



City of Gainesville

Office of the City Manager

City Manager Memorandum No. 220087

To: The Honorable Mayor and City Commission

From: Cynthia W. Curry, Interim City Manager

Date: November 8, 2022

Re: **Fiscal Year 2022 Accomplishments Report**

When I accepted the role of Interim City Manager, it was with the full knowledge that the City was grappling with longstanding challenges. I came to the City with a fresh management perspective to help address these challenges and to begin rebuilding trust between internal and external stakeholders in order to move the Commission's priorities forward. I believed then, and still do, that the relentless focus on collaboration in every decision made is key to making any headway in improving General Government operations. There is an urgency to the work we do together, and in order for the vision for our path forward to be successful, it will take all of our dedication.

It is also true that no leader is singularly responsible for the success of an organization, and that is certainly true in the story of this past year. Although I am appointed as the Interim City Manager, I manage with a sense of deliberate intentionality around galvanizing our team and executing Commission directives. The execution is reliant on the work of talented and dedicated community builders, who are united in their determination to meet the needs of our neighbors. Together we are melting down the silos throughout the City.

Throughout this memorandum you will find that under my leadership, we have improved in our coordination and communication as a team, and that has led to successes in delivering the City's services and programs in line with our strategic plan. Some of these successes are highlighted in the following sections, however it is not a complete representation of all the work and effort of the past year. There is also much work that remains to be done, and I am happy to continue building a responsive organizational structure that meets the strategic needs of the City of Gainesville.

STABILIZING CORE OPERATIONS AND INTERNAL PROCESSES

As I began my role as Interim City Manager on November 15, 2022, my main focus has been on stabilization of General Government operations. Over the past year, four critical areas have been the priority:

FINANCIAL SERVICES. The City received several audit findings related to General Government financial operations that required immediate focus and attention. In addition, the Accounting Division of the Department of Financial Services was significantly understaffed and turnover in key leadership positions over the past five years exacerbated silos that impacted departmental

operations. We have made headway in closing out audit findings and are diligently working to finalize the Fiscal Year 2021 annual audit before year-end. More importantly, we have filled key vacancies in the Accounting Division, including: financial services director, controller, financial systems architect, internal control manager, accounting manager, and senior accountant. Due to an unforeseen issue, the financial services director unexpectedly resigned and the controller was appointed to financial services director, now leaving only the controller position vacant. This position is under active recruitment.

WORKDAY. Over the past several months, we have worked as a team to refine the Workday Steering Committee, now co-chaired by Sue Wang, Financial Services Director and Laura Graetz, Human Resources Director. With support from Gainesville Regional Utility IT team led by Walter Banks, we are working to collaboratively evaluate the Workday system to determine next steps for stabilization and improvements. We are also working on building an internal Workday team to fortify subject matter expertise including Workday system specific training and certifications in the City. MacroSolutions, an external consultant hired to assist in this effort, and community builder subject matter experts have begun meeting to discuss issues and potential solutions for implementation over the next several months.

GENERAL GOVERNMENT VACANCIES. There has been a concerted effort by General Government departments to identify key vacant positions and implement recruitment plans. Key appointments under my tenure include: Communications Director (Jennifer Smart, starting November 28, 2022), Financial Services Director (Sue Wang), Human Resources Director (Laura Graetz), Parks, Recreation and Cultural Affairs Director (Roxy Gonzalez), Chief of Police (Lonnie Scott), Housing and Community Development Director/Senior Housing Strategist (Corey Harris), Government Affairs and Community Relations Director (Yvette Carter), Special Advisor for Juvenile Justice and Community Support Programs (Tony Jones), Special Advisor for Sustainable and Equitable Economic Development (Andrew Persons), and Special Advisor for Infrastructure and Capital Projects (Phil Mann).

ORGANIZATIONAL CULTURE. In partnership with my Charter Officer colleagues, a plan to address the City's culture is in development, including:

- Developing a streamlined policy research workflow,
- Increasing leadership training,
- Developing a policy management framework,
 - The Policy Review Committee, which I established on December 7, 2021, has updated the City's G-1 "Policy and Procedure Promulgation" policy to govern the City universally, and refined governing terms in order to align application of a standard city-wide policy management structure. Next steps include review of these documents and creation of a centralized location for accessing policy information.
- Improving internal conflict resolution assistance, and
- Developing a constructive format for capturing employee suggestions for organizational improvements.
 - Format drafted and presented to the Charter Officers.

CHARTER COLLABORATION

ONE CITY. In partnership with the GRU Interim General Manager Tony Cunningham, we have leveraged talent and expertise in the Budget, Finance and Accounting team of GRU to provide

support to the Department of Financial Services for several months while we worked through filling critical leadership positions in the department. In addition, The GRU IT team has provided their full support in assisting with revamping the Workday system primarily used by General Government, and is poised to become the lead for all IT services across the City.

Furthermore, two General Government departments provide services and support across General Government and GRU: the Department of Human Resources and the Department of Government Affairs and Community Relations. These two departments now share a dotted line report to the Interim General Manager to ensure that there is adequate communication in addressing issues as they arise in these areas.

ADVANCING EQUITY. With the Office of Equity and Inclusion as lead, we are piloting implementation of the equity lens in the Cultural Affairs Division of the Parks, Recreation and Cultural Affairs Department. Almost half way through the knowledge lessons provided by the Office of Equity and Inclusion, the Cultural Affairs Division is learning about equality vs. equity, diversity, equity and inclusion, institutional and systemic racism, and the history of how systems became inherently racist and what actions we can take to address it. The Cultural Affairs team will be taking a deep dive into Results Based Accountability as a tool to review current and proposed programming through a lens of equity. This training should go through February 2023. Pre-planning for the next set of divisions in the department to go through the process is scheduled for March 2023.

In October 2022, the Office of Equity and Inclusion delivered an Equity vs. Equality training workshop to the General Government Leadership Team. As we move forward, we will work in partnership with the Office of Equity and Inclusion to roll out an organized equity and diversity based training schedule with General Government departments.

GAINESVILLE IMMIGRANT NEIGHBORHOOD INCLUSION. Upon my arrival at the City, the City was working with the Rural Women’s Health Project and Alachua County to develop a blueprint to address immigrant support services throughout the community. The blueprint was completed and presented by the Gainesville Immigrant Neighborhood Inclusion Initiative Steering Committee in March 2022. Now in the implementation phase, the Office of the City Manager continues to support this initiative under the leadership of the Office of Equity and Inclusion.

SUPPORTING SMALL BUSINESSES. The Procurement Division of the Department of Financial Services participated in the Business Matchmaker event hosted by the Office of Equity and Inclusion on October 21, 2022, where they provided information on how to do business with the City.

ADVANCING COMMISSION PRIORITIES AND THE STRATEGIC PLAN

COMPREHENSIVE PLAN. The City's Comprehensive Plan, ImagineGNV, re-write process is nearing final completion after roughly two years of cross-department collaboration. The newly drafted *Comprehensive Plan* contains policies and practices that will broaden access to affordable homes, quality education, good paying jobs and thriving neighborhoods for all neighbors. The Planning Division of the Department of Sustainable Development is coordinating the



final review and adoption processes for the plan. Next steps include presentation to the Plan Board, City Commission. Once approved, the Plan can be forwarded to the State.

AMERICAN RESCUE PLAN ACT. The American Rescue Plan Act (ARPA) Program was transferred to my office on December 6, 2021. Understanding the need for urgency, we solicited and on-boarded two consultants for program implementation and made significant progress in implementing the Commission's approved funding plan. To date, we have entered into subrecipient agreements with 20 nonprofit organizations representing \$5.8 million or 18% of ARPA funds and have reimbursed \$763,395 to these organizations. We have also advanced other ARPA funded projects such as the Community Resource Paramedicine and Personal Protective Equipment programs (led by GFR), Energy Rehabilitation and Utility Debt Forgiveness programs (led by GRU), and the Violence Intervention program (led by GPD) representing an additional \$4 million or 12.5% of ARPA funds. Over the next several months, we will be finalizing agreements for the Eastside Health and Economic Development Initiative Urgent Care Clinic, the Central Receiving Facility, Community Land Trust, and will move forward with implementing the Affordable Housing recommendations.



AFFORDABLE HOUSING. Under my tenure, the City developed an *Affordable Housing Framework for Discussion* in March 2022 to guide conversations with the community and other stakeholders around affordable housing. Through a series of seven workshops and neighborhood meetings, we discussed housing topics including: affordable housing basics, affordable housing preservation, development and management of a community land trust, first-time homebuyer programs, funding priorities for affordable housing, housing vouchers, infill housing, rental housing programs, inclusionary zoning, exclusionary zoning, information on housing resources and programs offered by the City and other partners. These workshops provided us with feedback to develop the *Affordable Housing Work Plan* presented to the City Commission in July 2022 that guides the implementation of the \$8 million ARPA affordable housing allocation through nine recommendations covering:



- Construction of new single family homes and rental units,
- Rehabilitation programs for owner-occupied residences,
- Expanded down payment assistance for first time home buyers,
- Land acquisition for affordable housing projects,
- Redevelopment strategy for City-owned land,
- Capacity building for local nonprofit organizations focusing on affordable housing construction, and
- Financial and technical assistance for accessory dwelling unit construction.

In order to deliver these initiatives, in July 2022, I consolidated all housing and community development programs from the GCRA to the Department of Housing and Community Development to foster cross functional planning and management under one umbrella. This will also promote improved coordination with external stakeholders and multiple funding streams via a single department.

Housing challenges do not recognize jurisdictional boundaries and I identified a need to strengthen collaboration between the City of Gainesville and Alachua County via a Housing Interagency Working Group. Convened in October 2022, this group consists of key staff from both the City of Gainesville's Department of Housing and Community Development and Alachua County's Community Support Services. The working group meets on a regular basis to discuss ongoing work within both jurisdictions to address housing issues as well as brainstorm opportunities for collaboration, communication, policies, and projects that can positively impact residents in Gainesville/Alachua County. Both the City and the County recognize the need for a more formal platform in which to work on these issues together for the betterment of the community.

We are also making progress with the Heartwood Neighborhood. The eleven Dreams2Reality homes are nearing completion, with the first certificate of Occupancy expected soon. The first home is scheduled to close in mid-November and two more will follow in December 2022. For the market rate homes, five homes are in permitting and are expected to begin construction by the end of the year. The model home was completed in 2021 and was featured in the Builders Association of North Central Florida's 2022 Spring Parade of Homes. We held a construction celebration on October 18, 2022 and many of the homebuyers were able to attend and meet each other.

Another component of addressing affordable housing in the City is the discussion around inclusionary and exclusionary zoning. As directed by the City Commission, the City has moved forward with adopting changes to the Land Development Code that would end exclusionary zoning regulations. Staff is preparing to address inclusionary zoning during FY 2023 as it has the potential to directly address affordable housing by requiring new developments to set-aside a set percentage of units for affordable housing.

Lastly, over the past few months we have worked to negotiate and finalize the Community Land Trust structure and agreement. This is expected to be presented to the City Commission at the November 17th City Commission meeting, and includes a plan to build ten new affordable housing units with funds set aside from ARPA.

DOWNTOWN STRATEGIC PLAN. The Downtown Strategic Plan was approved by the City Commission on October 20, 2022. The Plan was a Top Priority for the City Commission as identified in the City Strategic Plan: 2020-2025-2035. The Downtown Gainesville Strategic Plan is organized around six key findings from community engagement that are manifested in 16 Ideas for the future of downtown. This plan does more than merely set forth a vision for the future growth and revitalization of Downtown Gainesville. It also sets up a practical framework for implementation that will be sustainable and impactful. To this end, I organized a three-day retreat for City staff and external stakeholders to begin planning for implementation of the plan over the coming years and brainstorming opportunities for moving ideas into reality.



Goal 2: More Sustainable Community



Goal 3: A Great Place to Live & Experience



Goal 4: Resilient Local Economy

EASTSIDE HEALTH AND ECONOMIC DEVELOPMENT INITIATIVE. This initiative began as a partnership with UF Health Shands and Alachua County to construct an urgent care clinic. However, upon receipt of a \$4.1 million FTA grant for building a new RTS transit hub, we began to plan for a larger transformational project in East Gainesville. We also purchased an additional parcel of land with GCRA funds (White Electric and Battery Property), which allowed the City to connect the UF parcel of land to the City's owned property at Cornerstone/GTEC. Proposed uses for this site under review include housing, a food hub, other healthcare services, and a community resource paramedic facility.



Goal 1:
Equitable
Community

ZERO WASTE ORDINANCE. On June 2, 2022, the City Commission passed a revised Solid Waste Ordinance that updated Article III, Solid Waste of Chapter 27, Code of Ordinances. The amendments include: adding requirements for commercial generators of solid waste, multi-family properties a/k/a commercially-collected residential properties, and recovered materials registrants, requirements for larger multi-family properties to have lease transition plans to encourage reuse of household goods; requirements for retail prescription drug distributors to provide a take back program for prescription drugs; and new regulations relating to single-use plastic and polystyrene products. This ordinance also includes new definitions related to food waste in order to become more sustainable. Currently Staff is working to implement an educational program to compliment the Ordinance.



Goal 2: More
Sustainable
Community

ADDRESSING GUN VIOLENCE. In January of 2022, the City Commission recognized youth gun violence as a local issue that has worsened in the aftermath of the COVID-19 pandemic. The Commission agreed to participate in the National League of Cities Institute for Youth, Education, and Families City Cohort Initiative: Improving Community Health and Resilience through the Arts in partnership with the One Nation/One Project (ONOP). The Office of Government Affairs and Community Relations is leading this project joined by internal partners to include the following departments: Parks, Recreation and Cultural Affairs, Juvenile Justice and Community Support Programs, Gainesville Fire Rescue, and Gainesville Police departments. External partners include local neighbors, University of Florida, Santa Fe College, Alachua County Public Schools, Community Foundation of North Central Florida, Alachua County Health Department, Milken Institute School of Public Health, Bloomberg Philanthropies, and the World Health Organization.



Goal 3: A Great
Place to Live &
Experience

In July 2022, I created the Department of Juvenile Justice and Community Support Programs, led by former Chief of Police Tony Jones, to work on reducing gun violence and providing leadership and support to violence intervention programs for at-risk youth and young adults in the community. The Department is focused on developing and enhancing community support programs that concentrate on violence intervention, prevention and public safety working hand in hand with GPD and community partners throughout the community.

CLARENCE R. KELLY CENTER. The City of Gainesville completed construction on the Clarence R. Kelly Community Center and Park after three years of planning, outreach and focus group meetings. Work on the new \$2.3 million community center was completed in June 2022 and consists of a new 3,800 square foot space with two large multipurpose event rooms, a catering kitchen, offices, a game room, activity rooms, computer lab, reception area, lobby and storage. Improvements to the outdoor space include a new playground, adult fitness equipment, an event



Goal 3: A Great
Place to Live &
Experience

lawn, walking trail, community garden, full-sized, lighted basketball court and landscaping. The center provides vital community gathering space within the Greater Duval Neighborhood and space for programming for both seniors and young people in the neighborhood.

COMMUNITY RELATIONS. In order to provide enhanced community engagement, I consolidated all community engagement programming under the Office of Government Affairs and Community Relations. In effort to provide a structured approach to managing our community relationships, we developed the *One City One Community Relations Plan* that outlines the City's approach to community outreach, engagement, partnerships, investments and advocacy.



In addition, I implemented a community focused initiative that prioritizes a **Facilitative, Innovative, Restorative, Supportive, and Timely (F.I.R.S.T.)** approach to neighborhood needs in the City. Community F.I.R.S.T. is an innovative effort to move City Hall to the doorsteps of all the communities and neighbors to work together to improve the quality of life and promote a stronger and more vibrant Gainesville. Neighborhoods with active programs in the past fiscal year include: Porters Quarters (led by Chief Dixon), Springtree/Hazel Heights/Cherry Tree (led by Chief Scott), Sugarhill (led by PRCA Director Roxy Gonzalez), and Pine Ridge (led by Special Advisor Tony Jones). We are working to go live with programs in the University Park/Florida Park, Greater Duval, and 5th Avenue/Pleasant Street neighborhoods in Fiscal Year 2023.

We also hosted two Community Services Fairs during Fiscal Year 2022: June 25th (at the MLK Center) and September 24th (At Howard Bishop Middle School). The goal of these fairs is to intentionally share with our neighbors services and resources available to them and to educate them about City operations. We had over 250 neighbors attending each event and plan to continue delivering these quarterly in FY 2023.

