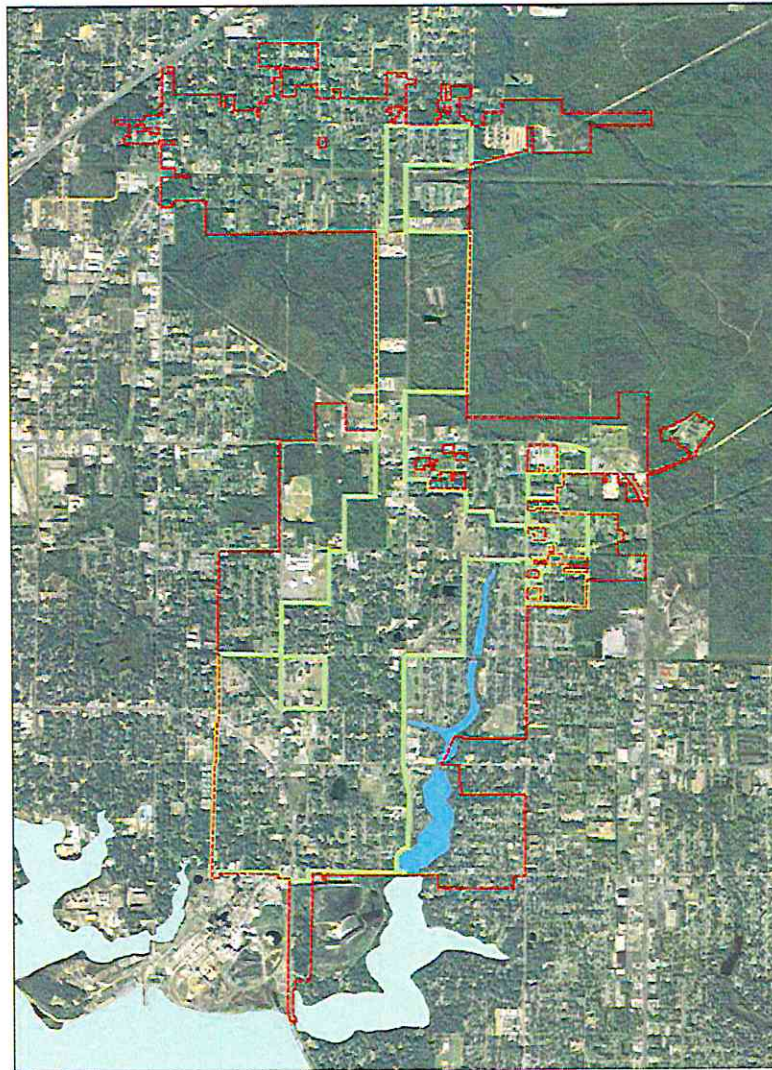




# SPRINGFIELD COMMUNITY REDEVELOPMENT PLAN



Hatch Mott  
MacDonald



STRATEGIC PLANNING GROUP, INC

June 1, 2007

***SPRINGFIELD  
COMMUNITY  
REDEVELOPMENT  
PLAN***

**June 1, 2007**

**Prepared for:**

**Springfield Community Redevelopment Agency  
Springfield, Florida**

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## **I. INTRODUCTION**

This is the Community Redevelopment Plan (hereinafter called the "Plan") for the Springfield Community Redevelopment Area located in the City of Springfield, Florida. This plan has been prepared by the Community Redevelopment Agency pursuant to the Community Redevelopment Act of 1969, Chapter 163, Part III, Florida Statutes.

### **A. THE PLAN AND SUPPORTING DOCUMENTS**

The Plan consists of this plan narrative and the various supporting documents referenced herein and made a part hereof. Much of the supporting documents come from the City of Springfield Comprehensive Plan adopted by Ordinance No. 293 on May 14, 1999.

This Redevelopment Plan has been developed as a guideline for promoting the sound development and redevelopment of the properties in the Redevelopment Area. While the Redevelopment Plan attempts a comprehensive assessment of the issues impacting the future of the Redevelopment Area, the Agency will not be responsible for implementation of plans, projects and programs that are being proposed by other agencies and organizations. The Agency cannot possibly assume the roles of other organizations responsible for projects within the area. Rather the Agency's role is to maintain close relationships with other organizations and support their efforts through supplemental funding and other program initiatives. The redevelopment program will be pursued at multiple levels by numerous overlapping jurisdictions at the same time. The Agency may take the lead in certain efforts, while other departments and organizations will lead their efforts where appropriate.

It must also be understood that the redevelopment will not happen all at once and it is likely that the elements of the Plan will not occur within the time sequence described herein. This Redevelopment Plan is intended to be a guiding document for local government actions designed to overcome deterrents to desired future growth and development in order to stimulate private investment. The plan is not intended to be static. Over time, this plan should be updated and revised based upon changes in the economy, relevant public concerns and opportunities associated with private development proposals.

The most important aspects of the Plan are the following:

1. Primary land uses (commercial/office/ residential) and activity centers will be located in order to best attract prospective businesses and residents, while at the same time being well integrated into desired future transportation and land use patterns.
2. The Plan provides a tool for the Redevelopment Agency and the City to promote economic development by showing prospective corporate entities locations that have been designated for their purpose, thereby reducing the developer's risk and permitting hurdles when coming to the community.
3. The Plan provides a holistic means for the Community Redevelopment Agency and the City to provide the approvals of new developments based upon an agreed-upon strategy.
4. The Plan allows the Community Redevelopment Agency and the City to make capital improvements projections based upon known future, public project needs, demands and proposed locations.
5. The Plan locates commercial sites based upon expected market demands and reasonable residential service areas.
6. The Plan supports desired social, physical and economic development strategies, as expressed by community representatives, including:
  - The improvement of conditions on the U.S. Business 98, 3<sup>rd</sup> Street, and Transmitter Road street corridors, and other streets as identified in the future
  - Support of infill, renovation and enhancement of residential areas and the prevention of commercial encroachment into neighborhoods
  - Clean up and re-use of the Area parks
  - Reinforcement of future public transportation and mobility options through expansion of pedestrian areas
  - Compatibility between adjacent land uses including respect for existing community structures and institutions

The Redevelopment Plan contains descriptions of several types of projects and programs, including capital projects, public/private projects, and government programs. Capital projects are those that are funded solely by the public sector to address specific infrastructure needs such as roads, drainage, streetscapes, parks and other municipal facilities.

The Plan also contains projects that provide opportunities for the public and private sector to work together toward mutually beneficial development activities. The public and private sectors can bring different resources and capabilities to bear on projects that fulfill the objectives of the Redevelopment Plan but otherwise might be unsuccessful for various reasons. For these projects public costs are undetermined at this time because the Agency's role in each will be defined through negotiation at the time of the project

Finally the Plan anticipates government actions to be undertaken by the City and/or the Redevelopment Agency for a variety of purposes. Regulatory actions may include revisions to the City's Comprehensive plan, land development regulations, and building



codes. Land acquisition programs, such as land banking and property swapping, are expected to be incorporated in the redevelopment process to control prime development sites, thereby ensuring future development in a manner consistent with redevelopment objectives. Economic development and business improvement incentives will also be components of the redevelopment program.

The use of the terms "should" and "should consider" for the various action strategies provided for in the Redevelopment Plan are for general direction only. It is within the discretion of the Agency on when and how to implement strategies and/or programs in support of the redevelopment plan.

## **B. REASONS FOR THE PLAN**

Typically, core areas which are blighted contain many inappropriate land uses and vacant or underutilized properties which do not contribute to the creation of a prosperous, viable urban center. The goal is to guide redevelopment therein so that the area eventually will come to support a fairer portion of the tax base and results in needed new businesses, jobs and housing for local residents. The purpose of preparing a redevelopment plan is to arrive at a consensus of what direction is best to guide future redevelopment as shall be determined appropriate to eliminate existing conditions and necessary to prevent the return thereof.

This Community Redevelopment Plan provides a framework for coordinating and facilitating public and private redevelopment of this Redevelopment Area and adjacent areas. The development and implementation of the Plan involves efforts of City Council; the various agencies and departments of city government, the private sector financial and business community; and the Community Redevelopment Agency.

The Community Redevelopment Act of 1969, Chapter 163, Part III, Florida Statutes, provides the authority to formulate and implement this Plan. The act grants local municipalities and community redevelopment agencies the authority to undertake redevelopment "projects", following designation of a redevelopment area as blighted; and following the preparation and adoption of a community redevelopment plan; and after a public hearing and review by appropriate local planning agencies.

The reason for initiating the redevelopment effort lies in the conspicuous blighting influence and redevelopment weakness present in the Redevelopment Area. Certain conditions in the redevelopment area make private investment there much less attractive than elsewhere in the community. Such conditions include, but are not limited to: substandard structural conditions; unsuitable lot layout; inadequate infrastructure; crime; deteriorated and sometimes hazardous street conditions; oppressive traffic flow; insufficient job opportunities and diverse ownership, making reassembly of substandard sized lots difficult or impossible without public incentive.

These conditions make it very unlikely that the Redevelopment Area will experience growth, investment, and expansion of the tax base without special stimuli. The Plan is designed to do away with unsafe conditions; eliminate obsolete and detrimental uses; develop a framework



that will increase the confidence of the private investor in the residential, industrial and commercial viability of the redevelopment area; provide adequate infrastructure and thereby generate the large-scale redevelopment that is beneficial to the entire City of Springfield and Bay County.

## II. DEFINITIONS

The following terms shall have the meaning described unless the context otherwise requires:

- A. Act: "The Community Redevelopment Act of 1969", as set forth in Chapter 163, Part III, Florida Statutes, as the same may be amended from time to time.
- B. Agency: The Community Redevelopment Agency for the City of Springfield designated in accordance with the Act.
- C. City: The City of Springfield, Florida and all departments, bureaus and agencies thereof.
- D. City Commission: The body politic, as the same shall be from time to time constituted, charged with the duty of governing the City of Springfield.
- E. CRA: This acronym, depending on use, can be used to represent either the Community Redevelopment Agency as a body, or the Community Redevelopment Area as a Area or area designated for redevelopment by the City of Springfield Community Redevelopment Agency.
- F. Comprehensive Plan: The comprehensive plan to guide the future redevelopment of the City of Springfield as approved by the Springfield City Commission by Ordinance No. 293 on May 14, 1999 and as may be amended from time to time hereafter.
- G. County: Bay County, Florida and all departments, bureaus and agencies thereof.
- H. Density residential: Residential density is the number of dwelling units in a structure divided by the area in acres of the parcel of land on which redevelopment approval is being sought.
- I. Floor area ratio net: Floor area ratio is the ratio of the area of the principal uses or use as a structure, exclusive of stairwells, halls, corridors, lobbies, patios, balconies, elevators, equipment and mechanical rooms, and enclosed interior vehicular parking or loading areas, which are designed and constructed as an integral function of the structure or building for which redevelopment approval is being sought, to the area of the development parcel or building site.
- J. Improvements: Buildings, structures, and other improvements (including, without limitation, subsurface structures and foundations and public improvements) constructed, erected, or placed or to be constructed, erected, or placed on any real property in the Redevelopment Area.
- K. Land Development Regulation Code: The Land Development Regulation Code of the City of Springfield as the same presently exists and may be amended from time to time hereafter.
- L. Open Spaces: Any parcel of land or water essentially unimproved and set aside, dedicated, designated or reserved for public or private use or enjoyment or for the use or enjoyment of owners and occupants of land adjoining or neighboring such open space.

- M. Owner: Any person owning real property within the redevelopment area.
- N. Person: Any individual, firm, partnership, corporation, company, association, joint stock association or body politic, including any trustee, receiver, assignee or other person acting in a similar representative capacity.
- O. Plan: This community redevelopment plan as the same may be amended from time to time.
- P. Planning Board: The Planning Board of the City of Springfield, Florida.
- Q. Redevelopment Area or Area: The blighted area which is to be redeveloped by the Agency in accordance with the Plan, comprising that area of the City, particularly described in Section III herein, established by City Resolution No. 07-05 on March 30, 2007.
- R. Project: The undertakings and activities of the Agency or any person in the redevelopment area for the elimination and prevention of the development or spread of blight as encompassed by this Plan.
- S. Public Improvements: All public utilities, structures and other public improvements including, without limitation, overpasses or underpasses, bridges, streets, gutters, sidewalks, street lights, sewers, storm drains, traffic signals, water distribution systems, electrical distribution systems, telephone systems, curbs, buildings, parks, playgrounds, plazas, recreation areas, off street parking areas, elevated parking decks or garages, landscape areas, waterways and related facilities.
- T. Real Property: Land, including land underwater and waterfront property, buildings, structures, fixtures, and improvements on the land; and property appurtenant to or used in connection with the land; every estate, interest, privilege, easement, franchise, and right in land, including, but not limited to, rights-of-way, terms for years, and liens, charges, or encumbrances by way of judgment, mortgage, and otherwise and the indebtedness secured by such liens.
- U. State: The State of Florida.



### III. LEGAL DESCRIPTION

The City established the boundary of the Redevelopment Area based upon several factors.

- Statutory criteria pertaining to site and economic conditions that warrant the use of redevelopment powers provided by statute;
- Consideration of future development or redevelopment potential;
- Consideration of sound planning principles for continuity of future land use based on adjacent land uses or land attributes, transportation systems, and the efficient provision of government, utilities and services;
- Consideration of irregular, small or surrounded parcels that might, at some future time, be combined with adjacent parcels for a more efficient use of land; and
- Areas providing a logical terminus for the boundaries.

#### A. GEOGRAPHIC DESCRIPTION OF THE SPRINGFIELD COMMUNITY REDEVELOPMENT AREA

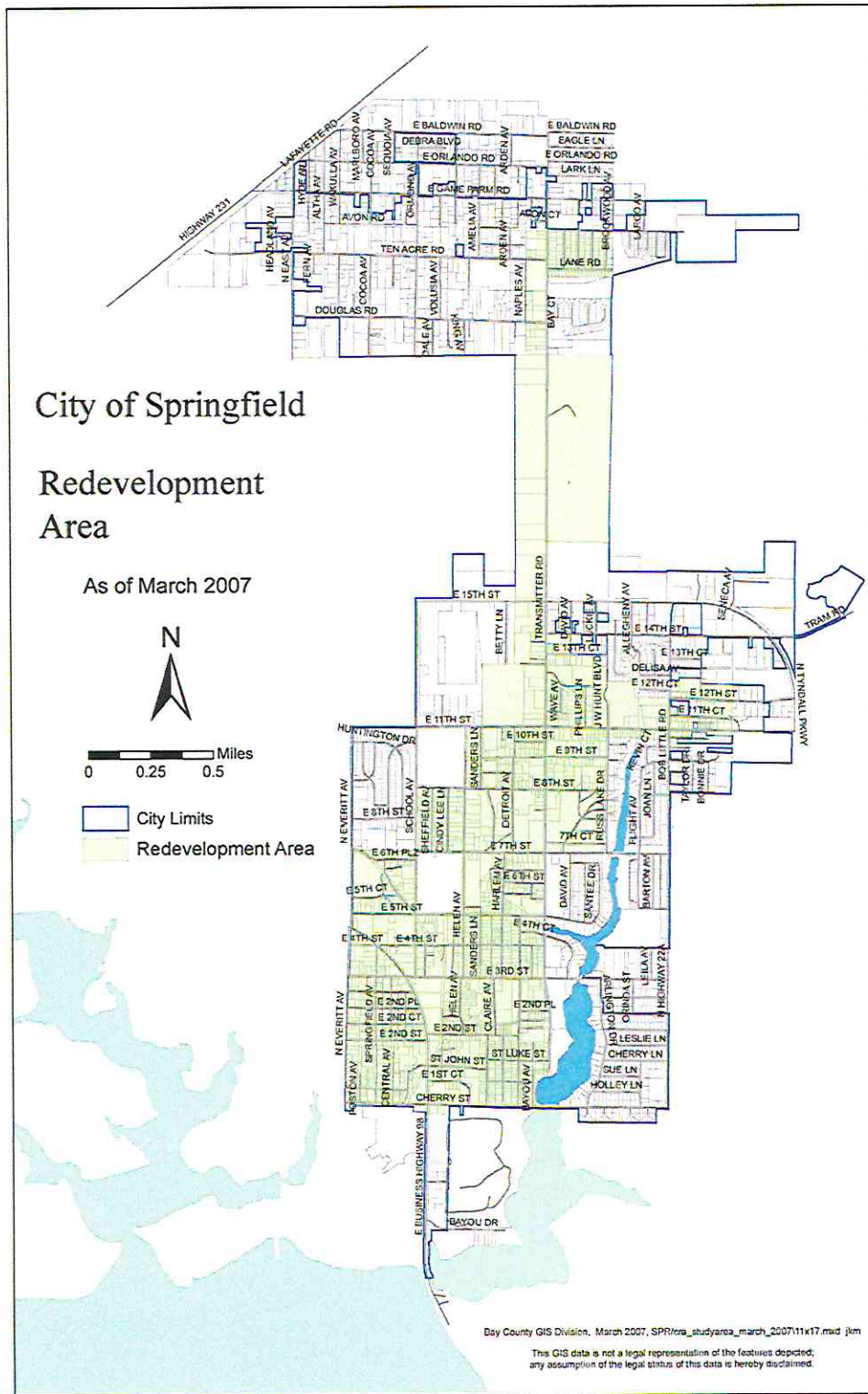
The Redevelopment Area includes the portions of the City which suffer from blighting conditions. These conditions include The Redevelopment Area is confined to a specific area within the City of Springfield in Bay County, Florida. The Redevelopment Area is approximately 1,119.24 acres, which is 41.98% of the total City acreage.

