Public facilities such as meeting places and government offices are presently inadequate for any expansion, and do not meet Americans with Disabilities Act requirements. One of the long-term objectives of the financial benefit to be experienced by the Town as a result of the increased tax base would be the possibility of developing new governmental facilities. However, these facilities cannot be financed or otherwise funded through TIF funds. The Town administration is a potential tenant in any possible commercial redevelopment that would occur in the Downtown Core District.

L. Severability:

If, during the duration of the CRA, any aspect of the Redevelopment Plan is questioned or challenged in court and the challenging party is successful, only that portion of the Plan is questioned and subject to alteration. The remaining provisions are intended to remain in force.