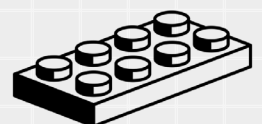




Building Blocks

A Plan for community based development in Pleasant Street and Porters Quarters, neighborhoods of Gainesville, Florida

February 6, 2023



Building Blocks

A Plan for community based development
in Pleasant Street and Porters Quarters,
neighborhoods of Gainesville, Florida.

Prepared for:



Prepared by:



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DRAFT



How to use this plan.

The City of Gainesville Community Reinvestment Area (GCRA) and Housing and Community Development (HCD) Departments, with assistance from GAI Consultants, created this document as a way to articulate how to develop two City-owned infill lots in the Porters Quarters and Pleasant Street neighborhoods. The “**building blocks**” listed in the image below were developed from research and community member input that was heard in six separate community engagement meetings.

Technical assistance was provided by multiple City of Gainesville departments including the Office of Equity and Inclusion, Department of Sustainable Development, and Office of Government Affairs and Community Relations.

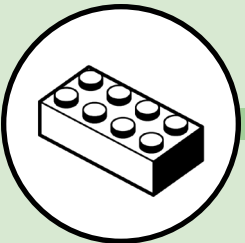
This plan demonstrates how these **building blocks** can be assembled to create a mixed-use residential, commercial, or community space on the project sites.

Our process

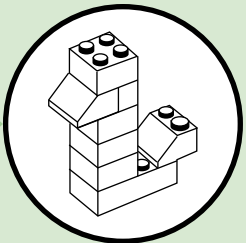
The project team acquired “building blocks” through research and community engagement.



Research & Engagement



Synthesize key ideas into conceptual “building blocks”



Construct “models” to articulate development potential

Play create space for spontaneity

Nature protect and enhance nature’s presence

Heritage understand how our past frames our future

Authenticity design that reflects distinct community

Resource Efficiency use public resources effectively

Child-Centered build a healthy future for kids

Safety use design to support safe spaces

Economic Equity share in the benefits of growth

Knowing Your Neighbors celebrate social cohesion

Respect recognize needs and aspirations of people

Collaboration involve neighbors in the process

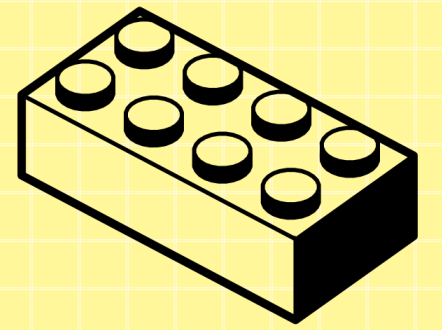
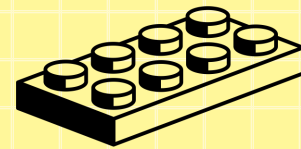
Housing Cost Relief promote housing affordability

Wealth Building provide stepping stones for wealth

Incubation grow ideas and dreams

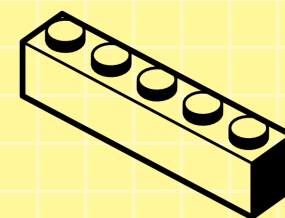
Intergenerational Family families living together

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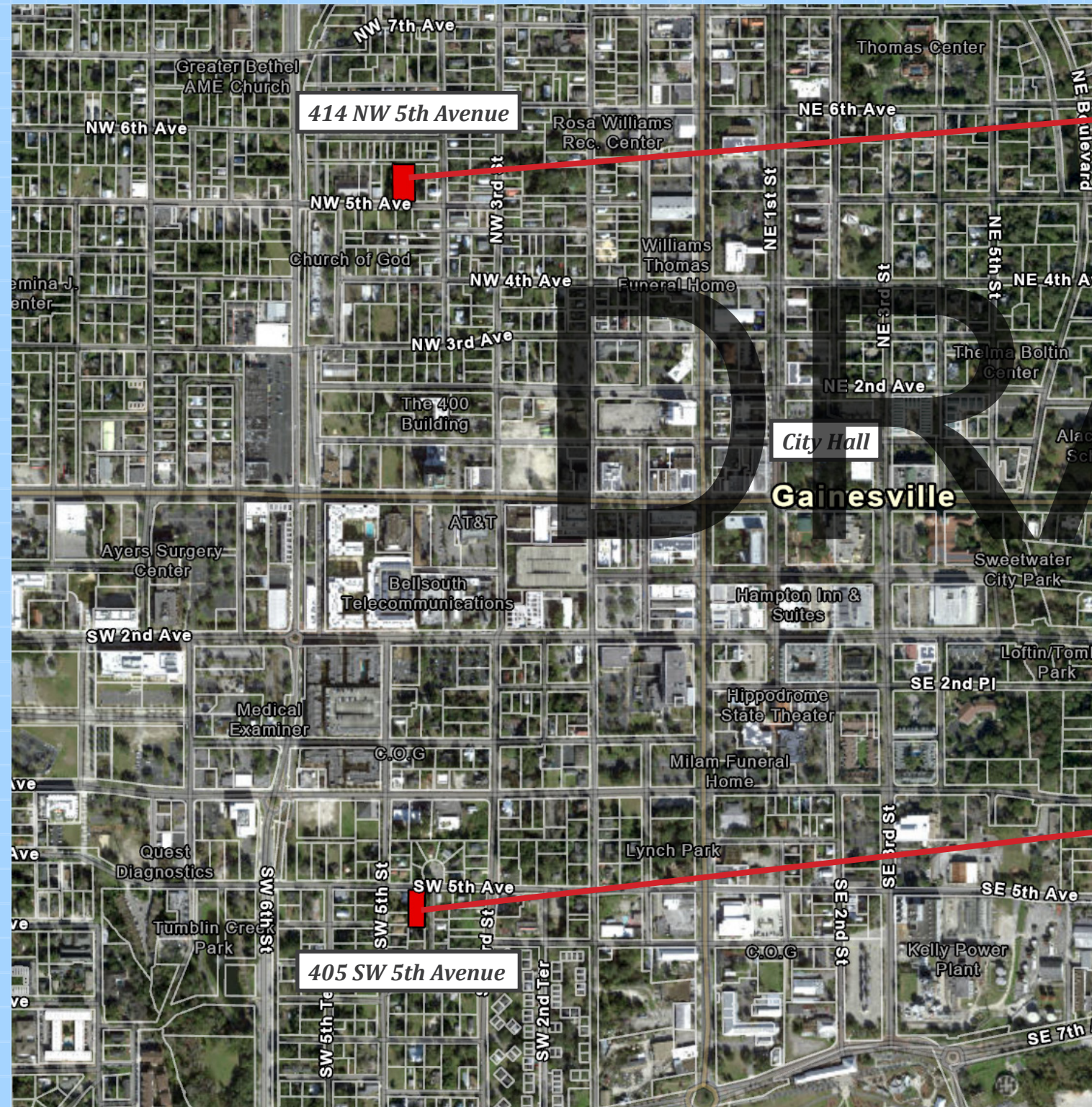
ORAF

The
Project
Sites



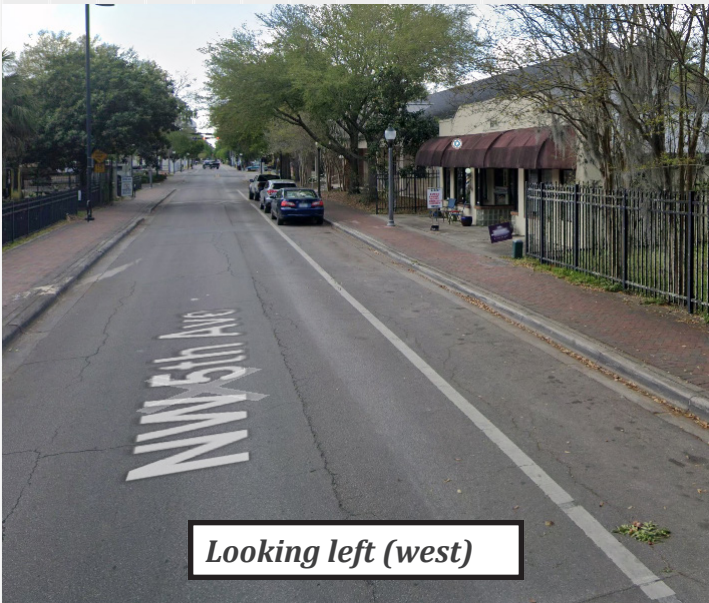
Project Locations

Both sites are owned and maintained by the City of Gainesville, located a half-mile from City Hall.



414 NW 5th Avenue

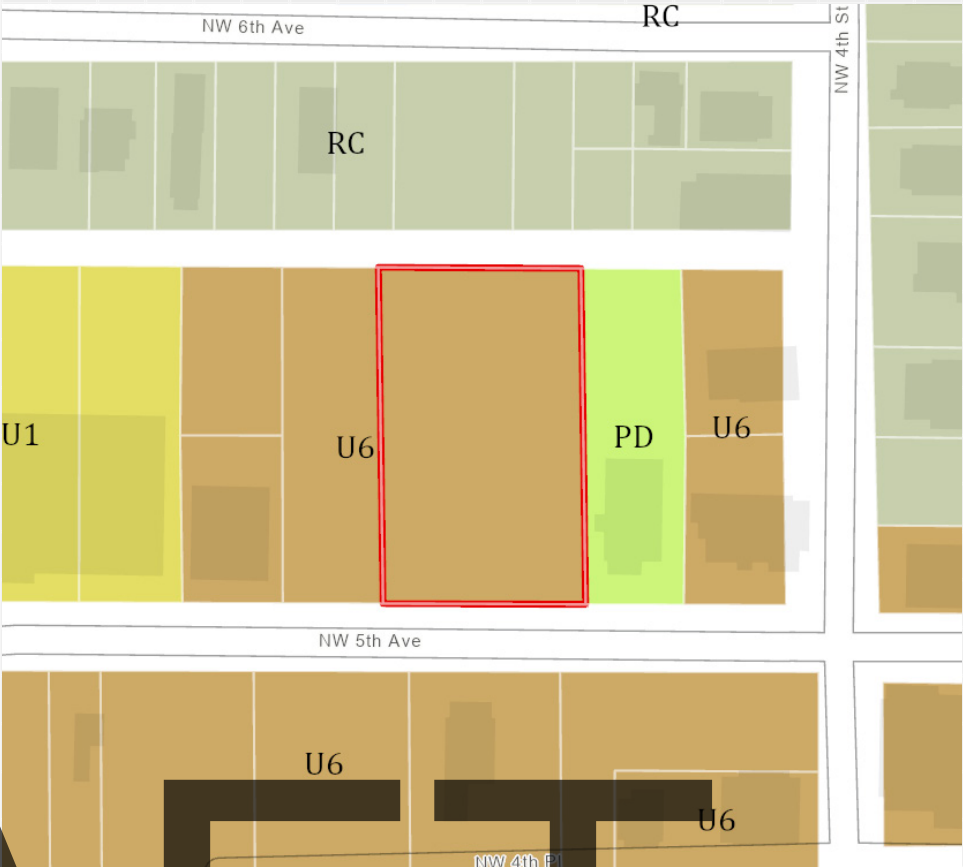
Pleasant Street



Looking left (west)



Looking right (east)



Zoned Urban 6 (U6)

Urban 6 zoning allows for a mix of uses (residential, commercial, office, etc.) with buildings up to four stories in height.

U6 allows up to 19 dwelling units on this site with options for density bonus (50 dwelling units per acre or 60 with bonus).