The Redevelopment Area is generally contained within the boundaries created by running a line which begins at the intersection of U.S. Business Highway 98 and the intersection of Cherry Street, then runs westerly to Everitt Avenue; then runs northward along Everitt Avenue to the intersection of the CSX railroad right-of-way; then runs eastward to School Avenue; then runs southward to East 5th Street; then runs eastward to Helen Avenue; then runs northward to East 7<sup>th</sup> Avenue; then runs westward to School Avenue; then runs northward to East 8<sup>th</sup> Street; then runs eastward to Helen Avenue; then runs northward to East 11<sup>th</sup> Street; then runs eastward to Sanders Lane; then runs northward along the western edge of an undeveloped parcel to a point west of the southern terminus of Betty Lane; then runs eastward past Betty lane to the west property line of a parcel located one parcel west on Transmitter Road; then runs northward across East 15<sup>th</sup> Street to the western City Limit on the north side of said road; then runs northward along the western property line of parcels located directly on the west side of Transmitter Road to a point on the northwest corner of a parcel on Transmitter Road; then runs along the north property line of said parcel to the intersection of a property line of a parcel located one parcel west of Transmitter Road; then runs northward to the south side of Ten Acre Road; then runs eastward across Transmitter Road to a point on the east property line of lots on the east side of Brookwood Avenue; then runs southward along the eastern property line of said lots to the southeast corner of a parcel on the south side of the terminus of Lane Road; then runs westward to Transmitter Road; then runs southward to the northeast corner of an undeveloped parcel along Transmitter Road; then runs along the north property

line of said parcel to the eastern property line of said parcel; then runs southward along the eastern property line to a point on the southeast corner of said parcel the runs westward along the south property line of said parcel to Transmitter Road; then runs southward to the north property line of lots on the north side of East 13<sup>th</sup> Court; then runs westward to David Avenue; then runs southward to East 13<sup>th</sup> Street; then runs eastward to J.W. Hunt Boulevard; then runs south to the north property line of a parcel on the north side of East 11<sup>th</sup> Street; then runs eastward along the rear property lines of parcels on the north side of said Street to Bob Little Road; then runs north on Bob Little Road to a point three parcels north of East 12<sup>th</sup> Street ; then runs eastward along the north property lines of parcels located on the north side of East 12 Street to a point; then runs southward across East 11<sup>th</sup> street to the south property line of a parcel on the south side of said road; then runs westward to Russ Lake Drive; then runs southward to East 7<sup>th</sup> Street; then runs westward to Transmitter Road; then runs southward to Martin Lakeside; then flows the shoreline of said lake generally southward to Cherry Street; then runs westward to the intersection of Cherry Street and East Business Highway 98, the Point of Beginning.

The Community Redevelopment Area is illustrated in Figure 1 below:

Figure 1. Redevelopment Area Parcel Map





## B. LEGAL DESCRIPTION OF COMMUNITY REDEVELOPMENT AREA BOUNDARY

The Legal Description of the City of Springfield Community Redevelopment Area boundary as determined during the Finding of Necessity Study is more specifically described below:

Begin at the North West Corner of a Parcel lying in Section 26, Township 3 South, Range 14 West, being 500.0' east of the Southwest corner of the Intersection of Transmitter Road and Avon Road, said parcel recorded in ORB 193 page 515 of the public records of Bay County, Florida; and also being the N.W. Corner of Lot 16, Blk 21 of a Subdivision, Highland City, recorded in Plat Book 4, page 28 of public records of said county; thence Southerly along the west line of said lot 16 and west lines of parcels recorded in ORB 193 page 515, ORB 2710 page 1353 to North R/W line of Ten Acre Road; thence continue Southerly across said Ten Acre Road and along East R/W of Naples Avenue, which is also the west line of Lots 1 and 16, Blk 34 of said Highland City Subdivision to North R/W line of Douglas Road; thence continue Southerly across said Douglas Road to the NW corner of Lot 1, Blk 35 of said Highland City Subdivision; thence continue Southerly along the west line of said of lot 1, Blk 35 to S.W. corner of said of Lot 1, Blk 35; thence Westerly along the north line of a Parcel being in Section 35, Township 3 South, Range 14 West, recorded at ORB 2522 page 217 of public records of said county to its N.W. corner being 646' +- west of West R/W line of Transmitter Road; thence continue Southerly along Westerly line of parcels recorded in ORB 2522 page 217, ORB 2014 page 1183, ORB 594 page 681, ORB 1939 page 1044, ORB 1638 page 1680, ORB 2738 page 1809 to the North R/W line of East 15<sup>th</sup> Ave.; thence continue Southerly across said East 15<sup>th</sup> Avenue to the N.E. corner of a parcel in Section 2, Township 4 South, Range 14 West, recorded at ORB 2565 page 1063; thence continue Southerly along East line of said parcel to the North line of parcel recorded in ORB 2539 page 653 being in the SE1/4 of NE1/4 of said section; thence Westerly along said north line to N.W. corner of said parcel; thence Southerly along West line of said parcel, being 1320' +- west of West R/W line of Transmitter Road to the North R/W line of East 11<sup>th</sup> Street; thence continue Southerly across East 11<sup>th</sup> Street to its South R/W line; thence Westerly along said South R/W line to the easterly R/W line of Helen Avenue and N.W. corner of parcel recorded in ORB 2096 page 1193; thence Southerly along said easterly R/W line of Helen Avenue to North R/W line of East 8<sup>th</sup> Street and S.W. corner of parcel recorded in ORB 1364 page 1488; thence continue Southerly across East 8<sup>th</sup> Street to its South R/W line; thence Westerly along said South R/W line of East 8<sup>th</sup> Street to the East R/W line of School Avenue and N.W. corner of lot 53 of North Springfield S/D recorded in Plat Book 2 page 20 of public records of said county; thence Southerly along said East R/W line of School Ave to South R/W line of East 7<sup>th</sup> Street; thence Westerly along said South R/W line to NE corner of parcel recorded at ORB 1245 page 490 lying in Section 11, Township 4 South, Range 14 West; thence continue Westerly along North line of said parcel and parcels recorded at ORB 1784 page 1113, ORB 2170 page 1010, ORB 1962 page 1821, ORB 732 page 439, ORB 1080 page 755, ORB 1250 page 159, ORB 1241 page 1055, ORB 1938 page 741, ORB 1376 page 629, ORB 2190 page 957, ORB 824 page 646 to east R/W of R/R R/W; thence continue Westerly to the intersection of Southerly R/W line of Powell Avenue and Easterly R/W line of North Everitt Avenue; thence Southerly along said Easterly R/W line of North Everitt Avenue to the Southerly R/W line of East Business Highway 98; thence Westerly to the N.W. corner of parcel recorded in ORB 2760 page 1852 also being on the Easterly R/W line of North Everitt Avenue; thence Southerly and continue along said Easterly R/W line of North Everitt Avenue crossing streets East 4<sup>th</sup> Street, East 3<sup>rd</sup> Street, East 2<sup>nd</sup> Place, East 2<sup>nd</sup> Court, East 2<sup>nd</sup> Street, East 1<sup>st</sup> Court and Cherry Street and continuing southerly along the easterly R/W line of South Everitt Avenue, being in Section 14, Township 4 South, Range 14 West to the S.W. corner of parcel recorded in ORB 724 page 691; thence Easterly along South line of said parcel to its most southeasterly corner; thence Northerly along the Easterly line of said parcel to the South R/W of Cherry Street; thence Easterly along the said South R/W of Cherry Street to the N.W. corner of parcel recorded in ORB 1430 page 381; thence southerly along said parcels west line 120' +- to its S.W. corner; thence Easterly along South line of said parcel to West R/W line of East Business Highway 98; thence continue easterly across said Highway and along southerly line of parcels recorded in ORB 705 page 63 and ORB 227 page 343; thence Northerly along said last parcel easterly line to the North R/W



of Cherry Street; thence Easterly along said North R/W of Cherry Street crossing streets Henderson Avenue, Claire Avenue, Harlem Avenue, Detroit Avenue, Bayou Avenue to the East line of Section 11, Township 4 South, Range 14 West; thence Northerly and along said East line of Section 11 to its intersection with the waters edge of Lake Martin; thence Northerly along said water's edge to the intersection with Westerly R/W line of Transmitter Road; thence Northerly along said Westerly R/W line crossing streets St Luke Street, H.C. McCray Jr. Drive, East 2<sup>nd</sup> Place and continue to the intersection of South R/W line of East 3<sup>rd</sup> street (US Highway 22); thence continue Northerly across said East 3<sup>rd</sup> Street and along said Westerly R/W line of Transmitter Road crossing East 4<sup>th</sup> Street, East 5<sup>th</sup> Street, 5<sup>th</sup> East Court, East 6<sup>th</sup> Street to the intersection of the Western Right of Way line of Transmitter Road and East 7<sup>th</sup> Street; thence crossing over East 7<sup>th</sup> Street to the South East corner of a parcel recorded Section 2, Township 4 South, Range 14 West, recorded in ORB 802 P 639, thence following along the Northern Right of Way line of East 7<sup>th</sup> Street and crossing over the intersection of Transmitter Road and David Avenue to the intersection of Northern Right of Way line of East 7<sup>th</sup> Street and Russ Lake Drive; thence following along the Westerly Right of Way Line of Russ Lake Drive in a Northerly direction crossing over the intersection of 7<sup>th</sup> Court and Russ Lake Drive; thence in a Northerly direction along western R/W of said Russ Lake Drive crossing David Avenue, East 8<sup>th</sup> Street to the intersection of south R/W line of East 9<sup>th</sup> Street; thence continue Northerly following along the Westerly Right of Way line of Russ Lake Drive to the intersection of South R/W line of East 11<sup>th</sup> Street and Russ Lake Drive; thence Easterly following the Southerly Right of Way Line of East 11<sup>th</sup> Street to the Easterly Right of Way line of Russ Lake Drive; thence in a Southerly direction following Easterly Right of Way line of Russ Lake Drive to the S. W. corner of a parcel recorded in Section 1, Township 4 South, Range 14 West, ORB 2621 page 731; thence continue Easterly along South line of said parcel, to the Southeast corner of said parcel, also being the Northwest corner of Lot 1 of a Subdivision, Town & Country Lake Estates 1<sup>st</sup> Addition, recorded in Plat Book 12, page 16; thence Easterly along North line of Lots 1, 2, 3, 4 and 5 of said Subdivision, to Northeast corner of Lot 5 of said Subdivision; thence Southerly along East line of said Lot 5, to a point being the N.W. corner of Lot 11 of a Subdivision, Town & Country Lake Estates, recorded in Plat book 12, page 15; thence Easterly along North line of Lots 11, 10, 9, 8 and 7 of said Subdivision, to the N.E. corner of Lot 7 of said Subdivision; thence Northerly along the West line of a Parcel recorded in ORB 856 page 787 to the N.W. corner of said Parcel; thence Easterly along the North line of said Parcel to the NE corner of said Parcel, also being a point on the West R/W line of Bob Little Road; thence easterly across Bob Little Road to the S.W. corner of the intersection of Bob Little Road and East 10<sup>th</sup> Place; thence Southerly along the East R/W line of Bob Little Road for 126' +- to North R/W line of East 10<sup>th</sup> Place; thence Easterly along said North R/W line to S.W. corner of a Parcel recorded in ORB 1047 page 972; thence Northerly along West line of said Parcel to the N.W. corner of said Parcel, also being a point on the South line of a Parcel recorded in ORB 1767 page 1809; thence Easterly along South line of said Parcel and of Parcels recorded in ORB 2618 page 639, ORB 2241 page 1185, to the S.E. corner of last mentioned Parcel; thence Northerly along the East line of said Parcel to the N.E. corner of said Parcel, also being a point on the South R/W line of East 11<sup>th</sup> Street; thence continue Northerly across East 11<sup>th</sup> Street; thence continue Easterly along Northerly R/W of East 11<sup>th</sup> Street to the S.E. corner of a Parcel recorded in ORB 2676 page 63; thence Northerly along the East line of said Parcel to North R/W of East 11<sup>th</sup> Court and S.W. corner of parcel recorded in ORB 2053 page 2077; thence continue Northerly along the west line of said parcel to the south R/W line of East 12<sup>th</sup> Street; thence continue Northerly across East 12<sup>th</sup> Street to the S.E. corner of a Parcel recorded in ORB 1798 page 2386; thence continue Northerly along the East line of said Parcel, to the N.E. corner of said Parcel; thence Westerly along the North line of said Parcel, and of a Parcel recorded in ORB 2729 page 1765, to the Northwest corner of last mentioned Parcel, also being a point on the East R/W line of Hammond Avenue; thence continue Westerly across Hammond Avenue to a point on the West R/W line of Hammond Avenue; thence Northerly along the West RW line of Hammond Avenue to the N.E. corner of a parcel recorded in ORB 2206 page 317; thence Westerly along north line of said parcel to its N.W. corner; thence Southerly along westerly line to N.E. corner of parcel recorded in ORB 1763 page 782; thence Westerly along north line of said parcel to the Easterly R/W line of Bob Little Road; thence following the Easterly Right of Way line of Bob Little Road in a Southerly direction to North R/W line of East 12<sup>th</sup> Street; Thence continue southerly across said East 12<sup>th</sup> Street to its south R/W line; thence leaving said Right of Way line and heading in a Westerly direction to the S.E. corner of a parcel recorded in ORB 754 page 821 lying in Section 1, Township 4 South, Range 14 West; thence following along the