UNIVERSITY AVENUE AND 13TH STREET REDESIGN. The University Avenue Complete Street Design Concept Study was identified in the City's Vision Zero Framework. The University Avenue plan presents a systematic redesign of the street to reduce fatalities and severe injuries. The Study was completed in record time, between March 2021 and April 2022. Serving as the template for the Implementation Plan, the Design Concepts were finalized and adopted by the City Commission in April 2022. The next phase of this work consists of a Project Development and Environment Study (PD&E) and Design for the reconstruction of University Avenue and W 13th Street as complete streets. The PD&E study began on September 19th and will take approximately 18 months to complete.



CADET PROGRAM. The Community Action through Development, Education and Training (CADET) Program is a pre-apprenticeship opportunity intended to assist youth and young adults in obtaining the required education and training necessary for a career in law enforcement, fire and rescue, or utilities with the City of Gainesville. The Gainesville Police Department, Gainesville Fire Rescue and Gainesville Regional Utility are working together with Santa Fe College and CareerSource of North Central Florida to implement the program.



8th AVENUE AND WALDO ROAD. We have collaborated with the County to expand the GCRA boundary at the corner of 8th Avenue and Waldo Road. The City Commission approved this change on October 20, 2022. This expansion will allow the GCRA to support the planning and redevelopment around the intersection at 8th and Waldo, Citizens Field, and the Martin Luther King, Jr. Multipurpose Center, Fire Safety City, and leave open any future opportunities that come out of the future Feasibility Study for the potential Sportsplex.



Goal 4:
Resilient Local
Economy

CITY WEBSITE. The City's new website launched on June 1, 2022. An 18-month project, with over 500 pages migrated and/or revised for improved content, we created a more streamlined user-friendly experience. Prior to go-live, we conducted end-user testing with 175 neighbors. The new website has been viewed 1,168,000 times by 135,000 users in 43 languages. We have received feedback from 1,420 neighbors and we continue to monitor for improvements based on feedback received.



Goal 5: "Best in
Class" Neighbor
Services

PUBLIC WORKS DEPARTMENT REACCREDITATION. The Department of Public Works has received full accreditation by the American Public Works Association (APWA) for the fourth time. Open to all governmental agencies with responsibilities for public works functions, initial accreditation from APWA is a four-year period, during which time semi-annual updates are required to demonstrate continuing compliance. After that time, there is a reaccreditation process which builds on the original accreditation, encouraging continuous improvement and compliance with newly identified practices. APWA's accreditation process includes five major steps: self-assessment, application, improvement, evaluation and accreditation. Gainesville's Public Works department was the 53rd agency in North America to be awarded APWA Accreditation in 2007.



Goal 5: "Best in
Class" Neighbor
Services

STRATEGIC PLANNING. For the first time in the development of the City's strategic plan, the Department of Strategy, Planning and Innovation convened all six Charter Officers who worked to productively collaborate and discuss the strategic direction of city operations. The City Commission held a workshop to update the plan and the Charter's recommendations were provided and reviewed at that time. On June 2, 2022, the updated plan was approved by the City Commission for implementation.



Goal 5: "Best in
Class" Neighbor
Services

COMMISSION DIRECTIVES

FEASIBILITY STUDIES. Staff issued two solicitations for Cultural Arts Center and Sportsplex consultants to assist Staff with evaluating these potential projects in East Gainesville. The Cultural Arts Center consultant is on board and working with the Department of Parks, Recreation and Cultural Affairs. A recommendation for the Sportsplex consultant will be made at the November 17th City Commission meeting.

UNSOLICITED PROPOSAL POLICY. Staff developed an unsolicited proposal policy to encourage investment in the City by private entities to facilitate funding sources for the development of public projects and to provide for the greatest flexibility in contracting for public projects under Florida Statute 255.065. The City Commission approved the unsolicited proposal policy on April 7, 2022 with a sunset date of November 1, 2022.

REVITALIZING EXTERNAL STAKEHOLDER RELATIONSHIPS

SUPPORTING OUR COMMUNITY. My role as Interim City Manager is not only internal facing but external as well. It is important to also interact with civic, governmental, and community-based organizations. In order to foster and develop these relationships, and to remain true to my desire for nurturing collaboration, I have become a member of the Women's Giving Circle of North Central Florida, accepted an invitation to serve on the Community Foundation of North Central Florida Board of Directors, and serve as a Silver Lifetime member of the Alachua NAACP Chapter. I have also engaged in activities that strengthen the City's relationship with the School Board of Alachua County, Greater Gainesville Chamber, Santa Fe College, and the University of Florida.

FRIENDSHIP 7. I participated in a series of meetings to better understand the common themes that connect the strategic plans of the organizations that comprise the Friendship 7. There are opportunities to be explored, and I remain excited about the next chapter in this process.

Attachments:

- A. Draft Comprehensive Plan – ImagineGNV
- B. Affordable Housing Framework for Discussion – March 2022
- C. Affordable Housing Work Plan – July 2022
- D. One City One Community Relations Plan

cc: Laura Graetz, Human Resources Director

Interim City Manager FY22 Accomplishments Report – Attachment A
Draft Comprehensive Plan – ImagineGNV



Imagine

GNV

**Imagine GNV - City of Gainesville's
Comprehensive Plan**

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Meet Erica

Erica is a 36-year-old Black mother of two, born and raised in East Gainesville, where she and her family live today. Like many of her neighbors, Erica takes pride in her work as a teaching assistant, considers her neighbors and church community as an extended family, and enjoys spending time with her kids (well, most of the time).



36-year-old single mother of two

Works 40 hours per week as a teacher's assistant and makes \$11 an hour

Dreams of being a teacher and takes a class at night to work toward that goal

Yet Erica also faces challenges getting by in Gainesville.

- Even though their apartment is poorly maintained and floods every time it rains, Erica can't find safe housing that she can afford and that fits her family's needs.
- Because buses do not run near her home, it takes Erica more than an hour to get to and from work each day and sometimes even longer to take her children to the doctor.
- Erica dreams of becoming a teacher but has had to skip too many of her night classes because there are no afterschool or childcare options near her home.
- While she tries to keep up with the news, Erica just learned about a new real estate project in her neighborhood that is up for a vote this week. She has concerns about how the project will affect her rent and local flooding issues, but she feels that it's too late to weigh in. And, after all, who would listen?

All these realities can be shaped by the City of Gainesville's Comprehensive Plan. Through our work with neighbors across Gainesville, and especially in predominantly Black and low-income communities like East Gainesville, this update to the Comp Plan – **Imagine GNV** – seeks to improve the lives of the thousands of people like Erica who call this city home.

The policies and proposals in this plan aim to improve access to quality affordable housing, create better options to get around, improve access to community resources like childcare, create more options for quality jobs, improve community health and the environment, and make sure that all neighbors – especially those communities that have been excluded from decision-making in the past – are actively engaged in decisions that affect their lives.

Introduction

The city of Gainesville has been a center for business, education, government, and more for over a century, but not all residents have benefited from Gainesville's growth in the same way. Imagine GNV is a strategy to start creating a future Gainesville where all people can live up to their full potential, regardless of their race or background. This strategy builds on strengths across our communities today to overcome racial disparities and guide growth over the next 10 years while reflecting our shared values of racial equity and inclusion.

In Gainesville today, who you are determines where you live and much about your life outcomes. Even before the COVID-19 pandemic, in Alachua County:

- Black household incomes averaged \$32,000, compared to \$51,000 for white households.
- In 2009, the latest year for which complete data are available, white males had a life expectancy over five years longer than Black males.¹
- Black unemployment was almost twice the rate (15%) of white Gainesville residents (8%).
- 45% of children in Black families suffered from poverty, more than 3X the rate of white children.
- In 2015, white third-graders were drastically more proficient in reading at 74%, compared to only 28% of their Black peers.²

These deep and persistent disparities are closely linked to decades of economic discrimination, housing segregation, and neighborhood disinvestment that deprived Black Gainesville residents of the wealth-building opportunities that their white neighbors enjoyed. As city, state and federal policies subsidized homeownership for white residents, redlining and racial covenants blocked Black and non-white families from moving into “high-value” neighborhoods. This placed them farther from quality jobs, schools, and parks. Public housing was located far from these resources and underfunded by the federal government, further worsening housing conditions for low-income residents. Primarily non-white neighborhoods have received less public investment in transit and other infrastructure and have lacked basic community services such as groceries, health centers, and childcare.

The legacy of this inequity and injustice is alive today in Gainesville. Because of these factors and more, Black, non-white, and low-income Gainesville residents have poorer access to quality housing, jobs, and community resources. As Gainesville’s population grows, some non-white neighborhoods are facing pressures from displacement as new development increases land values and rents. When the government makes decisions about growth and investment, high-income residents, large businesses, college students, and tourists have traditionally had a louder voice and more influence than Black, non-white, and low-income communities.

Recent Efforts to Address Racial Equity

Since 2017, the City of Gainesville has sought to realign City policies to address inequity in Gainesville. Efforts have included:

- Updating housing regulations and developing a strategy to create more affordable housing.
- Uncovering the locations of racial covenants across the city.
- Testing new shuttle routes and other strategies to better connect east and west Gainesville.
- Supporting community-driven plans in underrepresented neighborhoods to define residents’ goals and aspirations for the future.
- Studying disparities in the use of minority- and women-owned businesses for City contracts.
- Developing a “Racial Equity Toolkit Assessment” to take racial disparities into consideration when making City funding decisions.

In 2019, the Gainesville City Commission identified the need for a citywide plan that ties together these and other efforts to address inequity. Commissioners charged City departments with “explicitly naming and addressing the historic and current impacts of institutional and structural racism in our policies, procedures, programming, initiatives, and budgetary decisions,” and developing a plan that “not only includes shared distribution of the benefits and burdens of growth and investments, but also partnership in the process resulting in shared decision-making and more equitable outcomes that strengthen the entire city.” In November 2019, City Commissioners chose to achieve these goals through an update to the city’s Comprehensive Plan.

What is a ‘Comp Plan’?

The City’s Comprehensive Plan (or Comp Plan) is a legally binding document that guides decisions and investments affecting nearly every aspect of life in Gainesville.

The State of Florida requires that cities update their plans every 7 years. The plan must include goals and policies on issues ranging from how land can be used to how funds are spent on roads, buses, sewers, and parks. Those goals and policies have the power to require certain actions by government, private developers, businesses, and others.

Today’s Comprehensive Plan does not go far enough. The Plan fails to acknowledge racial inequity despite historic injustices and current disparities. It does not identify responsible agencies or ways to mark progress – there are no clear “do’s and don’ts” for City leaders and staff. There is a lack of clarity around how communities should be engaged, how the plan’s goals should guide decision-making, and the role of the Comp Plan in the

City’s budgeting and policymaking. While the challenges facing residents are interconnected and require coordinated action, the current plan consists of individual chapters, or “elements,” that do not speak to one another. The plan is not accessible or readable to most people who live and work in the City.

What is Imagine GNV?



Imagine GNV – the City’s latest plan update – meets State guidelines but also adds new goals and strategies that aim to confront longstanding racial disparities to make Gainesville a place that works for everyone. Imagine GNV lays out priorities and actions the City will take over the next decade to reinvest in communities historically left out of the planning process, including predominantly Black communities, to address the impacts of structural racism. This plan identifies how current City actions reinforce racial inequity and uplifts policies that will expand access to affordable homes, quality education, well-paying jobs, and thriving neighborhoods.

Three pillars guided the development of Imagine GNV:

- 1. Center Black and Marginalized Residents in Gainesville.** By focusing specifically on the urgent needs and concerns of Black and marginalized neighbors, the City’s priorities and decision-making processes can address needs that have been unmet for generations to build the foundations for a more equitable and inclusive economy and community.
- 2. Involve the Whole City Organization.** By working with staff and experts that focus on different aspects of city life, the plan can ensure that strategies and city staff will work better together to improve quality of life.
- 3. Generate Accountability and Action.** By including specifics on how the plan will be implemented, and naming responsible parties, this strategy will set a new foundation for collaboration, action, and transparency.

The plan’s powers include:

Rules and Protections: Imagine GNV establishes rules that the City and private actors must follow to support and protect the community. For example, whenever a developer wants to construct housing above what is allowed for that neighborhood, they need to seek approvals from the City. City staff will look to Imagine GNV to determine whether the developer’s plans support the City’s long-term goals.

The City will use Imagine GNV to guide major decisions about how the City should grow and how funds should be invested.

Spending and Investment: Imagine GNV sets goals to prioritize City spending on staff, facilities, projects, programs, and resources. For example, the City operates several health care centers across Gainesville but none are in East Gainesville. When allocating budgets for new facilities and facility repairs, City departments will look to Imagine GNV to determine what and where to prioritize spending.

Public Participation: Imagine GNV defines how the City should engage and collaborate with communities, businesses, and government partners. For example, whenever the City creates a plan or makes a decision regarding a new policy or development, City staff will look to Imagine GNV to shape how the City should work with residents to make decisions.

Who Shaped this Plan?

Hundreds of Gainesville residents and stakeholders provided input that shaped this plan, participating in one of the city's most robust engagement efforts to date. Between January and September 2021, City departments partnered closely with communities historically left out of the planning process, including predominantly Black communities, to gather input on the existing Comp Plan and community priorities for the future of growth and investment in Gainesville. Due to the ongoing nature of the COVID-19 pandemic, most activities were conducted virtually, though some were hosted locally by neighbors and community groups. ImagineGNV outreach included:

Conversations-In-A-Box: The City invited community members to host their own Conversation-in-a-Box meeting with their neighbors to gather ideas on how to create a better future for the city. Conversations-in-a-box is designed for use by neighbors, advocates, and local organizations to gather at a convenient time and place to discuss ideas and share it directly with city staff. With this new engagement tool, five meetings were hosted by neighborhood associations, residents, and local businesses.

Public Comment: The City gave the pen to all community members, inviting feedback early in the process and on multiple drafts of the plan before it was finalized. Feedback was collected through an online platform called Konveio, which provided an opportunity for members of the public to view and comment on draft language.

Listening Sessions: The City hosted three virtual gatherings to discuss Racial Equity, Housing Justice, and Economic Justice in Gainesville attended by nearly 165 community members. Each session had a brief presentation to describe the Plan's power as a tool for racial equity and then split into breakout groups to co-create a vision for an equitable Gainesville. Breakout groups were facilitated by city staff who lead and implement this work on a day-to-day basis. For many of these staff members, it was the first time they facilitated a conversation with residents, and this experience provided the city staff with the training and tools needed to host a new type of meaningful, interactive dialogue in the future.

Paid Fellowships: As an integral component of the Imagine Gainesville planning process, the City of Gainesville recruited a cohort of ten Gainesville residents and students – representative of historically and presently marginalized groups – for a 5-month paid fellowship, running from February to June 2021. The Imagine Fellows learned about the City's current Comprehensive Plan and policymaking process, worked in collaboration with City staff to shape Imagine GNV, and supported engagement with the Gainesville community to gather input that influenced this plan.

Survey: Collected data and feedback from community members on what a more equitable Gainesville will look like. Of the respondents, we heard that housing, jobs & the economy, and health & education are the most pressing racial equity concerns in the community.

[PLACEHOLDER FOR INCLUSION OF INFORMATION ABOUT RESPONSES COLLECTED VIA ONLINE PUBLIC COMMENT UPON CONCLUSION OF PUBLIC COMMENT PERIOD]

[PLACEHOLDER FOR LANGUAGE AND GRAPHIC TO BE UPDATED UPON CONCLUSION OF THE PUBLIC SURVEY PERIOD]

The Imagine GNV Fellowship was created to ensure that neighbors were able to talk to neighbors about Imagine GNV, to receive authentic feedback, and to generate potential pathways forward by centering the people most impacted by racial disparities in Gainesville. Ten fellows were selected to learn about the comprehensive plan update and develop plans to engage their communities. The fellows created surveys, met with family, friends, fellow co-workers, students and colleagues between April and June of 2021. The following insights were gleaned from those conversations.

Three main issues uncovered by the Imagine GNV Fellows:

1. Lack of community understanding about what the city does and doesn't do: Who does what? What are the processes? How do projects get funded?
2. Lack of trust that anything will change: 3 main things that haven't changed over time:
 - Access to housing,
 - Access to decent-paying jobs and relevant job training,
 - Displacement in historically African American neighborhoods
3. Lack of visible and positive change: Communities give feedback but then nothing happens OR what does happen isn't what they wanted to happen.