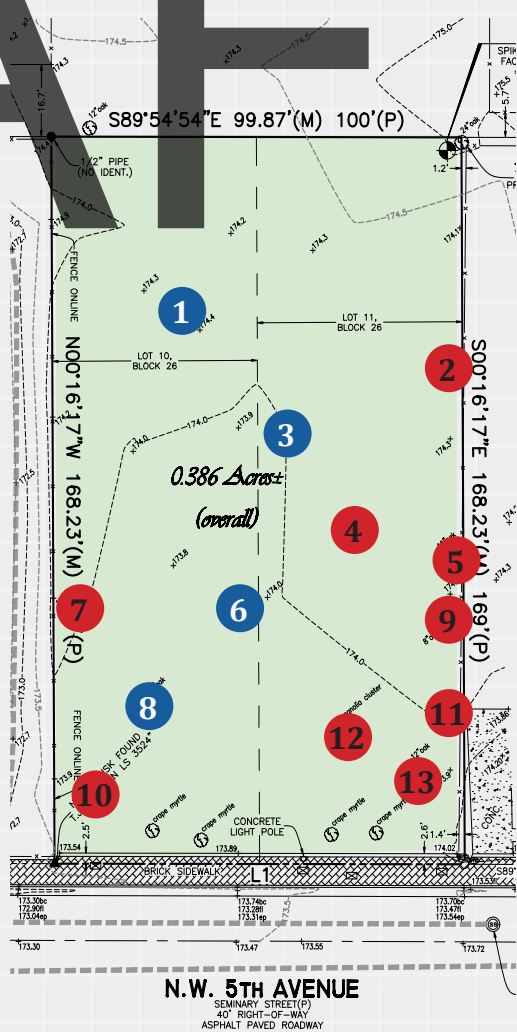
Arborist Notes

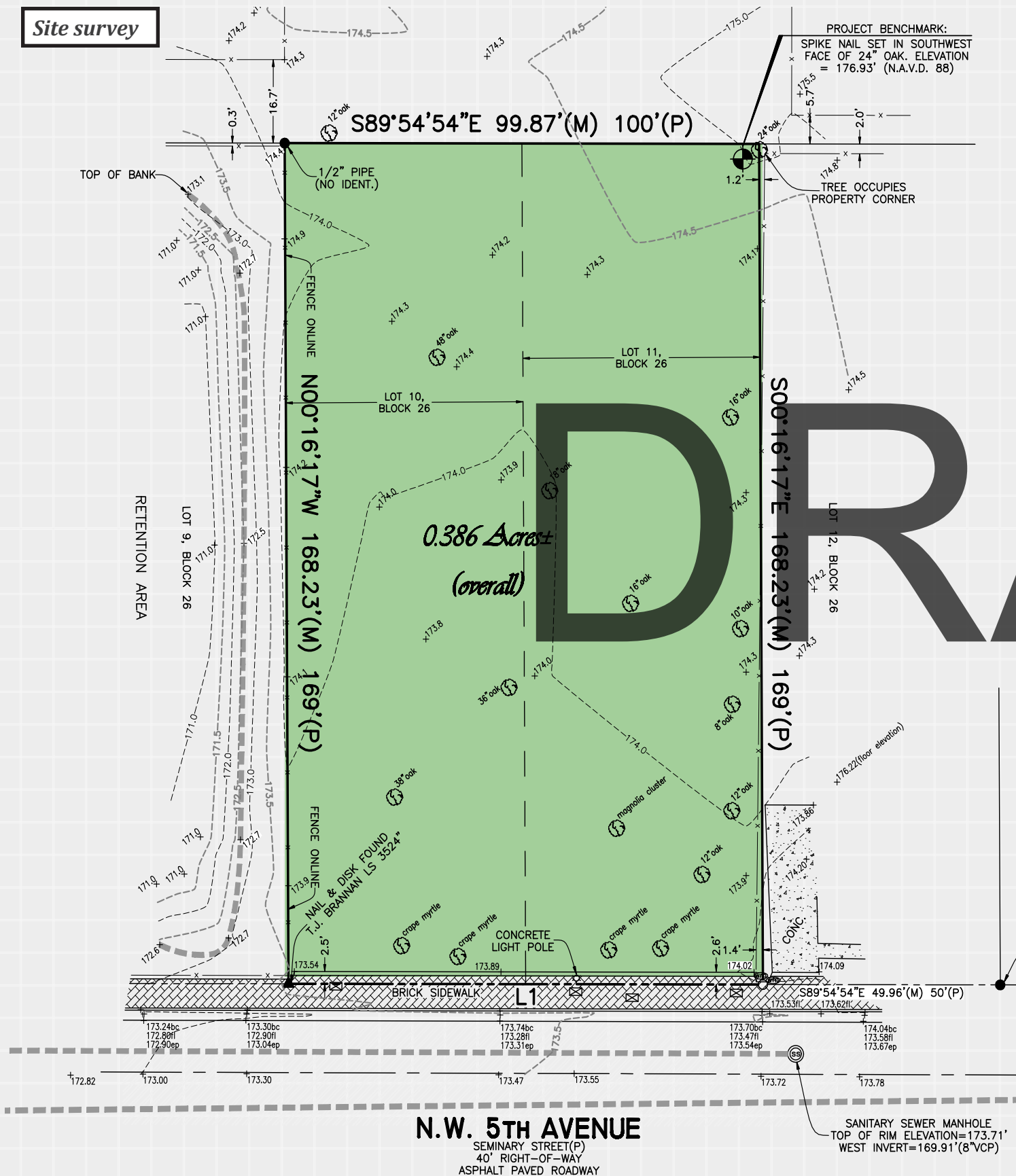
The project team met with the City's arborist to understand the health of the site's trees.

Overall the arborist noted that the site has many great trees, especially the four large live oaks (shown in blue on site survey) that would require upwards of \$22,000 in mitigation fees if they are to be removed.

Tree inventory:

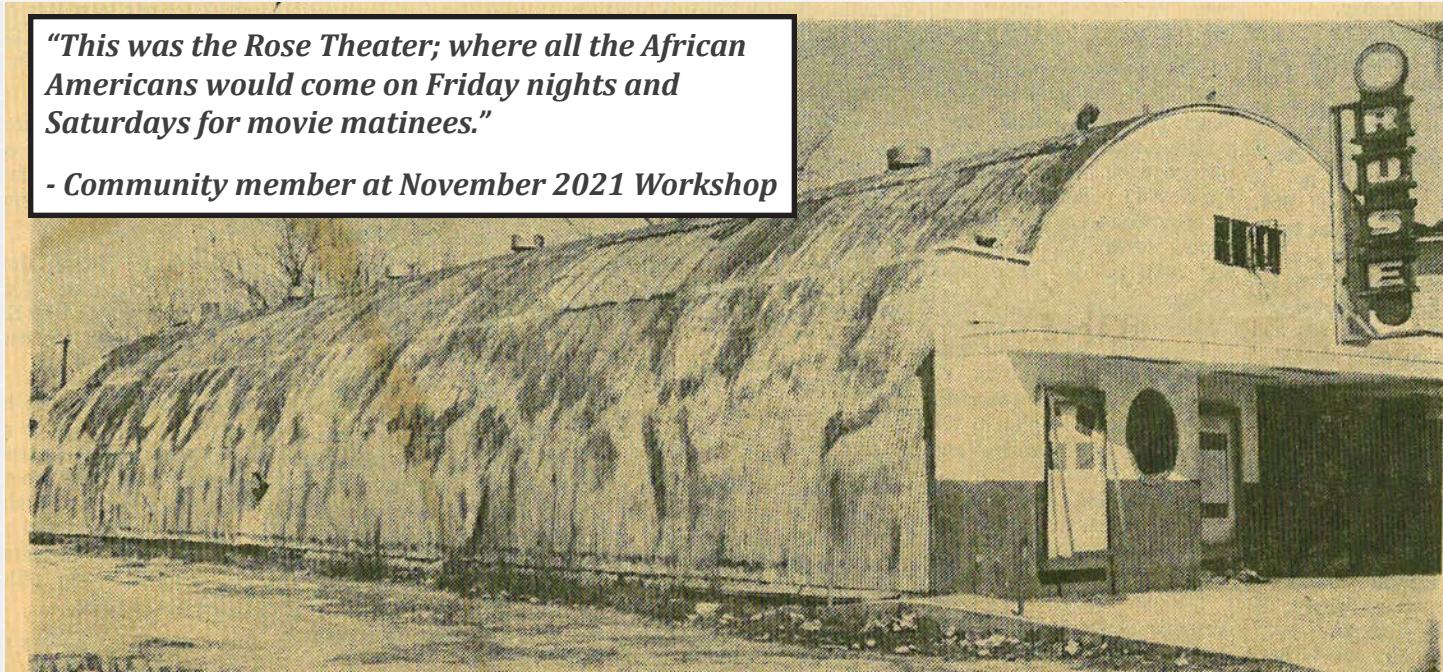
- | | |
|-----------------------------------|------------------------------|
| 1. Live Oak (good health) | 8. Live Oak (healthy) |
| 2. Sugar Berry | 9. Shumard Oak (not healthy) |
| 3. Live Oak (very healthy) | 10. Sugar Oak |
| 4. No notes | 11. Winged Elm |
| 5. Water Oak (will likely decay) | 12. Magnolia Cluster |
| 6. Live Oak (healthy) | 13. Black Cherry |
| 7. Magnolia (healthy) | |





"This was the Rose Theater; where all the African Americans would come on Friday nights and Saturdays for movie matinees."

- Community member at November 2021 Workshop



Sources: Gainesville Sun (top) and
The Florida Aligator from 1970 (bottom)

Rose Theater Not Damaged Enough
To Be Condemned By City

Page 6, The Florida Aligator, Friday, October 3, 1970

Rose Center: By, For The People

By MARY SCHONOVER
Alligator Writer

Gainesville will soon have a place that belongs to the people, is operated by the people and exists solely for the people. A GROUP OF concerned citizens have conceived a plan to renovate the old Rose Theater which is located on NW 5th Avenue. The deserted hut will be converted to the Rose Community Center and Concert Hall.

During the daytime, the center will provide facilities for arts and crafts and office space for any organization which operates in the community interest.

The center is located in a predominantly black neighborhood and all members of the community will be encouraged to take full advantage of the center's facilities.

ON WEEKENDS, the Rose Community Center will hold concerts and films which will provide the type of progressive entertainment which has been ignored in the Gainesville area, according to Bruce Nearon, who is organizing support for the center.

The admission price will be nominal and proceeds from the concerts will go directly back into the center to defray upkeep and operating expenses.

The old Rose Theater is presently only a burned out shell with no electricity or running water. All of the work, including construction and operation, will be done by volunteers with many groups contributing time and money to this project.

MEMBERS OF THE Architecture and Fine Arts Department have indicated a desire to design plans and estimate building costs for the completed center.

Even though Rose Community Center and Concert Hall is physically present only in the minds of its creators, the first program will be presented at 8 p.m., Friday, Oct. 9 at the University Auditorium. Two rock groups, "Celebration" and the "Image," will perform in concert with the Krishna Light Show.

Tickets can be purchased at the door of the auditorium located at the center of campus near Century Tower.

The price of admission is 75 cents with the proceeds going directly to the Rose Community Center and Concert Hall Fund.

rose community Center.....What?

Hi freaks,

The Rose is continuing to bring to Hogtown's people good entertainment at good prices. But we need your help. What we're into is briefly this.....

There's an old abandoned theatre in the Black Ghetto, the Rose Theatre, dig? Our fantasy is to renovate that place into a people's auditorium and community center.

To get this together we've been putting on rock concerts at the University of Florida Auditorium, charging people 50¢ to hear bands like POWER, STONEHENGE, and RGF and turning profits back into the community.

For the most part our money has gone into the Hogtown Feast Fund and an old day care center next to the Rose Theatre. All tolled we've put about \$1200 into Hogtown.

We're going to keep on doing concerts and try to give you better entertainment. But to do this we need more people's help. Right now there's only about 4 or 5 people getting the Rose thing together. We need people to help us with community projects along with the concerts.

A few of the current projects are....

The Hogtown Free Clothing Center, or whatever you want to call it, where you can pick up some free clothes. All we are asking is what you want to pay. This thing should be together next week. We need people to donate any surplus clothing plus a few people to organize the store.

Another thing is the Hogtown Rapid Transit System or HRTS. A plan to carry people around town in a couple of VW buses. We also need people to get this together.

So if you can dig it, do it. Come by the concerts and the Hogtown General Store or call us and let us know what you're thinking.

Negro Theater Picketed In 'Clean-Up' Effort

Negro youth leaders are picketing the Rose Theatre here in an attempt to get the movie house's physical condition improved.

Their goal is a "clean-up, paint-up, fix-up" program and better movies at the Negro theater.

The manager of the theater said yesterday he was in the process of setting up a conference with leaders of the NAACP Youth Council. Members of the council confirmed that a meeting was in the offing.

Both sides indicated they have high hopes of settling their differences quickly through talks.

James C. Miller, the Council's public relations director, said his group doesn't only want integration. "We want to improve conditions within our own ranks," he said.

News articles from over the years show community support for the Rose Theater including a collective effort to reinvest in the property.

Source: Gainesville Sun

405 SW 5th Avenue

Porters Quarters



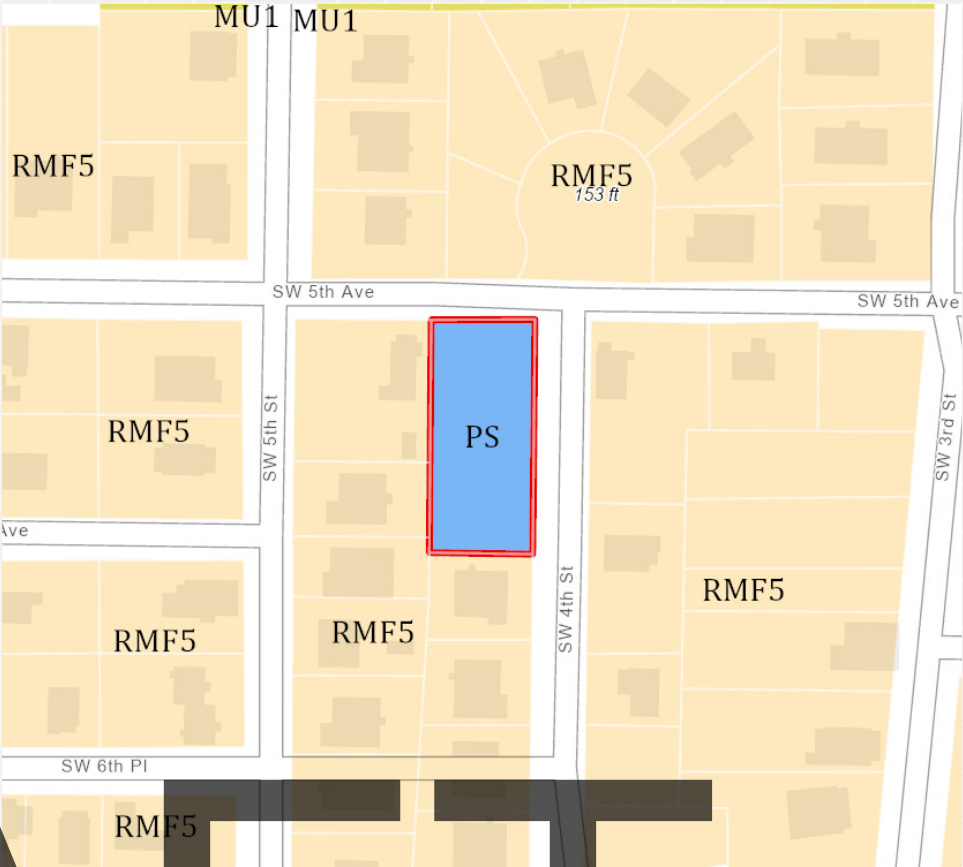
Neighbors recall multiple houses on this site. Historic maps show that 405 SW 5th Ave has been vacant for over 50 years.



Looking left (east)



Looking right (west)



Public Service (PS)

Public Services and Operations (PS) zoning intends to support uses that serve a public purpose and recreation activities for public benefit.

PS zoning does allow for recreation and some eating and drinking uses but does not explicitly allow for residential uses.

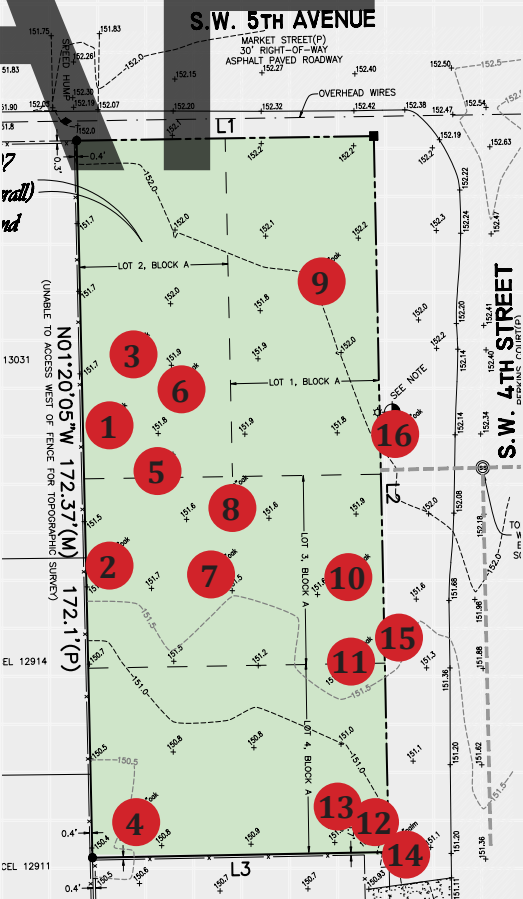
Arborist Notes

The project team met with the City’s arborist to understand the health of the site’s trees.