Southerly line of said parcel to the Southerly line of a Towne & Country Lake Estates Subdivision recorded in ORB 827 page 510; thence following along said southerly line of said subdivision; thence Northerly following along the Westerly line of said Subdivision to the N.E. corner of a parcel recorded in Section 1, Township 4 South, Range 14 West in ORB 251 page 308; thence following along the most Northerly line of said parcel to the S.W. corner of Pinnacle Pines Estates recorded in Township 1, 4 South, Range 14 West ORB 1218 Page 1581; thence Northerly following the most Westerly line of said Subdivision to the Southern Right of Way line of East 13<sup>th</sup> Court, thence following along said Right of Way line in a Westerly direction to the N.E. corner of a parcel recorded in Section 1, Township 4 South, Range 14 West ORB 2600 page 1727; thence leaving said Right of Way line and crossing over East 13<sup>th</sup> Court to the North to a parcel recorded in Section 1, Township 4 South, Range 14 West as Springfield Farms, Lots 26, 27, 28 and 29 in Block 4; thence following the Easterly line of said lots to the North to the Northeast corner of said lots; thence following along the Northern line of said lots to the West and along the Northern most line of Lots 22, 23, 24 and 25 to the Eastern Right of Way line of Transmitter Road; thence crossing over Transmitter Road to the West to the Western Right of Way line of Transmitter Road; thence following along said Right of Way to the North crossing East 15<sup>th</sup> Street; thence continuing with said Right of Way line to the North to the Southeast corner of a parcel recorded in Section 35, Township 3 South, Range 14 West ORB 2738 Page 1809; thence crossing over Transmitter Road to the East to the S.W. corner of a parcel recorded in Section 36, Township 3 South, Range 14 West ORB 246 Page 167; thence following along the Southerly line of said parcel to the Southeastern corner of said parcel; thence following along the Eastern line of said parcel to the N.E. corner of said parcel; thence following along the most Northern line of said parcel to the Eastern Right of Way line of Transmitter Road; thence crossing over Transmitter Road to the West to the Western Right of Way line of Transmitter Road; thence following along said Right of Way line to the North to the intersection of Transmitter Road and Lane Road; thence crossing over Transmitter Road to the Southerly Right of Way line of Lane Road and thence to the Northwest corner of a parcel recorded in Section 25, Township 3 South, Range 14 ORB 2316 page 2320; thence following along the most Westerly line of said parcel in a Southerly direction to the S.W. corner of said parcel; thence following along the Southerly line of said parcel which includes Lots 1 thru 19 found in Lane Mobile Home Estates ORB 2316 page 2320 to the S.E. corner of Lot 19 of Lane Mobile Home Estates recorded in Section 25, Township 3 South, Range 14 ORB 1544 page 803; thence following along the most Easterly line of said parcel to the North to the Southerly Right of Way line of Lane Road; thence crossing over Lane Road in a Northerly direction to the Southeastern corner of a parcel recorded in Section 25, Township 3 South, Range 14 ORB 2462 page 2225; thence following on the Easterly most line of said parcel and including Lots 11 thru 1 to the Southerly Right of Way line of Avon Road; thence following along said Right of Way line in a Westerly Direction to the intersection of Transmitter Road and Avon Road; thence crossing over Transmitter Road and continuing westerly 500.0'± to the Point of Beginning.

#### **IV. POLICIES AND OBJECTIVES**

In light of blighted area conditions in the Redevelopment Area, and the efforts required to overcome them, the Plan has been prepared to meet the following overall goals:

To eliminate the adverse effects of blighted area conditions based on sound growth and economic development in the Redevelopment Area.

To strengthen the tax base in the Redevelopment Area by providing incentives and assistance for creating a larger employment base and thereby enhancing the long-range fiscal resources of the City of Springfield and Bay County to meet public service requirements.

To create an environment conducive to private investment and to provide for maximum feasible participation by private enterprise in the redevelopment effort.



To provide the public facilities and services necessary to improve and enhance the physical environment, overcome service level deficiencies, and eliminate blighted area conditions.

To improve the quality of life within the Redevelopment Area and surrounding community.

#### **A. SUMMARY OF POLICIES AND OBJECTIVES**

In keeping with the overall policy statements of the Comprehensive Plan, the Community Redevelopment Plan generally conforms to the policies, goals and objectives of the Comprehensive Plan. Redevelopment activities will be undertaken in a manner conforming with the following policies:

The timing, scales, design, distribution, and density of redevelopment (including but not limited to limitations on the type, size, height, number and proposed use of buildings) should be consistent with the state, regional and local plans and should ensure adequate and efficient provision of public support services.

The redevelopment of desired mixes of recreational, cultural, educational, commercial, industrial, professional, residential and other land usage should be encouraged.

Planned development projects (PDP) such as clustered single family, townhouse, villa, and multiple family residential, commercial, professional and industrial PDP's should be encouraged to allow for less costly and more efficient provision of public support services, green belts and open space, and to foster aesthetically pleasing urban environment.

Land development in the vicinity of thoroughfares should be regulated to avoid safety hazards, access ingress-egress problems, mixes of incompatible land uses, and to ensure adequate future rights-of way.

The maintenance and protection of desirable socio-economic features and functions of the neighborhoods and commercial centers within the redevelopment area should be ensured.

The updating and revision of Springfield's existing "Comprehensive Planning and Land Development Regulations Code" to provide innovative, efficient, balanced and compatible land use patterns should be encouraged where necessary.

The revitalization and rehabilitation of deteriorating areas in the redevelopment area to conserve land resources, protect existing investments, and maintain and enhance the viability of blighted area should be encouraged and actively promoted.

Air quality degradation should be minimized through regulation of type, location, density and design of development and transportation systems.

Land development decisions should, in part, be based on the long and short-term ability of the City or developer to adequately provide and/or maintain public facilities such as water or sewer.

Mass transit expansion, as well as the use of multi-modal non-motorized forms of transportation as a means of conserving energy and resources, and of lessening automobile associated noise, congestion, and pollution should be encouraged.

Development adjacent to wetland areas should be located, designated and constructed to minimize adverse impacts.

The provision of community green belt, open space, and landscaping within all types of new development and redevelopment should be encouraged when feasible.

Landscaping and landscape management in established developed areas should be encouraged in order to protect tree and ground cover, prevent erosion, buffer incompatible land uses from dirt, noise and visual blight and to generally enhance the aesthetics of the environment of the Redevelopment Area.

Residential housing should be located in such a manner as to protect life and property from flooding, excessive traffic, odor and noise.

Residential land uses should be compatible with surrounding land uses.

Within this overall policy framework, the redevelopment area includes a wide variety of uses and settings. Specific objectives are as follows:

- To protect and enhance the continued viability and expansion of existing industrial and commercial uses within the Redevelopment Area while preventing adverse impacts of excessive intrusion on adjacent, viable, residential neighborhoods.
- Protect and enhance viable residential neighborhoods and settings within the Redevelopment Area.
- To stabilize and revitalize declining residential neighborhoods with appropriate public improvements and actions such as infrastructure and rehabilitation of parks and recreational facilities.
- To encourage public and private investment either for rehabilitation and replacement or redevelopment of deteriorated residential structures, as may be appropriate.
- And to encourage the provision of community and commercial services in keeping with the needs of residents through the development of new retail facilities and the adaptive reuse of existing structures.

- Review the land development regulations code ordinance to determine innovative means to provide flexibility within the ordinance to assist in the revitalization of the Redevelopment Area. The enactment of a zoning ordinance may be necessary to provide further guidance, direction and facilitation of redevelopment and protection of a multitude of potentially contrasting land use activities.
- Intensify the code enforcement within the Redevelopment Area in order to facilitate the elimination or rehabilitation of substandard structures.

It is the express intent of the City Commission that this Redevelopment Plan is to conform with the City's Comprehensive Plan. To the extent that any recommendations, objectives or elements of this Plan require amendment of the existing Comprehensive Plan in order to ensure conformity, those recommendations, objectives or elements should not be implemented until such amendment takes place

## **B. PROPOSED MEASURES TO ACCOMPLISH REDEVELOPMENT OBJECTIVES**

The City of Springfield has determined by Resolution No. 07-05 that the Redevelopment Area is a blighted area and is appropriate for community redevelopment under the Act and that the rehabilitation, conservation, or development or a combination thereof, of the area is necessary in the interest of the public health, safety, morals or welfare of the residents of the City.

The Agency's basic objective is to eliminate the visual, economic, physical and social blight presently existing within the Redevelopment Area. The above conditions exist because of a number of factors, including:

Once a vibrant and viable area, it has been affected by functional and physical obsolescence and has been randomly and incompletely developed.

Structures in the Redevelopment Area are in advanced stages of physical deterioration, are outdated, functionally obsolete, and are unfit and unsafe for human occupancy.

Diversity of ownership of small parcels of land has prevented assembling parcels for development and redevelopment.

Such conditions have adversely affected public health and safety and have necessitated disproportionate expenditures for the maintenance of adequate police, fire, accident and other public service and facilities. In addition, they constitute a serious economic burden on the City which cannot be reversed or alleviated by private enterprise alone.

In order to restore the long blighted area to economic health, arrest its adverse effects on the surrounding areas, and make it a viable and vibrant element of the city, the Agency in accordance with applicable state and local laws, will remedy or cause to be remedied those conditions causing blight and undertake actions to accomplish the redevelopment objectives by the following measures:



1. Adoption and implementation of suitable plans for financing the redevelopment of the Area and each phase of the redevelopment process; such financing to be in general conformance with the redevelopment financing methods mentioned later in the Plan.
2. Acquisition of the necessary real property in the Area by purchase, gift, devise, exchange, or otherwise under conditions set forth in the proposed redevelopment actions mentioned in the Plan. All acquisitions will be voluntary and without the use of eminent domain.
3. Management of all real property acquired by the Agency and of all improvements located on such real property from the time the Agency takes title until disposition thereof.
4. Relocation of residents and business owners, if necessary, within the Redevelopment Area.
5. The demolition and removal of existing improvements, as necessary, and the preparation of the Area for its intended uses in accordance with the Plan.
6. The disposition by sale or lease of real property within the Redevelopment Area for public or private uses, and with such conditions and covenants running with the land as necessary to ensure redevelopment in accordance with this Plan and prevent the recurrence of blighted area conditions.
7. The provision of reasonable preference to persons who are engaged in business in the Area. Also, to assist prior business-owners to re-enter into business within the Area.
8. The implementation of the redevelopment of the Area consistent with and in accordance with the terms of this Plan by developers selected by the Agency.
9. The Agency is working with the City of Springfield for a strong Affordable Housing Program throughout the City. The City is committed to give priority to new construction in the Redevelopment Area.

The City is involved with both a CHAS Plan (Comprehensive Housing Affordability Strategy) and a SHIP Plan (State Housing Initiative Partnership) which includes this Area. The majority streets within the Redevelopment Area have been paved and may be suitable for obtaining building permits without any additional infrastructure for the water, sewer and streets. Verification of conditions will need to be performed prior to any redevelopment activity. The City also has a reservation of the infrastructure on all single family affordable housing in the Redevelopment Area. Additional information on the Affordable Housing Program is available in the CHAS and SHIP Plans.

The continued support, maintenance and enhancement of desirable commercial and industrial centers within the Redevelopment Area must be assured to provide local employment opportunities.

Enhance the major roads, especially the entrance into the Redevelopment Area.

Continue to work with the citizens within the Redevelopment Area to obtain input for the implementation of the Plan.

The rehabilitation, conservation, or redevelopment, or a combination thereof, of such areas including the redevelopment of housing which residents of low or moderate income, including the elderly, can afford, is necessary in the interests of public health, safety, morals or welfare of the residents of the City of Springfield.

The City and Agency should cooperate in the development and implementation of community policing innovations, including policing techniques or strategies designed to reduce crime by reducing opportunities for, and increasing the perceived risks of engaging in, criminal activity through visible presence of police in the community, including, but not limited to, community mobilization, neighborhood block watch, citizen patrol, citizen contact patrol, foot patrol, neighborhood storefront police stations, field interrogations, or intensified motorized patrol. Maximum opportunity should be given for the involvement of private enterprise in this endeavor, consistent with the sound needs of the City as a whole. However, the power to approve the development and implementation of such innovations shall vest with the City.

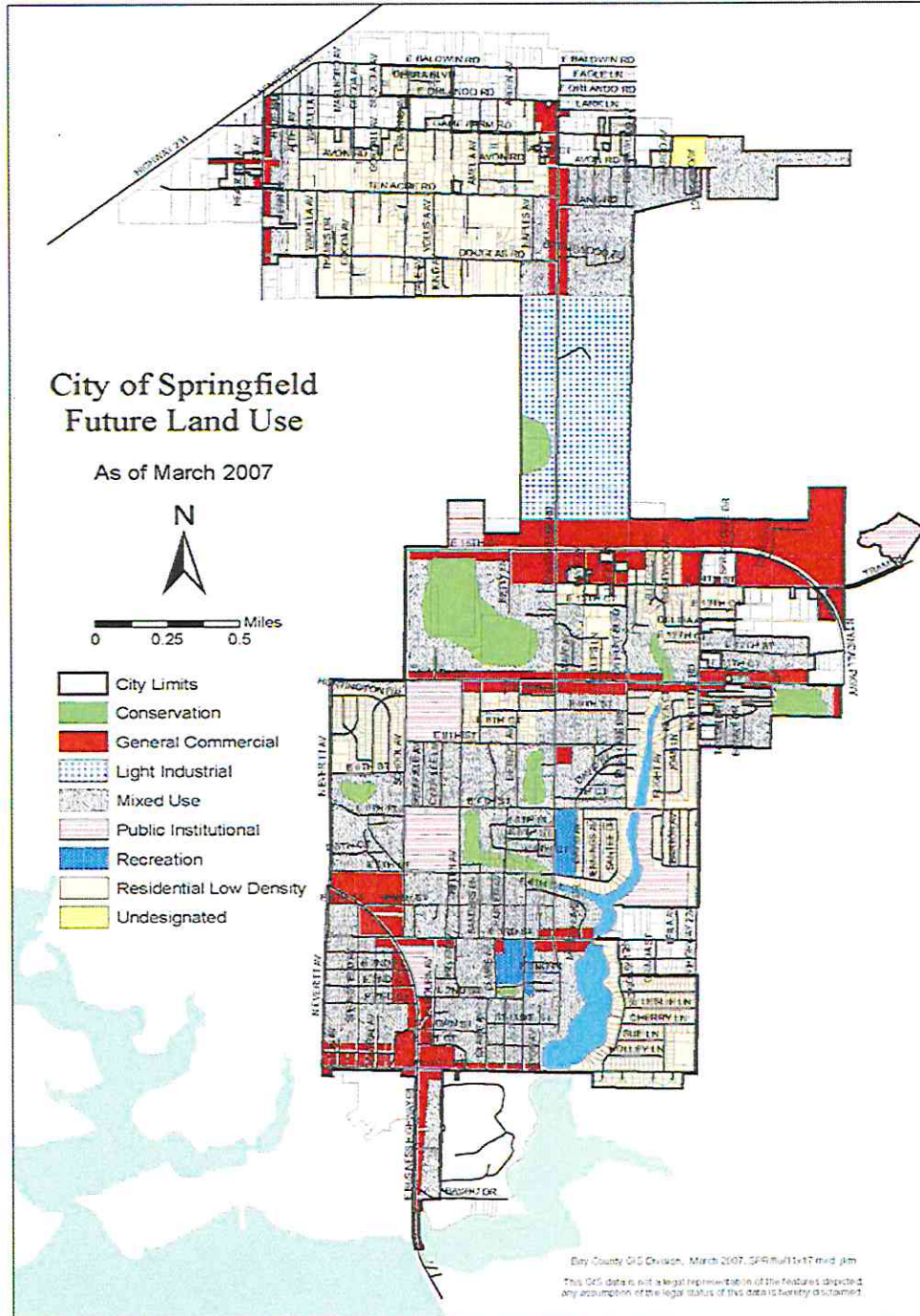
## **V. LAND USE**

This section describes existing land uses within the Redevelopment Area, proposed generalized land uses and land use policies and regulations governing redevelopment activities in conformity with the Plan. All redevelopment activities will conform to the Comprehensive Plan and the applicable land development regulations, as may be amended from time to time.