Who Shaped this Plan?

Main priorities for Fellows and the communities they spoke with:

1. Senior/youth opportunities: increasing gun violence is a result of a need for more access to employment opportunities, cultural opportunities, and intergenerational community-building. Seniors of color want to play a role in remedying this situation as community elders but lack a method of doing so. Comments include:
 - “More structured activities for young children would be good. I have 2 children 7 & 5 years old. After school there is nothing for them to do in East Gainesville.”
 - “We most certainly do need more educational programs for the children here. After school they still need to be stimulated. I’m in the NW section of town, around 5th Avenue.”
 - “My grandkids play at home because they don’t have anywhere to go.”
 - “I’m in the SW and there is no place for my kids. They are stuck in the apartment after school. I will be getting a car really soon so I will be able to take my kids to other places to play.”
 - “There is no place for the elderly Black people to go to and socialize with other people their own age.” “There is nothing here for seniors since the senior center was moved across town.”
 - “I hope there will be something for the elderly to do at the new center on 8th avenue (Kelly Center).”
 - “We have a new playground in my neighborhood, but there is nowhere near here for my daughter to go for educational programming outside of school.”
2. Limited transportation: Community members must often cross town to work and play.
3. Housing access: Housing access is a challenge – becoming a homeowner is still a dream for many residents but it’s increasingly out of the realm of possibility for many if not most longstanding renters. Home prices have increased dramatically and even those who have been saving for homes are currently unable to afford anything within their price range in the city. Rental costs are steadily rising as well.
4. Food access: Food access is a challenge both in NE Gainesville but also in SW Gainesville. Although the city lines may be drawn in a way that excludes African American residents of SW Gainesville, those residents still very much work in the city, make use of the city’s transportation options, pay GRU bills, and feel they shouldn’t be forgotten in the city’s development and planning processes. Many of them used to live within city lines in historically Black neighborhoods and housing – e.g., Seminary Lane and Kennedy Homes, and have been priced out of their former neighborhoods and unable to return.
5. Community self-determination: Community needs support to improve itself (rather than having improvements come from outside in: “We don’t want people to come here to save us. We have our own ideas.”
6. UF student jobs and housing: Students want to remain here to do work that has meaning and impact for business and for social change. Job opportunities and living opportunities are limited for former students. Many UF students expressed a desire to live in housing that’s more integrated into the Gainesville community: “I don’t want to displace anyone by moving into their neighborhood, but I feel like I am living completely separately from people who aren’t students. There are student apartments and areas and then there’s the rest of Gainesville. I rarely interact with anyone who isn’t a student or professor. This isn’t by choice. It’s by design. Could things be designed differently?”
7. Budgeting and development decision-making: “I had no idea money from GRU went to pay for things happening in the city. How do you decide which departments get money?”
8. Desire to better understand how the city works and what’s happening here: “Why doesn’t the city just put more restaurants and stores in East Gainesville?” “How can we get more investment in our neighborhood without having to leave our neighborhood?” “I know we have a center over here, but I’m not aware of what programming they have for seniors.” “I don’t know how to find out when there is programming and entertainment offered by the city. I don’t use a computer much.”



Who Shaped this Plan?

During the listening sessions, we discussed:

What would an equitable Gainesville look or feel like to you?

- “Acknowledging the past inter-generational trauma, people who have been and are currently discriminated against, and exclusionary practices that have happened. And keep that in mind while we think of a more equitable future, newcomers to Gainesville need to be able to be aware of and find how to get connected to communities.”
- “An equitable Gainesville in terms of health, for me, looks like having equal access to all things health related. From medical, healthy food options and alternative health methods that are not overpriced.”

What are the most pressing racial equity concerns in your community that you’d like the Comprehensive Plan to focus on?

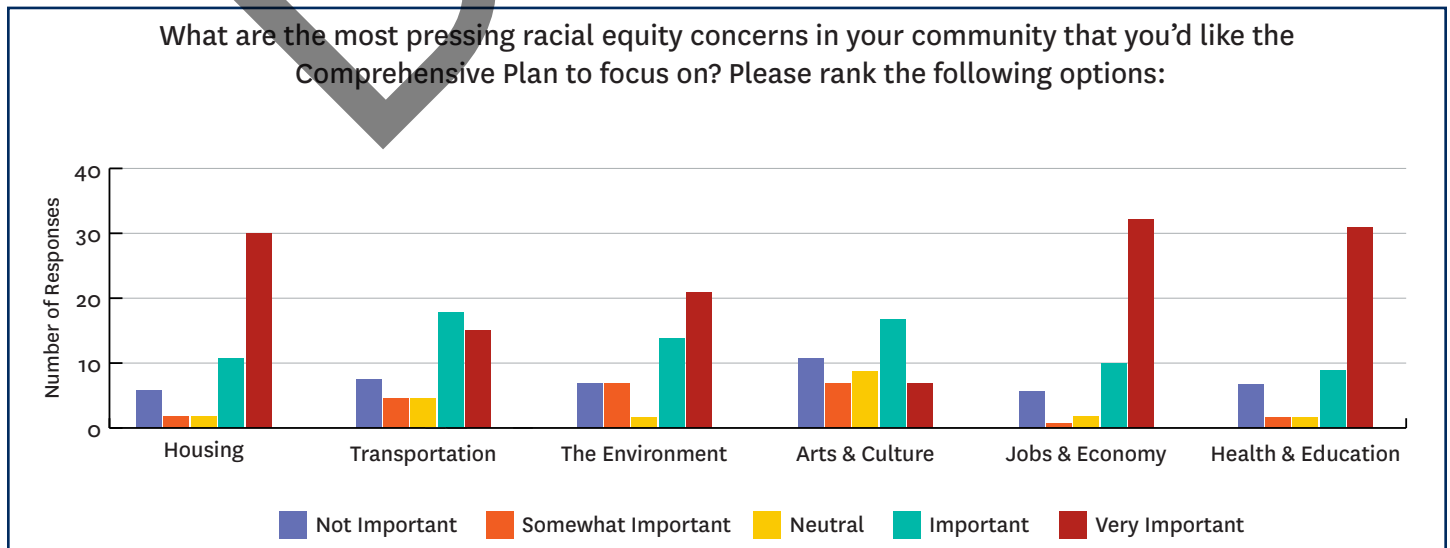
- “Home ownership to build generational wealth. Meaningful resident engagement. Create active community engagement, where the City doesn’t only request feedback when there are problems; engagement should be ongoing. Community members should have a voice in what is being developed and happening in their communities. Rental stock is high and consumers are not able to save for a down payment to purchase a home. Lack of affordable housing supply and gentrification and displacement. The housing voucher waiting is too long. Exclusionary zoning.”

What are the most pressing racial equity concerns in your community that you’d like the Comprehensive Plan to focus on?

- “Home ownership to build generational wealth. Meaningful resident engagement. Create active community engagement, where the City doesn’t only request feedback when there are problems; engagement should be ongoing. Community members should have a voice in what is being developed and happening in their communities. Rental stock is high and consumers are not able to save for a down payment to purchase a home. Lack of affordable housing supply and gentrification and displacement. The housing voucher waiting is too long. Exclusionary zoning.”

Input from the above engagement activities directly shaped this plan. City staff compiled all feedback received and coded comments to the associated chapter theme. Each piece of input was considered in the drafting process to ensure that what we heard and community priorities were reflected in this new plan. Please refer to the Appendix for summaries of what we heard.

By bringing neighbors into the decision-making process and defining priorities together, Imagine GNV captured real-world experiences and concerns that shaped the City’s priorities and approach to housing, development, education, the economy, the arts, and more.



How to Use this Plan

Imagine GNV will improve eight aspects of life in Gainesville, each organized into its own chapter of the plan. Each chapter begins with a description of life in Gainesville today, including existing racial disparities, and recent progress the City has made to address disparities. It then identifies a set of Outcomes (goals for what a more equitable Gainesville looks like); Strategies (what the City will do to achieve outcomes); and Indicators (how the City will measure success). In total, Imagine GNV defines Outcomes, Strategies, and Indicators to guide City actions and track progress.

The plan concludes with a chapter on Accountability, which discusses how strategies within each of these eight areas will be implemented by City leadership and staff and how community partners can keep the City accountable to the shared goals and commitments enshrined in this plan.

Finally, for readers of the plan seeking more detail on specific City actions, rules, and priorities, the Technical Appendix includes maps, analyses, and decision-making frameworks that relate to each of the eight chapters above.

Need Numbers

The eight core chapters are:

1. **Where We Live** – Housing Quality and Affordability
2. **How We Work** – Job Quality and Access
3. **How We Learn** – Public Education
4. **How We Get Around** – Transportation and Mobility
5. **Our Environment** – Energy, Water, Air, and Conservation
6. **Our Health and Wellbeing** – Health, Safety, Food Access, and Recreation
7. **Our Cultural Identity** – Arts, Culture, and Preservation
8. **Our Democracy** – City Government

Why Focus on Racial Equity?

Inequity exists across our nation, where who you are determines much about your life.

Where you live determines your access to quality schools, jobs, and community resources like parks, grocery stores, and health providers. Your background can be a deciding factor for employers, lending institutions, real estate brokers, neighborhood associations, law enforcement officers, and more. Taken together, individual choices, investment decisions, laws,

policies, and more create a system that provides supports, resources, empathy, and opportunities to some over others. Because many of these decisions and systems have been heavily influenced by perceptions of race and racism in America, this concept is today called **systemic or structural racism**.

Structural racism has provided a platform for success and quality of life for those in power, at the expense of others.

White, educated, non-disabled, heterosexual, and affluent Gainesville residents enjoy a lifestyle that is out of reach for marginalized people across Alachua County. Marginalized people in Gainesville are those who have experienced social, political, or economic discrimination due to their lack of power within our systems of decision-making, and are therefore excluded from mainstream social, economic, educational, and/or cultural life. Throughout our city's past we see examples of marginalization for racial and ethnic groups – including Native American, Black, and Non-White Hispanic residents – as well as other groups

including those living with disabilities, low income, older adults, unhoused people, LGBTQ+ communities, and more. Today, we can see the impacts of structural racism and marginalization on our community – with the effects ranging from Black infants dying prematurely significantly more frequently than infants of other races, to the unsustainably high proportions of household income spent on housing and basic needs by single mothers, young people, and many others that can lead to high rates of homelessness.

Why Focus on Racial Equity?

When people are marginalized, our entire economy suffers.

While those who are marginalized suffer the most, discrimination reduces the wealth and income of all of Gainesville. Recent research shows that the U.S. economy has suffered because of systemic racism. Citigroup³ found that the housing market lost \$218 billion in sales because Black applicants couldn't get home loans, and about \$13 trillion in business revenue never flowed into the economy because Black entrepreneurs couldn't access bank loans. McKinsey concluded in 2019 that inclusion of marginalized people, or providing access to decision-making,

resources, and opportunity, would mean that the country's GDP — the total value of goods and services — could be up to 6% higher by 2028 if the racial wealth gap is closed.⁴ Reversing structural racism is therefore not only a moral imperative, but also an economic necessity. With more free time, better health and education, and more disposable income, marginalized people in Gainesville could spend more locally in the economy to support local businesses, invest in their homes and neighborhoods, and contribute to community life.

Inclusion not only benefits the economy, but political and community life.

Involving more diverse ideas and participation throughout political decision-making processes can connect those who know most about societal challenges to the systems of power to effectively address these issues. For example, empowering disability advocates to write accessibility policies can ensure limited government dollars are spent wisely. Ensuring that people with diverse cultural backgrounds feel welcome in

public spaces can unlock creativity and enable artists and community members to bring the city to life with diverse cultural experiences. In many ways, increasing quality of life and access to opportunity for all people not only improves the everyday lives of those households directly, but helps to build stronger communities with less poverty, depression, crime, and other preventable societal ills.

Addressing systemic racism will improve our collective future.

City government has a responsibility to address the history of inequities in the existing systems and their ongoing impacts in Gainesville communities, leveraging collective resources to create a future where all marginalized people can attain the resources, opportunities, and outcomes necessary to improve their quality of life and enable them to reach their full potential. Over the next 10 years, residents and businesses in the city of Gainesville will continue to grapple with many difficult issues

ranging from high everyday living and business costs to an increasingly frequent number of natural disasters due to climate change. By addressing the everyday challenges and systemic barriers to opportunity faced by marginalized people, Gainesville will not only enjoy a higher quality of life but will also be more resilient in the future to bounce back when facing economic, political, or social disruptions.

To take action and create shared prosperity in our future, we must first look at the root causes of low quality of life and marginalization across Gainesville today.

Systemic racism appears throughout Gainesville's history and present and creates many harmful impacts. We can create equity through targeted strategies that work together to "level the playing field" for marginalized people by increasing access to opportunity and improving neighborhood life where the

need is most urgent. Many of the systems that perpetuate structural racism were created or supported by government. By understanding the background of these issues, the role of government, and their impacts on our community, we can identify and prioritize where and how to intervene.



Gainesville Today

In his 1968 speech “The Other America,” Dr. Martin Luther King Jr. described “two Americas” – one where “children grow up in the sunlight of opportunity,” while in the other America people of color “find themselves perishing on a lonely island of poverty in the midst of a vast ocean of material prosperity.”⁵

From increasingly difficult experiences lived every day by neighbors working to make ends meet, we can see that these two Americas persist.

How did we get here?

Gainesville residents today celebrate a beautiful natural environment and strong community values – though both the environment and its peoples have changed dramatically over time. The city’s recorded history begins as an agricultural society of the Potano Native American peoples. The Potano population was virtually eliminated through famine, epidemic, and slavery following the arrival of Spanish conquistadors, and disputes between Spanish, British, and ultimately American settlers resulted in the forced removal of those who survived within the Seminole tribe and Black freedmen through the Seminole Trail of Tears.

Over the past century, government, corporate, and household investment created what is now a central economic hub in North Central Florida. After the conclusion of the Civil War, predominantly white soldiers enrolled at the University of Florida and contributed to the expansion of sprawling new neighborhoods, many of which have since been annexed into city boundaries to ensure these residents contribute taxes to the public systems upon which their lifestyles rely. The University of Florida’s relocation to its current home in Gainesville has drawn hundreds of thousands of people to the region over the last century.

Historically, racial discrimination and violence segregated Gainesville’s neighborhoods. Many non-white families were not able to take advantage of programs post-World War II to build or purchase homes. Racial covenants prohibited Black neighbors from moving into neighborhoods with better schools and community resources, and efforts like redlining contributed to the lowered valuation of Black-owned property. These public acts of discrimination overlay a long history

of racial violence, disinvestment, and exclusion against Black freedmen, soldiers, and residents, which resulted in segregation and poverty that still exists today.

Economic and social segregation in Gainesville has led to reduced investment in neighborhoods predominantly home to non-white residents. These residents have not received sufficient investment in housing or neighborhood amenities. In recent years, most real estate development has catered to university students in the form of student housing on the periphery of the UF campus, increasing land values and rents and leading to fears of displacement in historically Black or low-income communities near downtown. Single family home development has trended toward the peripheral edges of Gainesville and avoided predominantly Black and non-white neighborhoods. Homeowners in these areas have fewer resources to invest in their homes. Many landlords in predominately Black and non-white neighborhoods have declined to reinvest in their rental properties, which has led to a general decline in housing quality in some areas. Nevertheless, numerous non-white households have continued to retain ownership of existing homes and properties and enjoy strong community relationships.

For more info on Gainesville’s history – see “Short History of Gainesville” section.

Where are we today? Inequity in 21st Century Gainesville

Gainesville today thrives as a result of the culture of the communities who call its neighborhoods home, and the creativity and innovation from people and perspectives from all over the world joining together at the University and in the local business community.