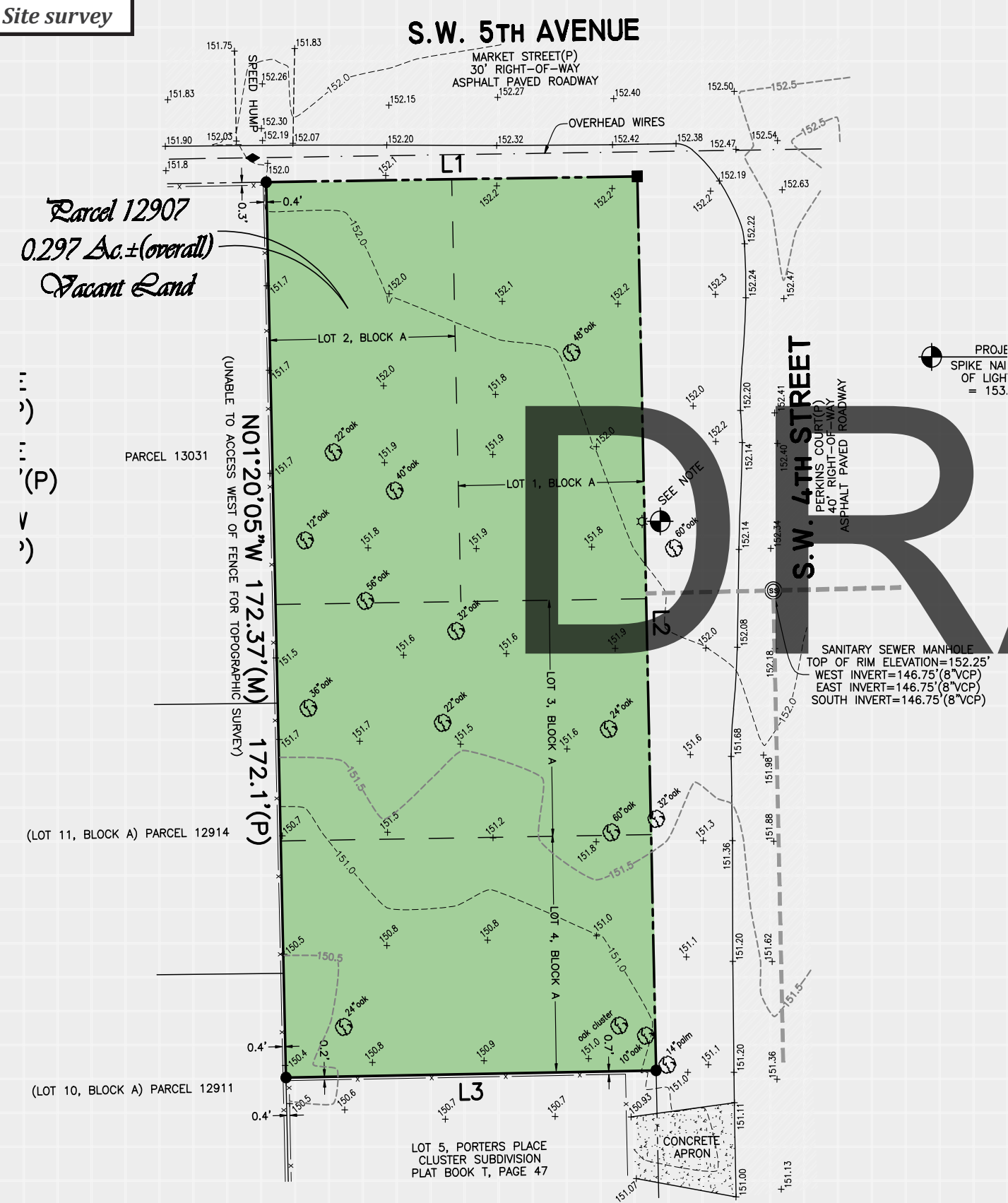
Overall the arborist noted that the site’s trees are in declining health with very shallow roots. The aborist recommended replacing the current trees with new native trees.

Tree inventory:

- | | |
|----------------------------|----------------------------|
| 1. Sugar Berry (ok health) | 8. Laurel Oak (decent) |
| 2. Laurel Oak (healthy) | 9. Laural (hazard) |
| 3. Sugar Berry (decay) | 10. Camphor (ok health) |
| 4. Sugar Berry (ok health) | 11. Camphor (ok health) |
| 5. Laurel Oak (hazard) | 12. Camphor (not good) |
| 6. Laurel Oak (hazardous) | 13. Laurel Oak (ok health) |
| 7. Camphor (invasive) | 14. Laurel Oak (not good) |
| | 15. Camphor (decay) |
| | 16. Laurel Oak (ok health) |



Site survey



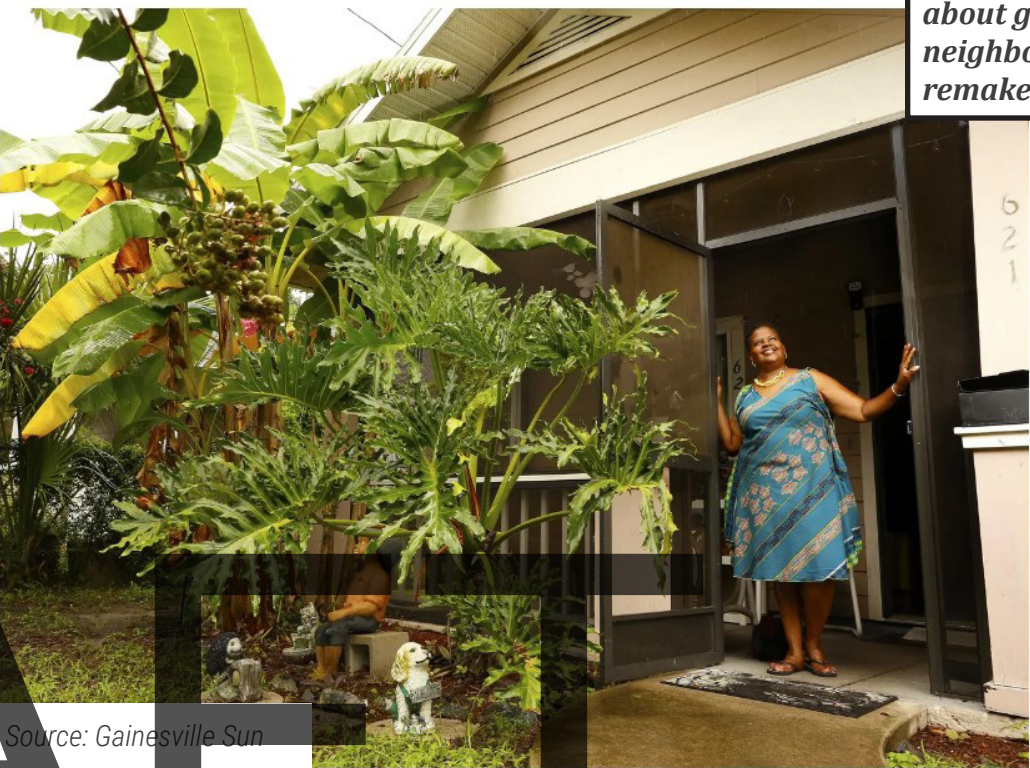
Porters on the cusp of gentrification

Cindy Swirko cindy.swirko@gvillesun.com
Published 6:53 p.m. ET Dec. 21, 2019

View Comments



Long time residents of Porters Quarters are raising awareness about growth pressures in their neighborhood which threaten to remake its identity and character.



Source: Gainesville Sun

Angela Wright, who has lived in the Porters neighborhood for about 13 years, stands in the doorway of her front porch at her home in August. [Brad McClenny/The Gainesville Sun] The Gainesville Sun

Residents shed light on gentrification in historically Black community, Porters Quarters

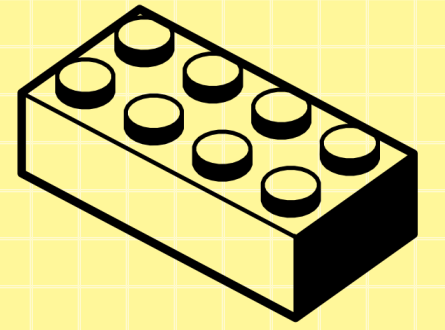
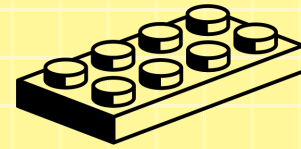
Source: WCJB



By Camille Syed

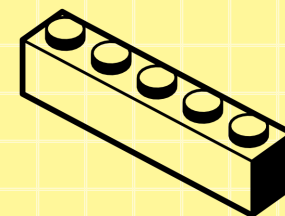
Published: May. 16, 2021 at 7:56 PM EDT | Updated: May. 16, 2021 at 7:57 PM EDT

Residents are urging community leaders to find ways to protect the history of Porters Quarters while providing opportunities for legacy residents (children and grandchildren of current residents) to live here.



ODRAC The Challenge

What is the problem we need to solve?



Framing the challenge

We know that housing is more than shelter, it's a determinant of public health, economic mobility, and community sustainability. Access to safe and affordable housing is proven to reduce childhood poverty and protect against mental health diseases (National Low Income Housing Coalition). Housing helps to ensure that our communities have a robust workforce to support the quality-of-life services we depend on. Housing is also a source of social and cultural identity, an expression of values, and a sign of our progress.

Following a series of City-led initiatives, including the GCRA's 10-Year Reinvestment Plan and the City's Affordable Housing Framework, is putting housing affordability front-and-center. From zoning reform to new housing assistance programs, the City is taking a comprehensive approach to understanding and addressing housing issues.

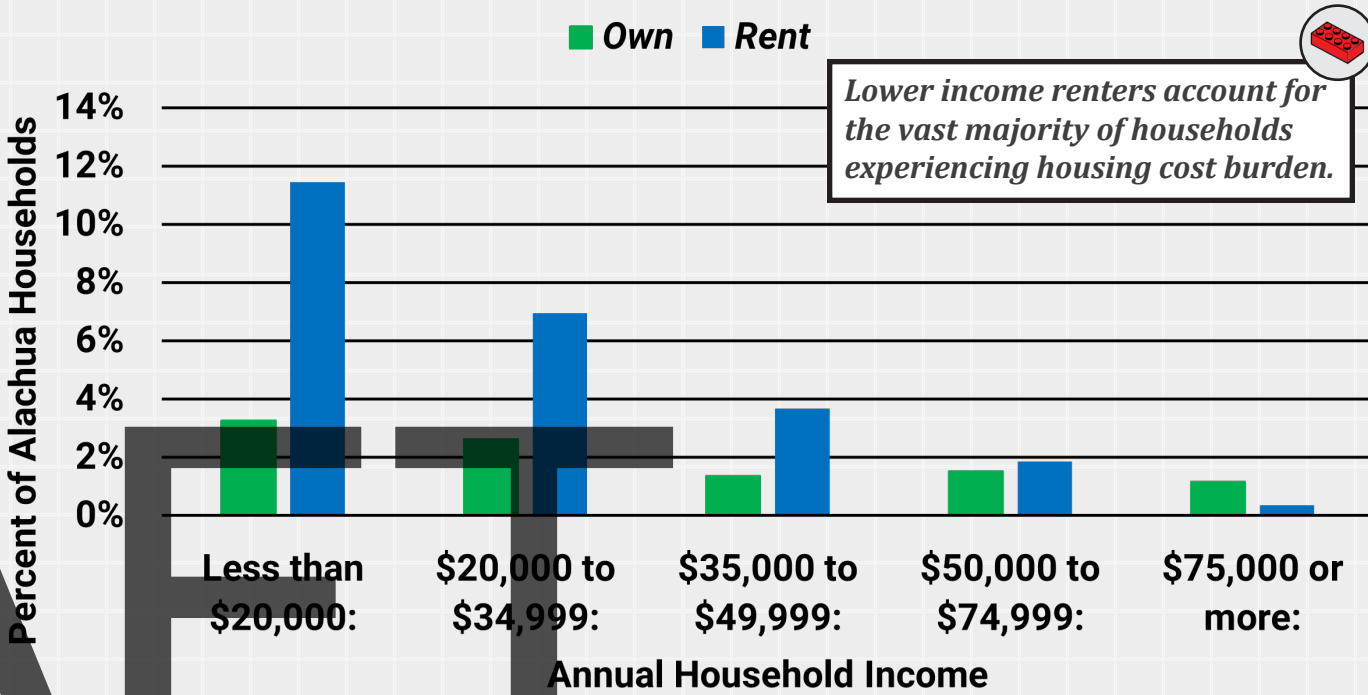
This project aims to show how the City might use some of these properties to strategically increase quality and attainable housing. To do so, let's build our "challenge" question.

Building Block: Housing Cost Burden

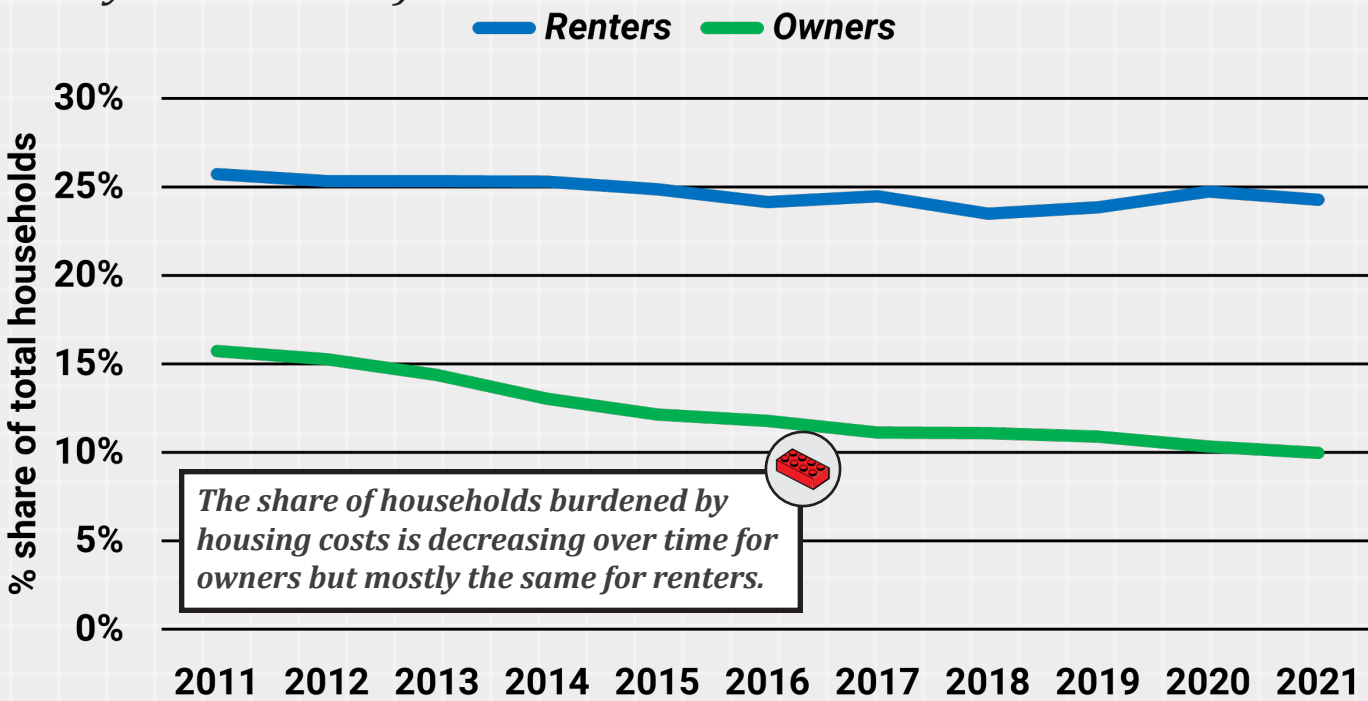
A foundational **Building Block** of this report is the concept of housing cost burden, which is commonly described as a household spending 30% or more of their monthly income on housing costs (rent/mortgage, utilities, insurance, etc.). Research by the U.S. Census Bureau associates housing cost burden with higher probability of multiple types of material hardship. Households with higher cost burden were more likely to experience food insecurity or forgo medical care due to expenses. Housing cost burden can also push people into substandard living conditions, exposing them to health risks such as mold, water leaks, and inadequate cooling/heating.