### **A. FUTURE LAND USE**

The City of Springfield Future Land Use Map was adopted February 1, 1999 based on the land uses existing on the date of adoption. Land uses are identified by distinct land use categories and identified as “districts” in the adopted City “Comprehensive Planning and Land Development Regulations Code”. The pattern of land use in the past and those land uses to be adopted in the future have an influence on the opportunity for economic growth and sustainability of the City. The City of Springfield Future Land Use Map is illustrated below in Figure 2.

Figure 2. Future Land Use Map





## B. EXISTING LAND USE

The Redevelopment Area flanks the primary transportation corridors in the City, those being Transmitter Road, East 15<sup>th</sup> Street, East 11<sup>th</sup> Street, East 3<sup>rd</sup> Street (State Road 22), U. S. Business 98 and Cherry Street.

Transmitter Road runs north and south from the northerly terminus of the Redevelopment Area to 3<sup>rd</sup> Street. It is fronted by Commercial and Light Industrial land uses from its northerly segment to East 15<sup>th</sup> street and Mixed Use land use from East 15<sup>th</sup> Street to its southerly terminus. Conservation land use fronts Transmitter Road at its intersection with East 5<sup>th</sup> Street. Transmitter Road is used by pulp trucks to transport pine logs to the paper mill beyond the City's southern City Limit.

East 15<sup>th</sup> Street crosses the Redevelopment Area through Commercial land uses at its intersection with Transmitter Road.

East 11<sup>th</sup> Street runs east and west through the northern portion of the area south of East 15<sup>th</sup> Street and is flanked primarily by Commercial land uses, with some Mixed Use and Conservation land use on its northern right-of-way east of East 15<sup>th</sup> Street.

East 3<sup>rd</sup> Street runs east and west from Transmitter Road to the eastern City Limit through the southern portion of the Area. Being a state road, it is used by pulp trucks for access to the paper mill outside the southerly Springfield City Limit. East 3<sup>rd</sup> Street is flanked by Commercial land uses at its intersection with Transmitter Road. Heading west, East 3<sup>rd</sup> Street is flanked on the north by Mixed Use and on the south by Commercial, Recreation and Mixed Use land uses until it crosses Helen Avenue. The northern frontage remains Mixed Use until it intersects School Avenue, where the land use becomes Commercial to the intersection of Springfield Avenue west of U. S. Business 98. The northern frontage changes to Mixed Use from Springfield Avenue to the western City Limit. The southern frontage of East 3<sup>rd</sup> Street is Commercial from Helen Avenue to the west side of the U. S. Business 98 at the Central Avenue intersection. The land use changes to Mixed Use from Central Avenue to the western City Limit.

Frontage on U. S. Business 98 is primarily Commercial, with a section of undeveloped Public Institutional land use on the east side of U. S. Business 98 south of East 3<sup>rd</sup> Street. This land use is bounded by Commercial use to the north, railroad and Mixed Use to the east and a public street with Commercial on the opposite side of East 2<sup>nd</sup> Street to the south.

Cherry Street is the southern terminus of the Redevelopment Area and also the southern City Limit. The north side of Cherry Street is commercial land use and the southern side is Commercial at the intersection with U.s. Business 98 westerly to Everitt Avenue.

The areas beyond Commercial land uses fronting the corridors are predominately Mixed Use , with small areas of Conservation and two concentrations of Low Density Residential north and south of the East 11<sup>th</sup> Street Commercial frontage.

The amount of open space and the street layout for the redevelopment area are expected to remain approximately the same with the exception of School Avenue which will be vacated south of the railroad crossing at E. 6<sup>th</sup> Avenue, as shown in the Core Area Master Plan exhibit.

Sound commercial redevelopment along the corridors should be encouraged, however, heavy commercial and industrial uses around residential areas should be reviewed for compatibility and buffering around residential redevelopment.

There are several parks in the area. All are in need of upgrading and some will require equipment replacement in the very near future. This would be an ideal use of tax increment funds. The Agency should seek to provide adequate equipment and upgrade the facilities to offer sufficient choice and variety for all residents of the Area, with special consideration for the health, safety and welfare of children residing in the general vicinity.

There are a number of negative factors in the Redevelopment Area. The residential neighborhoods vary in character. The City, through its code enforcement efforts, has been working to eliminate substandard housing and enforce code compliance throughout the Area, but it takes continuous concentrated efforts to maintain the neighborhood standards.

The Agency should encourage the development of clustered residential redevelopment in order to maximize open space and green belts to protect the natural environment and provide buffering from commercial and industrial development.

The drugs, prostitution and homeless elements of the commercial corridors contribute to a negative image and atmosphere, greatly impacting the potential for economic growth of commercial establishments in the Area.

It is expected, with the encouragement of the Redevelopment Agency, that commercial and industrial expansions will help alleviate the blight conditions in the Redevelopment Area.

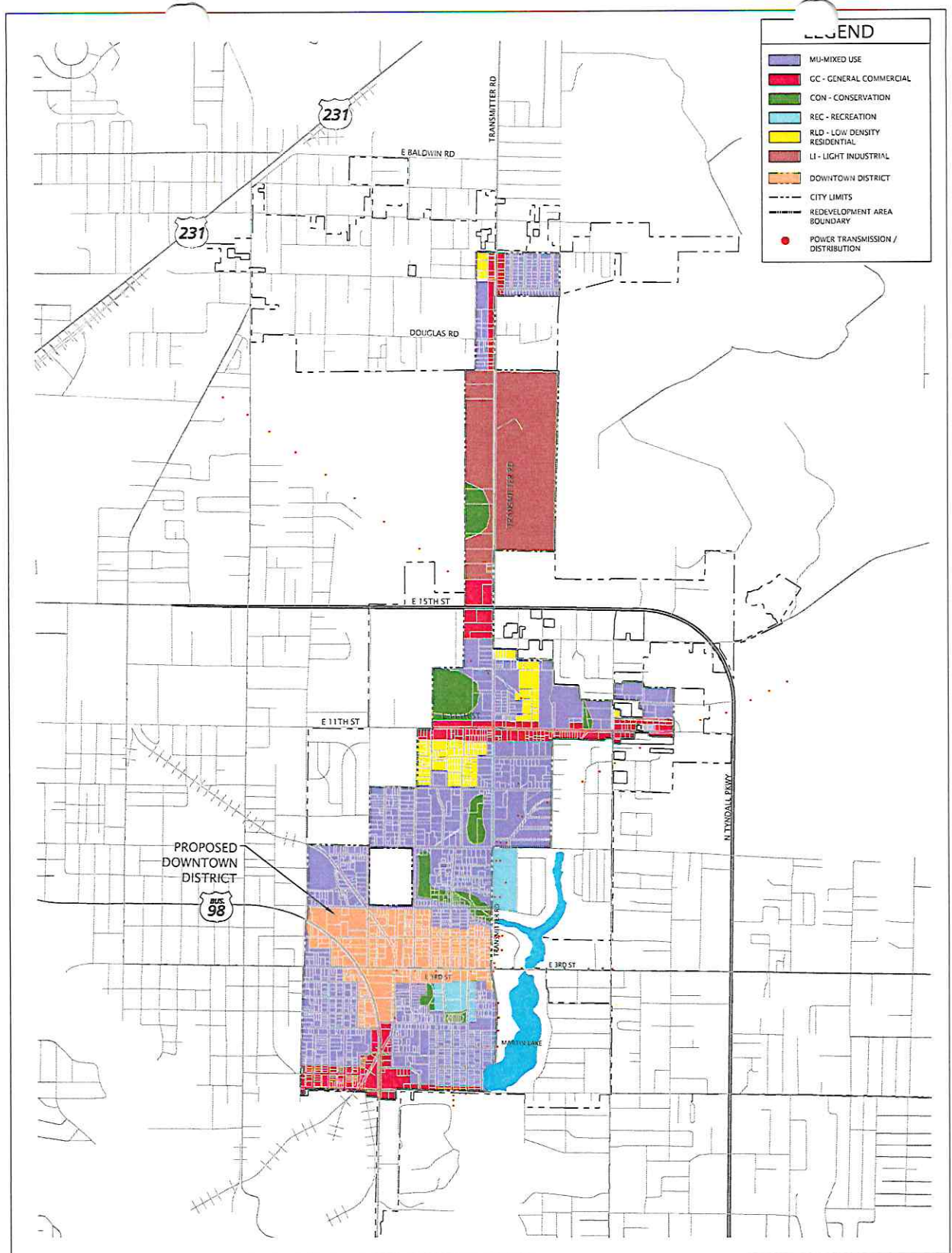
### **C. PROPOSED LAND USE REVISIONS**

The Thematic Concept Plan and the Downtown District Proposed Land Use Plan both reflect suggested changes to land uses designated in the City of Springfield Future Land Use Map. It is acknowledged that land use changes will require a Future Land Use Map Amendment through the process required by the Comprehensive Plan. The proposed changes are not “highlighted” or immediately distinguishable on the plans as they are not significant, but nonetheless the changes can be deemed necessary. See Figure 3 – PROPOSED LAND USE REVISIONS below.

## **VI. NEIGHBORHOOD IMPACT ELEMENT**

The Redevelopment Area includes several hundred residential units, many of them occupied by low income families.





SPRINGFIELD COMMUNITY REDEVELOPMENT AREA  
 FUTURE LAND USE  
Proposed Land Use Revisions



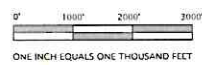
**Hatch Mott  
 MacDonald**

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 Tallahassee, FL 32311  
 (850) 222-0334 Fax 561.0205

120 Beckrich Road Suite 180  
 Panama City Beach, FL 32407  
 (850) 236.5831 Fax 913.6158

FIGURE 3

JUNE 1, 2007



NORTH



New redevelopment projects anticipated in the Area will reinforce anchors of economic activity in the Redevelopment Area and thus bolster the prospects for residential neighborhoods. New employment opportunities could be made available and readily accessible to residents within and adjacent to the Redevelopment Area.

Redevelopment projects and public improvements would also have a direct effect on the quality of life and service levels in the residential neighborhoods. Street paving, improved traffic circulation where appropriate, improved environmental quality, increased access to and availability of community facilities and services and other public improvements would improve the neighborhood environment and help stabilize property values.

Improvements to the recreational facilities in the Redevelopment Area would enhance their contribution to the quality of life and promote increased utilization.

School population is not expected to be significantly impacted by the proposed redevelopment projects.

New convenience and retail facilities would greatly enhance service levels in the community. Such facilities would provide the most frequently needed store types and services in a convenient location.

There are currently only two convenience stores serving the entire Redevelopment Area.

Recognition of the benefits of other employment generators such as industrial, commercial and professional uses along with service providers such as dry cleaners, coffee houses, bakeries, service stations, shops and book stores that would be fully supported by the Redevelopment Area.

Initial redevelopment projects are identified in the Plan. When specific redevelopment project are in the planning stage, a detailed evaluation of neighborhood impacts will be conducted for review and approval prior to implementation.

## **VII. PROPOSED REDEVELOPMENT ACTIONS**

The redevelopment of the Area will be undertaken in accordance with the provisions of the Act and this Plan. The Agency in conjunction with the City may utilize any and all methods of achieving the redevelopment of the Area as authorized by law and more specifically proposes to strive for economic revitalization and beautification of the Area by:

### **A. PROPERTY ACQUISITION**

#### **1. Acquisition of Real Property**

The Agency shall acquire real property in the Area in compliance with the provisions of the Act, at such times, in such phases, and in such quantities as shall assure the effectuation of the purpose of the Act and as may be required to carry out the intent and

purposes of this Plan. It must be reiterated that the use of eminent domain for property acquisition is not contemplated.

The Redevelopment Area is primarily urban in nature and does not consist of large tracts of open land with the exception of two tracts flanking Transmitter Road currently designated as "Light Industrial" on the Future Land Use Map. However in the event the Agency determines it is necessary to acquire an area of open land, the City should first adopt a resolution complying with the requirements of Section 163.360(8) Florida Statute.

## 2. Acquisition of Personal Property

Generally, personal property shall not be acquired. However, where necessary in the execution of this Plan, the Agency may acquire personal property in the Redevelopment Area by lawful means.

## **B. BUSINESS TENANT AND OWNER PREFERENCES**

In general, the Agency will require developers to provide existing business owners and business tenants within the Redevelopment Area that may be relocated as a consequence of the Plan preference for re-entry into business within the Area provided the business is compatible with the uses, theme, and quality of development in the Area, and that the business owner or tenant has the financial ability to so re-enter and operate its business consistent with the overall development and management integrity of the proposed redevelopment, and upon the same terms and conditions offered to other tenants or businesses.

## **C. COOPERATION WITH PUBLIC AGENCIES**

The Agency will seek the aid and cooperation of any public agency bodies and will attempt to coordinate this Plan with the activities of such public agencies in order to achieve the purposes of redevelopment and the highest public benefits.

## **D. PROPERTY MANAGEMENT**

During such time as any real property in the Area is owned by the Agency, the control, direction, supervision and management thereof shall be carried out by the Agency either directly or indirectly through the employment of agents, employees, independent contractors and/or other persons. The Agency shall be fully empowered to enter into and execute such contracts, leases, management agreements and other documents and interments as shall be necessary and proper to assure the preservation, maintenance and operation of any such real property and as shall assure the greatest return to the Agency.

## **E. DEMOLITION, CLEARANCE, PUBLIC IMPROVEMENTS AND INFRASTRUCTURE, BUILDING AND SITE PREPARATION**

### 1. Demolition and Clearance



The Agency is authorized to demolish, clear or move buildings, structures and other improvements from any real property in the Redevelopment Area which it has acquired and/or condemned as may be necessary to carry out the purposes of this Plan. Such demolition and clearance will be subject to review under any current City of Springfield Ordinances.

2. Public Improvements and Infrastructure

The Agency shall recommend to the City of Springfield the appropriate time and need to install and construct or to cause to be installed or constructed the public improvements (within or outside the Redevelopment Area) necessary to carry out this Plan.

3. Real Property Disposition and Redevelopment

General. For the purpose of this Plan, the Agency, with the approval of the City of Springfield, is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property.

To the extent permitted by law, the Agency, with the approval of the City of Springfield, is authorized to dispose of real property by negotiated sales or leases.

All real property acquired by the Agency, with the approval of the City of Springfield, is authorized to dispose of real property by negotiated sales or leases.

In order to retain adequate control and safeguards, the Agency should reserve such powers and controls through disposition and redevelopment documents and deed covenants and restrictions with purchasers or lessees of real property from the Agency as may be necessary to ensure (i) that redevelopment begins with a reasonable period of time, (ii) that such redevelopment is carried out pursuant to the purposes of this Plan, and (iii) that approved uses pursuant to this Plan are not changed in the future.

4. Purchase and Redevelopment Documents

To provide adequate safeguards to ensure that the redevelopment will be carried out pursuant to the provisions of this Plan and to prevent the recurrence of blight, all real property sold, leased or conveyed by the Agency, as well as all property subject to participation agreements within the Redevelopment Area, shall be subject to the redevelopment provisions of this Plan.

The leases, deeds, contracts, agreements and declarations of restrictions relative to any real property conveyed by the Agency may contain restrictions, covenants, covenants running with the land, conditions subsequent, equitable servitudes, or such other provisions necessary to carry out this Plan.

All property receiving funding within the Redevelopment Area is hereby subject to the restriction that there shall be no discrimination or segregation based upon race, religion, sex or national origin, in the sale, lease, sublease, transfer, use, occupancy, tenure or employment of property in the Redevelopment Area.