As we plan for Gainesville's future, we recognize some important strengths and challenges:

Strengths

- Gainesville enjoys a rich cultural history and natural environment. The city is home to many historic neighborhoods and communities, numerous University of Florida (UF) civic and cultural facilities, and many different parks that are used not only for recreation but also for cultural events. Over the city's history a variety of significant civic buildings and cultural centers have been developed which celebrate local artists, history, and culture – including the Cotton Club Museum, A. Quinn Jones Museum, Hippodrome Theater, Bo Diddley Plaza, and the Thomas Center. Natural areas and springs in and around Gainesville are enjoyed by residents, and social and environmental activism that characterized the post-1960s era of Gainesville are still significant pieces of local culture and community today.
- Gainesville is a growing community and economy. Gainesville is a diverse community of approximately 132,000 people growing at a steady pace. Though the speed of population growth is less than for Alachua County and the State of Florida overall, the growing population has led to increased land development and infrastructure expansion. Gainesville's growth and change over the years can still largely be attributed to UF. As the state's flagship university, UF is the economic driver of our community and attracts people to study, work, and live here from around the world. As UF has grown, so has the local economy. The city today operates as a site for a growing number of jobs, businesses, and innovation in biotechnology, agricultural sciences, technology, software, advanced manufacturing, logistics, and more.
- Gainesville's youth and diversity has led to continued investment in quality of life. Gainesville's population is more diverse than that of the surrounding County and the State, with a larger share of African Americans, Asians, and people of two or more races compared to the County and State. This diversity has contributed to a community rich in arts and culture that makes Gainesville an interesting and engaging place to live. With a large number of students, Gainesville has a significant population of younger adults, especially compared to surrounding areas. Previously, many of these young adults would only stay in the Gainesville area while completing their education and then move away for jobs and other opportunities. However, the City and the University have increasingly made efforts to keep recent graduates in the area. This has led to investing in business development, improving civic spaces, and maintaining high-quality natural areas for people to enjoy.
- Pockets of naturally affordable housing exists in some areas across the city. Though median housing values have been increasing, much of east Gainesville, and certain parts of southwest Gainesville, have lower home prices and rents compared with most of west Gainesville. This housing – where the housing is of adequate quality – provides an affordable option to lower-income individuals or families to remain in Gainesville.

Challenges

- Quality of life in Gainesville includes stark disparities by race. Though Gainesville is an attractive community to live in, across nearly every measure of wellbeing, Black and other non-white Gainesville residents fare worse than their white neighbors, and that has been the case for decades. In particular, Black households in Alachua County face greater challenges in daily life. Data shows that Black residents on average have fewer cars and smaller, older, and lower value homes compared to other neighbors, which can drastically raise energy and utility costs. With less access to available jobs and in neighborhoods served by the lowest performing public schools in the region, Black residents and participate less in the job market and bring in lower household incomes. These types of disparities highlight that our Black neighbors, and marginalized adults and children from other backgrounds, experience severe cost burden and are under-resourced compared to their urgent needs.
- Demand for housing is driving up rents and spurring development, prompting fears of displacement within historic communities of color. As demand for student and young professional housing has increased, private and public investment has shifted to Gainesville's traditional core, contributing to increases in rent. With proximity to UF's campus, Santa Fe College's downtown campus, and various employment and entertainment options in downtown, these areas are increasingly being seen as prime candidates for new development catering to wealthier households. Substandard housing has been demolished rather than renovated or redeveloped, and sit empty contributing to market speculation, and many parcels today are owned by individuals or businesses not located within Gainesville or the region. With comparatively fewer undeveloped parcels compared to outlying areas, properties that have existing buildings, both residential and non-residential, are being purchased and redeveloped. Neighbors have expressed fear that these trends will continue to alter the character of historic communities of color and lead to existing households and businesses being priced out or bought out by non-resident investors over time.
- Gainesville faces increasing risk of flood and heat crises. Although Gainesville doesn't face climate risks as extreme as other communities in Florida, hurricanes and floods of increasing intensity, stronger storms, and hotter summers pose challenges to our community. Lower-income communities with lower-quality housing are more likely to face flooding and drainage issues due to aging and inadequate infrastructure. Lower-income homes typically have leakier building envelopes that let in more outside air and lower-efficiency appliances. This can lead to greater electricity and/or water consumption, higher utility bills, and greater heat danger as residents forego electric cooling during dangerously warm months.

Short History of Gainesville

Gainesville residents today celebrate a beautiful natural environment and strong community values – though both the environment and its peoples have changed dramatically throughout the city's history.

Over the past several centuries, government, corporate, and household speculation and investment created what is now a central economic hub in North Central Florida. Gainesville is a home for many who value inclusion and racial equity, and yet in order for the city to truly embody these ideals, we must address the historic legacies of inequity – from forced segregation and

redlining to harm and discrimination on people of color – while responding to the challenges of tomorrow. As we plan for the city's next 10 years we must first look to our history, because by unpacking the city's history of development, we can understand how everyday life in the city has changed and for whose benefit.

Early History - Agriculture and Conflicts over Land Control and Sovereignty

What is now called the city of Gainesville and Alachua County was originally the homeland of the Potano Native American peoples, who led a semi-agricultural society through the 16th century. Many of the Potano lost their lives in the wake of Spanish conquistador Hernando de Soto's arrival in 1539 and exploitation of the southeastern United States – either to disease or military tactics employed by de Soto to suppress and control the local population. The Potano were enemies of the Spanish until the late 1500s, when they declared allegiance to the Spanish-declared capital at St. Augustine and the governor of Spanish Florida, Gonzalo Méndez de Canço. Repeated epidemics further diminished the Potano population, and by the first decade of the 1700s the over ten thousand remaining native Floridians were either taken as slaves by colonial soldiers from the Carolinas or fled to the capital.

In the 18th century, many peoples used the area as a hunting grounds until they were settled again by Oconee Indians of the Muscogee Nation, later to be called Seminole Indians. Seminole leaders opposed Spanish control of the area, fighting against the Spanish and remaining Potano peoples who were allied with the Spanish, and celebrated the Spanish ceding Florida to the British following the Seven Years' War.⁶ Tribal leaders signed the Treaty of Picolata, which ceded over two million acres of land to the British, including modern day Gainesville.

Conflicts characterized relationships between the Spanish, the British, Seminole peoples, and American settlers who migrated

South into Florida. Many of these conflicts were said to be the British inciting Seminoles against Americans, and tensions rose in part due to the safe-haven that Seminoles provided to escaped black slaves, Gullah peoples who escaped from coastal South Carolina and Georgia into the Florida peninsula.⁷ These Black people had formed the first legally sanctioned free African town in North America under an edict by King Charles II of Spain, who agreed to free slaves if they helped defend Spanish settlers at St. Augustine and formed relations with the Seminole Nation. After the British signed the Treaty of Paris, concluding the American Revolutionary War and resigning East and West Florida to Spanish control, the Spanish and Americans disputed territorial boundaries until the signing of the Adams-Onís Treaty, where Spain formally ceded the lands to the United States in 1821. Throughout this time period, then-General Andrew Jackson invaded the area to attack the Seminole Indians and Black Seminoles. Ultimately the United States instituted policies to relocate Native Americans to present-day Oklahoma, what became known as the Trail of Tears. Black Seminoles were either killed or taken back into slavery if they could not escape. While some Seminoles moved, others refused to recognize the treaty and either fled to the Everglades or fought in the Second Seminole War, a terrible war waged by the US government against American Indians where duplicitous tactics were used to sabotage peace talks and decimate the remaining native and Black resistance.⁸

The Founding of Modern Gainesville and Continued Racial Tensions

The City of Gainesville was founded in 1853 to place the seat of Alachua County government along the route of the Florida Railroad Company's planned railroad line stretching from Cedar Key to Fernandina Beach. The city was named after U.S. Army General Edmund P. Gaines, who was a leader in the destruction of the Negro Fort – a military installation abandoned by British soldiers to the control of British-freed negroes and fugitive slaves that acted as a symbol of resistance to American slavery – and who continued on to command troops during the Seminole Wars. American settlers in Alachua County in the 1850s largely supported slavery and the secessionist movement given strong family ties to South Carolina or other Southern states. During the Civil War, Gainesville residents were recruited to fight in the

Confederate States Army, and the city served as a depot for the Confederate government.⁹

After the Civil War, Black farm laborers, freed men, and soldiers from the United States Colored Troops stationed in Gainesville greatly increased the numbers of black residents living in the area. City government was reconstituted as part of Reconstruction in 1869, and while Black leaders were elected to a number of government offices, by the 1890s they had largely been disenfranchised.¹⁰ Racial violence in the city, some instigated by local chapters of the Ku Klux Klan, continued through the early 1900s, and the city's single police officer and city council were at times either unable or unwilling to address continued violence.¹¹

Economic Expansion and Inequitable Economic Development

White Americans invested in the creation of new agriculture, mining, and manufacturing operations that powered the local economy, supported by government investment in streets, schools, railroads, water, and power. With an offer of cash and land, in the first decade of the 1900s the City of Gainesville successfully competed for the relocation of the University of Florida. Its relocation attracted hundreds of thousands of students, veterans, academics, practitioners, business owners, and more to relocate to the area over subsequent decades.

After the end of World War I, new subdivisions were platted and auctioned off to real estate brokers and agents for development until the collapse of the land boom. Major investments in the expansion of City government and public infrastructure supported the continued development of the area – including the addition of a city manager, the expansion of the police force, the creation of a county hospital, street paving, construction of segregated schools, and more.¹² The agricultural economy and the constant presence of the university limited the local impacts of the severe economic issues felt across the country by the Great Depression.

A variety of New Deal programs brought money and employment to Gainesville, including the federal programs that produced infamous redlined maps and lent funds to white residents to construct or purchase homes. After World War II, soldiers from the Alachua Army Base continued to add to the population. The G.I. Bill allowed white war veterans to enroll at the University of Florida—some years veterans represented more than half of the enrolled students. Many non-white Americans were not able to take advantage of the programs provided through the G.I. Bill, and thus newly constructed neighborhoods primarily served whites. Restrictive racial covenants are an example of discriminatory practices that sought to segregate communities and limit African American property ownership. Covenants were put in place in various

subdivisions in Gainesville. These covenants worked to prevent property ownership by non-white residents in certain areas of the city, predominantly in areas west of West 13th Street. Subdivisions like Florida Park, Golfview, Hibiscus Park, Highlands, and University Heights had such covenants. Throughout the university's history much of the student body was required to find housing outside of the campus, contributing to the continued development of new student housing citywide, which also primarily catered to white and immigrant people. African Americans who originally lived in the areas surrounding the university were displaced and relocated to East Gainesville as the area saw an influx of investment in student and university-affiliated housing.

Throughout the 1900s, the city made continued investments in the city airport, public utilities, streets, the police department, and more to support the continued growth of the local economy – now powered by education and healthcare, retail and hospitality, professional services, manufacturing, and government. Annexations of land around the periphery of the city expanded the boundaries of the city and supported increased tax revenues that could be invested in public services and infrastructure for those areas prioritized by local government officials and resident associations with political power. Lands in areas primarily occupied by Black residents and not directly affiliated with the university did not receive focus and attention from investors and others, and areas like the Porters neighborhood – created when white Canadian Dr. Porter bought and sold tracts of land exclusively to African Americans – enjoyed strong community bonds while experiencing continued decline and demolition of substandard housing. Eastern and southern areas of Gainesville have a larger non-white population compared to western and northern areas (see maps provided). While there has been increased mixing of populations over time, stark geographical segregation persists.



Our City Government

Our City Government

Where We Are and How We Got Here:

Local government bears a responsibility to improve communities and positively impact the lives of neighbors through laws, policies, and public investment. This responsibility is underscored by the reality that for the past century of American history, government at the federal, state, and local levels have played an instrumental role in establishing and reinforcing racial and economic disparities that are still experienced by neighbors in Gainesville today.

At the national and local levels the perspectives and priorities of underserved communities, particularly communities of color, have been largely underrepresented in critical decision-making processes around planning, budgeting, and public investment. The absence of these perspectives was a direct result of systems that were designed to limit access to civic decision-making by communities that were often most negatively impacted by government actions. Conversely, the voices of more affluent,

white residents with greater access to and knowledge of the political process were amplified, translating to public investments being made in parts of the City that were less in need than others.

Through this Comprehensive Plan, the City of Gainesville government is committing to advance racial equity by working to close disparities in housing, transportation, child welfare, health care access and outcomes, cultural and recreational amenities, education, and economic development and local resiliency. This chapter identifies outcomes and strategies that will be implemented in whole or in part by the City of Gainesville and its partners to advance equity at the community level while concurrently working to align internal plans and embed equity within decision-making processes to create a more inclusive, representative, and accountable city organization.

Progress to Build On:

The City of Gainesville has begun to take important, incremental steps towards creating an organization focused on eliminating racial disparities in the community. Our collective future as a city hinges on our commitment to racial equity and our success in embedding this commitment into the foundation of the organization. The Comprehensive Plan, Strategic Plan,

annual budget, as well as city policies governing human resources, purchasing, and community engagement all play a critical role in the basic functions of the City. Below is a sample of the ongoing racial equity work that is currently underway in the City.

Office of Equity and Inclusion:

- Racial equity training
- Disparity Study
- Racial equity toolkit

Communications and Engagement Office:

- Community Engagement Guidebook
- Community Cultivators

Office of Strategic Initiatives:

- Strategic Plan

Department of Sustainable Development:

- Comprehensive Plan

What's at Stake?

This is a seminal moment in Gainesville, where the focus on racial disparities at the national level has created an opportunity at the City to critically evaluate, dismantle, and rebuild the systems and structures of government to benefit the entire community by eliminating the racial disparities that hinder economic and social progress within our community. The work described in this chapter and the rest of the Comprehensive Plan is existential to the success of the City and the well-being of its residents.

Outcome 1: All Gainesville Residents have clarity and resources to understand how the City prioritizes and invests in the community through zoning, planning, and budgeting processes.

Gainesville finds itself thrust into a new era of community engagement. With dozens of new communications formats, community builders are doing more work than ever before, yet a gap exists in the ability to influence strategic resource decisions and reach historically marginalized communities. The current state of community engagement empowers a handful of voices to dominate the conversation. Future efforts will improve access for all Gainesville residents to play a meaningful role in the creation and oversight of key plans such as the Comprehensive Plan, Strategic Plan and the Financial and Operating Plan.

Strategies:

1. Expand efforts to build community capacity and understanding of City governmental functions, powers, and processes to prepare neighbors to meaningfully advocate for their interests and participate in the development of strategies and decision-making sessions, especially in historically marginalized communities.

- The City of Gainesville is committed to building transparency concerning how City government operates and makes decisions, to ensure residents can be actively involved in decision-making. The Departments of Sustainable Development, Strategic Initiatives, and Communications will undertake the following priority actions:
- Use storytelling communication strategies to ensure City decision-making processes, outreach, and strategy development efforts are easy to understand, transparent, and communicated with clear intervals/milestones.
 - Update the former “Citizens’ Academy” and establish a “Neighbor Academy Series” civic education program with four learning areas related to consensus building; budgeting processes; key concepts in planning, zoning, and development; and key concepts in economic development. Adapt the training modules for use in County schools by working with local youth service organizations to ensure that youth have access to a modified, youth-friendly version.
 - Explore new approaches to make public comment forums and city commission meetings more accessible for all Gainesvillians.
 - Allocate 2 hours per week of staff time in all departments that have regular interaction with neighbors to do non-project related community outreach and engagement in historically disinvested communities. Through this ongoing engagement, city staff will invest in relationships with residents to build trust and community capacity for advocacy and democratic participation.
 - Expand the Community Cultivator fellowship program to work on projects and strategies from neighborhoods that will be affected by city decisions. The city will create Community Cultivator positions and directly hire local community members to work on major community-based projects and initiatives. Cultivators will receive training on the basics of city government as well as project specifics. They will work with staff to build locally relevant engagement plans and conduct engagement with their neighbors.
 - Expand and formalize relationships with partner organizations including local faith organizations and advocacy groups to build involvement in the development and implementation of the Strategic Plan. To do this, the Departments of Strategic Initiatives, Sustainable Development, and Communications will host regular sessions with partner organizations to support civic education and create feedback opportunities. These sessions will inform the major policy priorities of the City as expressed in the Strategic Plan, Comprehensive Plan, and annual budget. In addition, the City will identify opportunities to partner with these organizations to advance implementation of priority strategies.

2. All City departments, when setting priorities and making decisions regarding the annual budget, strategic plan, and other major investments, will consider: a) disaggregated socioeconomic data (when appropriate and available), b) priorities of impacted residents and other stakeholders, and c) lived experience as shared by impacted communities.