U.S. Census Bureau, 2017-2021 American Community Survey (ACS) 5-Year Estimates show that nearly one in three Alachua County households were burdened by housing costs in 2021. Of these burdened households, more than 70% were renters and 54% were earning less than \$35,000 per year. ACS data shows that share of households experiencing housing cost burden is declining for homeowners but remains the same for renters over time.

Share of Households Burdened by Housing Costs based on Income and Tenure in 2021 (ACS 5-year estimates)



Share of Households Burdened by Housing Costs based on Tenure (ACS 5-year estimates)



Building Block:
Location Costs Matter Too

It is important to consider transportation costs to get a more comprehensive view of cost burden. Transportation costs are often the second largest household expenditure and are particularly high where households are not able to walk or use reliable public transit. High transportation costs can force households to use transportation options that are unreliable or require extra time, making it more difficult to access employment and other amenities. The Center for Neighborhood Technology (CNT) estimates that the average household in Alachua County spent 26% of their income on transportation costs in 2019. When combined with housing costs the average County household spent is 57% of their income on “location cost”.

Building Block:
Land is more expensive where people want to live

The price of land reflects the value of location. Higher land prices indicate a higher demand for that location and vice versa. Areas with high land prices are typically located near job clusters, amenities, water bodies, and high-value infrastructure such as premium transit stations.

A recent survey conducted by the Los Angeles Times and Reality Check Insights suggests that, when selecting a neighborhood to live in, most Americans care about proximity to parks/recreation amenities, cultural

institutions, and good-quality schools. Locations near these offerings have higher land values. The **WalkScore.com Map** to the right illustrates where schools, parks, shopping, and jobs are accessible by foot, suggesting a higher degree of accessibility. Gainesville’s core (defined as one-mile radius around University Ave and Main St) has the highest WalkScore in Alachua County. The **Land Value Map** illustrates that this same area corresponds the highest land values in Alachua County. In both maps, the project sites are within this “high desire” area that is walkable and close to amenities that people value.

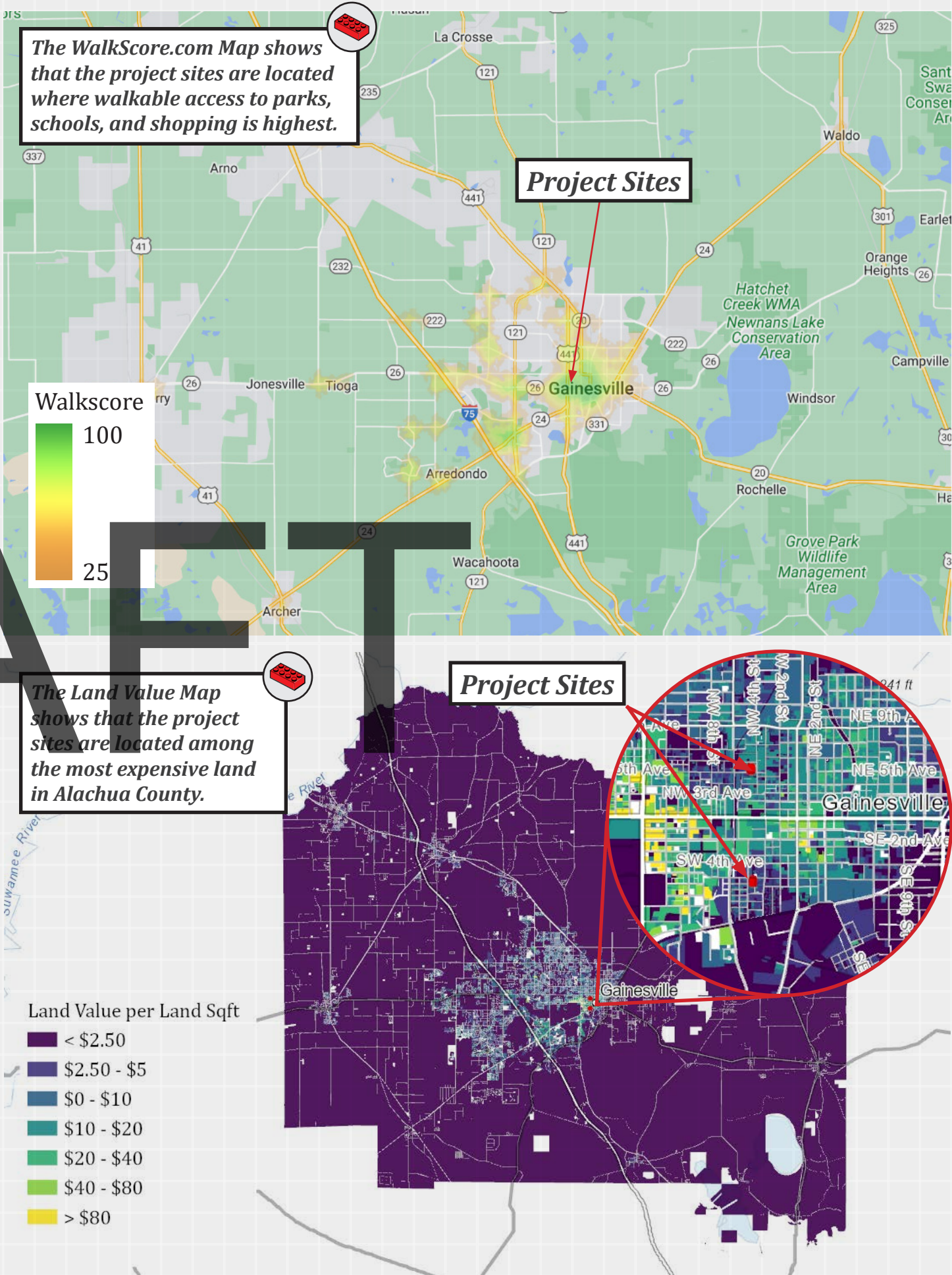
People are willing to trade property size for location. For example these two houses sold around the same time, each for \$260,000...



This property in Pleasant Street has a smaller house and yard, but is close to downtown.



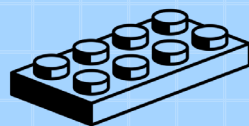
This property in Tioga has a larger house and yard, but is far from downtown.



Building the design question:

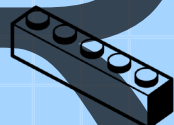
Low income renters are experiencing the highest degree of cost burden.

More than one in five households in Alachua County are renters, earning less than \$75K, and burdened by housing costs. In general, this group is most likely to experience housing vulnerability to insecurity. Over 80% of renters in Pleasant Street and Porters Quarters are cost burdened.



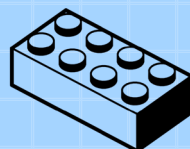
Desirable locations have better access to jobs and amenities but are more expensive.

Land in desirable areas is more expensive usually because it is close to things people want access to (jobs, parks, schools). Households living close to these amenities can save on transportation costs, but if housing supply is low in these areas, housing costs will be high.



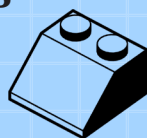
Pleasant Street and Porters Quarters are desirable locations.

Walkable, bikeable neighborhoods that are close to jobs and amenities, such as Pleasant Street and Porters Quarters, are among the most desirable places to live in Alachua County.



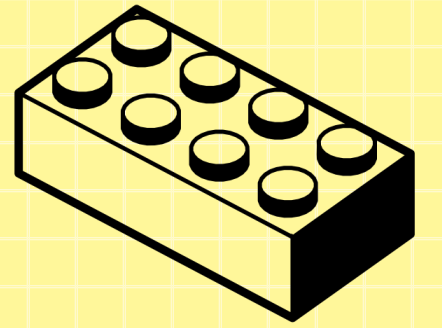
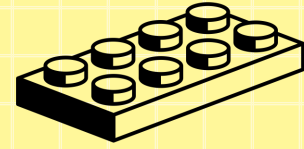
Many existing residents are concerned about gentrification.

Development pressures that are responding to a rise in land values are evolving the character of neighborhoods like Pleasant Street and Porters Quarters. Many longtime residents are concerned that this change threatens the historic identity of these places. Neighbors want to have a seat at the table in deciding how these areas grow and conserve their identity in the process.



The Design Question:

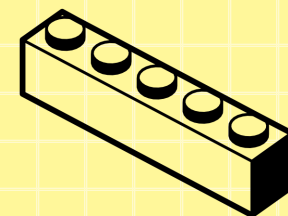
How might we develop City-Owned property in desirable neighborhoods to provide cost relief for households earning less than 80% of Alachua County’s median income while also serving quality-of-life needs of the neighborhoods’ existing residents?



DRAFT

Community Engagement

What are the needs and aspirations of community residents?



Why community engagement?

Since the Pleasant Street and Porters Quarters lots are owned by the City of Gainesville, there is an expectation by the Gainesville Reinvestment Area Advisory Board that the public have a voice in deciding their redevelopment. In collaboration with the City’s Citizen Engagement Program Manager, the project team developed a Community Engagement Plan to guide a process by which neighbors would collaborate with the project team to explore opportunities for how redevelopment could align with community needs and aspirations. The plan outlined engagement goals, the target audience, and methods for meeting, data collection, and communication.

Building Block: Engagement Goals

The City of Gainesville developed the T.R.U.S.T. Promise for Community Engagement as an easy-to-remember model for establishing engagement goals. TRUST stands for Transparent, Reliable, Useful, Sustainable, and Timely. The City urges that every project use the TRUST model as its engagement foundation and expand upon this model to create a successful engagement plan. The project team incorporated these goals into the engagement plan, along with action steps for each one.

Building Block: Target audience

Defining a target audience for public participation helped the project team to craft a focused communication and data collection strategy. The team developed three stakeholder categories, based on proximity to the site: Day-to-day, neighborhood, and City stakeholders.

Day-to-day stakeholders describe folks living or working on the same street or routinely walk or ride by the site. These folks are likely to experience the greatest impact from development.

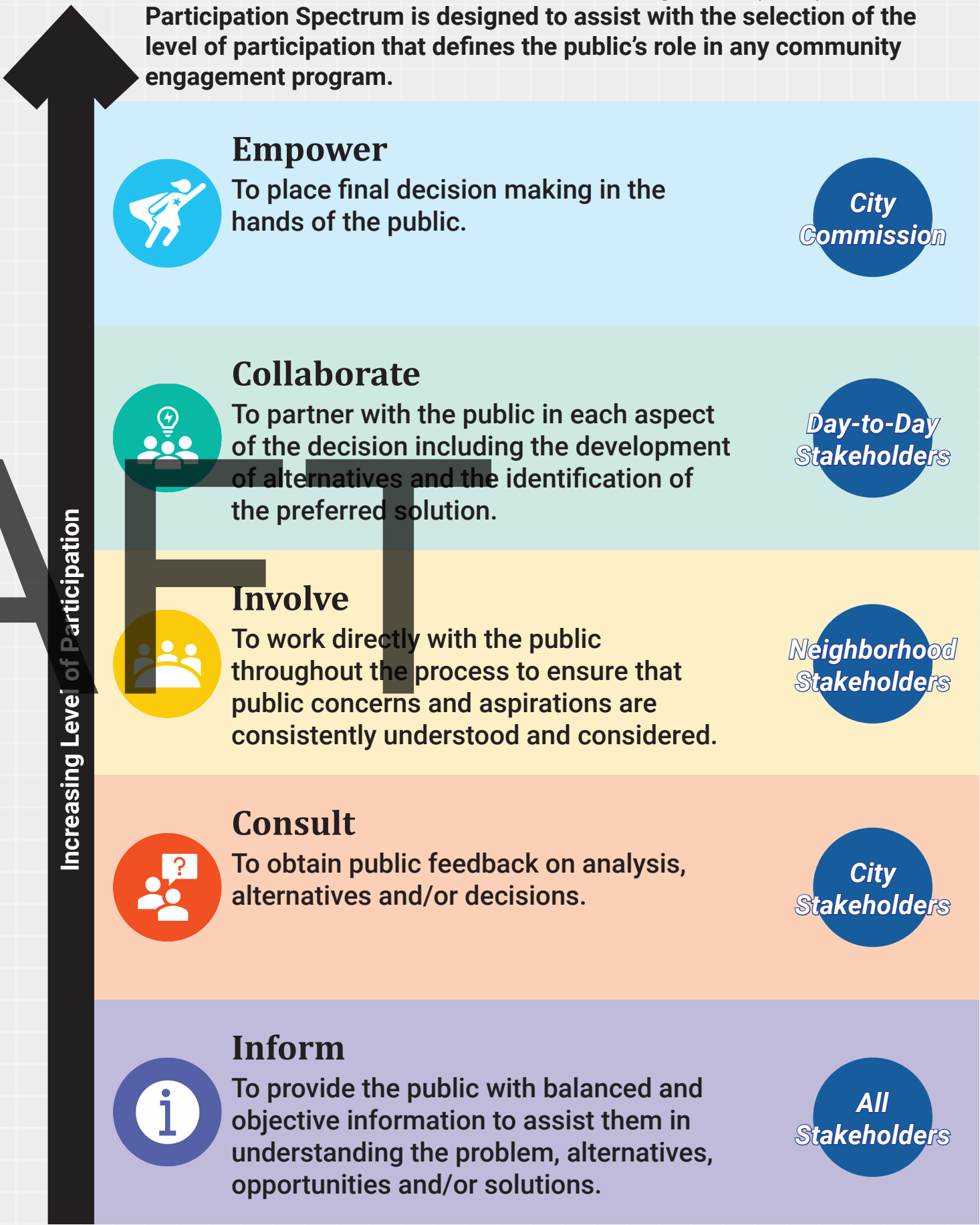
Neighborhood stakeholders are folks with social and cultural connections to the surrounding neighborhood(s) who might also experience quality-of-life impacts from development.