5. Obligations to be Imposed on Redevelopers

Owners, purchasers, lessees, developers of real property within the Redevelopment Area who are seeking tax increment funding for specific projects shall be required to develop such land in accordance with the provision of this Plan. No building, signs or structures shall be constructed upon any part of real property unless architectural plans and specifications showing the nature of such construction, parking, loading, surface treatment and landscaping, location and orientation of structures on the building site, and when requested, the grading plans for the site to be built upon, shall have been submitted to and reviewed by the Agency.

Purchasers, lessees, or developers of real property within the Redevelopment Area must commence the construction or rehabilitation of any building and prosecute diligently the work thereon within such reasonable periods of time as mutually agreed upon with the Agency.

**F. RELOCATION POLICY**

1. General

It is the policy of the Agency that residents and business owners displaced as a result of the Plan shall be provided with notice and service which will ensure that they are not unduly inconvenienced by their relocation.

In Implementing this Plan, the Agency shall strive to:

- a. Provide residents that might be displaced with an opportunity to occupy replacement housing adequate for their needs and within their means, and meeting all requirements for decent, safe and sanitary housing;
- b. Carry out redevelopment activities in a manner that minimizes hardship to those to be displaced;
- c. Provide relocation assistance in accordance with the needs of those to be displaced through referrals to appropriate social service agencies, housing assistance and public housing;
- d. Provide business owners with adequate notice to permit moving to new locations with minimum delay and loss of earnings;

- e. Provide existing business owners and business tenants preference to relocate within the Redevelopment Area in accordance with provisions in the Plan, herein; and;
- f. Encourage and expedite acquisition by agreement with owners in order to avoid litigation and relieve congestion in courts, and to promote confidence in public land acquisition.

## 2. Phasing of Relocation Activities

Relocation activities will be phased in accordance with the planned phasing of redevelopment activities.

## 3. Physical Standards

A decent, safe, and sanitary dwelling is one which meets all of the following requirements:

- a. Conforms with all applicable provisions for existing structures that have been established under state or local building, plumbing, electrical, housing and occupancy codes and similar ordinances and regulations;
- b. Is in sound, clean and weather tight condition, in good repair and adequately maintained;
- c. Has a continuing and adequate supply of potable safe water;
- d. Each housekeeping unit shall include a kitchen with a fully usable sink, a stove or connection for a stove, a separate and complete bathroom, hot and cold running water in bathroom and kitchen, an adequate and safe wiring system for lighting and other electrical services and heating as required by climatic conditions and local codes;
- e. Each non-housekeeping unit shall conform to local codes standards for boarding housing, hotels or other dwelling for congregate living.

## 4. Environmental Standards

Residents to be displaced shall, through appropriate social service agencies, be referred to housing units in suitable locations which are:

- a. Not subject to unreasonable natural or manmade environmental conditions,
- b. Not generally less desirable than the location of the displaced resident's former dwelling with respect to public utilities and services, churches, schools, recreation, transportation and other public and commercial facilities; and



- c. Accessible to the displacee's present or potential place of employment.

#### 5. Equal Opportunity Standards

All housing listed and offered for referral as replacement housing will be available to all regardless of race, color, sex, religion or national origin, in a manner consistent with Title 8 of the Civil Rights Act of 1968, and available without discrimination based on source of income.

#### 6. Relocation Survey

A survey of all families, individuals, and businesses to be affected will be undertaken prior to acquisition, and detailed information about specific housing and other needs will be obtained at that time. An analysis of the data will be prepared, including information on available housing, costs of housing, and any specific social problems which must be addressed in order to assure successful relocation of residents and businesses.

#### 7. Assistance for Residential and Commercial Moves

For the purpose of this Section, residents are defined as those persons who have held permanent residency and occupied dwelling units within the Redevelopment Area for a continual period of not less than one year prior to the formal adoption of this Plan. Business owners and business tenants are those businesses engaged in bona fide business activities within the Redevelopment Area for a continual period of not less than one year prior to the formal adoption of this Plan.

- a. Residential moves - The Agency will pay the reasonable expenses charged by a local Agency-recognized major moving firm to move residential households to locations no more than 10 miles from the point of origin.
- b. Commercial moves - The Agency will pay the reasonable expenses charged by a local Agency-recognized major moving firm to move businesses to locations no more than 20 miles from the point of origin or negotiate a purchase agreement in accordance with provisions in this Plan. Prior to the release of any funds to a business concern, the Agency shall receive no less than two moving estimates from Agency-recognized, major moving firms and shall utilize the lower of the submitted estimates as a base to determine actual disbursements, or shall receive no less than two actual purchase estimates from Agency-recognized appraisal firms to utilize in the formulation of a purchase settlement.

#### 8. Eviction from Agency-owned Properties

- a. Failure to recognize an obligation to pay rent;
- b. Maintenance of a nuisance of the use of the premises for illegal purposes;

- c. A material breach of the rental agreement;
- d. Refusal to accept one of a number of accommodations meeting relocation standards, or offers to;
- e. Situations requiring eviction under state or local laws.

## VIII OVERRIDING THEMATIC CONCEPT

Similar to the findings established during the analysis phase of the Redevelopment Area planning, several overriding themes were identified when preparing the Redevelopment Plan. These themes represent the fundamental components of the Redevelopment Plan. They were determined during the course of analysis and then validated during the public involvement process. The conceptual themes are presented here through a brief narrative description of the issue, followed by an objective statement that defines the intent of the Plan and finally a series of action strategies are presented to describe a prescriptive course of action recommended to address the issue. The Overriding Thematic Concepts are graphically illustrated in Figure 4 on the following page.

### A. CONTINUITY BETWEEN PLANNING DOCUMENTS

A recurring theme that has surfaced during the preparation of this plan is the need to ensure that all current and previously adopted Plans are supported through the redevelopment process. The Redevelopment Plan is not intended to replace previously approved plans and in fact should be flexible enough to incorporate the content of future plans and studies through amendments to the Plan. The redevelopment program provides an excellent tool to synthesize information from other plans and programs into a cohesive effort focused on the success of the redevelopment projects.

#### Objective Statement:

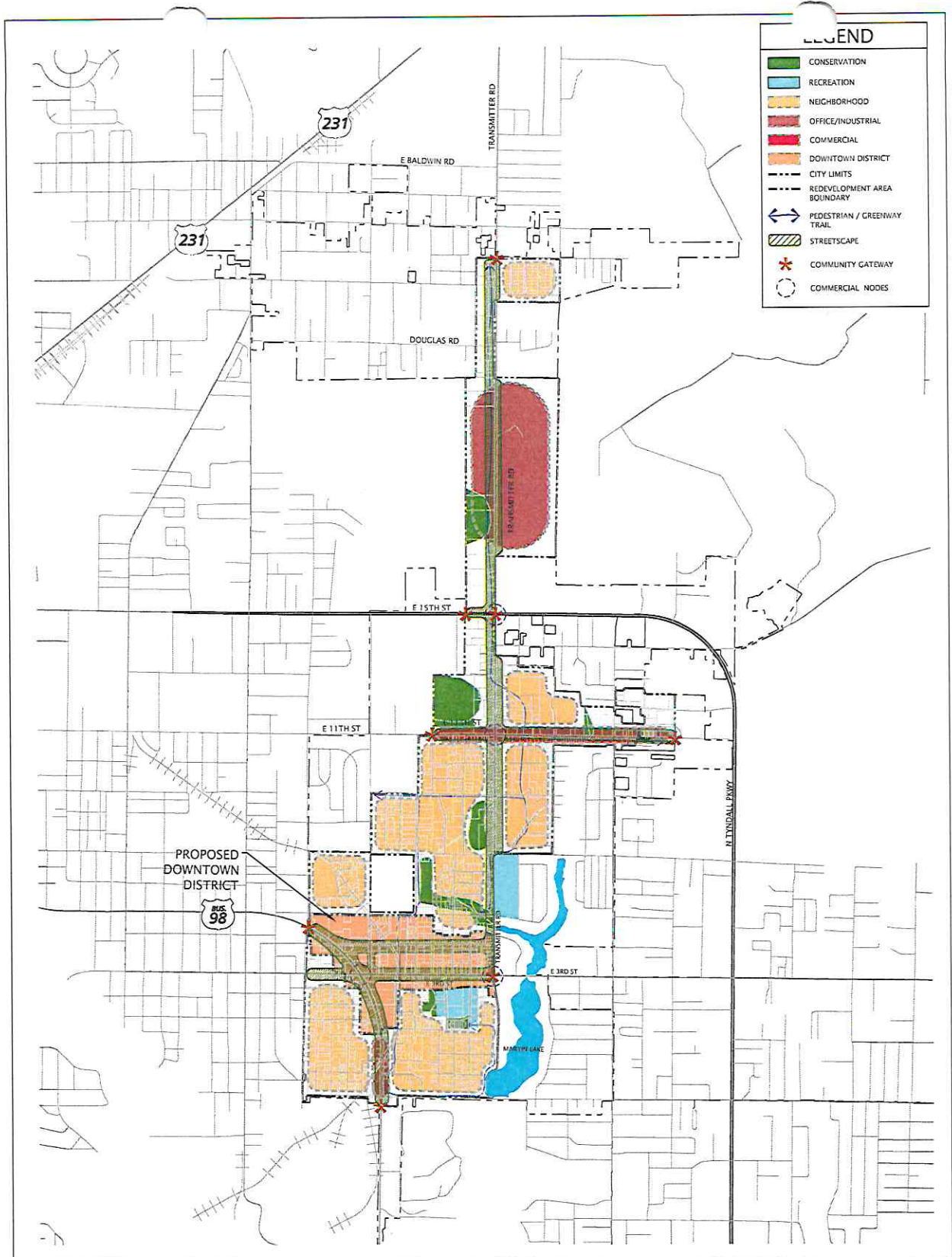
*The City and the Redevelopment Agency seek to provide continuity between overlapping plans and programs pertaining to the Redevelopment Area through the adoption of this Community Redevelopment Plan.*

#### Action Strategy

By adopting this Community Redevelopment Plan, the City Commission, by reference, hereby acknowledges all other Plans within the City's jurisdiction that may overlap the Redevelopment Area boundaries. To date, specific plans have not been identified. The further intent is to coordinate and reconcile differences between plans that are not under the City's jurisdiction, but otherwise have a direct impact on the programs and policies stated herein, for example, the County schools that are located within the Area. In doing so, the City agrees to support other program activities and capital improvement projects through supplemental redevelopment budgets and

program initiatives, as provided by statute, when feasible and within the context of Agency priorities.





SPRINGFIELD COMMUNITY REDEVELOPMENT AREA  
 MASTER PLAN  
Thematic Concept Plan



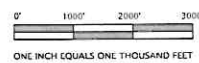
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FIGURE 4

JUNE 1, 2007



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## **B. PEDESTRIAN MOBILITY, TRAFFIC CIRCULATION & PARKING**

Throughout the planning process pedestrian mobility, traffic circulation, parking and streetscapes have consistently been identified as critical elements associated with the future success of the Area. Roadway carrying capacity, pedestrian safety, the future of mass transit and the lack of convenient parking were among the concerns expressed by area residents and business owners. Beyond these concerns, the redevelopment effort must also seek means to provide connection between the major activity centers identified in the Plan.

### **Objective Statement:**

*Establish a safe efficient traffic circulation and pedestrian mobility system that provides sufficient access by all modes of transportation between activity centers both within the redevelopment area and the rest of the community.*

### **Action Strategies**

Working with the City of Springfield, the City of Panama City, the City of Parker, the City of Callaway, the City of Cedar Grove, Bay County, the Florida Department of Transportation, and the Bay County Transportation Planning Organization, the Redevelopment Agency should support the development of a comprehensive transportation plan. The scope of this project should address regional transportation issues as well as those specifically impacting the Area. There are various transportation plans and studies currently underway for the city and surrounding areas (cities) and the Agency should seek to utilize this information and determine what additional elements maybe necessary to develop a comprehensive transportation plan which will foster the redevelopment objectives for the Area. The transportation plan should address the following elements:

- The Plan should assess existing traffic patterns, and projected impacts from related capital projects and provide recommendations concerning any automotive transportation improvements that may include, redistribution of traffic, roadway realignment, directional changes in traffic flow and other measures that will increase traffic carrying capacity and traveling convenience in the downtown.
- The scope of the Transportation Plan should include detailed corridor improvement studies for U. S. Business 98, 3<sup>rd</sup> Street and Transmitter Road with specific recommendations for improving access management, intersection design (especially at intersections of Transmitter Road and 15<sup>th</sup> Street, 11<sup>th</sup> Street, 7<sup>th</sup> Street, and others), bicycle and pedestrian safety, future land use composition and aesthetics.
- The Transportation Plan should support a safe, secure, appealing and efficient bicycle and pedestrian system linking all major activity centers, parking facilities and other interchange points, while minimizing the impacts of increased traffic and activity levels on residential areas.



## C. HOUSING & NEIGHBORHOOD PRESERVATION

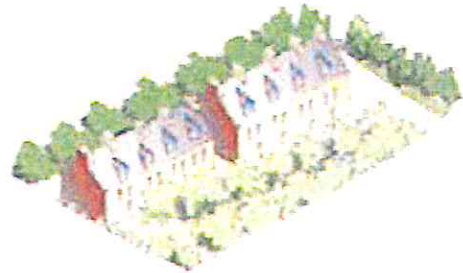
Currently, there are approximately 3,500 residents and 1,011 dwelling units within the boundaries of the Redevelopment Area. The quantity of dwelling units should remain approximately the same through the course of redevelopment; however, depending on the success of the redevelopment activities, in-fill housing on vacant residential properties may occur by private interests. A key component required for successful redevelopment of the Area is to increase the quality of housing and providing the base market for proposed commercial and retail activities. Therefore the Plan recommends the Agency pursue activities that support both infill and multi-family housing. Another major goal of the redevelopment program is to preserve and enhance the historic neighborhoods within the Area. This is a formidable task when considering the age, condition and non conforming lots within these older areas. Compounding this problem is the fact that the older neighborhoods must compete with new housing developments in an explosive regional housing market that offers a diverse range of housing products that are competitively priced. It is also important that there be diversity in the residential development in the Area such that it includes both market rate and affordable housing.

### **Objective Statement (Housing):**

*Encourage both market rate and affordable residential development including owner occupancy, and multi family housing opportunities within the downtown core area and at appropriate locations in surrounding local neighborhoods where supported by the City of Springfield Comprehensive Planning and Land Development Regulations Code.*

### **Action Strategies:**

- Identify and market areas where private interests can develop housing and necessary support facilities in the downtown core area and adjacent neighborhoods
- Consider financial incentives to promote owner-occupied housing in the redevelopment area.
- Develop strategies to encourage the development of affordable housing.
- Strategically target appropriate locations within the redevelopment area to facilitate new privately developed multi-family housing developments.



*Infill Multi-family Prototype*

**Objective Statement (Neighborhood Preservation):**

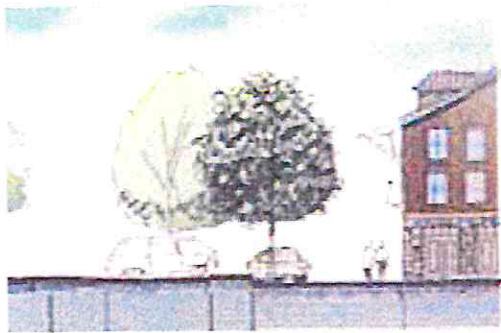
*Preserve and enhance existing Area neighborhoods, through infrastructure improvements and refurbishment of the housing stock, establishing a safe, functional and aesthetically pleasing community environment.*

**Action Strategies**

In order to accomplish the goal of neighborhood preservation the Redevelopment Agency must work closely with the City to coordinate neighborhood-planning efforts to obtain input from residents concerning issues of importance to them. This process should also be used for conveying on-going City and Agency activities to generate community support and to glean insight into possible program implementation alternatives.