The Department of Communications and Engagement Office of Strategic Initiatives and the Office of Equity and Inclusion will work with City departments to develop processes to regularly collect and interpret this data both during specific planning processes and on an ongoing basis. This coordination will connect departmental teams conducting outreach, ensure outreach efforts are aligned with each other, and build accountability. This work will build on the engagement conducted as a part of the ImagineGNV process, where Community Builders from across City departments led outreach and facilitated community sessions. Priority actions will include:

- Develop a shared and standardized list of disaggregated socioeconomic data, tied to the Census, that all of the City departments involved in community engagement will use when collecting information from neighbors when conducting surveys or soliciting community feedback.
- Align community engagement across departments through continued participation in the Community Builders Working Group, a cross-department effort to increase community outreach.
- Use the Community Engagement Guidebook to guide and direct community engagement efforts across all City departments. The City of Gainesville is committed to centering the needs and priorities of community members in all of its work. The Departments of Communications and Engagement and Office of Equity and Inclusion will partner with City departments to ensure that all staff receive trainings in community outreach and engagement grounded in Gainesville's Community Engagement Guidebook. In support, in advance of all City-conducted engagement, City staff will be required publicly define the goals of engagement, how feedback will be used, and what it will inform.

3. Designate communities to serve as Imagine GNV Neighborhoods to guide implementation of the Comprehensive Plan and develop community projects. In each neighborhood, the City will convene community organizations and neighbors quarterly to discuss local issues that relate to topics covered in this plan and seek input on specific Imagine GNV strategies the City is working to implement. Priority actions include:

- Allocate annual funding with each two-year budget cycle to fund community-driven neighborhood projects within Imagine GNV Neighborhoods.
- Provide planning and technical support as needed to support the development of community projects. The Department of Sustainable Development will partner with the most appropriate departments to assist Imagine GNV Neighborhoods to develop projects that address local need and priorities.
- Create a dedicated position within the Department of Sustainable Development to administer the Imagine GNV Neighborhood program with support from other City Departments.

4. Establish a percentage of the City's budget to fund an annual participatory budgeting project with neighbors experiencing poverty and live in historically disinvested neighborhoods. Participatory budgeting gives neighbors a voice to decide how to spend part of the public budget, enabling funding decisions to be based on community priorities.

Indicators:

- Percentage of annual budget allocated to community / participatory projects
- Attendance records of city outreach initiatives by zip code, race/ethnicity
- Evidence of Community Engagement Guidebook theories used in engagement plans in key departments/charters... DSD, GRU, CAPER, GCRA.
- Evidence of mutual understanding (staff and community members) as indicated by exit surveys from Neighborhood Academy workshops
- Percentage of staff time dedicated to conducting non-project related community outreach and engagement, especially in historically disinvested communities.
- Percent of qualitative engagement goals achieved by Community Cultivators for each project.

Outcome 2: All City policies, plans, and agreements are grounded in racial equity.

While Gainesville has made great strides towards being fair and just, racial inequity is deep-rooted in housing, employment, education, justice, and health. Because local government has a unique responsibility to all neighbors, these inequities can and must be addressed. The public sector must be for the public good; current racial inequities are destructive. We must go beyond individual, intentional discrimination and examine the policies, plans and agreements that can advance racial equity. Toolkits, frameworks and training can put a theory of change into action to achieve a collective vision of racial equity.

Strategies:

- 1. Develop and implement an equity assessment tool to guide budgeting decisions and major city planning projects.** This will ensure that strategies and outcomes from the Comprehensive and Strategic Plans are advancing racial equity. It will also ensure that annual budget allocations support the strategies and outcomes in each plan and prioritize community need and address disparities.
- 2. Develop and implement a racial equity framework to guide City decision-making and collaboration with outside partners.** The Department of Equity and Inclusion will lead the framework development, which will clearly articulate racial equity, implicit and explicit bias, and individual, institutional, and structural racism using the Government Alliance for Racial Equity (GARE) definition as a baseline. To support the racial equity framework implementation, the Department of Equity and Inclusion will work with city departments to:
 - Develop and adopt a citywide data policy to require data disaggregation by race and neighborhood.
 - Collect and regularly update data and information on inequity in Gainesville to measure progress and ensure accountability to racial equity goals.
 - Build and publish a public dashboard that reports on real-time data and progress toward racial equity goals.
- 3. Develop and expand the use of equity and implicit bias guides, toolkits, and trainings citywide to ensure policy decisions and resource allocation are grounded in racial equity considerations and the goals of the Comprehensive Plan.** The Departments of Equity and Inclusion will work with city departments to build capacity for racial equity, which includes training to build skills and implement strategies that promote racial equity on a day-to-day basis.
- 4. Revise inter-local and joint planning agreements with the University of Florida, Alachua County, and the School Board of Alachua County to adopt a shared racial equity framework, which will consider how joint decisions influence racial equity outcomes.** The Department of Sustainable Development will partner with city departments to revise agreements with partner institutions to explicitly name racial equity as a shared goal with specific targets.

Indicators:

- Number of plans and partnership agreements that name racial equity as a shared goal with a clear definition and targets
- Number of city departments that collect and measure disaggregated data
- Frequency that disaggregated data is collected or updated

Outcome 3: City staff, leadership, and committees are representative of all of Gainesville, and City contracting supports racial equity.

Racial inequity is a critical barrier in the fields of workforce development, representative governance, and procurement. Fortunately, there are practical solutions to make tangible and impactful gains toward racial equity. Achieving racial equity in the workforce will require large-scale investments, multi-level policy changes, structural transformation, and the work of numerous stakeholders. By identifying current inequities in the workforce development process, the composition of governing boards and in procurement policies, Gainesville will adopt a framework that promotes and sustains racial equity.

Strategies:

- 1. Audit the City's recruitment, training, promotion, and staff development policies and practices to remove any barriers to hiring and sustaining a diverse workforce across City government.** The City of Gainesville is committed to building a diverse government across functions and management levels that reflects the communities we serve. The audit will draw on qualitative and quantitative data to understand the current City workforce, and analyze hiring, pay, advancement, job classifications, and other characteristics based on race/ethnicity and gender.
- 2. The City's Human Resources Department, Office of Equity and Inclusion and GRU's Office of Inclusion will use training and employee development programs to support and retain an inclusive workforce and build a culture that supports the City's diversity and inclusion goals.** Examples of these programs include leadership development through the Emerging Leaders program, as well as training and onboarding focused on inclusion and intercultural competency using the Filter Shift training program and the Intercultural Development Inventory (IDI) tool.
- 3. Audit the composition of City boards, charters, and committees to identify diversity, equity, and inclusion gaps and develop plans to achieve representation that is proportionate to Gainesville residents.** The audit will assess the City's boards, committees, commission, and charters related to age, gender, and race/ethnicity. The City will measure progress against the initial audit and regularly report updates.
- 4. Revise definition of diverse suppliers and contractors to ensure inclusion of a variety of business types and backgrounds.** By revising the definition, the City will set clear targets for share of contracts awarded to MBEs and DBEs that are aligned with racial equity and the Comprehensive Plan goals.
- 5. Review the City's contract and procurement system and identify barriers to participation for underrepresented entrepreneurs such as minority-owned business enterprises (MBEs) and disadvantaged business enterprises (DBEs) in the procurement process and develop strategies that enable these businesses the opportunity to benefit from City spending.** MBEs and DBEs often compete with larger companies that have greater access to financing and are able to navigate bureaucratic processes with ease. This review is a first step in Gainesville's commitment to creating fair contract opportunities. The Office of Equity and Inclusion will develop strategies to address barriers, which may include streamlining business certification processes, eliminating financial burdens for small businesses, supporting subcontractors to become prime contractors, among others.
- 6. Audit long-term contracts and major supplier agreements with contractors and vendors to ensure that businesses supported with taxpayer dollars align with principles of racial equity.** An audit is a first step to ensuring that dollars used for contracting, consulting, and procurement benefit Gainesville residents, proportionate to the demographics of our communities. The audit will include considerations of business size and location, DBE and MBE goals, hiring and pay practices.

Indicators:

- Composition of City boards, charters, and committees by race/ethnicity, age, gender, sexual orientation, and zip code
- Composition of staff employed by City government by race/ethnicity, gender, zip code
- Percentage of City contract spending awarded to locally owned, minority-owned, or otherwise disadvantaged businesses



Our Cultural Identity

Our Cultural Identity

Where We Are and How We Got Here:

Gainesville's history as its own town really began when the new Florida Railroad linking Fernandina to Cedar Key bypassed Newnansville, the county seat at that time, prompting Alachua County residents to vote for a new county seat on the railroad line. From the beginning, most of Gainesville's residents were planters, and slave labor was utilized for the farming industry and construction. Shortly before the Civil War, Gainesville counted 269 residents in 1860; a number that would reach 2000 over the next twenty years. After the Civil War, Gainesville became one of the largest cotton shipping stations in the state. The first Black school, the Union Academy, opened its doors in 1867.

When the University of Florida began operating the Gainesville campus in 1906, this helped jumpstart the exponential growth for the city, but the city's development was not confined solely to the white community. Freedmen, many from South

Carolina, settled their families primarily in the Brush Addition (Pleasant Street area) and Olivia A. Porter's subdivision. The neighborhoods they inhabited still remain important historic and architectural resources, and the concentration of folk housing within them represents the social, economic, and cultural traditions of Gainesville's black community.

The University of Florida, now among the nation's top five ranked public universities, brings a plethora of cultures and races to Gainesville through their students and faculty, each with their own vision of how to express their history, culture, and art in their new hometown. The goal of this new comprehensive plan is to promote inclusion for all who have traditionally been underrepresented. The following narrative focuses primarily on the African American residents, historically the largest minority population in the City.

Our Cultural Experience Today

One of the best ways to assess the cultural identity of a community is through their commitment to the arts, culture, and the preservation of its history. With their foundation in the humanities, they tell us where we have been and help us envision where we are going. A community that does not know or respect its past cannot properly build upon that past in a manner that is beneficial and comforting for its residents.

Race, income, and where a resident lives can very much affect how that resident experiences the City's arts and cultural programs, because of affordability, transportation opportunities and other factors. Historically, many of the City sponsored cultural programs have not featured as many Black artists, and residents of color and low-income residents are less likely to attend City events. In the community's cultural sector, the percentage of organizations operated by and serving the Black community do not reflect the demographic makeup of the City. As an example, out of the 70 cultural agencies used in the development of the Arts and Economic Prosperity 5 study for Alachua County in 2016 only five were run by Black neighbors and had a large Black audience as their base. Since that date, only a handful have been added to the list.

In previous decades, the discussions and decisions about historic preservation, what should be saved, what should be preserved, did not involve many Black voices. As a result, Black neighbors, especially those living in areas with strong development pressures, not only risk displacement due to housing costs but also "cultural displacement" – losing one's sense of belonging to one's neighborhood when it begins to transform to serve different kinds of people, erasing the type of place traditional residents remember. One example is Pleasant Street, one of five Historic Districts in the city, the oldest predominantly Black residential area in Gainesville. In recent years, the district has seen an increased level of new construction with new residents moving in, most of whom are not Black, raising concerns about increased housing costs and displacement, and the loss of the cultural identity of the

Black community. The neighboring 5th Avenue area, which is not a historic district but has several historic buildings and was surveyed for possible historic designation, is also facing increasing development pressure and the possible loss of places that are important to the history of Black neighbors in the City.

Multiple factors make the City's existing arts and cultural programming not accessible to residents, including artists, of color. City grants programs have historically funded arts organizations that focus on what white residents want to experience. This is partially due to extensive application processes that discourage low-resource organizations from seeking this funding. There is great opportunity for the City to repair and increase relationships with those organizations serving artists and residents of color by providing grant application workshops and assistance, initiating new grant opportunities specifically for smaller art and cultural organizations, and collecting feedback from neighbors of color to make sure that programming is reflective of their culture and identity. Lastly, City cultural programming has tended to be "Downtown centric" and could be better distributed throughout the City, particularly into communities of color.

Past historic preservation efforts have been limited in how successfully Black neighborhoods are being preserved.. Partially this stems from longtime mistrust of government involvement in Black neighborhoods, especially as it relates to property regulations. These homeowners sometimes also lack the adequate funding to repair aging structures, resulting in many historic properties being lost to severe deterioration and demolition. When land within Black neighborhoods becomes sought after by developers, homeowners are often faced with the difficult decision to either stay and protect their family's heritage and home, or take advantage of a financial opportunity they may not be able to turn down. There is a real need to identify ways that can protect legacy homeowners from these development pressures that push them to sell their property.

Progress to Build On:

The Cultural Affairs Division and the Department of Sustainable Development's Office of Historic Preservation have made recent advancements in preserving Black history and creating arts and cultural venues that serve Black neighbors. The renovation, preservation, and ongoing management of the home of legendary educator and civil rights leader A. Quinn Jones in the historically Black 5th Avenue/Pleasant Street neighborhood provides a platform for featuring Black scholars and artists and showcasing empowering exhibits and programs about local Black history, the African Diaspora, and current societal issues. In East Gainesville, the ongoing discussion of how to best rehabilitate the City's Thelma A. Boltin Center will hopefully result in the building's enhancement as a cultural asset for all artists and audiences. Given its location and relatively affordable rates, this Center can serve as an accessible community space for Black and low-income neighbors. In 2021, the City had its inaugural Historic Preservation Awards, honoring those citizens who work tirelessly to promote and protect treasured historic places and spaces, of which two were awarded to African Americans. The hope is to continue this annual recognition as one way to highlight the importance and value of Black neighborhoods and cultural preservation.

In recent years, the Cultural Affairs Division has expanded its efforts to recruit more Black artists, reach out to underserved audiences, and develop vehicles to forge collaborative relationships that will reach deeper into the community. The Division has engaged youth of color through partnerships with organizations founded and run by persons of color, including: ARTSPEAKS, an organization presenting spoken word events, and We the People Theatre, which offers a two-week summer camp

What's at Stake?

A fundamental element of racial equity is that people from all backgrounds are able to look around and see themselves and their culture in their city, and feel that their identity and culture are respected and celebrated. Arts, culture, and preservation play a big role in achieving this. ImagineGNV is the first step in repairing past shortcomings, realizing the vision of what the City could be, and building a foundation for long-term success.

where teens from underserved neighborhoods receive lessons from theater professionals and perform Shakespeare. The Division has cultivated young, emerging artists of color through the 352walls Community Artist program.

Similarly, historic preservation efforts in Gainesville has been shifting in how historic significance is defined, which is one way to encourage preservation to be more people-centric and inclusive. In April 2021, the Old Mount Carmel Baptist Church was placed on the National Register of Historic Places based on areas of significance that included the social history of the church as a strategic planning center for the Civil Rights Movement and its association with the Reverend Thomas A. Wright, a leader of the local NAACP and a civil rights leader in Florida. This is in addition to any architectural significance which is traditionally associated with the preservation of historic buildings. Other ways preservation can be more inclusive is to focus on those non-tangible experiences that are passed down through the generations; oral histories, music, and neighborhood events and gatherings are also greatly important to how history and heritage are kept alive in Black neighborhoods.

Outcome 1: All Gainesville residents are able to enjoy arts as part of their daily life, and neighbors will have access to programming that reflect their identity.

Access to cultural experiences and a strong community of cultural organizations, artists, and institutions are critical to a community's state of wellbeing. Arts provide an opportunity for communities to gather and celebrate their identities, foster mutual understanding and empathy across diverse groups, and cultivate pride in the Gainesville community. Additionally, to achieve equitable access to the arts, we must ensure that the arts themselves are inclusive of the diverse communities that enjoy them. This means that neighbors of all backgrounds are able to see themselves represented in the City's arts and culture. The long-term effect of having arts and culture as part of every resident's everyday experience will create a healthier, more equitable Gainesville.

Indicators:

- Percentage of residents who attended a public arts or cultural program in the past 12 months.
- Number and types of arts and culture programs available at low- or no cost.
- Number of City-funded cultural organizations serving communities of color.
- Percentage growth of new artists/arts organizations serving neighbors of color.
- Demographics of participants at City arts/cultural programs.
- Percentage of residents who feel welcome at City cultural events (via the annual neighborhood survey). Composition of City boards, charters, and committees by race/ethnicity, age, gender, sexual orientation, and zip code
- Composition of staff employed by City government by race/ethnicity, gender, zip code
- Percentage of City contract spending awarded to locally owned, minority-owned, or otherwise disadvantaged businesses

Strategies:

- 1. Grow the arts community by strengthening the City's partnerships with artists and community organizations that are active in communities of color.** The Cultural Affairs Division will expand its reach to communities of color through programs directed at inclusive collaborations. As an example, the City-funded Gainesville150! Anniversary Project conducted an engagement process beyond City boundaries, realizing collaborations that provided exciting and inclusive cultural projects throughout the community. For example, the Division partnered with the Bailey Learning and Arts Collective (BLAAC) to present a juried art exhibition with a Black History theme at the 352artspace in the 5th Avenue/Pleasant Street district. The Eastside High School Richard E. Parker Alumni Band organization had also collaborated with the Division to produce a major festival at Cone Park on Gainesville's East Side but it was cancelled 2 days before the event due to Covid-19. Priority actions include:
 - Develop and implement "352ArtsJam," multi-day, movable workshops in neighborhood centers citywide with opportunities for all ages, from youth to seniors, in communities of color.
 - Work with established cultural organizations to enhance their reach to communities of color through organizations like GNV Museums, of which the City is a part, and through workshops with City-funded agencies.
 - Partner with organizations in communities of color to identify and cultivate emerging local artists, showcase their work, and train alongside more established artists.
 - Partner with local organizations to provide programs that are representative of audiences of color, youth, and seniors.
 - Facilitate collaboration between Gainesville's institutions of higher education (including UF and Santa Fe College) and to grow community interest and exposure to the arts (e.g. open workshops with visiting muralists, students, and the community; engaging art students to work with neighbors of color on projects; and exploring opportunities with programs like UF's new SPARC352 which raises the level of community wellness through the arts.