City stakeholders are folks who hold the City of Gainesville accountable for fulfilling their public commitments. This includes people involved in other City housing & planning projects, such as the comprehensive plan update.

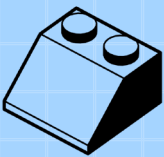
Building Block: Participation level

The City of Gainesville encourages using the “Spectrum of Public Participation” to define the public’s role in any community engagement program (see right).

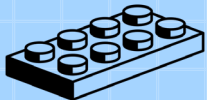
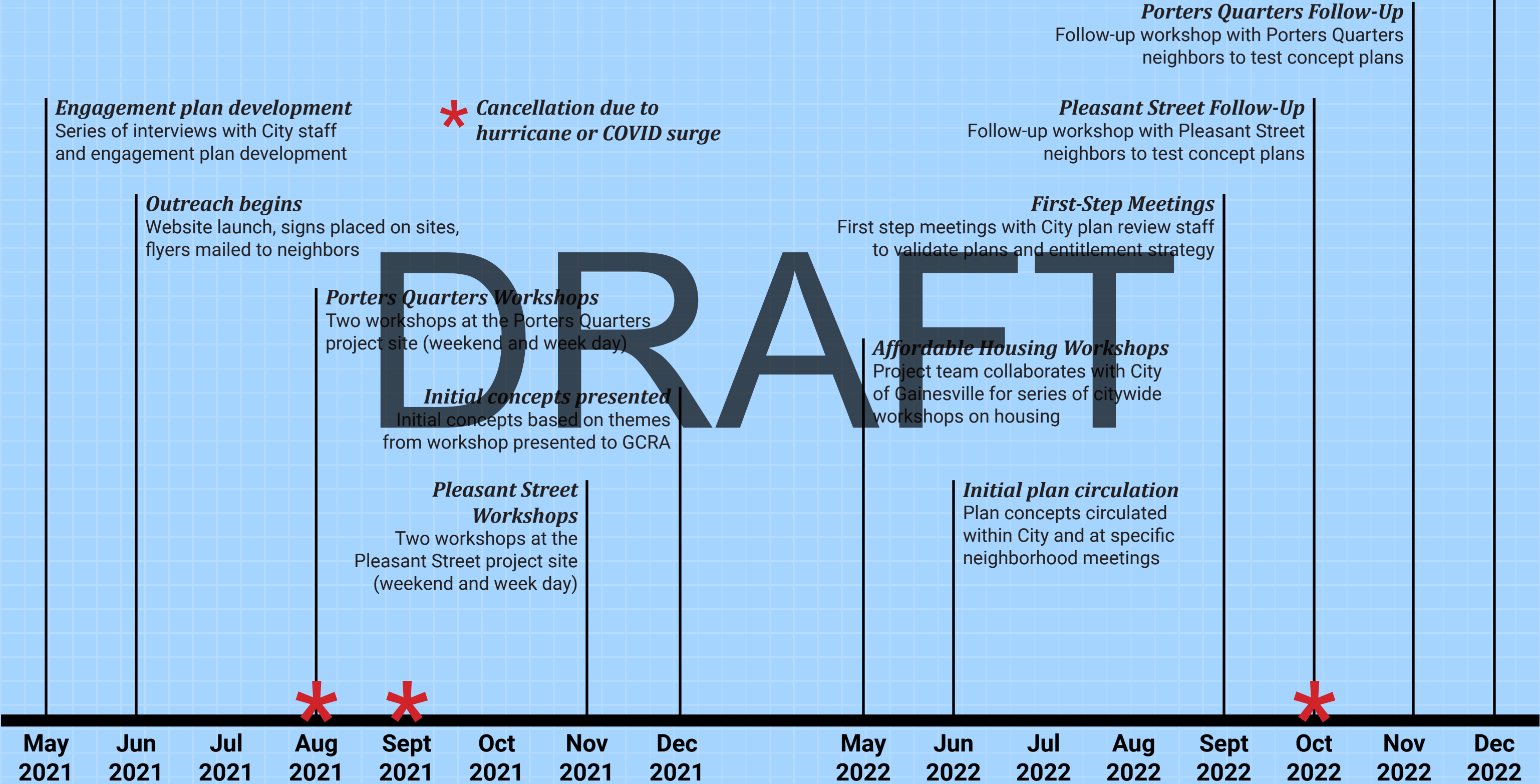
The International Association of Public Participation’s (IAP2) Public Participation Spectrum is designed to assist with the selection of the level of participation that defines the public’s role in any community engagement program.




Engagement Timeline



Concept comment period ends
Open-comment period ends



Communication & Outreach




Housing Opportunity Project 2021/2022

by the Gainesville Community Reinvestment Area and
Department of Housing & Community Development

We're presenting two conceptual development ideas, one for 405 SW 5th Ave and the other for 414 NW 5th Ave. These ideas build off public workshops from 2021. Click the buttons below to view each presentation and answer a few questions about the ideas.


Conceptual plan for 405 SW 5th Ave in Porters Quarters



Click to view the Porters Quarters presentation

Click to answer survey questions about this proposal

Conceptual plan for 414 NW 5th Ave in Pleasant Street





How might we build housing at 405 SW 5th Ave that people will cherish and can afford?

The Gainesville Community Reinvestment Area (GCRA) is exploring opportunities to build new housing at 405 SW 5th Ave in the Porters community. GCRA wants to collaborate with Porters neighbors to ensure that new housing meets community needs and prevents the displacement of existing residents.

Join the conversation: How do we ensure equitable development?

- 1. Land**
City Commission owns the land and will make all final decisions about redevelopment.
- 2. Partnerships**
What partnerships will enhance our ability to achieve affordable housing development?
- 3. Design**
How do we program and design housing that supports equitable development?
- 4. Approvals**
What special approvals do we need to seek to achieve equitable development?
- 5. Finance**
How do we pay for the cost of production?
- 6. Construction**
How do we assure equitable labor practices?
- 7. Sale/Rent**
What ownership models assure affordability and equity now and into the future?

Workshop location map

You're invited

Join the GCRA July 16 & 17 from 8:00 to 11:00 AM at **405 SW 5th Ave** in the Porters community for a collaborative housing design workshop.

RSVP by contacting the Project Manager or by visiting gainesvillecra.com/infill
Chelsea Bakaitis bakaitisch@cityofgainesville.org 352-647-6671

Mailers were sent to nearby residents to target "neighborhood" stakeholders.

First Round of Workshops

How might we use this land to build quality housing?

The project team hosted two workshops at both project sites (August 7 and 10, 2021 in Porters Quarters and November 3 and 5, 2021 in Pleasant Street). The workshops included five stations, each offering a different way to engage in the project. Having the workshops on-site proved beneficial because some day-to-day stakeholders “stumbled” into the workshop as they passed by.

Welcome Table

Invite stakeholders into the workshop, provide an overview of the project, and offer informational materials including a “workshop map”.



Survey Gallery

Stakeholders answer a series of questions about housing, neighborhood amenities, and cost-of-living using “dot votes”.



Voice Record

Stakeholders share stories about the site’s history and their recollections of the neighborhood past and present.



Bonfire

Stakeholders participate in a “community conversation” with each other to discuss affordable housing, equitable development, and the neighborhood needs.



Design Studio

Participants collaborate with the design professionals to explore ideas about how the site could redevelop.



Scenes from Pleasant Street



Themes from Pleasant Street Workshops (first round)

Heritage & History

Pleasant Street is one of Florida's original freedman settlements with a rich history of African American culture and economic success.

This site represents an opportunity to reflect on this heritage through the use and architecture of the site.

Incubation

Pleasant Street remains a place of innovation and ingenuity as seen by the neighborhood small business owners. However, rising costs to lease or own makes it difficult for a new generation of entrepreneurs to experiment with new ventures.

The Site Development should support affordable access to business and commercial space for start-up.

Resourcefulness

Because this is City-owned property, neighbors want to see that this project uses public and environmental resources efficiently and in a sustainable manner.

Community Space

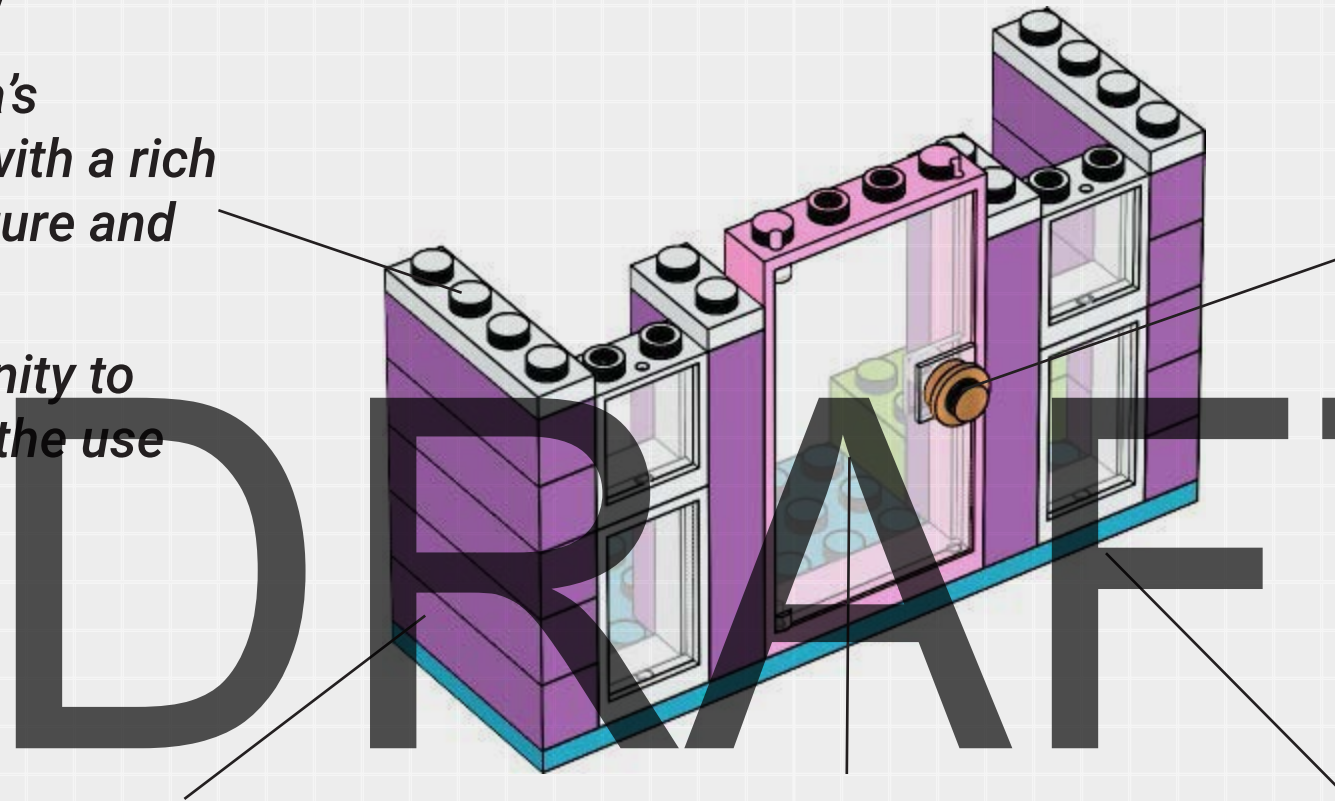
Pleasant Street is already a mix of housing, office, and commercial uses.

This site should build-off this foundation by offering a mix of uses, ultimately with a mission for positive community impact.

Natural Space

The site's tree canopy and natural ground cover helps to characterize this street as comfortable.

Many people use the site as a place for respite and enjoy the perks of natural habitat such as bird calls.





Themes from Porters Quarters Workshops (first round)

Intergenerational Family

Residents cherish the health and well-being of their full families, from great-grandparents to great-grandchildren and aunts, uncles, and cousins in-between. Site development should enhance the ability of families to stay together and pass on a legacy of living in Porters Quarters

Ownership & Wealth Building

Many folks have been excluded from the opportunity to build wealth through land/home ownership. Residents want to ensure that new development in Porters Quarters provides a stepping stone for disadvantaged people to participate in building intergenerational wealth.

Knowing Your Neighbor

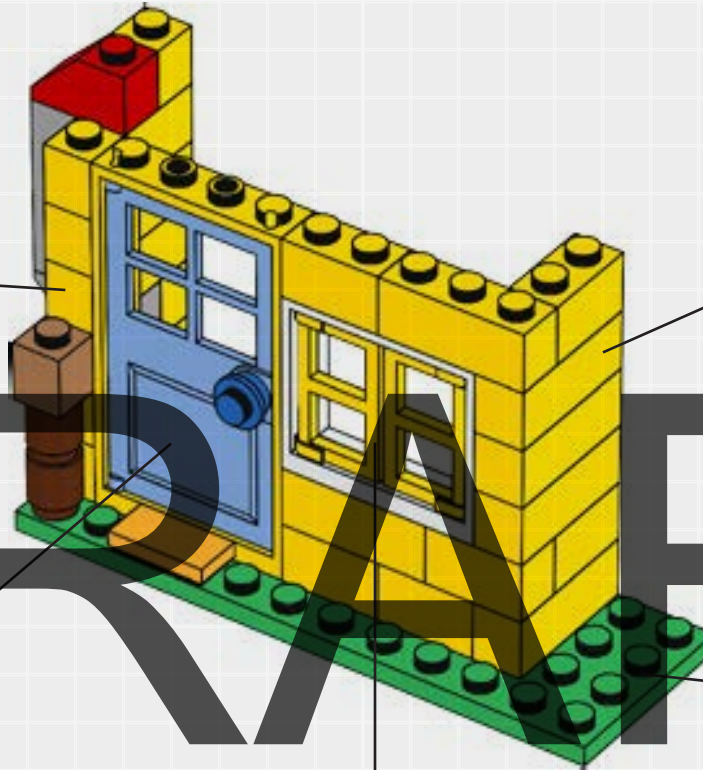
Porters Quarters residents find sense of place, safety, and identity from knowing each other. Many folks grew up together and now have children or grandchildren that are doing the same. Residents want to restore a sense of social cohesion that comes with knowing the people who live next door.