- Develop strategies to address issues identified by residents and invest in infrastructure improvements such as drainage, sidewalks, street lighting and neighborhood entrance signage that support the stabilization of residential areas.
- Work with neighborhood organizations to devise incentives and funding strategies for proposed neighborhood improvements.
- Several residential areas have been well maintained and exhibit quality architectural features that should be referenced as examples for guidelines in future infill housing and property renovations. Infill housing development and renovations consistent with historical guidelines should be supported in order to continue to strengthen the housing market.
- Provide incentives to support the restoration of historic structures that may be in a state of deterioration but is otherwise structurally sound.
- Provide incentives to encourage additional buffering between residential and commercial uses.
- Develop strategies to create new housing opportunities in the redevelopment area utilizing housing programs that encourage owner occupancy.
- Pedestrian connection between the neighborhoods and the downtown should be provided through an improved network of sidewalks, alleyways, and access roads, which will improve pedestrian access to primary focal points in the City. Improvements to the pedestrian environment should be encouraged through landscape buffering from vehicular areas with widened sidewalks, streetlights, and other design elements.
- Increased support, coordination, and communication between residents and police will benefit the neighborhoods and provide local law enforcement with the means to increase their effectiveness in serving the neighborhood.





*Neighborhood Street Section*



*Example of townhouse*

#### **D. FUTURE LAND USE & ACTIVITIES IN THE AREA**

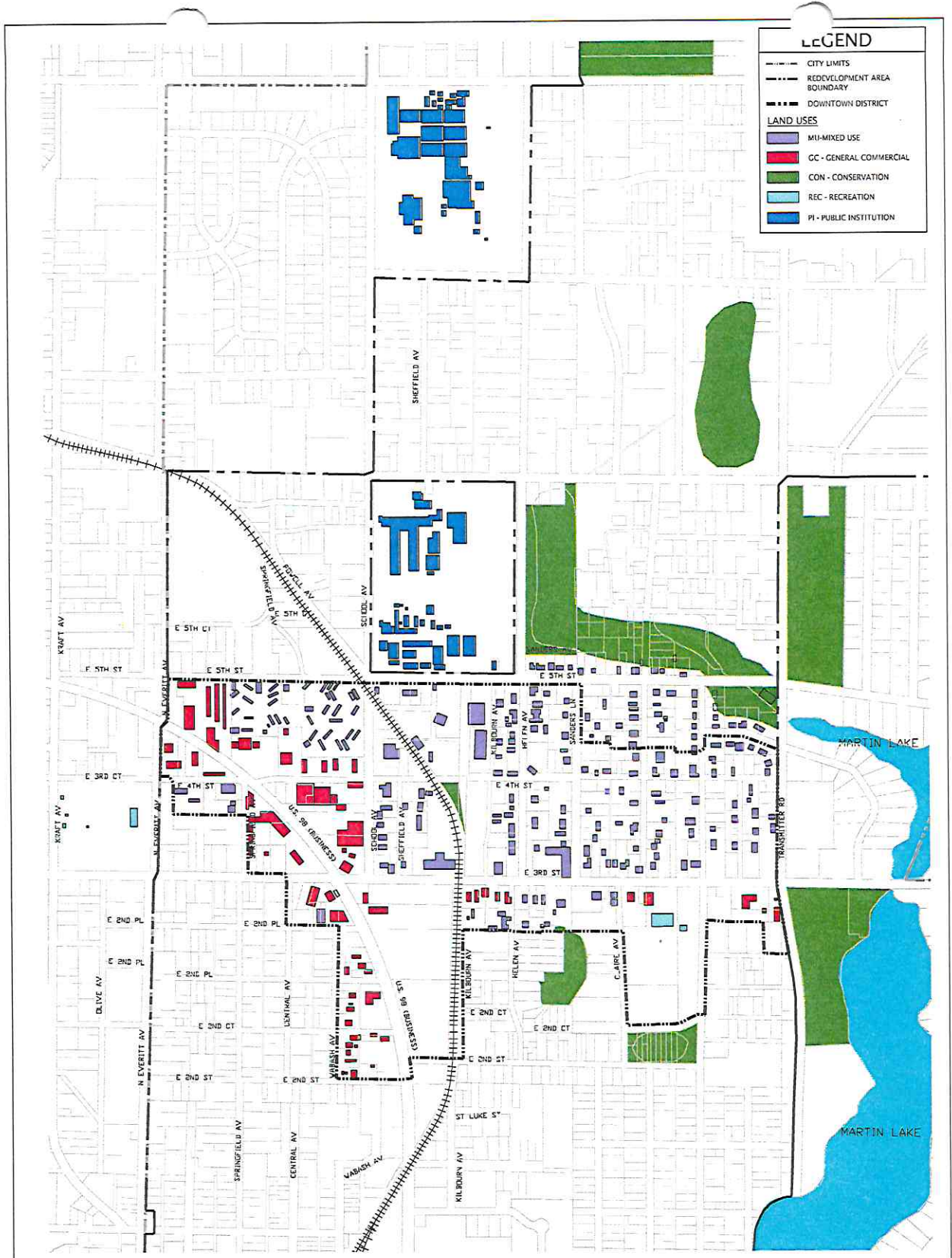
A primary objective of the redevelopment program is to enable an expanded mix of retail, commercial and residential uses in the Area. New restaurants, retail and office uses. Over time, this has displaced historically significant commercial uses. In a workshop with the Agency, it was the consensus that the City lacked a “downtown district”. The commercial land uses along U.S. Business 98 are not as commercially viable as they once were. The opportunity to redevelop the sites into a “new” downtown is now present. Figure 5 – EXISTING USES graphically illustrates the existing structures in the “downtown district” color keyed to land use. Figure 6 – PROPOSED LAND USE graphically illustrates the land uses proposed for the lots in the proposed “downtown”. A diverse mix of land uses is proposed, including, commercial, mixed-use, multi-family and single-family residential, institutional, recreation and open space. Figure 7 – CORE AREA MASTER PLAN illustrates the opportunity to create a new “downtown” commercial mixed use area for the community. A major element of the Core Area Master Plan is the closure of School Avenue to first, improve a traffic safety issue (both at the railroad crossing and the E. 3<sup>rd</sup> Street intersection); and second to create a critical massing of commercial retail, mixed use and public institution land uses typically found in a “downtown”. This core area has the potential for becoming the heart of Springfield.

##### **Objective Statement:**

*To re-introduce a more complimentary mix of land uses in the Area to stimulate excitement and provide for a full range of activities that will mutually support full time residential occupancy and extend business hours into the evening.*

##### **Action Strategies**

One effective way to accomplish future land use objectives in the Area is to provide financial incentives to property owners, businesses and developers that will make



SPRINGFIELD COMMUNITY REDEVELOPMENT AREA  
 DOWNTOWN DISTRICT  
 Existing Uses

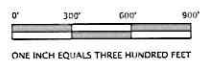


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FIGURE 5

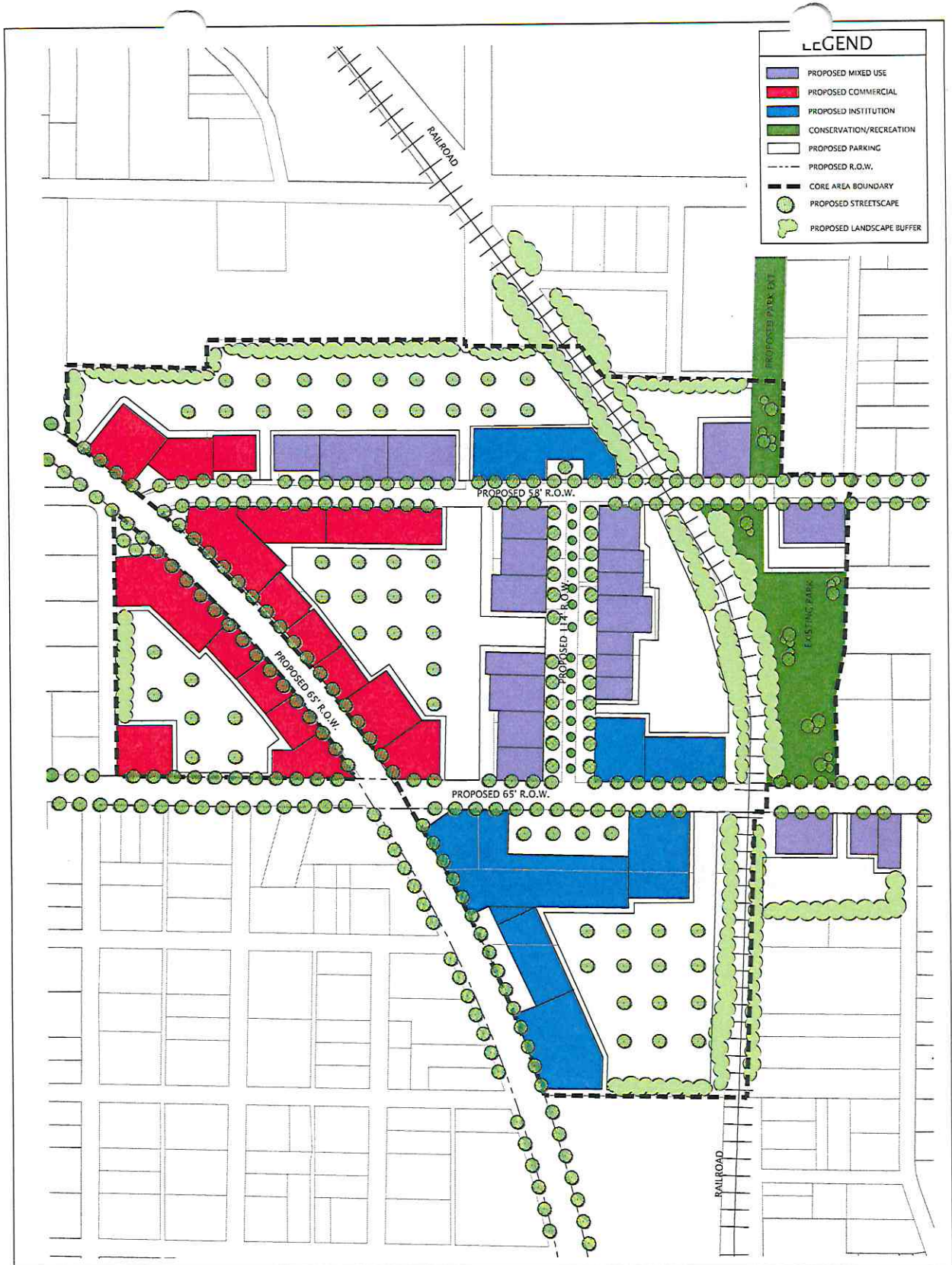
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**LEGEND**

- PROPOSED MIXED USE
- PROPOSED COMMERCIAL
- PROPOSED INSTITUTION
- CONSERVATION/RECREATION
- PROPOSED PARKING
- PROPOSED R.O.W.
- CORE AREA BOUNDARY
- PROPOSED STREETSCAPE
- PROPOSED LANDSCAPE BUFFER

**SPRINGFIELD COMMUNITY REDEVELOPMENT AREA  
DOWNTOWN DISTRICT  
Core Area Master Plan**



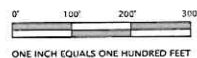
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FIGURE 7

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economic sense to the investment community. This is especially important at the early speculative stages of the redevelopment cycle. Therefore an action plan should be developed which provides sufficient incentives to attract the desired private sector investments. It is anticipated that the need for such incentives will diminish as the Area matures and the perceived investment risk diminishes. Some examples of strategies, which should be considered, include:

- A lease subsidy program where Agency revenues are used to buy down market rate rents in the Area to make rates more affordable for retailers and other entrepreneurial users in order to introduce new and vibrant activities to the Area.
- It is important to continue to connect business entrepreneurs with building owners who have lease space available. Working with local realtors and, the Agency should support marketing the Area to targeted lessors.
- The Agency should facilitate access to low cost capital to attract targeted development. Strategies to accomplish this could include establishing a low interest loan pool with local banks taking advantage of federal program requirements provided through the Community Reinvestment Act. These loan pools can be utilized to entice redevelopment investors into the community.
- The purchase of properties, both vacant and developed, by the Agency for assembly and resale. The resale terms can be designed to provide incentives for the targeted uses.
- The Agency should evaluate and where appropriate offer assistance for planning and design and consider offering selected fee rebates for the redevelopers and small businesses whose projects are compatible with the Plan objectives.

## **E. STREETSCAPES / GATEWAYS / OPEN SPACES & TRAILS**

Existing tree canopy and streetscape elements soften the negative features of the urban environment by providing an opportunity to establish a quality pedestrian atmosphere, which translates into increased economic activity and higher real estate values. The Redevelopment Plan recommends an overall streetscape improvement program along the primary and secondary roadways in the Redevelopment Area. See Figure 8 – PROPOSED CIRCULATION & STREETSCAPE. The Figure illustrates the organizing principle streetscaping can achieve for a transit environment. Streetscapes on these roadways are designed to soften the appearance of older physically declining areas and provide visual continuity and improved pedestrian connection for the various activity centers described in the Plan. Whenever possible, an increase in the overall available pedestrian space, such as sidewalks, public plazas and open space, will be used to facilitate this goal. Effective design of the streetscape system will dramatically improve the aesthetics of the community and establish a more attractive investment image to the private sector.

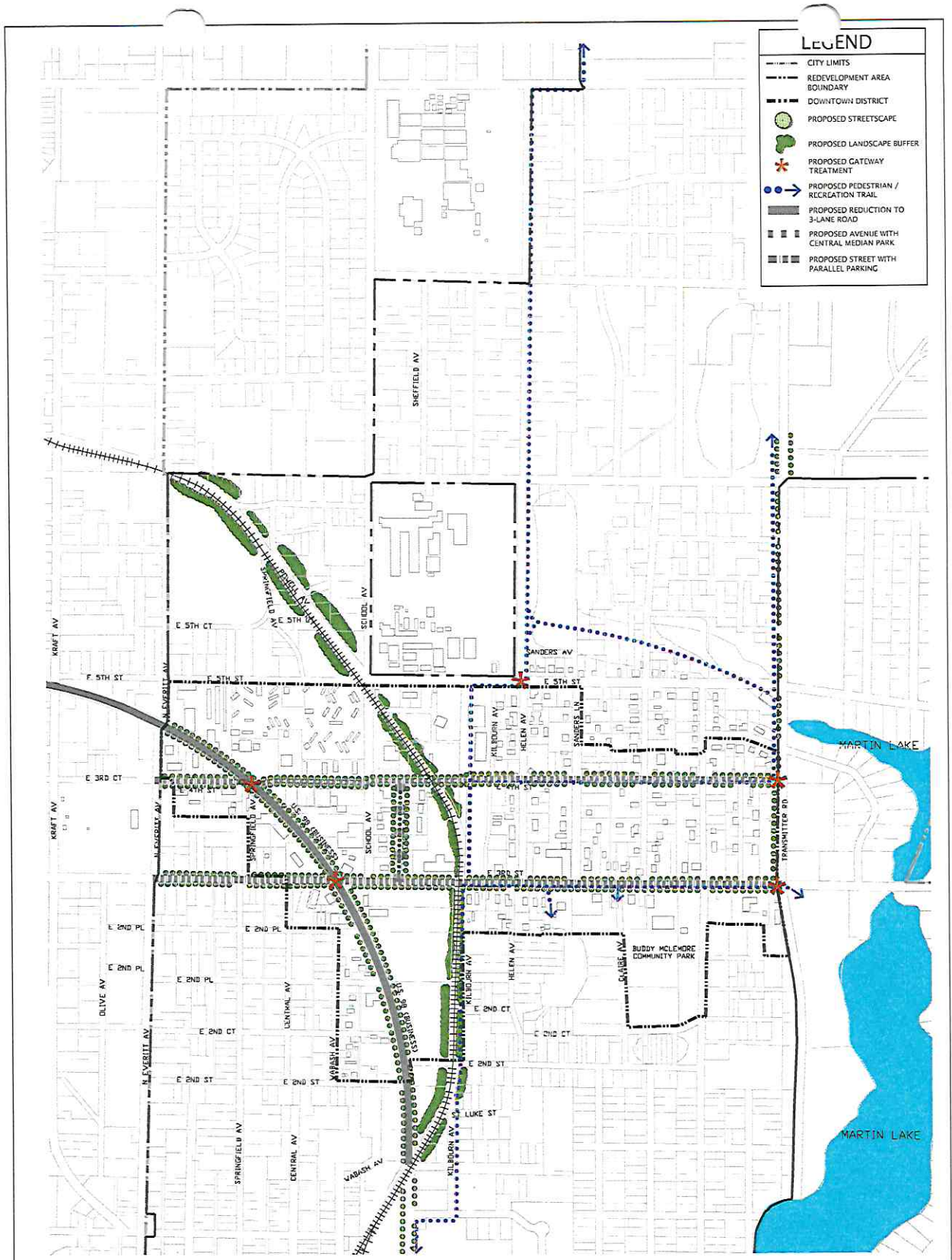
In addition to streetscapes, the Redevelopment Area contains several opportunities for the creation of entranceways, or gateways into the Redevelopment Area, the neighborhoods and the overall City. Gateway features strengthen the sense of identity



for the community signifying the arrival to, and distinguishing the difference between, the various commercial centers and residential areas in the community. Projects involving directional signage, monumentation, lighting and landscaping are typical elements of gateway features. The Agency should work to coordinate the streetscape improvements in the Area to include appropriate gateway features.