- 2. Break down barriers artists and arts organizations encounter when seeking to participate in City programs.** Currently, artists and organizations aiming to participate in City programs must go through extensive application processes that require time and energy to complete, especially for larger City arts grants, which may discourage under-resourced organizations from applying. Grants are primarily advertised on the City website and on City social media sites, and calls for artists are similarly promoted, making information less likely to reach artists or communities that lack arts organizations. In order to increase participation by artists and organizations of underserved communities, the Cultural Affairs Division will:
 - a. Revisit application requirements to reduce the burden on potential applicants.
 - b. Conduct outreach to organizations in communities of color to build awareness of City grants, support in the application process, as well as continually receive feedback to identify and remove any other barriers to participation.

- 3. Expand cultural offerings at schools and senior centers to reach kids and elders from all neighborhoods and foster new audiences for City programming.** The Cultural Affairs Division will provide programming that caters to a multi-generational audience by dedicating an arts education staff and establishing ongoing arts education programming. Through this, the Division will be able to reach new audiences of all ages, particularly in underserved neighborhoods; promote the importance and positive effect of the arts; and cultivate artists and/or arts enthusiasts in Gainesville youth. Priority actions include partnering with local organizations to provide programs that are representative of audiences of color, youth, and seniors.

- 4. Undertake racial equity training for Cultural Affairs staff and arts programming stakeholders.** Understanding the reason for and fundamentals of racial equity in this pivotal moment of history is essential to effect positive change. Giving all the stakeholders a shared vocabulary and toolkit is the logical first step in this multi-year initiative. Annual follow-up will ensure sustainability. The Cultural Affairs Division will work with the Office of Equity and Inclusion to develop and implement racial equity workshops (and program for subsequent follow up) for Cultural Affairs staff, then cultural Boards and finally City-funded arts agencies.

- 5. Work with community organizations and conduct inclusive outreach to ensure the City's cultural programming reflects the diversity of Gainesville's residents.** The City's broad array of cultural programming has evolved over the 40+ years the Cultural Affairs Division has been in existence. To continue to grow and speak to our diverse community the Division will create ongoing processes to hear from our community and to learn how programming can better reflect the diversity of and serve all our neighbors. To do so, The Cultural Affairs Division will work with partners and trusted "communicators," organizations and individuals with strong ties to neighborhoods in Gainesville, who will forge bonds with communities outside the downtown corridor in order to attract new audiences to City and City-partnered programming, share feedback to inform the design of City programs, and share information with neighbors about available programs. Priority actions will include:
 - Evaluate whether neighbors feel represented in the City's cultural programs by conducting engagement with neighbors for input and asking for suggestions for improvement.
 - Work with grassroots organizations, and marketing and PR agencies who regularly work in the Black community to build awareness of and audiences for City and City-partnered programming.
 - Use non-traditional City venues for arts programming to increase accessibility from neighborhoods outside Downtown including City recreation centers and places where the community gathers.

Outcome 2: Historic cultural assets are preserved based on community input and values.

Historic preservation is a critical tool that can help Black communities continue to thrive in the spaces in which they have a familiar way of life. Historic buildings, community centers, stores, places of worship, parks, street corners, and public services are all important aspects of the city that form our sense of community and belonging to where we live.

Given that conversations around historic preservation have not traditionally focused on our Black neighbors and others with fewer resources, the City will start by ensuring that everybody has a seat at the table when determining what holds cultural value and what needs to be protected. This includes expanding the diversity on our Historic Preservation Board. It also includes expanding historic preservation criteria that is more inclusive and considers intangible heritage and social values. This will provide communities the opportunity to preserve a more diverse range of assets than under stringent integrity requirements for architectural significance that have traditionally been used.

Indicators:

- Number of recorded historic assets by neighborhood.
- Expanded protection of Black neighborhoods beyond current districts.
- Increase in financial incentives and grants specifically to assist heritage homeowners
- % of residents who feel that historic assets that reflect their identity are celebrated and protected (via an annual neighborhood survey).

Strategies:

- 1. Expand designation efforts to include buildings and institutions that speak to the social history of communities and hold cultural significance to persons of color.** When evaluating assets of historic and cultural value for historic designation, the Department of Sustainable Development and the Historic Preservation Board will consider not only traditional criteria such as age, architectural features, building style, and building integrity, but also the social history of a building and its historic significance, including the presence of enterprises such as long-operating businesses and institutions. Priority actions for DSD include:
 - Update the annual neighborhood survey to include questions that solicit input from neighbors about assets that should be protected.
 - Conduct targeted outreach to historically underserved communities to understand and map cultural assets that should be protected.
- 2. Identify, map, and track community-prioritized properties and ensure they are appropriately protected against demolition and adequately maintained.** DSD will use the criteria for determining historic assets (defined in Strategy #1) to identify different types of buildings that are important to the neighbors in the local community. Once identified:
 - DSD will encourage the designation of these buildings, to be reviewed by the Historic Preservation Board, in an effort to protect them for the community.
 - DSD will create and expand grant or other funding programs that help property owners maintain designated buildings. These will work in conjunction with ongoing programs such as the Historic Home Stabilization Grant Program being operated by the Gainesville Community Redevelopment Agency.
- 3. Develop a plan for a community archive and a role for a “community librarian” who will maintain and update this archive.** To preserve the diverse stories and memories of neighbors in Gainesville, as well as to encourage an interest in community preservation through oral histories, DSD will develop a plan and identify partners for creating a “living archive” that invites neighbors to contribute their interviews and stories, and to take ownership over the narrative of their own neighborhoods.
- 4. Identify, and enact, economic incentives that promote historic preservation and present it as a viable solution.** When homeowners are able to apply for funding that encourages the preservation of place, or allows them to stay in heritage homes, or gives them the ability to afford repairs and maintenance they might not otherwise normally prioritize, historic preservation is then truly seen as an aid instead of a hindrance.

5. **Prioritize Black historic neighborhoods for infrastructure investment and repair.** To create and increase a sense of pride in these heritage neighborhoods, the City can identify potential improvements that honor the history through neighborhood investment. This can be accomplished in a number of ways including entrance signage, specialty sidewalks, special lighting, light pole banners, and interpretive plaques and markers.
6. **Encourage the retention of longtime and multigenerational residents, and identifying ways to prevent wholesale gentrification of the traditionally Black neighborhoods.** The City shall review current land use practices and zoning in and around historically Black neighborhoods to identify conflicts with heritage preservation efforts. Every effort shall be made to reduce the endangerment of these neighborhoods by incentivizing development that provides affordable housing options through the existing historic building stock and incentivizing projects that encourages existing families to remain.

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Where We Live

Where We Live

Where We Are and How We Got Here:

While Gainesville is home to many dynamic communities and neighborhoods, many residents across the city live in neighborhoods that lack access to basic services and resources. Ongoing needs include resources such as quality sidewalks and transportation, health and wellbeing services, childcare, grocery stores, and community parks and open spaces. At the heart of this disparity is a housing crisis. Today there is a significant and increasing need for housing which is safe, affordable, and provides access to transportation choices.

Housing is a basic human right which impacts all aspects of life. Instability in housing can lead to poor health, school absence and reduced educational access, loss of employment, and many other negative impacts. Low- and moderate-income families struggle to purchase homes, one of the primary life-long investments that can build wealth that passes down to younger generations. Individual impacts such as these limit Gainesville residents' ability to participate and thrive in the local economy.

The housing crisis in Gainesville stems from many causes including:

- Limited ability for City government to directly construct affordable housing or, require that new construction projects include affordable housing and other community benefits for current residents, support rehabilitation of existing affordable housing.
- Laws and regulations such as zoning, which limit housing construction to traditional one- or two-family homes and restrict construction in areas incorrectly marked for conservation.
- Neglect and underinvestment in existing housing stock and utilities, leading to dilapidated conditions.
- Discrimination in leasing, rental, and mortgage practices against low-income residents and people of color.
- Strict lending policies that limit funding for housing construction, especially of non-conventional housing types, and renovations that could upgrade existing the housing stock.
- Inability of housing providers to construct housing at lower costs resulting in rents affordable to low- and middle-income residents.
- Continued construction of rental units designed to accommodate only student populations.
- Growing disparity in wealth leading to housing prices that outpace workforce salaries.

The construction of new housing across Gainesville today does not adequately serve those who have the most urgent housing needs and reinforces racial wealth disparities. Many new large-scale housing projects prioritize students and those who can afford market-rate monthly rental costs, changing the racial and income composition of neighborhoods and making it harder for households of color and low-income households to find housing or access institutions with historical and cultural significance. At the same time, new housing units oriented toward families

are constructed on the edge of the city, which are not affordable to many residents and are not located within proximity to major employment and commercial sectors, thus requiring long commutes and new transportation and utility infrastructure. The lack of development in East Gainesville prevents further development and enhancements such as restaurants, personal services, and retail establishments. This development pattern can also contribute to the overcrowding of schools located on the edge of the city.

Progress to Build On:

Housing access has been established as a primary focus for the City since at least 2018 and a variety of work has taken place since that time to address the issue. Currently the City is exploring what drives housing inequity in Gainesville, how exclusionary land use controls drive local housing market trends, and how changes to exclusionary land controls could begin to make housing in Gainesville more equitable. Results of

the study will be used to develop policy recommendations and an implementation plan.

The City expected to adopt a Housing Action Plan that outlines programs, policies, and funding sources to create and preserve quality affordable housing in Gainesville. This plan was developed in partnership with the Florida Housing Coalition.

The plan identifies the following formula for a community that is successfully addressing affordable housing:

- Land use planning that is responsive to the need for housing that is affordable;
- Diverse and focused financial resources to create and preserve quality affordable housing in Gainesville; and
- Government and nonprofit focus on long-term affordability and equitable (re)development.

The Plan, prepared by the Florida Housing Coalition (FHC), comprises three (3) Major Categories, and includes thirteen (13) proposed Strategies or Recommendations. It also provides implementation schedules over a five-year period; summarized as Long-Term (2-5 years), Medium-Term (1-2 years) and Short-Term (less than 1 year). The finalized draft of the Plan provides a framework to continue discussions as the City moves forward to support affordable housing models, which has promoted community engagement. The finalized draft and the supporting staff work plan will be presented to the City Commission on January 5, 2022 for adoption.

The City uses several state and federal funding sources for down payment assistance, home repairs, and other projects. The adopted local Housing Assistance Plan (LHAP) is intended to increase the availability of affordable residential units by combining local resources and cost saving measures into a local housing partnership and using public and private funds to reduce the cost of housing. The LHAP describes how the City will use SHIP funds to expand production and preserve affordable

housing.

The City has taken the initiative to provide lower-cost housing and is in the process of establishing a Community Land Trust program oriented to address affordable housing. The Heartwood subdivision is under construction following substantial community involvement and a strong orientation to establish a pattern for affordable housing in a needed area. This type of project is an example of public-private partnerships that can work towards the goal of providing affordable housing in Gainesville.

In addition to assistance and action plans, Land Development Code amendments have been adopted to allow for more diverse housing types. For example, accessory dwelling units are permissible within a majority of zoning districts in the city and single-room occupancy residences are permissible in a majority of high-density residential and commercial and mixed-use zoning districts.

What's at Stake?

Ensuring that neighbors in Gainesville have access to quality and affordable housing is one of the most important strategies for ensuring this city is a great place to live and work. Today, African Americans are the most segregated from other races in Gainesville and lack access to transit, jobs, and housing. In addition to the economic and racial segregation that has proven to harm many of our neighbors' ability to thrive, we know that there are many other groups of residents who today live under severe rent burden and have very few quality housing options – from seniors to survivors of domestic violence, unhoused neighbors, those reentering city life after involvement with the justice system, those who do not speak fluent English, neighbors living with physical disabilities or mobility impairments, asthmatics and those with chronic health conditions, and many more. By addressing these housing issues, the city of Gainesville can become a place that provides for health and opportunity for all people and create a more resilient local economy.

Outcome 1: All Gainesville residents live in neighborhoods with diverse and abundant housing and easy access to jobs and vital community services.

In Gainesville, stable housing is not an opportunity that is accessible to all. While the number of housing units in the City grew by 10.4% over the past decade, this new housing has not kept track with the pace of population which grew 13.4% in the same period. This fact has resulted in a 2% (11% to 9%) decrease in the citywide vacancy rate. This is further compounded by a local housing market that has been largely successful at delivering new student-oriented housing near the University of Florida and larger detached single-family homes built in the western part of the City. Housing built between these two ends of the spectrum is largely absent in current construction as is housing serving small families, seniors, individuals, or neighbors earning below the median wage in Gainesville. Despite these challenges, the allocation of public investment and private incentives toward both housing and vital community services, can build community wealth, support community wellness, and connect residents to economic opportunity. There should be an emphasized focus on encouraging affordable housing near neighborhood services for persons with special housing needs including seniors, those with disabilities, and those classified in low-to-moderate income categories.

Indicators:

- Homeownership (rate of homeownership, disparity ratio)
- Rental Rates
- Number of new housing units
- Location of new housing units
- Geographic mobility within City

Strategies:

- 1. Remove barriers from the City's Land Development Code which limit the construction of new housing, restrict the diversity of housing forms within the City, limit the use or rehabilitation of existing housing, or otherwise unnecessarily increase the cost of creating housing.**
- 2. Streamline the review and permitting processes for residential development and construction.**
- 3. Collaborate with housing material suppliers, vendors, contractors and developers to find strategies of lowering the cost of housing production.**
- 4. Identify the needs of different communities by conducting assessments such as a housing needs assessment which would include metrics such as citywide housing needs by current demographics, anticipated population growth and characteristics, geographic sub-area, income level, type of housing, and existing gaps in the existing housing market.** This analysis, which will be completed in collaboration with community organizations and partners, should define indicators such as housing needs by income level, assess residential displacement risks and anti-displacement strategies, identify opportunity sites for affordable housing development, recommend zoning and land use changes, and seek to build community understanding of affordable housing options and tradeoffs.
- 5. Support complete communities by implementing strategies from the City of Gainesville Affordable Housing Action Plan including:**
 - Diversifying funding sources for affordable housing
 - Increasing zoning flexibility to create more rental and owner housing
 - Promoting permanent affordability to stabilize neighborhoods

- 6. Enhance existing underserved neighborhoods that lack convenient access to basic services such as health care, grocers, transit, recreation, and entertainment by attracting desirable uses through regulations and incentives.** The creation of new community resources will improve quality of life and livability for neighborhoods across the city.
- Identify and map existing underserved and low-income neighborhoods to ensure that City resources are allocated to support priority projects and initiatives.
 - Facilitate the development of these uses and facilities by reviewing existing land use and zoning designations in identified neighborhoods and, if necessary, amending these designations to accommodate needed uses.
 - Review and implement economic development strategies and incentives to introduce needed services and amenities. Public funding and partnerships should be focused to accommodate the development of these uses.
- 7. Encourage the University of Florida, Santa Fe College and other educational institutions to develop student housing on and off of campuses to meet the needs of low-income students, families, and graduate students.**
- 8. Continue City policies to support permanently affordable homeownership for income qualified households.**
- 9. Preserve and improve existing public housing and support new innovative housing models to serve the needs of residents at the extremely low and very low-income levels:**
- Leverage funds from existing local sources such as ConnectFree and GCRA and develop new funding sources to support local housing initiatives as well as programs such as Low-Income Housing Tax Credit and State Apartment Incentive Loan projects.
 - Increase access to public housing locations via public transit through actions such as adding bus routes and bus stops, increasing routes and decreasing headways, and continuing the “First mile/last mile” program.
 - Establish a “Task Force” to improve coordination among and between government agencies. More specifically, the Task Force would work to increase investment and reduce disparities in access to opportunity in East Gainesville. At a minimum, the Task Force would invite representatives from the Alachua County School District, the Chamber of Commerce, the University of Florida, Santa Fe College, the Gainesville Housing Authority, the Alachua County Housing Authority, the State Department of Health, Alachua County (Growth Management, Housing, and Social Services) and the City of Gainesville (Sustainable Development; Gainesville Community Reinvestment Area; Regional Transit System; Gainesville Regional Utilities; Capital Assets Planning and Economic Resiliency; Housing & Community Development; GFR; GPD; and Parks, Recreation, and Cultural Affairs).