Authentic Design

Residents expect that housing and site design will use materials and architectural styles authentic to Porters Quarters - but more importantly, residents want to have an active role as collaborators and only through genuine inclusion will site design achieve true authenticity.

Play & Natural Spaces

Residents recall a time when Porters Quarters was rich with opportunities for play. This site was once part of a network of play spaces. Mature tree canopy also provides a natural place for people to rest in the shade.



Second Round of Workshops

Do these concepts and ideas match with what you expressed during the first round of workshops?

After circulating the conceptual plans, the project team reconvened stakeholders to review the building blocks including the themes from the previous engagements, ideas about community ownership, and design concepts that align the two. This second round of workshops was instrumental in contextualizing and validating the development priorities for these sites. Overall, stakeholders expressed general appreciation about the conceptual direction of the plans but did offer a number of tweaks and critiques that reshaped aspects of the project’s final deliverable.



Today's Agenda

PART 1:
PROJECT
INTRODUCTION

PART 2:
DEFINING OUR
CHALLENGE

PART 3:
DESIGN

PART 4:
EQUITABLE
DEVELOPMENT
MODELS

Conceptual plans presented at follow-up workshops



Activity cards used to gather feedback

Activity #1:
Who are we designing for?

People: Who are we designing for? What do they need or aspire to have?
- Young couples or families looking for an affordable first home
- retirees / veterans

Place: Why do they want to live in Porters Quarters neighborhood?
- accessibility
- community
- events
- walkability

Product: What housing types/features will meet their needs?
- 1-2 story home with parking
- possibly tied to a first time homebuyer program

Activity #2:
Does this vision match?

What features **match** with the people you're designing for? family
- Prioritize ppl. who rent in PQ to be first considered for affordable home ownership
~~people who don't own cars~~

What features **do not match** with the people you're designing for?
Multi Units (Triplex unit)

What would you change or add to this vision?
- In Triplex:
- allow only retirees or elderly (w/out cars) to be prioritized
- Single Unit ADU - prioritize PQ renters to own this affordable home

Both Pleasant Street and Porters Quarters attendees generally agreed that these projects should provide housing for families and retirees.

Feedback summary

Pleasant Street Round 2 Feedback

Pleasant Street workshop attendees focused their discussion more on specific design elements and less on the community partnership/investment models (presented in Chapter 4). Comments touched on housing unit size, site access/parking, size of porches, open space, and potential commercial uses. Some attendees commented that the partnership/investment models, such as Community Land Trusts, are too complicated.

Attendees found agreement on the need for affordable development but there was respectful differences of opinion about the type and amount of development. Attendees generally fell into the following groups:

- 1. Maximize housing development
- 2. Maximize natural space preservation
- 3. Include community activity space

The **Tension Triangle** below reflects the notion that there are tradeoffs between these three elements due to limitations in physical space and costs.

Porters Quarters Round 2 Feedback

Porter Quarters workshop attendees focused their discussion more on the ownership/community investment models and less on the design elements. There was particular interest among attendees about the Community Investment Trust model, which attendees viewed as a vehicle for leading the redevelopment process in partnership with the City.

As it pertains to design, attendees like the idea of community commercial space and the play area but seemed to prefer smaller, detached dwelling units.

The **Leadership Spectrum** below reflects that the community expressed aspirations to move toward a community-lead project.

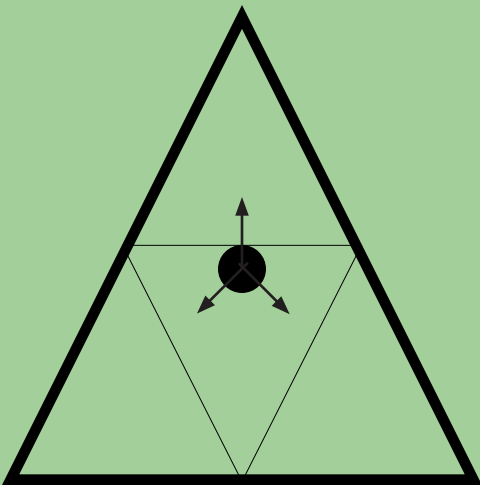
The next chapter explores community-based approaches for development that may inform the process for redeveloping these two sites.

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Tension Triangle: Finding Balance

Housing

Some attendees urged that the site accomodate as many housing units as physically feasible, citing the need for more supply. Others were concerned that proposed units are too small to support family households.



Community Activity

Most attendees liked the idea of a flexible commercial space that could provide floor area for local-owned businesses. Others expressed concern that this location cannot economically support non-residential uses.

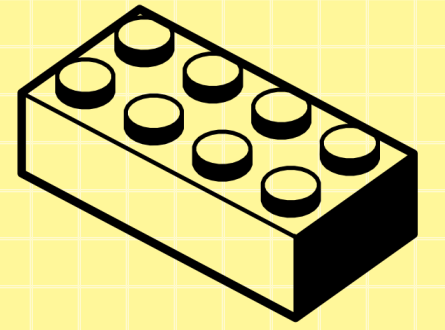
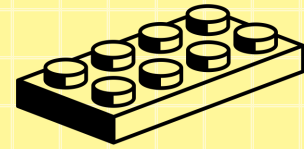
Natural Space

Most attendees seemed comfortable with the amount of preserved open space and tree canopy although some suggested smaller building footprints to allow for additional canopy preservation.

Leadership Spectrum: Community Taking Lead

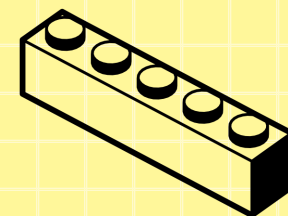
Attendees expressed a desire to play a stronger role in participating in the development process, including having a part in the ultimate ownership of the property.





04 PART 4 Community Partnership Models

How can the City and community partner to deliver equitable development?



Community Partnerships

The project team received direction from the GCRA to explore community-centered models for delivering a housing development that could sustain long-term affordability. The sentiment to explore a community-driven approach was reaffirmed by neighbors who participated in the workshop events.

The City of Gainesville has a track-record of partnering with private entities to build projects that deliver public benefits, such as Depot Park. These types of partnerships are commonly known as Public Private Partnerships (P3s) and can differ widely in how they are structured.

In recent years, Community P3s (CP3s) have emerged as a variation to the conventional P3 model in that they involve community stakeholders, such as local residents, business owners, and community organizations, in the development process including:

- 1. **Defining project goals and objectives.** Community stakeholders can help articulate the project's focus.
- 2. **Participating in planning and design.** Community stakeholders participate in the planning process through formal committees (like the GCRA Advisory Board) or through more informal engagement channels to ensure that the project aligns with the needs and priorities of the community.
- 3. **Advocating for the partnership.** Community stakeholders can help to

- build support for the partnership by sharing information and advocating for the projects to decision makers and other stakeholders.*
- 4. **Providing resources.** Community stakeholders may be able to provide financial support, in-kind donations, and other resources.

For the purposes of this project, the project team investigated three case examples that:

- Demonstrate various elements of a community partnership approach, each reflecting a different role that the local municipality and community could play in delivering affordable development, and
- Explore more “novel” approaches to partnership and investment, such as Community Land Trusts and Neighborhood Investment Trusts.

- The three cases include:
- City of Orlando’s Parramore Homes (City as Coordinator)
 - Hannibal Square Community Land Trust (City as Contributor)
 - Mercy Corps Community Investment Trust (City on the sidelines)

City Led



City of Orlando’s Parramore Homes

The City of Orlando/ CRA is taking lead on coordinating the construction of new homes for sale to qualifying applicants in Parramore, a historically black neighborhood of Orlando.



Hannibal Square Community Land Trust

The Hannibal Square Community Land Trust, a 501(c)3, obtains property through purchase or donation and then leases to low-income buyers on a 99-year ground lease.



Mercy Corps Community Investment Trust

Mercy Corps, 501(c)3, formed a trust that enables East Portland residents to invest in income producing neighborhood real estate.

Community Led

City as Coordinator: Parramore Homes

The City of Orlando/Community Redevelopment Agency built/is building new homes for sale to qualifying applicants in Parramore, a historically black neighborhood of Orlando. Properties are sold “at-cost” with direct subsidy in the form of down-payment assistance (typically 15-20% of at-cost price).



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Initiative aligns with the Parramore Heritage Plan (2015), highlighting the need for affordable housing to support health, safety, and wellbeing in Parramore.



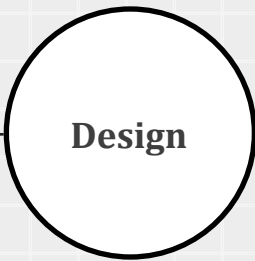
- The CRA partnered with:
- HANDS of Central Florida to provide education and credit score support for prospective home buyers as construction began.
 - Real estate brokers to advertise and show the homes to as many people each weekend.
 - Mortgage brokers to determine what buyers could realistically pay.



The City’s Real Estate Management Division acquires real estate on a continuing basis primarily through Tax Deed resales and as a reprieve for owners with extensive Code Enforcement fines and title issues.



The CRA hosted a design charette in partnership with the U.S. Green Building Council to identify materials and fixtures that would support the home’s long-term sustainability and affordability. The charette considered window placement, energy/water efficient fixtures, and solar boards to reduce attic heat.



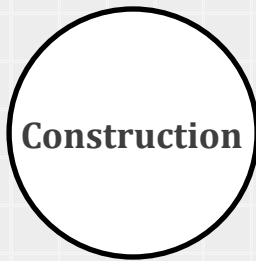
Each lot required “modification of standards” approval from the City Planning Division for reduced setbacks, lot size, and impervious cover requirements as Parramore residential lots are historically smaller and narrower than what the City’s land development code considers the minimum standards.



The CRA secured financing from the Orange County Housing Finance Authority, City Housing and Community Development Department, and CRA funds.



The CRA solicited to hire a Design-Build Firm that could furnish all labor, equipment, and material to design and construct Parramore Homes. The City’s goal in using a Design-Build Firm was to reduce transaction costs between the design and construction phases of development.



The City/CRA sold each home to individual buyers, at-cost, with over \$30,000 of down payment assistance in the form of a 10-year forgivable loan.



City as Contributor: Hannibal Square CLT

The Hannibal Square Community Land Trust, a 501(c)3, (with land donations and other supporting resources from the Winter Park CRA) obtains property through purchase or donation and then leases to low-income buyers on a 99-year ground lease. The buyer can purchase the home without the cost of land and build equity from a portion of the property's appreciation.



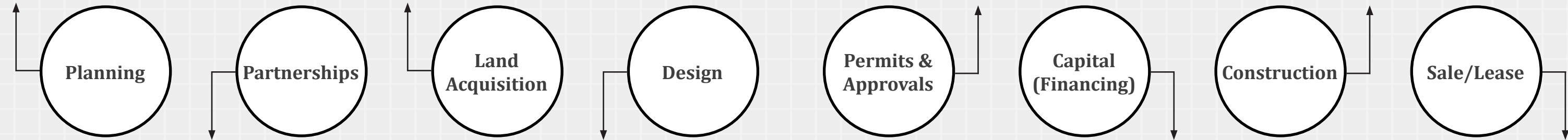
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Westside Housing Task Force, with support from the Winter Park CRA, responded to citizen demands for housing affordability in the historically black neighborhood.

Winter Park CRA gifted the CLT's first 10 lots. HSCLT continues to acquire property through purchase and donations.

The CRA assists Hannibal Square CLT in getting City of Winter Park permit approval. Development areas are typically already zoned for residential.

Hannibal Square CLT works with trusted developers and general contractors to construct homes.



Hannibal Square CLT formed as a 501(c)3 nonprofit corporation. The organization structure includes a board of directors that include community partners.

Art in Architecture designed CLT homes based on input from the Hannibal Square CLT Board, which includes land trust resident representatives.

HSCLT secures project funding with grants (local, state, federal agencies, corporate and private foundations), fundraising events, board giving program, and membership/public investment (residents of the HSCLT, community corporate partners, etc.).

Hannibal Square CLT leases the land to low-income buyers who own the homes on top of the land.

City on the sidelines: Mercy Corps CIT

Mercy Corps, 501(c)3, formed a trust that enables East Portland residents to invest in income producing neighborhood real estate. Investors purchase ownership shares through monthly payments of between \$10 and \$100. A local bank provided a letter of credit assuring investors liquidity and loss protection against any decline in their principal investment. Since inception, investors average 9% return annually. In this case, the community is the primary driver of development with minimal participation from the City of Portland.



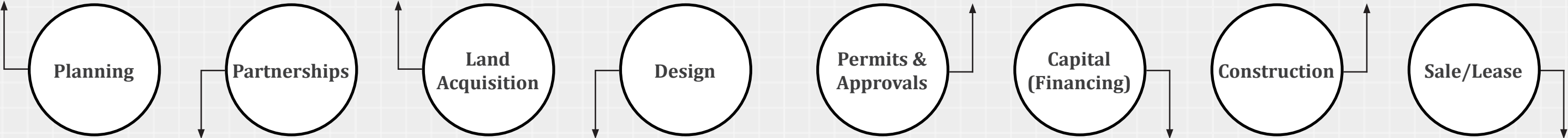
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Mercy Corps surveyed members of Portland neighborhoods where a large percentage of people are renters, asking if they saved or invested. Most people were not saving or investing.

Mercy Corps purchased Plaza 122, a commercial property originally built in 1962

Tenant buildouts require standard building permits from the City of Portland.

Short-term construction loan to finance necessary repairs and tenant improvements.

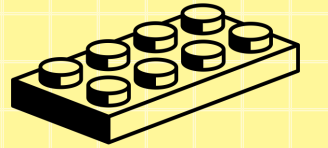
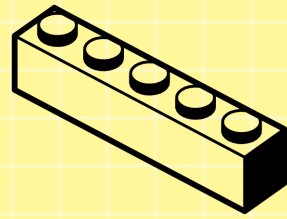


Mercy Corps established the East Portland CIT Corporation (EPCIT) as an Oregon C Corporation with shareholders. EPCIT then formed an LLC to purchase the developed property. Mercy Corps attorneys secured a direct pay Letter of Credit (LC) from a bank, which provides investors with both liquidity and loss protection against any decline in their principal investment over time.

Mercy Corps hires local contractors to design tenant buildouts and other property improvements.