The Redevelopment Plan recommends development of an enhanced and unified identity for the Area. To accomplish this the Agency should establish consistency in public space and public right-of-way development while strengthening the identity of the various areas that will be established as a result of this plan. The Agency can pursue the opportunity to create a linear park and trail aligned in a north/south direction establishing a critical pedestrian link between the primary activity centers in the Area. Combined with other proposed streetscape improvements, the Redevelopment Agency will be able to establish an attractive pedestrian system for the Area.

Gateways and streetscapes are often used to establish a theme that can vary for the different areas of the Area, causing focus on the unique aspects of the various neighborhoods.



SPRINGFIELD COMMUNITY REDEVELOPMENT AREA  
 DOWNTOWN DISTRICT  
 Proposed Circulation & Streetscape

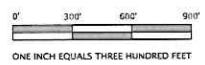


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FIGURE 8

JUNE 1, 2007



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## **IX. REDEVELOPMENT FINANCING METHODS**

### **A. GENERAL SOURCES AND USES**

A viable financing program for the redevelopment process requires a strong commitment from the public and private sectors built upon a cooperative partnership. The ultimate success of this program is dependent upon its ability to match anticipated revenues with capital requirements for each stage of project development. In order to carry out the Plan, the Agency will utilize all available sources of funding from local, state and federal government sources and the private sector.

A number of financing sources and vehicles can be used by a municipality in cooperation with the private sector to implement a comprehensive program for redevelopment. Since the necessary components of a redevelopment program can be quite diverse, the available funding sources for each specific plan component should be explored and analyzed. The scope and quality of redevelopment may depend on the Agency's ability to complement the objectives of the redevelopment program by lowering the redevelopment costs and minimizing risk to the private sector. General funding methods which can be effectively utilized to finance redevelopment in contemplation of the Plan include the following:

#### **1. Tax Increment Revenues**

Tax Increment Financing is a popular method for cities throughout the country to redevelop urban areas through public improvements, which promote private sector activity. Although the legal requirements are complex, the basic concept is relatively simple.

In tax Increment Financing, property values in a certain defined area are capped or frozen at the assessed value for a particular base year. Thereafter, any tax revenues due to increases in value in excess of the base are dedicated to the redevelopment area. The municipality and the county both continue to receive property tax revenues based on the frozen value. These base revenues are available for general government purposes.

The tax increment revenues can be used immediately, saved for particular projects, or can be bonded to maximize the funds available. Any funds received from a Tax Increment Financing Area, however, must be used for the redevelopment of the area and not for general government purposes. In the early 1980's many Florida cities established Community Redevelopment Agencies to facilitate the redevelopment of urban areas. As the tax increments have increased, many redevelopment areas now have sufficient revenues to support significant levels of bonds.

There are five major types of expenses allowed under Section 163.387(6), Florida Statutes, for tax increment revenues:

- a) Establishment and Operations - Revenues may first be used for the implementation and administrative expenses of the Community Redevelopment Agency.



- b) Planning and Analysis - Revenues may then be used to develop the necessary engineering, architectural and financial plans.
- c) Financing - Revenues may be used to issue and repay debt for proposed capital improvements contained in the Community Redevelopment Plan.
- d) Acquisition- Revenues may be used to acquire real property.
- e) Preparation - Revenues may be used for site preparation, including the relocation of existing residents.

According to F.S. 163.370(2), however, the funds may not be used for the following purposes:

- a) To construct or expand administration buildings for public bodies (unless each taxing authority involved agrees), or
- b) To finance any publicly-owned capital improvements which are not an integral part of the redevelopment, if the improvements are normally financed by user fees, or if the improvements would have otherwise been made without the Redevelopment Agency within three years, or
- c) To fund general government operating expenses unrelated to carrying out this Plan.

## 2. Other Sources

In addition to the Tax Increment Financing described above, in order for the Agency to finance redevelopment projects and meet its other financial obligations, the Agency may utilize loans, grants, gifts and other assistance from local, state and federal government agencies, bureaus, departments or other entities; may be the recipient of gifts, bequests, devises, donations or grants from persons; and may obtain funds from the sale, exchange, pledge, mortgage or other disposition of rents, issues, profits or other sources of income arising from the ownership, management, lease or use of real property, or from any source incidental or related to any of the foregoing or from such other sources that are authorized or permitted by the Act or applicable law. Although not exhaustive, the following list represents a variety of financing options available.

- a) Redevelopment Revenue Bonds - The provisions of F.S. 163.385 allow the City, in conjunction with the Community Redevelopment Agency, to issue "revenue bonds" to finance redevelopment actions. The security for such bonds is based on projected tax increment revenues to be used to finance the long term bond debt. Prior to the issuance of long-term revenue bonds, the City or Community Redevelopment Agency may issue bond anticipation notes to provide up-front funding for redevelopment actions until sufficient tax increment funds are available to provide debt service on a bond issue.

b) General Obligation Bonds - For the purpose of financing redevelopment actions, the City may also issue general obligation bonds. These bonds are secured by debt-service millage on the real property within the City and must receive voter approval.

c) Special Assessments - The City of Springfield could also establish a special assessment program for the purpose of funding various capital improvements within an area or for the construction of a particular project.

d) Community Development Block Grants (CDBG) - The CDBG monies may be committed to demolition of substandard housing units, housing rehabilitation assistance or home ownership assistance within targeted areas of the Community Redevelopment Area. Fund expenditures are for the benefit of low and moderate-income residents.

e) CDBG Commercial Revitalization Grants - Funding may be used for planning, design and construction of infrastructure that supports commercial revitalization or strategic planning initiatives for redevelopment and revitalization of commercial properties contained in targeted areas of low-to-moderate income.

f) State Housing Initiatives Partnership (SHIP) Program - This is a block grant to local governments to allow them to implement locally designed housing programs. The SHIP program provides funds for use under the Homeownership Assistance Program, The Florida Affordable Housing Guarantee Program, the Affordable Housing Catalyst Program, and the State Apartment Incentive Loan (SAIL).

This program offers low-interest mortgage loans to for-profit and not-for-profit developers of new apartment projects that set aside a minimum of 20% of their units for households with incomes at or below 50% of applicable median income, or a minimum of 40% of their units for households with incomes at or below 60% of applicable median income. Loans are generally limited to no more than 25% of total project cost and have a maximum term of twenty-five (25) years. The Florida Housing Finance Corporation (FHFC) and the Florida Department of Community Affairs administer the program. Loan recipients are selected through a competitive application process.

g) The Homeownership Assistance Program (HAP) - HAP assists low-income persons in purchasing a home by providing zero interest second mortgage loans in the amount of \$1700 to be used for down payment and closing costs associated with financing a mortgage loan under the Single Family Mortgage Revenue Bond Program. The borrower must be approved by a participating lender in order to receive a HAP loan, and have a total annual income less than 80% of the state or local median income, whichever is greater. As of 1992, the program was expanded to include construction loans to not-for-profit builders of for-sale housing, and permanent second mortgage loans to low-income buyers of those homes. The Florida Housing Finance Corporation (FHFC) and the Florida Department of Community Affairs administer the program.

h) The Home Investment Partnership (HOME) - This is an annual formula grant to local governments. It was enacted as part of the 1990 Redevelopment Agency and National



Affordable Housing Act to provide states with their first opportunity to administer federally funded home ownership and rental housing programs. These funds may be used for new construction, rehabilitation, land acquisition, site improvements, and tenant based rental assistance. The state's HOME program is administered by the Florida Housing Finance Corporation, with priority given to projects located in communities which have not received direct HOME funding.

i) The Low Income Rental Housing Tax Credit (LIHTC) - This program provides developers of low-income housing with a dollar-for-dollar reduction in federal tax liability in exchange for the production of low-income rental housing. The amount of tax credits a developer is eligible for is directly related to the number of qualified low-income units which meet federal rent and income requirements within a redevelopment project.

j) Parks, Recreation and Beautification Grants - The following grant program has funding limits, requires a 50% local matching contribution and is obtained through a competitive process.

Florida Recreation Development Assistance Program (FRDAP). This annual, state recreation assistance program may be used for recreational land acquisition, park design and construction. Active park amenities are normally afforded a higher priority than passive parks, with a \$150,000 limit, projects may be phased over several years.

k) Industrial Revenue Bonds - Industrial revenue bonds may be used to finance industrial and some commercial projects. The primary emphasis on such projects is the creation of jobs and, as a consequence, speculative ventures are not normally financed by these means. The City typically issues such bonds, with repayment pledged against the revenues of the private enterprise being funded. IRB's are tax-exempt and consequently are typically three percentage points below prevailing interest rates.

l) Florida Community Trust (FCT) Fund Grant - This grant program was established for environmental land acquisition. Ten percent of the grant proceeds are distributed from the Preservation 2000 program. This is an excellent funding source for land acquisition, if necessary, when developing the regional trail system.

m) North West Florida Water Management District (NFWFMD) Funds -NFWFMD funding is available for assistance in stormwater improvement projects, which would be beneficial for redevelopment projects that contain areas identified as having drainage deficiencies.

n) Direct Borrowing from Commercial Lenders- The Agency is also authorized to fund redevelopment projects and programs through direct borrowing of funds. Depending on the funding requirements of the particular project(s), the Agency may utilize both short-term and long term borrowing. Although terms and conditions may have a direct bearing on use of a particular commercial lending institution, the Agency will generally attempt to secure the lowest available interest rate.



o) Private Contributions - Voluntary contributions by private companies, foundations and individuals are a potential source of income to the Agency. Although such contributions may account for only a small portion of redevelopment costs, they do provide opportunities for community participation with positive promotional benefits.

### 3. Restrictions

The Agency shall not be authorized to pledge the full faith and credit of the City of Springfield, or to guarantee the indebtedness of any person performing any work or providing any labor or service in connection with any redevelopment project or to otherwise obtain funds from any source or in any redevelopment project or to otherwise obtain funds from any source or in any manner not specifically authorized in the Plan, the Act or the provisions of applicable law.

### **B. TAX INCREMENT REVENUE PROJECTION**

An estimate of the tax increment revenue projection to be generated for the Springfield Community Redevelopment Area is based on assessed values and taxable values received from the Bay County Property Appraiser's office in February, 2007. Between the years 2000 and 2006, the historic growth of taxable real estate values in the Redevelopment Area averaged 15.18%. Discounting the spike in taxable value growth for years 2005 and 2006, the taxable value growth for year 2001 was used as a conservative basis for estimating the tax increment revenue for year 2007 to the end of the fiscal term of the Redevelopment Area, some 40 years. The calculated value of tax increment revenue that could conservatively be generated by the Redevelopment Area for each year can be found in Table 1, as follows..

**TABLE 1**  
**ASSESSED VALUES vs. TAXABLE VALUES**  
**Springfield Community Redevelopment Area**

Data from County Appraiser 2.19.07

Year	Assessed Values	Exempt Values	Taxable Values	Historic Growth	Estimated Growth	Millage	
					7.355%	0.004162	
2000	158,008,311	72,309,503	\$85,698,808				
2001	172,193,923	80,191,544	\$92,002,379	7.355%			
2002	175,394,145	79,927,698	\$95,466,447	3.765%			
2003	194,493,926	88,655,905	\$105,838,021	10.864%			
2004	220,278,900	105,378,584	\$114,900,316	8.562%			
2005	281,883,045	126,443,450	\$155,439,595	35.282%			
2006	362,384,814	155,567,503	\$206,817,311	33.053%			
2007		average		15.816%	\$222,029,747	\$924,088	
2008					\$238,361,132	\$992,059	
2009					\$255,893,772	\$1,065,030	
2010					\$274,716,024	\$1,143,368	
2011					\$294,922,746	\$1,227,468	
2012					\$316,615,771	\$1,317,755	
2013					\$339,904,427	\$1,414,682	
2014					\$364,906,078	\$1,518,739	
2015					\$391,746,724	\$1,630,450	
2016					\$420,561,632	\$1,750,378	
2017					\$451,496,019	\$1,879,126	
2018					\$484,705,783	\$2,017,345	
2019					\$520,358,290	\$2,165,731	
2020					\$558,633,215	\$2,325,031	
2021					\$599,723,449	\$2,496,049	
2022					\$643,836,074	\$2,679,646	
2023					\$691,193,400	\$2,876,747	
2024					\$742,034,092	\$3,088,346	
2025					\$796,614,368	\$3,315,509	
2026					\$855,209,293	\$3,559,381	
2027					\$918,114,164	\$3,821,191	
2028					\$985,646,000	\$4,102,259	
2029					\$1,058,145,136	\$4,404,000	
2030					\$1,135,976,942	\$4,727,936	
2031					\$1,219,533,662	\$5,075,699	
2032					\$1,309,236,392	\$5,449,042	
2033					\$1,405,537,201	\$5,849,846	
2034					\$1,508,921,411	\$6,280,131	
2035					\$1,619,910,040	\$6,742,066	
2036					\$1,739,062,432	\$7,237,978	
2037					\$1,866,979,071	\$7,770,367	
2038					\$2,004,304,612	\$8,341,916	\$109,189,359
2039					\$2,151,731,125	\$8,955,505	
2040					\$2,310,001,586	\$9,614,227	
2041					\$2,479,913,623	\$10,321,400	
2042					\$2,662,323,530	\$11,080,591	
2043					\$2,858,150,587	\$11,895,623	
2044					\$3,068,381,693	\$12,770,605	
2045					\$3,294,076,336	\$13,709,946	
2046					\$3,536,371,935	\$14,718,380	
2047					\$3,796,489,574	\$15,800,990	
2048					\$4,075,740,151	\$16,963,231	
40 year total						\$235,019,854	

## **X. CAPITAL IMPROVEMENTS SCHEDULE AND BUDGET**

Projects currently proposed for implementation are listed in the Capital Improvements Schedule. Not all projects have time lines, as it was felt to be important that the first ten years of the Area redevelopment be prioritized and able to be accomplished with the revenues projected. See Tables 2 A and 2B on the following pages.