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Outcome 2: Development in Gainesville does not displace and provides benefits for existing neighbors.

Family-owned properties with cultural and historical value must be respected, protected and weaved into redevelopment initiatives. Residents should become a part of the growth and development efforts of the community and take ownership and pride in the neighborhood's growth successes and the City should develop initiatives to reinvest in these neighborhoods and enable and encourage current residents to remain.

Indicators:

- Annual change in population by neighborhood, income, and race
- Displacement risk by neighborhood, income, and race
- Housing cost burden by race and neighborhood
- Number of units developed, redeveloped, rehabilitated, and demolished by neighborhood
- Proximity to food access, health care centers, schools, jobs, financial services, and public services by neighborhood
- Homeownership rate by race and neighborhood
- Home sales and mortgage originations by race and neighborhood
- Number of foreclosure auctions

Strategies:

- 1. Develop a consistent data collection protocol and methodology to track and report instances of displacement and identify neighborhood-scale risk factors to prioritize anti-displacement intervention efforts.**
- 2. Develop and fund anti-displacement programs and projects informed by data to stabilize lower-income neighborhoods that may be vulnerable to displacement including:**
 - Supporting a community land trust with funding, coordination of resources, and technical assistance
 - Funding programs such as the Welcome Back down payment program to stabilize neighborhoods and support retention of existing long-term residents while encouraging relocation of former residents back to the neighborhood.
 - Fund and implement programs designed to retrofit rental and owner-occupied properties with energy efficiency upgrades and housing rehabilitation renovations to allow residents to live in existing homes in safe and affordable housing.
 - Utilize funding sources to provide eviction intervention assistance to low-income residents in priority neighborhoods.
 - Continue to implement neighborhood stabilization strategies such as Mortgage Foreclosure Intervention program and increased tenant protections.
 - Develop and fund a program designed to provide rehousing assistance to low-income tenants in instances where existing occupied rental housing units are being demolished to accommodate new development.
- 3. Re-zone additional areas of the City to allow for a variety of housing types.**
- 4. Support program and regulatory reforms which establish requirements to incorporate permanent affordable housing in all City funded residential and mixed-use developments.**
- 5. Establish an Inclusionary Zoning policy based on market data within the City applicable to new multi-family development projects.**
- 6. Continue to seek funds from both the State and Federal government to provide financial assistance to first time moderate-income, low-income, very low-income, and extremely low-income homebuyers.**
- 7. Collaborate with Alachua County to set aside funds for temporary housing vouchers.** The City should look at permanent housing such as and similar to the Down Payment Assistance Program (DPA) or Community Land Trust (CLT) this promotes permanent affordable homeownership.
- 8. Require that development proposals include an analysis of community impacts from the project and identify strategies to address harmful impacts such as displacement pressure or provide new community benefits.**

Outcome 3: All Gainesville residents have access to affordable, quality, and stable housing.

The thoughtful design of our community can benefit the total economy. Other initiatives such as partnering with employers to develop an Employer-Assisted Housing (EAH) program, will support workforce housing for low and moderate-income residents. Additionally, providing incentives to developers and contractors, reducing impact fees, and utilizing available funding resources will demonstrate dedication to building and preserving housing.

Additional federal, State of Florida and local revenue streams (CDBG, HOME, SAIL, General Fund/Revenue) provide additional funding resources to support housing initiatives. Finally, the commitment to energy efficiency could greatly impact the overall financial stabilization or burden of housing costs for many LMI households. This efficiency impacts health, employment, and disposable income.

Strategies:

- 1. Fund housing initiatives through direct allocation of funds from programs such as SHIP, CDBG, HOME, LIHTC, DBG, and GCRA.**
- 2. Track efficacy of funding sources spent on the creation of local housing supply to ensure that partners and programs with the greatest impact are being rewarded for their impact with more power to build new housing while funds are re-routed from less effective efforts.**
- 3. Designate surplus City land for perpetually affordable housing development.**
- 4. Leverage public investments to recapitalize existing LIHTC affordable housing projects to extend affordability restrictions.**
- 5. Preserve and enhance existing renter and owner housing supply.**
 - Review and enhance code enforcement programs that preserve and improve quality of existing owner-occupied homes.
 - Provide educational information to residents on basic home care and maintenance.
 - Utilize the residential rental inspections program to promote energy efficiency as well as maintaining and improving other qualities of existing rental units.
 - Partner with community-based organizations to target available public resources toward deteriorating homes.
 - Develop a program to identify and prioritize neglected housing units and utilize public funds for reinvestment in highest priority units.
 - Develop pre-approved plans for both detached and attached accessory dwelling units and make those plans easily accessible.
- 6. Support a housing coordinator staff role to oversee the identification of priority investments, recommend funding allocations for housing initiatives, streamline the affordable housing development process, coordinate across government housing functions, and facilitate implementation of housing policies within the City government.**

Outcome 4: All Gainesville residents have fair and equitable housing opportunities free from discriminatory lending, renting, property management, assessment, and appraisal practices.

The process for qualifying for financing in order to purchase a home can include inequitable practices. A family's ability to purchase housing is directly related to its ability to satisfy financial requirements such as down payments, verification of stipulated income levels, stable income sources, strict employment guarantees, and in some cases, even insurance to guarantee long-term good health. This strict and rigorous financing acquisition process can work to exclude certain populations from the ability to finance the purchase of a home. Strategies will specifically target housing financing, real estate appraisal practices, ad valorem taxing practices. By targeting these inequities, including those within the housing rental process, we can ensure fair and equitable housing for all.

Indicators:

- Property tax burden by race and neighborhood
- Number of reported infractions of Renter's Bill of Rights
- Number of reported infractions of fair housing regulations

Strategies:

- 1. Maintain and regularly evaluate renter's rights laws which protect living conditions for renters.**
 - Require distribution by landlords and management companies of a new Renter's Bill of Rights and establish a staff role to report landlord violations. Landlords and property owners are not equitably and proactively distributing information to tenants about their rights and protections.
 - Enforce energy efficiency and minimum housing code requirements for rental properties through implementation of the Rental Housing Program inspections.
 - Establish online city registry of inspected private rentals. The City will use this registry to increase transparency about housing conditions and promote access to quality housing
- 2. Collaborate on housing issues across sectors by convening a Housing Working Group with government agencies, employers, and universities.**
 - Partner with employers to create an employer-assisted housing (EAH) program to support workforce housing for low- and moderate-income residents.
- 3. Annually inspect, improve, and continually evaluate City-managed and subsidized housing to ensure units are on par or better quality than comparable private housing units. Designate an agency to do compliance audits for affordable units that the City creates.**
- 4. Conduct biennial Fair Housing assessments with Alachua County and develop strategies to comply with or exceed federal requirements.**
- 5. Work with the Alachua County Property Appraiser and other partners to analyze property tax systems countywide to identify discriminatory property assessment practices and disproportionate property tax burdens and institute reforms and protections that eliminate these disparities.**
- 6. Continue to support and expand programs such as probate legal services for heirs property, legal assistance for eviction prevention, mortgage foreclosure intervention program, down payment assistance for first time homebuyers. Publicize and market these programs to income community members.** Increased access to information will help residents more easily identify and maintain housing. Education on the technicalities of the housing market and targeting outreach and resources toward those with lower access to housing opportunity should be the focus.



How We Build

How We Build

Where We Are and How We Got Here:

The City of Gainesville, like many cities in the United States, has a history of practices that influenced its ability to create opportunities for people of color and minorities to grow and succeed. Government actions and policies such as zoning laws, lending practices, and investment decisions favored those with a vested interest in their own communities and overall has been at the expense of others. This has disproportionately affected members in our community who have not been served by our decision-making process, resulting in a lower quality of life.

For black and minority communities, it means dealing with the consequences of governmental practices and laws that

have historically been used to disproportionately affect their ability to enjoy the same quality of life as other race groups. Consequences include the lack of new development in these communities, leading to a lack of access to essential services like grocery stores and healthcare facilities, and the ability to accrue generational wealth (wealth that gets transferred from one generation of a family to the next) based on property value. These consequences have long-lasting impacts on the built environment.

Examples of past policies and tools used to further racial disparities include:

- Discriminatory lending practices, such as federally issued mortgage insurance and infrastructure grants to increase white homeownership leading to appreciating values in those areas.
- Legal segregation through municipal regulations.
- Privately initiated racially restrictive covenants and denying access to financing for homeownership therefore driving investment away from black communities.
- Lack of public investment in the built environment of black and minority communities.

These policies increased racial disparities in home ownership, opportunity (access to jobs and quality education), quality of built homes and housing security. Resolving these disparities in those communities will make for a better city overall.

The ways that we regulate construction in the built environment affects the quality of life in communities. Laws and regulations such as exclusionary zonings laws, which limit the types of homes that can be built in neighborhoods, contribute to the difficulties that minority groups face in developing housing. Regulations such as minimum lot size requirements, minimum square footage requirements, prohibition on multi-family homes, and excessive setbacks support a legal discriminatory practice that keep lower-income people who are disproportionately black and minorities, out of more affluent middle-class neighborhoods by making the development of homes in these neighborhoods more expensive. The larger lot size requirements also reduce the supply of land available for denser and more compact development which would increase opportunities for more housing and would help decrease the financial burden of single-family home developments. These legal practices have substituted outright discriminatory laws and have helped to

create a resulting segregated built environment where black and minorities are kept in neighborhoods lacking the same opportunities as more affluent white neighborhoods.

In addition to the discriminatory laws and regulations that segregated Gainesville, there was a historic disinvestment in the public realms of minority communities. This disinvestment includes elements affecting the quality of spaces and access to important goods and services. In comparison to Gainesville's affluent communities, minority communities experience a lack of sidewalks, bike and walking paths, green spaces and trees, and other elements that contribute to a complete and healthy community. Due to this disinvestment in the public realm, development in these incomplete communities is also more expensive. On the regulatory side, land use and zoning placements also contribute to an incomplete built environment. All Gainesville residents should have the opportunity to enjoy a built environment designed to meet the needs of people by providing access to services, promotes healthy living, and will work on keeping Gainesville residents safe.

Progress to Build On:

The City of Gainesville has begun to take important, incremental steps towards creating a community that meets the needs of all neighbors, regardless of race, culture, or socio-economic status. Changes to the Land Development Code have been adopted in recent years which allow for more diverse housing types across the city. Accessory dwelling units are now allowed within all single-family zoning district, in addition to higher density districts. Additionally, single-room occupancy residences are also now allowed in a variety of zoning districts. This type of housing focuses on individual rooms for rent which may or may not contain individual kitchen units and other facilities.

The introduction of transect zones to the Land Development Code created design standards that were intended to enhance Gainesville's urban environment; these enhancing design standards include landscape and frontage zones, streetscape

improvements, architectural and materials regulations, and more. While transect zones and their design standards have contributed to enhancing the public realm, there are opportunities to expand these enhancements beyond transect zones.

Through various City programs, Gainesville is committed to improving and investing in neighborhoods and communities who have historically been left behind. The GCRA currently provides funding and assistance for retrofitting existing houses to improve quality of life. The Rental Housing program through the Neighborhood Enhancement Division strengthened renter's rights and energy efficiency standards in rental units. Beyond these examples, there are more opportunities to support investments in neighborhoods and communities across Gainesville.

What's at Stake?

Addressing city regulations that have historically been used to create a segregated built environment will help create a city that can be enjoyed by all its citizens. More equitable regulations will also help in creating a more complete built environment that is more resilient to economic anomalies, is more environmentally responsible and sustainable; and affords the possibility for all Gainesville residents to live within City limits regardless of race, color, or socio-economic status. Adopting strategies that lead to strong actions now will help to ameliorate the unbalanced lived experience.

Outcome 1: All Gainesville residents can enjoy living in equitable and complete communities.

Urban design standards established in the Land Development Code should enhance the sense of place, improve the urban form, and provide for the safety and comfort of pedestrians, cyclists, transit, and other vehicles in the City. These standards shall reflect a commitment to improve and maintain the vitality of the City and its neighborhoods. Established standards must foster predictable built results and a high-quality public realm with clear distinctions between urban, suburban, and natural areas. Land development regulations shall help steer development throughout the city in order to help create complete neighborhoods where residents have safe and convenient access to goods and services needed in daily life such as diverse housing options, grocery stores, schools, recreational facilities, and any other services needed by communities. Complete neighborhoods shall be built to a walkable and bikeable human scale and meet the needs of people of all Gainesville residents regardless of age, sex, or race.

Indicators:

- Community perceptions of urban form and built environment in public spaces and neighborhoods
- Capital improvement and number of built environment enhancements in black and minority neighborhoods
- Development trends within and around black and minority neighborhoods
- Analysis associated with staff reports for land use amendment and rezoning requests
- Walkability score

Strategies:

- 1. Assess existing zoning, land use, overlay districts, and environmental designations throughout the City to determine their ability to support the basic needs of all residents in a community.** There are communities in Gainesville that do not have access to basic essential services. This strategy aims to meet neighborhood and community needs by allowing and incentivizing development that would support a healthy and thriving lifestyle. This could be accomplished by changing land use and district designations or amending the underlying regulations for these underserved areas to support community needs.
- 2. Urban design standards established in the Land Development Code shall create a more interactive development pattern that has a strong relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks.**
- 3. Create policies and incentives that enable flexibility for development design to encourage infill development, compact design and discourage sprawl, while considering and addressing the harmful impacts of displacement.**
 - Fostering a more efficient use of land that has already been developed is a core principle of compact design. Building within an existing neighborhood can attract more people to the jobs, homes, and businesses already there while also making the most of public investments in things like water and sewer lines, roads, and emergency services. accessible.
- 4. Create complete communities that incorporate multi-modal transportation choices for new development to enhance connections beyond the project site to other community resources.**
 - Ensure provision of alternative transportation choices with new residential development and consider opportunities to enhance connections beyond the project site for commercial development.
 - The City shall continue to fund public transportation efforts such as sidewalks, bike lanes, and public transit facilities (please see technical document)
 - Encourage the establishment of residential, retail, office, health services, and civic uses within ¼ mile of the center of neighborhood centers as an effective way to reduce car trips and promote transit, walking, and bicycling.
- 5. Expand opportunity for a diversity of housing types.** Revisions to City regulations have the potential to lower the costs of development and increase the feasibility of creative housing solutions. Neighborhoods should contain a diversity of housing types to support neighbors with a variety backgrounds and income levels.
 - Investigate the feasibility to allow nonconventional dwelling types such as mobile homes and tiny homes on wheels in more areas of the city.
 - Encourage senior housing near neighborhood centers, shopping centers, public transportation, parks, and greenbelts where compatible with existing uses.
 - Create policies and incentives that enable flexibility for development design on sites with environmentally significant features to enable conservation of these areas while meeting project goals;
 - Promote the adoption of zoning districts which allow for a mix of uses
 - Disallow the adoption of zoning districts which only allow single-family dwellings neighborhood centers as an effective way to reduce car trips and promote transit, walking, and bicycling.
- 6. Incorporate language into the review criteria for land use amendments and zoning changes that require an analysis of requests from an equity standpoint.** These review criteria are defined in the Supplemental Strategies section of this chapter.
 - Amend review criteria for Land Use and Rezoning requests that requires an equity analysis.
- 7. Continue to require public facilities from developers for new developments.**
 - New development shall mitigate their impact on the built environment by continuing to provide public facilities impacted or associated with the development (see Technical Document)
- 8. Support Innovation Economy in the City of Gainesville.**
 - Collaborate with community partners such as the University of Florida, Santa Fe College, the Gainesville Area Chamber of Commerce, Alachua County, and the School Board of Alachua County \
 - The City shall work to establish adequate public infrastructure including high-speed broadband throughout the City
 - The City shall work to ensure that pertinent local, state, and federal incentive programs are made available to those seeking Innovation Economy development opportunities.