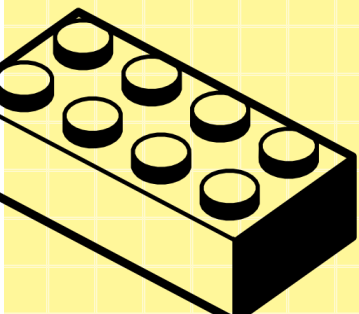
Mercy Corps assembled conventional bank debt in addition to grants and “impact investor” loans (impact investors are investment partners with a social mission). Low dollar investors provided crucial gap financing.

The CIT leases 26,175 square feet of commercial-retail and office space for approximately 27 business and non-profit tenants at any given time. Tenants include African Family Holistic Health Organization, PDX Yellow Cab taxi service, and Faby’s Hair Studio



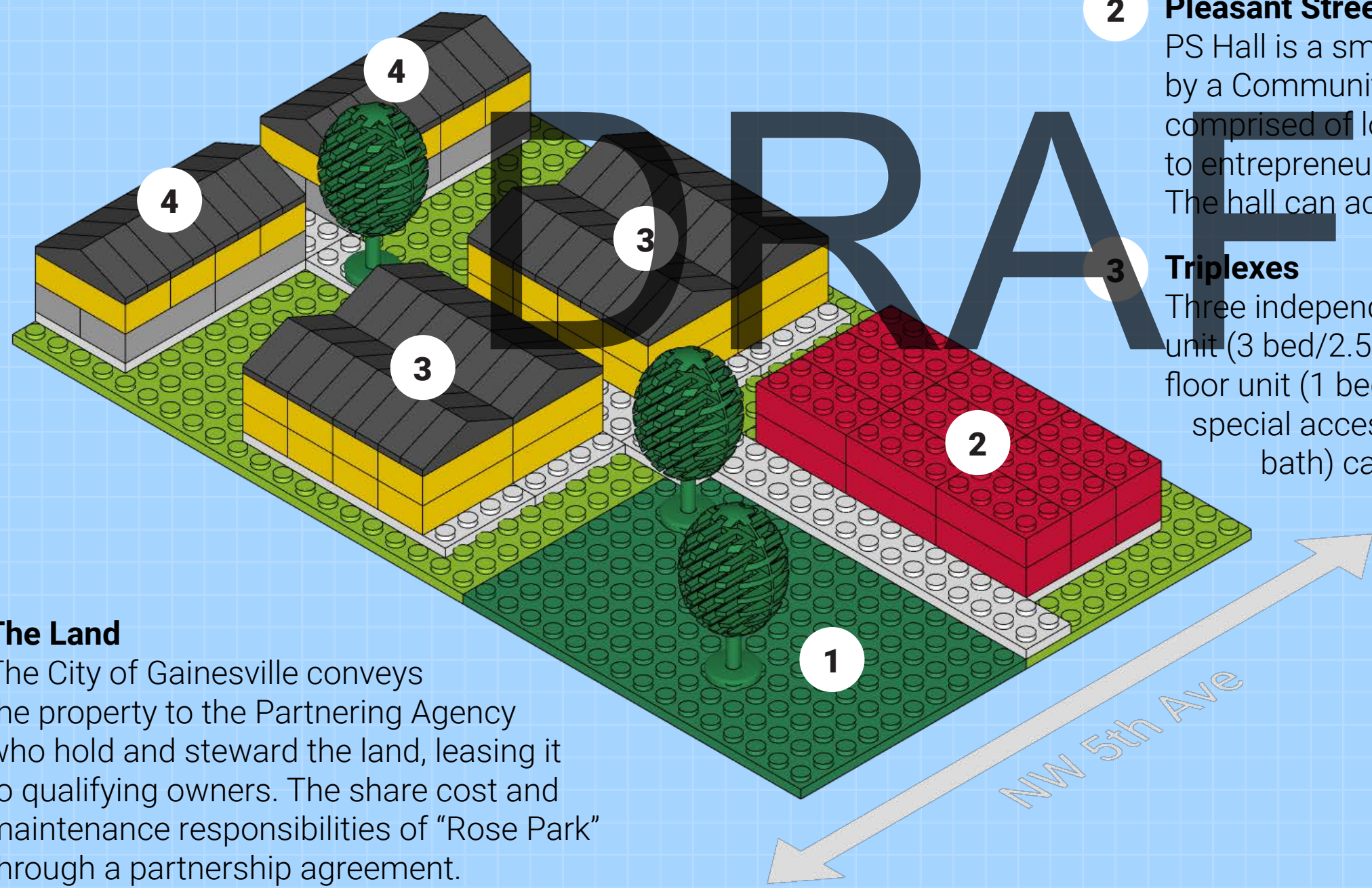
05 BRA Conceptual Plans

How might we design these two sites?



Pleasant Street Collective

Pleasant Street Collective is a primarily live/work community where lower cost-of-living supports burgeoning entrepreneurs to establish their creative dreams. A range of unit sizes aim to accomodate a variety of households types and income levels.



The Land
The City of Gainesville conveys the property to the Partnering Agency who hold and steward the land, leasing it to qualifying owners. The share cost and maintenance responsibilities of “Rose Park” through a partnership agreement.

- 1 Rose Park**
Named after Rose Theater, Rose Park is a public space owned and maintained by the City of Gainesville. The pocket park preserves two of the four Live Oak heritage trees on the property today.
- 2 Pleasant Street Hall - Micro-Incubator**
PS Hall is a small commercial building, owned and maintained by a Community Investment Trust, a for-profit organization comprised of local, small-dollar investors. The leases space to entrepreneurs, structuring rent around their quarterly sales. The hall can accommodate up to three businesses.
- 3 Triplexes**
Three independent residences consisting of (1) a two-story unit (3 bed/2.5 bath) catering to young families; (2) ground floor unit (1 bed/1.5 bath) catering to retirees and people with special accessibility needs; (3) a second-floor unit (2 bed/1 bath) catering to couples or single-parent households.
- 4 Garage Studios**
Two independent residences (1 bed/1 bath) above garages, catering to single-person households. The garage spaces are leased to residents on a quarterly basis.

Community Priorities

Building blocks derived from community engagement in Pleasant Street.

Heritage & History

Pleasant Street is one of Florida’s original freedman settlements with a rich history of African American culture and economic success. This site represents an opportunity to reflect on this heritage through the use and architecture of the site.

Community Space

Pleasant Street is already a mix of housing, office, and commercial uses. This site should build-off this foundation by offering a mix of uses, ultimately with a mission for positive community impact.

Natural Space

The site’s tree canopy and natural ground cover helps to characterize this street as comfortable. Many people use the site as a place for respite and enjoy the perks of natural habitat such as bird calls.

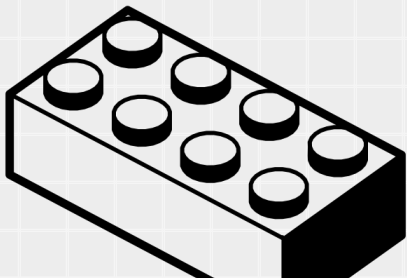
Incubation

Pleasant Street remains a place of innovation and ingenuity as seen by the neighborhood small business owners. However, rising costs to lease or own makes it difficult for a new generation of entrepreneurs to experiment with new ventures.

Resourcefulness

Because this is City-owned property, neighbors want to see that this project uses public and environmental resources efficiently and in a sustainable manner.

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Pleasant Street Collective features a small commercial building with frontage along NW 5th Ave and Rose Park. The building is designed to accommodate a variety of uses including eating/drinking, art gallery, retail, small office/co-working, or even artisanal manufacturing. The space can adapt to the changing needs of two to three small businesses or one larger business. The Community Investment Trust (CIT) would own this building, leasing its floor area to local entrepreneurs and provide support services in partnership with the Center for Innovation and Economic Development with Santa Fe College.



A curb extension replaces two parallel parking spaces on NW 5th Ave to provide area for a monument along Pleasant Street's Heritage Trail. Companion to Rose Park, the addition of two street trees helps to create a "gateway" effect as you walk down the sidewalk. Additional seating offers passersby the opportunity to rest and enjoy the ambiance of Rose Park.

City-owned parking less than a quarter-mile west of this property offers ample free parking to visitors while a "flex-lane" in front of the commercial building can be used for pick-up/drop-off, deliveries, or occasional food truck parking.



Rose Park preserves two Live Oak trees whose canopy creates a "ceiling" of leaves. The park's passive design allows for informal play, picnics, birdwatching, or simple relaxation.

The commercial building features roll-up doors that face the park, offering the opportunity for exchange between the two areas. A promenade between the two serves to extend the activity from the commercial building but also establish delineation from the park. Folks can enjoy food and drink while watching people enjoy the park.



Two triplexes present as townhomes with front and side porches, framing Rose Park and signaling a transition from active-public space to tranquil-private space. The brown units are two-story with 3 bedrooms and 2.5 bathrooms (approximately 1,200 square feet) designed to accommodate young families. The white units are stacked, each about 600 square feet designed with space saving solutions such as multifunctional furniture, stacked washer/dryer, and corner sinks in the bathroom to maximize the small unit size. The ground floor unit has 1 bedroom and 1.5 bathrooms, catering to single-retirees and people special accessibility needs. The top unit has 2 bedrooms and 1 bathroom, catering to single-parent households or couples with a home office.



Each unit is owned by members of the Community Land Trust, who owns the land and leases it on a long-term basis to its members. The front porch of the white units leads to a stairway up to the second-floor unit while the side porches provide direct access to the ground floor unit. The triplexes are split by a walkway that runs to the rear of the property, providing access to the private mews, garages, and studios above the garages.



Private open space between the triplexes and garages is shared by members of the CLT. Residents can use the space for relaxation, small gatherings, and play. The length of the mews allows children to run while the cozy sense of enclosure helps parents keep an eye out.

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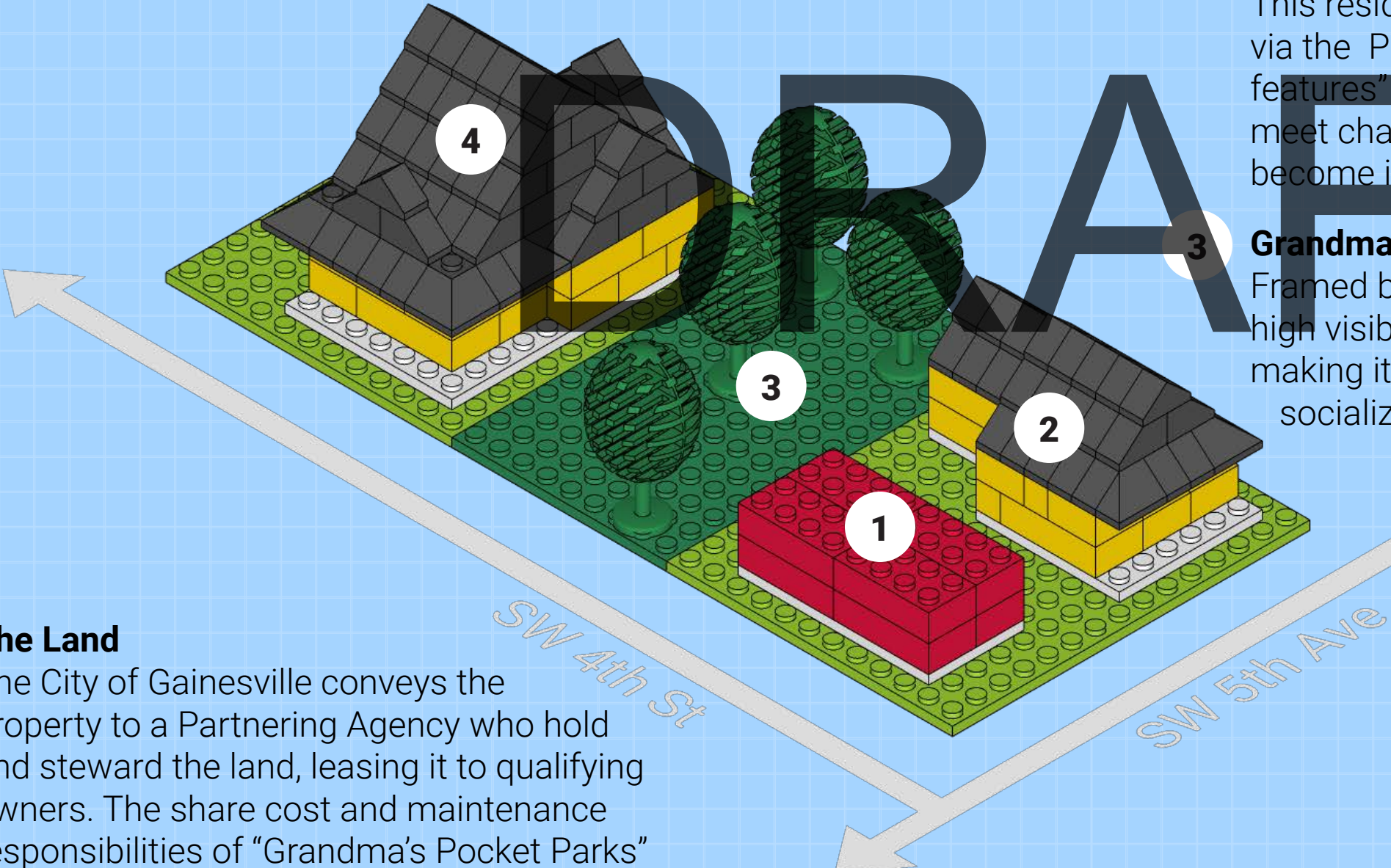
Four studio units, on top of garages, frame the rear of the property, accessible from a shared driveway that connects to NW 4th Street, utilizing a historic public alleyway. The structural design of the triplexes and garage studios are identical (same framing, roof trusses, and floor trusses) to help save on construction costs. The studio units are approximately 300 square feet, catering to single-occupant residents.

The CLT owns the garage spaces, leasing to members on a quarterly basis, which helps to reduce the overall cost of housing for those who do not own cars or do not need multiple parking spaces.

Grandma's Park

in Porters Quarters

Grandma's Park embraces Porters Quarters socially cohesive and playful past by offering multi-generational housing and community space centered around a pocket park.



1 Community Corner
The community corner is a small but highly flexible shell space that allows up to two potential users to share an interior build-out. The building is owned and maintained by a Community Investment Trust, deciding who leases the space with a Partnering Agency.

2 2-Unit Flexplex
This residence is purchased and maintained by a single owner via the Partnering Agency. Movable walls and other “flex features” allow for the owner to easily modify the home to meet changing household needs. Portions of the building can become independent units that owners can lease to renters.

3 Grandma's Pocket Park
Framed by three buildings, this open space and play area has high visibility and can interface with the Community Corner making it an ideal location for caregivers to bring kids and socialize with each other.