## **XI. ACTIONS BY THE CITY**

Upon approval of this Plan, the City of Springfield warrants and represents to all parties acting in reliance of the City of Springfield, the Agency, or this Plan that the City of Springfield shall aid and cooperate with the Agency and any other parties acting in reliance aforesaid in carrying out this Plan and shall take all actions necessary to ensure the continued fulfillment of the purposes of this Plan and any agreements, contracts or actions associated herewith and to prevent the spread or recurrence within the Redevelopment Area of conditions causing blight or undesirable elements or conditions. Action by the City of Springfield shall include all those actions authorized by law including, but not limited to, the following:

### **A. REDEVELOPMENT REVIEW AND IMPLEMENTING ACTIONS**

The City of Springfield will provide assistance and cooperation with the Agency in the preparation and review process associated with the approval of this Plan and as may otherwise be required in order to effectuate compliance and performance pursuant to the intent of this Plan.

The City of Springfield will initiate and implement such actions as are necessary to delegate to the Agency the responsibility for administering all aspects of this Plan.

The City of Springfield will initiate and implement the necessary comprehensive plan and zoning changes in a manner consistent with this Plan and to the extent necessary to permit the land uses and redevelopment authorized by this Plan.

The City of Springfield will impose necessary conditions for permits or other means of appropriate control, within the limits of this Plan, upon parcels in the Redevelopment Area to ensure their proper redevelopment and use.

The City of Springfield will initiate and complete proceedings for opening, closing, vacating, widening, or changing the grades of streets, alley, public areas and other public right of way, and for other necessary modifications of the streets, the street layout and other public right of way and areas as necessary in the Redevelopment Area.

### **B. ADMINISTRATION ENFORCEMENT**

The City of Springfield will initiate and complete proceedings necessary for change and improvements in publicly-owned utilities in infrastructure within or affecting redevelopment projects.

The City of Springfield shall provide for administrative enforcement of this Plan after redevelopment. The City of Springfield and the Agency shall develop and provide for enforcement of a program for continued maintenance by owners of all real property, both public and private, within the Redevelopment Areas throughout the duration of this Plan.



### **C. CONVEYANCE OF CITY OWNED LAND**

The City of Springfield shall authorize the conveyance to the Agency of City-owned land to an extent sufficient to carry out the objectives of this Plan. Each said conveyance of the City of Springfield to the Agency shall be made in a timely manner in accordance with the Act schedules approved by the City of Springfield and the Agency and under such terms and conditions as shall be appropriate for implementation of the Plan.

### **D. PERFORMANCE COMMITMENT**

The City of Springfield shall perform all of the preceding, and all other functions and services related to public health, safety and physical development normally rendered in accordance with a schedule which will permit the redevelopment of the Redevelopment Area to be commenced and carried to completion without delay.

## **XII. IMPLEMENTATION STRATEGIES**

### **A. GENERALIZED OPPORTUNITIES AND REDEVELOPMENT PROJECTS**

As has been alluded to in prior portions of this Plan, there are untapped potentials for a variety of uses in the Redevelopment Area. They include viable industrial uses as a base for employment and expansion of the industrial area as a positive enhancement of economic growth of the Community Redevelopment Area. They also include reestablishment of commercial areas designed to serve the adjoining neighborhoods as well as through traffic, improvements to the recreational areas to serve as centers of identification, and creation of additional housing to meet the Redevelopment Area's specific needs.

Once the private sector understands the full cooperation of the public sector towards this revitalization program and the tremendous potential of redevelopment opportunities in the area, investments will be made that will increase the appraised value of all properties in the Redevelopment Area. This will cause an increase in Tax Increment Revenues and will make the trust fund capable of supporting debt for some of the suggested public and private improvements suggested in the plan.

Taking these actions into account, the Plan and subsequent implementation activities are oriented to the stimulation and realization of maximum participation of the private sector.

### **B. PRIVATE SECTOR REDEVELOPMENT OPPORTUNITIES**

The private sector can invest in, upgrade and expand the commercial and industrial areas as well as the residential areas to pave the way for a new revitalized neighborhood.

High on the list of redevelopment opportunities will be initiating and maintaining viable neighborhood commercial uses and service support uses for the area.

The Agency should initiate and support a viable full service community with retail and personal service establishments and offer significant small business opportunities.

Both the private and public sector should recognize the need for increased high quality and better paying employment opportunities within the Redevelopment Area.

A concerted effort must be made to clean up the area through more effective code enforcement and the strong backing of local government to assist in making this happen.

To move from existing conditions to an understanding of the potential market strengths available to the Area, a clear vision of redevelopment opportunities is necessary. The Redevelopment Area is a bold expression of possibilities. The plan is attainable, but it will require a commitment to implementation on a broad range of policy and fiscal fronts.

Questions to be asked to explore the realm of possibilities and opportunities are provided below.

#### WHAT KIND OF PLACE IS DESIRED?

- Help the neighborhoods establish their perception and strategic vision of the community and the Area.
- Understand the financial and business needs of the local commercial and industrial business owners.
- Perceive what the local community thinks would be beneficial to include in the redevelopment Plan.
- Establish a consensus within the community that lives, works and runs businesses within the Area on the direction of the Plan.

#### WHAT ARE THE BEST THINGS?

- A wide variety of positive qualities characterize the area.
- A demographic and positive attitude make up the area.
- Impetus for change on the part of the public and private interest.
- Availability of commercial, industrial and residential inventory needed to effect change.
- A history of things happening when the public and private sectors work together.
- Anchor residential, commercial and industrial redevelopments already exist.

#### WHAT ARE THE WORST THINGS?

- Lack of definition, image and identity.
- Lack of quality residential and commercial development.
- Lack of a formalized vision and strategic plan.
- Lack of choice in residential, commercial and industrial mix.
- Lack of appropriate transition between uses.
- Lack of proper drainage.
- Inadequate roads and infrastructure.

#### CHANGES DESIRED

- Develop a defined, comprehensive, sustainable strategy for good access, recreation, circulation and identity.
- Develop a strong image, high quality, streetscape, and a good commercial, industrial and residential mix.
- Provide linkage with other community areas such as the U. S. Business 98 corridor, City Hall, Martin Lake, Senior Walk Park , Buddy McLemore Park, the Community Center, the Library, and City Hall.
- Create a willingness and openness to redevelopment as a way to create a new sense of purpose for the community.
- Create commitment to continued protection, expansion and maintenance of the commercial and industrial centers within the Redevelopment Area.
- Support the residential area with the necessary public infrastructure and support for a quality community.

This concept will provide a coherent pattern to the land uses and give a clear direction for future redevelopment intensity that will begin to change the face of the Area.

#### **C. PROGRAM MANAGEMENT AND IMPLEMENTATION**

Implementation of the Redevelopment Plan will require the coordinated efforts of the City, the Redevelopment Agency, other government agencies, local business organizations, property



owners, and residents. These efforts will be coupled with the employment of various organizational, legal, funding and promotional techniques to successfully implement the program. This section of the Redevelopment Plan sets forth a process to realize the economic development, planning and design objectives that have been devised for the redevelopment area.

### **Leadership**

While leadership is a highly intangible quality, it is the single most important factor for successful implementation of a redevelopment plan. This leadership must come from both the public and private sectors. Some projects will require considerably more leadership, effort and collaboration because of their difficulty and/or importance to the overall revitalization program. Participation in a particular project will depend upon necessary powers and resources, which must be brought to bear on the project for its successful implementation.

### **Organizational Roles and Relationships**

To have a strong redevelopment program, the Agency working with City must first establish lines of communication between all sectors and facets of the community. The planning process has started to establish relationships between key players in this effort, but does not fully develop their roles. The City and Agency must develop the organizational framework and institutional relationships to facilitate effective redevelopment activities in cooperation with area businesses, residents and community representatives.

A network of relationships must be established and nurtured to provide focus on the redevelopment effort to maximize the use of available resources and avoid duplication of responsibilities enabling effective program implementation. The City, Agency and their staffs must work cooperatively with other jurisdictions, including, but not limited to the State, Bay County, MPO, FDOT, NFWMD, and any other local, state or federal agencies. To ensure that this coordination is achieved the Agency should establish a CRA Advisory Committee, which would provide advice and recommendations to the Community Redevelopment Agency Board concerning the implementation of the Redevelopment Plan.

### **City Commission/Agency Board/Staff**

The Agency Board is the leader of the redevelopment program and must assume this role with vitality and enthusiasm. The Agency, in cooperation with City leaders, must support the program's activities and provide a well-devised management system to carry out the Redevelopment Plan. They will be responsible for establishing the administrative, financial and programmatic mechanisms necessary to achieve the goals and objectives of the Redevelopment Plan. They should establish policies that support the principles described in this Plan and concentrate on the following actions throughout the redevelopment process.

- Provide commitment of public policy and resources for the redevelopment effort.
- Support the redevelopment mission and insure implementation of scheduled projects.
- Commit to making the necessary public improvements identified in the Plan.
  
- Provide necessary staffing and administrative support to properly implement the Redevelopment Plan.

- Establish an advisory committee to review plans, programs and proposals and provide recommendations to the Redevelopment Agency Board.

### **Planning Activities & General Urban Design Strategies**

The purpose of the redevelopment effort is to promote economic development and revitalization by increasing the quality of life in the community and encouraging private sector investment. The City and Agency will need to continue to promote economic development and redevelopment through additional planning efforts and the creation of new programs in concert with the public improvements that this Plan proposes. The Redevelopment Agency staff, supported by other City Departments, will be charged with the execution of the Plan. They will need to coordinate and manage the actions called for in the Plan. They must provide leadership and support for administering public development controls and incentives to promote high-quality private development. This may include streamlining development review to minimize the time involved in the approval process; establishing new zoning requirements including site and architectural design guidelines; initiating financial incentive programs; and the provision of additional public facilities through coordinated capital improvement programs. The following planning studies and urban design strategies are meant to provide both design recommendations and activities to promote a quality urban environment and implement the Plan. These suggestions should be further developed and, when necessary, codified as part of the City's Land Development Regulation Code.

- Establish a land use pattern that reflects the City as a total community of diversified interests and activities, while promoting compatibility and harmonious land use relationships.
- Devise planning strategies and develop an effective regulatory framework to ensure well-managed growth throughout the City while accomplishing redevelopment program directives.
- Promote and locate strategic land use activities that will support commercial attraction to the Area.
- Encourage mixed-use development at an appropriate scale in the Area.
- Strengthening the local market for retail and services.
- Create programs for land development and property rehabilitation, using financial or other economic incentives, to facilitate new investment in the redevelopment Area, thereby increasing the tax base.
- Develop strategies and programs to improve the pedestrian use and visual appearance for various roadways within the Redevelopment Area including City and neighborhood gateway treatments and a uniform directional signage system.
- Create peripheral Area entrance treatments with signage and a graphic theme as one approaches from all directions.
- Develop thematic design concepts for bus shelters, signage and street furnishings.
- Develop strategies and plans for landscaping improvements for the redevelopment area



- Develop performance criteria to promote high site design standards, public safety, environmental quality and other design elements that provide unity and integrity of design to the entire redevelopment area.
- Develop strategies to promote redevelopment and consider programs such as a façade and building improvement grants and low interest loan programs for downtown retail renovations, neighborhood revitalization and historic preservation efforts.
- Coordinate with City and County staff to review, and if necessary, update the Comprehensive Plan; particularly the Future Land Use Element and Capital Improvements Element and any Land Development Regulation revisions to ensure consistency between planning documents
- Develop strategies to increase building code compliance within the Area including a review of the code, its policies and procedures, and if necessary, recommending changes in policy to ensure effective code enforcement activities.
- Develop strategies to improve the visual appearance along the primary corridors entering the downtown including recommendations to address unsightly billboard and signage.
- Work with Bay County, the City and FDOT to control future development and address conditions on roadways entering the Redevelopment Area.
- Seek cooperative relationship with FDOT for construction activities, access management, parking and streetscaping proposals on state roadways.
- Revise land use designations as needed to include permitted uses and remove undesirable uses in locations that are consistent with the long-term economic goals and design standards contained in this Plan
- Further detail the implementation strategies contained in the Redevelopment Plan including project scheduling, finance, developer solicitation practices, land acquisition and disposition strategies, etc.

### **Finance and Management**

Community redevelopment will not be successful without funding through tax increment financing. Therefore the ultimate goal of the redevelopment program is to increase the tax base to generate additional revenue for capital improvements and services through implementation of projects and programs, as described in this Plan. Managed effectively, tax increment resources can be leveraged to enable the undertaking of substantial public and private sector improvements. With this in mind, the following finance and management practices should be employed.

- Coordinate with the Mayor, City Clerk, Finance and other department heads to strategically devise annual operating and capital improvements budgets to maximize the use of anticipated tax increment revenues.
- Coordinate with appropriate County, State and other public officials which may be sponsoring capital improvements in the Area to maximize the leveraging of Redevelopment Agency resources



- Through the use of tax increment financing and other funding sources, infrastructure improvements such as water, sanitary sewer, electrical, telephone, cable, internet and stormwater conveyance systems should be designed and constructed with the capacity to meet future demand based on the future land use activities identified in the Redevelopment Plan.
- The Agency should leverage tax increment revenues through grants, commercial loans, or other financial mechanisms to expedite the completion of projects.
- Based on revenue projections contained in the Redevelopment Plan the Agency, through should consider short-term interim project financing with anticipation of long-term bond financing.
- The Agency should work with area banks and bond counsels to research bond feasibility for financing major public facilities.
- The Agency should work with area financial institutions to develop favorable loan programs for private sector development and property rehabilitation projects.
- The Agency should routinely undertake project proforma analysis on proposed development and redevelopment projects to determine projected revenues and devise strategies to maximize the use of these resources on a site-specific project or on an area wide programmatic basis.

### **Redevelopment Project Implementation**

In attempting to attract investment from private developers the Agency will target strategic development projects, solicit developers, and then negotiate a public/private development agreement. The agreement sets forth terms and conditions involving the disposition of land, the nature of the prospective development, City/Agency contributions and other conditions pertaining to the project. Following are fundamental components in this process. Contact affected property owners to determine their level of interest in participating in proposed redevelopment activities.

- Utilizing the standards provided for under Chapter 163, Part III, FS.
- Formulate policies and procedures for developer solicitation and form basic public/private development agreements to enable strategic development on selected projects.

### **Promotion and Communication**

The Agency, staff and Advisory Committee should work with area residents, property owners, and businesses to establish channels of communication that foster support for the redevelopment effort and facilitate program implementation.

Staff should provide public information concerning all aspects of the redevelopment program throughout the process using venues such as newsletters, radio, television, newspapers and the Internet as well as presentations to neighborhood and civic organization meetings to generate public support.

### **XIII. DURATION, MODIFICATION AND SEVERABILITY OF THE PLAN**

#### **A. DURATION OF THIS PLAN**

Except for the nondiscrimination and non-segregation provisions, which shall run in perpetuity, the duration of this Plan shall be time certain for completion of all redevelopment financed by increment revenues within 40 years after the fiscal year in which the Plan is approved or adopted.

#### **B. SEVERABILITY**

If any provision, section, subsection, sentence, clause or phrase of the Plan is for any reason held to be invalid or unconstitutional, such decision shall not affect the validity of the remaining portion or portions of this Plan.

#### **C. PROCEDURES FOR CHANGES IN APPROVED PLAN**

The Plan shall be amended or modified only in accordance with the provisions of Section 163.361 of the Community Redevelopment Act of 1969, Chapter 163 Part III, Florida Statutes, and as same may be amended.