4 3-Unit Flexplex
This residence is designed to accomodate multigenerational housing and wealth building allowing one family to purchase the house and use movable walls and other “flex features” to accomodate evolving household dynamics. The structure allows for two to three independent units or one larger unit.

The Land

The City of Gainesville conveys the property to a Partnering Agency who hold and steward the land, leasing it to qualifying owners. The share cost and maintenance responsibilities of “Grandma's Pocket Parks” through a partnership agreement.

Community Priorities

Building blocks derived from community engagement in Porters Quarters.

Knowing Your Neighbor

Porters Quarters residents find sense of place, safety, and identity from knowing each other. Many folks grew up together and now have children or grandchildren that are doing the same. Residents want to restore a sense of social cohesion that comes with knowing the people who live next door.

Intergenerational Family

Residents cherish the health and well-being of their full families, from great-grandparents to great-grandchildren and aunts, uncles, and cousins in-between. Site development should enhance the ability of families to stay together and pass on a legacy of living in Porters Quarters

Play & Natural Spaces

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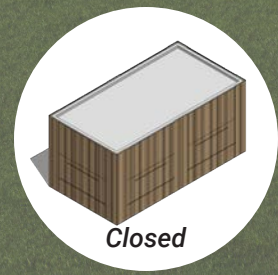


Grandma's Park combines residential, commercial, and open space in a manner that maximizes flexibility and neighborhood interaction. Knowing your neighbor starts with a breakfast sandwich at "the Community Corner" while watching kids play in Grandma's Pocket Park.

The development features "flexplexes" a type of housing structure that can be configured in a variety of ways to accommodate different living arrangements and evolving household needs. This type housing is ideal for serving multigenerational households or people who want to live in a single-family home but also have the option to rent out part of the space to offset their housing costs.

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The Community Corner is designed to maximize flexibility using a special door and window system that can accomodate a range of uses including cafe, small grocery, gallery, or afterschool space.





A portion of the site is preserved as open space, allowing for the protection (and future replanting) of tree canopy which has become an invaluable part of Porters Quarters character over the years. The preservation of this space also celebrates the history of grandparents and grandchildren who shared this space for play and respite.

The preserved area is framed on two sides by structures and openings that maximize “eyes on the park,” an intentional strategy for promoting safe spaces. To the south (left side) the 3-unit flexplex features a wrap-around porch that faces the play space while to the north (right side), the Community Corner features roll-up doors and a seating area that enable natural surveillance.



The 2-unit flexplex faces SW 5th Ave with a porch. A shared driveway between the flexplex and Community Corner provides pedestrian access to the park and vehicle access to a two-car garage at the rear of the flexplex.

The flexplex can be configured as one 3-bedroom, 3-bathroom units (approximately 1,500 square feet) or as two independent units, one on the ground floor unit accessible from SW 5th Ave and a second-floor unit above that stretches over the garage and is accessible from the rear.



Play groups can convene at Grandma's Pocket Park which features a play area with natural play structures and a knee-high fence line to contain small children within eyesight of their caregivers.



Open space to the back of Grandma's Pocket Park allows for more informal and passive activities such as picnics, birdwatching, or simple ball or tossing games.



Owned and maintained by the Community Land Trust, with support from the City of Gainesville, Grandma's Park is open to the public and can have seasonal programming and special events.

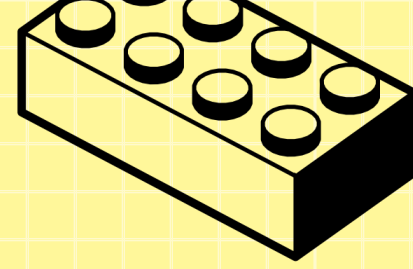


Like the 2-unit flexplex, the 3-unit flexplex can be configured as a single-family unit or accommodate up to three independent households, each with their own entrance, living areas, and facilities such as kitchens (or kitchenettes). This arrangement can adapt to the ever-changing dynamics of for multigenerational living.

A ground floor unit facing SW 4th Street is ideal for the elderly or people with special accessibility needs. This unit includes 1-bedroom and 1-bathroom with a small kitchenette. A two-story unit facing the pocket park is ideal for young families, with 2-bedrooms and 2-bathrooms.

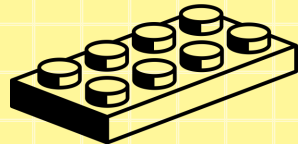
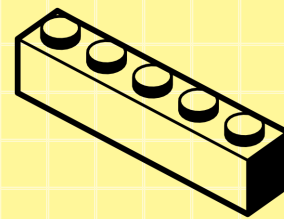
A third unit can be arranged above the three-car garage toward the rear of the lot. This unit is ideal for single or couple households, featuring 1-bedroom, 1-bathroom.

Having the garage to the rear helps maximize porch space at the front and pull automobile parking to the interior of the site, hiding it from the public realm.



006 BRAIN Next Steps

How do we move forward?



Building Blocks Development Model

The **Building Blocks Development Model** outlines a flexible development approach for delivering infill community projects using a Community Public Private Partnership (CP3) approach. A CP3 is a collaborative arrangement between a government agency (such as the City of Gainesville), private sector developers, and community stakeholders to design, finance, and construct projects that address public needs and priorities (**the building blocks**), such as affordable housing.

Potential partner organizations might include:

- A **community land trust (CLT)**. A nonprofit organization that holds the land in trust and sells the homes on the land to qualified buyers, who then have a 99-year leasehold interest in the land. The CLT retains ownership of the land and ensures that the homes remain affordable in perpetuity.
- A **community investment trust (CIT)**. A for-profit organization that raises small dollar investments from local people to help finance small businesses, affordable housing developers, and other community-based organizations.
- An **affordable housing developer**. A for-profit or non-profit organization specializing in developing housing units that are affordable to low- and moderate-income households.
- A **community advisory group**. A formal or informal organization consisting of individuals or group that represent the interests of the community and provide input and guidance on the development of a project.

As the land owner today, the City can dictate their level of involvement and control over the process. Through this process, the City has the option to:

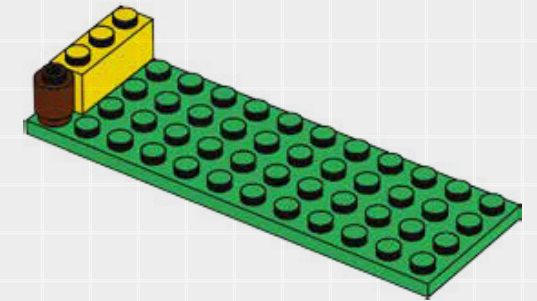
1. **Convey the land.** The City donates the land to help reduce total project costs.
2. **Sell the land.** The City sells the land to one or more buyers and uses the proceeds for the public interest.
3. **Lease the land.** The City enters into a longterm agreement to lease the land, maintaining control for future reinvestment.

Within each of these options, the City can leverage developer agreements, covenants, and other legal instruments to establish conditions of land conveyance, sale, or lease that help the project achieve particular goals.

1. Community-Based Partnership

The City can enter into a Community Public Private Partnership. While the City brings land and access to financing to the table, the partner organization(s) offer expertise in property management, homeownership education and assistance, and experience coordinating development. The City can solicit for potential partnerships and development proposals through their procurement process.

Financial and legal risks associated with redevelopment likely necessitate “performance-based contracts” with specifications on timing, expense, and project delivery.



Next steps:

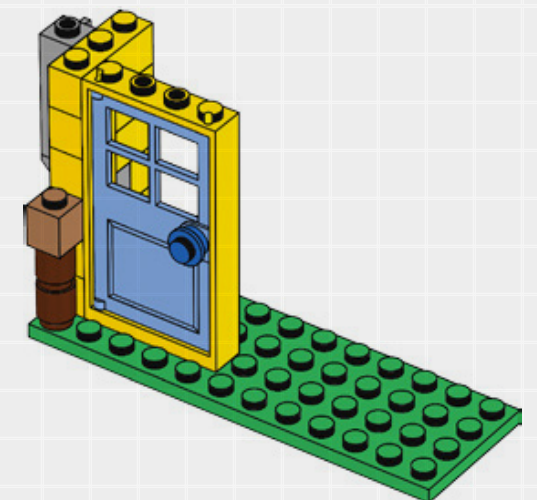
- Research and solicit for partnerships & proposals (consider involving the existing CLT partner).
- Enter into CP3 agreement
- Obtain a project cost estimate

2. Design

The Partnership will contract design and engineering professionals to translate development priorities (program, style, budget, public input) into construction documents that satisfy state and local regulations.

Ideally, the Partnership finds a Design-Build contractor who is capable of sealing construction documents, shepherding the approval process, and completing construction under a single contract. The Design-Build firm should adhere to a performance-based contract established by the Partnership.

Project design will vary based on the type of partnership and/or new “building blocks” established through further public input.



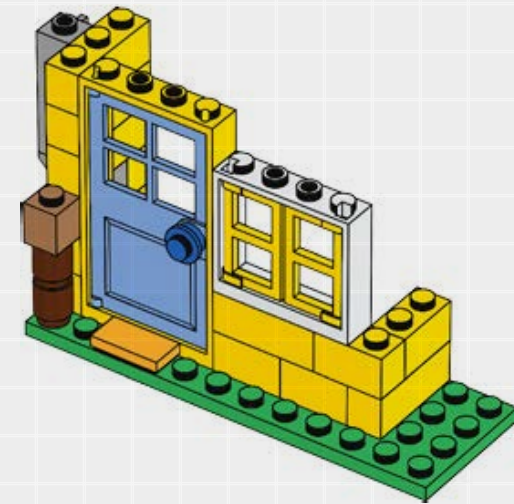
Next steps:

- Establish standards for Design-Build contract
- Solicit and hire Design-Build contractor (local preferred)

4. Approvals

Development will require various jurisdictional approvals, environmental, zoning, building, and fees (impact fees for schools, transportation, and other public utilities). The contractor-entity (design-build) will shepherd the multiple processes related to approvals.

Regulatory agencies can streamline the approval process as well as provide permit fee relief, including impact fee waivers, to help the project achieve affordability goals.



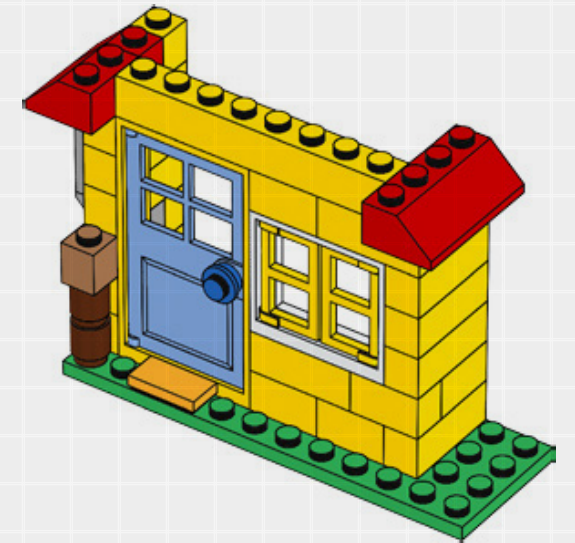
Next steps:

- Shepherd the approval process
- Request fee waivers

6. Construction

The Partnership and Design-Build Contractor, will furnish labor and materials to redevelop the site. To the extent possible, the partnership should derive labor and materials from local sources in support of equitable development.

Construction ends with a “Certificate of Occupancy” from the City of Gainesville.

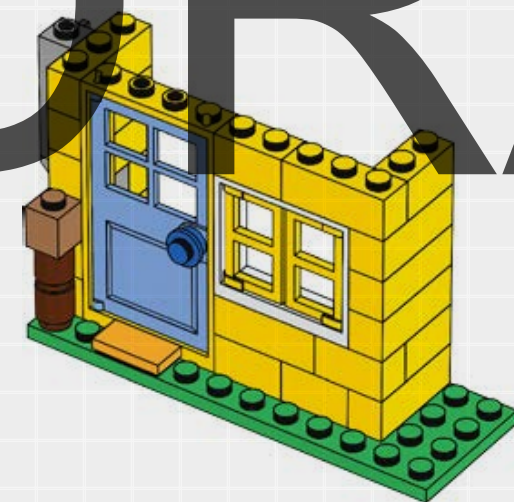


Next steps:

- Partnership will solicit bids for labor and materials (this may be already part of the agreement with the Design-Build Contractor)

5. Financing

The Partnership can assemble financing from multiple debt, equity, or grant sources. Alachua County Housing Authority, Alachua BOCC, and Florida Housing Finance Corporation (FHFC) can provide loans or grants to support redevelopment. The Florida Community Loan Fund (FCLF) is a statewide Community Development Financial Institution (CDFI) that provides financing for mission-driven projects. In addition to land resources, the City of Gainesville can commit public funds. The partnership can acquire conventional bank debt as well. With a “Community Investment Trust” some equity can come from small-dollar community investors. Moreover, impact (or angel) investor loans, investors with a social mission.



Next steps:

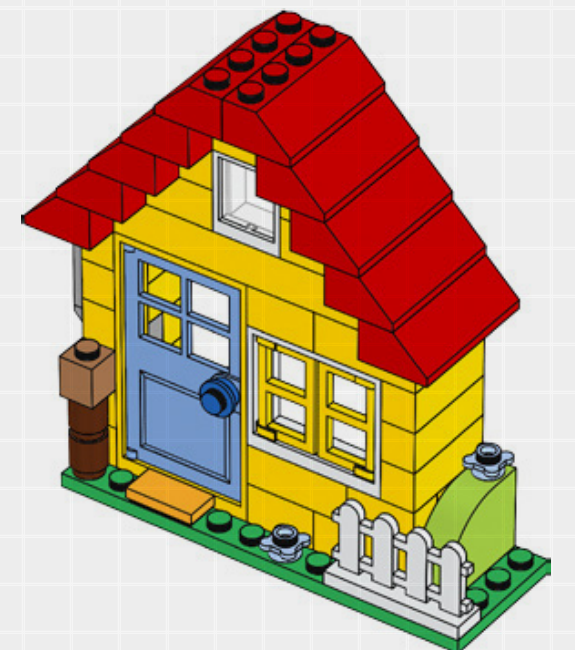
- Create finance strategy.
- Leverage relationships with state and county financing institutions.
- Invite “impact” and community investors to the table.

7. Sale/Lease & Assistance

Once construction is complete, the Partnership can begin executing the conveyance/sale/lease of property.

The Partnering Agency should have right of first refusal to purchase commercial and/or residential units to then lease to tenants.

The City can continue to support access and affordability with financial and educational resources, such as down-payment assistance to support residential ownership or small-business assistance to support commercial success.



Next steps:

- Convey property to CLT
- Begin selling units
- Provide ongoing assistance

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