Outcome 2: All Gainesville residents live in healthy communities that promote physical, mental, and social wellbeing.

All communities and neighborhoods in Gainesville should be designed to provide an enhanced public realm that supports the wellbeing of neighbors. Research shows that the design of buildings, roads, and neighborhoods can have a positive impact on a person's health which includes physical, mental, and social well-being. Development plays an important role in supporting an environment that is sensitive to these health needs and as such, communities in Gainesville should promote a more walkable and safer built environment, provide opportunities for social interaction, and create an environment that is mentally stimulating and aesthetically pleasing.

Indicators:

- Results of the community resilience assessment
- Walkability score
- Longevity of buildings and structures within the City
- Number of building permits related to retrofitting existing buildings to improve efficiency
- Number of LEED, Green Globes, or other green-certified buildings and projects within the City

Strategies:

- 1. Amend the Land Development Code to promote, incentivize, or require standards for building resilient communities so that they can withstand adversity from health, financial, and environmental stressors.**
 - Encourage dense, compact development with transportation options that will support the most efficient use of land, working to combat challenges of climate change.
 - Prioritize underserved areas to receive the first enhancements when the City has planned citywide public improvements such as sidewalks, street re-paving, undergrounding utilities, street lights, and public parks.
 - Enact policies and change land uses and zoning designations that will encourage residential proximity and access to fresh food sources and health services, and help establish urban agriculture through food markets and other uses
 - Promote the development of public green or open space in all City land use and zoning districts to encourage outdoor recreation
 - Discourage the abundance of large continuous impervious surfaces in large-scale developments. housing conditions and promote access to quality housing
- 2. Conduct a community resilience assessment for indicators such as educational attainment, unemployment rate, disability, home ownership, mobility, household income, income inequality, and any other indicator determined as needed for analysis.**
 - Pursue funding from nonprofits and other sources to conduct a community resilience analysis or City resilience designation/certification
- 3. Ensure that new construction is built with materials intended to last for the long term and are energy efficient. Buildings and structures shall be built-to-last and resilient to extreme weather events and other community stressors.**
 - Retrofitting existing buildings and enhancements to the urban environment for energy efficiency should be prioritized in areas within the City that have historically received less public investment, are requiring attention, or at significant risk.
 - The construction of all development in Gainesville should be built with high-quality materials to ensure that buildings have a prolonged lifespan, support renter's rights, and can reduce utility costs.
 - Constructing buildings that are energy-efficient can reduce utility costs for neighbors and business-owners, while reducing the environmental impact.

Outcome 3: All Gainesville residents experience a safe and inclusive urban environment.

In the design of public and shared spaces it is possible to give residents a sense of ownership and therefore encourage investment and a desire to protect shared spaces and enable territorial control of otherwise unsafe areas. Constructing the built environment in a way that maximizes the ability for a neighbor to casually observe semi-public spaces can achieve a greater level of community oversight and safety and reduce the occurrence of crimes of opportunity. Thoughtfulness in the design of lighting, landscaping, sidewalks and streetscapes can all work towards reducing crime and creating a sense of safety. Additionally, thoughtful design into streetscapes and roadways can enable a safer multi-modal experience, reducing conflicts between automobiles, pedestrians and bicyclists.

Indicators:

- Perceptions of safety in urban environment
- Crime rates by neighborhood or census block, comparison over specified time periods.
- Number of improvements to the public realm through written design standards and physical additions
- Pedestrian, bicycle, and vehicle accident data on streets and especially at major intersections (maintain a map of this type of data)

Strategies:

- 1. Activate spaces in the built environment to create an inviting, comfortable, and livable experience.**
 - Identify areas for infill development and promote infill in urbanized areas of the city, while considering and addressing the harmful impacts of displacement
 - Encourage smaller block sizes, frequent street connections, narrower streets, and promote access to destinations in compact urban environments that alleviate the need for vehicle travel
- 2. Promote a built environment through design standards that create an atmosphere where all neighbors feel comfortable and confident spending time.** The design of a development should take into consideration the creation of this type of space for neighbors including sidewalks, shaded areas, benches, water fountains, and bathrooms.
 - When considering physical interventions to support community safety, lighting and other simple interventions like safe crosswalks, signals, and signage.
 - Require design standards that encourage visibility at the street level through front façade windows and doors. Visibility at the street level enhances the sense of community.
 - Amend the Land Development Code to require lighting standards to promote personal safety and allow for visual clarity.
 - Require design standards that allow for free movement throughout the public realm to avoid obstruction, including ADA accessibility
 - Require design standards that encourage shelter from the elements, including but not limited to natural shading from trees and hardscape canopies and awnings.
 - Continue maintenance of public spaces including but not limited to litter cleanup, installation of trash cans and recycling bins, and routine landscaping.
- 3. Reduce risk areas in the public realm to increase pedestrian and bicyclist safety.**
 - New developments shall ensure a safe pedestrian experience.
 - Promote pedestrian spaces and sidewalks that are free of unnecessary obstructions such as utility poles or other public utilities
 - Improve under-utilized roads to better serve pedestrians and bicyclists
 - Develop and implement design elements to reduce conflict of automobile and pedestrians
 - Implement traffic calming measures such as speed humps, curb extensions, and raised pedestrian crossings
 - Arterials and intersections should be designed to reduce conflicts between road users by providing clear crossings, medians and refuge islands
 - Collaborate with the University to strengthen the safety of major intersections and corridors including University Avenue and West 13th Street, SW 34th Street and Archer Road, and SW 20th Avenue
 - Dedicate and pursue funding for streetscape improvements.



How We Get Around

How We Get Around

Where We Are and How We Got Here:

Transportation is the backbone that supports many aspects of life in Gainesville, from everyday tasks like running errands and visiting family to accessing jobs, schooling, health care, and other destinations that are essential to individuals' economic mobility and wellbeing. When access to transportation is limited by cost or location of services, the process of going about daily life becomes more challenging.

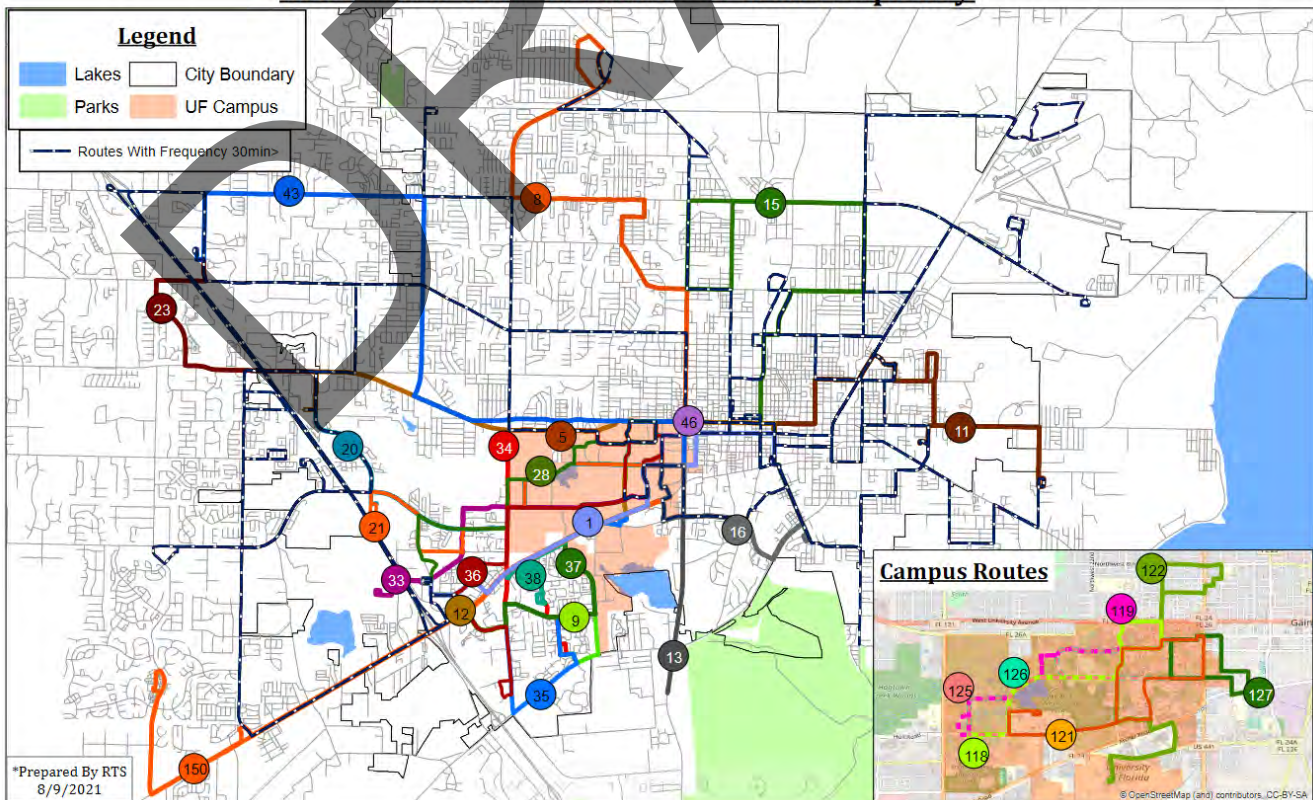
Today, your ability to get around in Gainesville is heavily dependent on where you live. For Gainesville neighbors that live in low-income and minority communities, buses may not stop close to their homes; buses may not come frequently enough to meet neighbors' needs; and neighbors may not have sidewalks and bike lanes that enable them to get around safely. These barriers make it challenging to get around, especially for neighbors who cannot afford to own cars. On the other hand, neighbors living closer to the University of Florida, particularly in the southwest area of town, have access to a robust transit route network with multiple route options, higher bus frequency, and amenities for walking and biking conveniently.

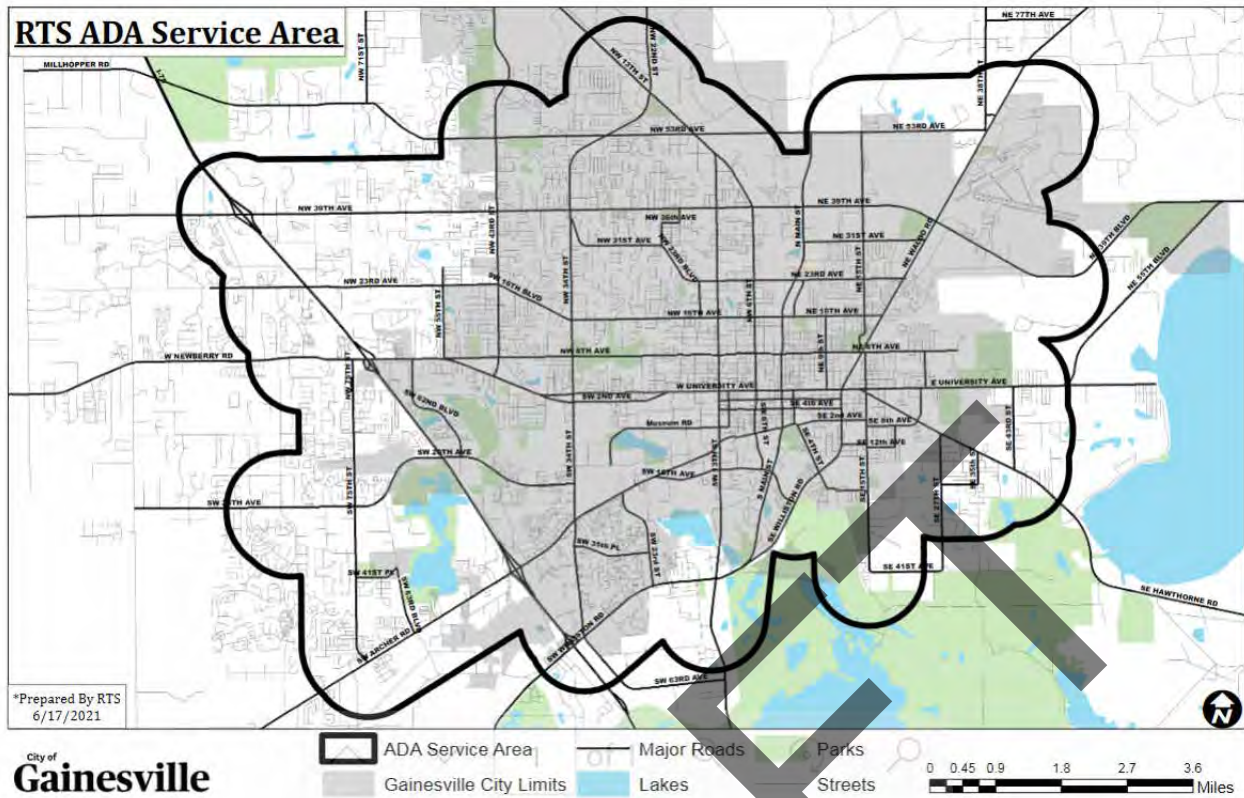
These disparities are the result of historic government actions and market forces that shaped the city's land use over decades. First, major employment, health and education centers were concentrated in areas close to the interstate at the western city limits, while in East Gainesville, environmentally sensitive lands

made it expensive to develop, making it difficult to generate jobs and commercial centers. Secondly, the City's land use development regulations have favored low-density housing development (e.g. single family homes) across the city, creating a geographically spread-out city with long travel times between destinations, making it more difficult – especially if you do not own a car – to get around. These factors led to disparities between some denser neighborhoods with employment centers and student-oriented housing with many ways to get around (e.g. frequent bus services, quality sidewalks and bike lanes) and other neighborhoods where neighbors must commute long distances with limited mobility options. Furthermore, as a result of historic racially motivated actions such as redlining and racial covenants, Black neighbors have been segregated into areas further away from commercial centers, with few options to get around and longer commute times if they work near downtown.

The funding structure for public transportation further compounds this problem: UF funds the majority of RTS transit services, therefore RTS routes and frequencies prioritize the need for students to get around. While UF's funding also covers bus services on the weekend and in neighborhoods far from UF, services remain more frequent in areas around campus and less so in others.

RTS Routes With 30 Minute Or Less Frequency





Progress to Build On:

In recent years, the City recognized the need to develop an equitable, balanced and safe transportation system and has formed partnerships with the University of Florida, the Florida Department of Transportation, and Alachua County to develop and implement forward-thinking solutions. To date, the City has implemented successful strategies, including: adding micro-transit services that help neighbors in East Gainesville get to

their destinations; dedicating an annual funding source to construct bike lanes, trails, and sidewalks; investing in smart technology to operate the traffic signal system and enhance overall traffic safety; and implement land use strategies that allow for higher densities and mixed uses that encourage neighbors to walk or bike, reducing the need for driving.

What's at Stake:

Making sure that all neighbors are served by an equitable, safe, reliable, and affordable transportation system is critical in maintaining a high quality of life in Gainesville and enabling access to economic opportunity for all neighbors. This way, everyone has a reliable, affordable commute to jobs that support their families; can access basic goods such as groceries using public transit; and can go out for walks safely, with sidewalks

protecting them from vehicles. The entire city benefits from the quality of life that this ensures. To this end, the City is creating the ImagineGNV Plan to implement an equitable transportation system that prioritizes neighborhoods currently underserved by mobility options, particularly in East Gainesville and other neighborhoods of color.

Outcome 1: All Gainesville residents, regardless of their race, ethnicity, income, gender, age, or ability, will have access to equitable, reliable, affordable, and safe transportation.

The city's transportation system makes it difficult for low-income, Black, and Minority neighbors to get around. The City will adapt its transportation strategies so that all Gainesville neighbors regardless of their identity will have suitable transportation options to reach their destinations.

Strategies:

- 1. Continue to provide fare-free transit for residents who rely on public transit.** The Department of Transportation recognizes the financial burden of transportation on neighbors who lack a vehicle or only own one vehicle and depend on transit to get around. To provide equitable access to transit, the Department will continue to prioritize the existing fare-free plan for City funding opportunities.
- 2. Prioritize upgrading transit stops by installing facilities such as lights, transit shelters, and sidewalks in transit dependent areas.** The City has historically underinvested transit amenities in low-income neighborhoods and communities of color. The Department of Transportation will prioritize funding to these neighborhoods so that neighbors who need transit the most are served by quality amenities.
- 3. Continue to provide and/or expand on-demand and last mile/first mile services in neighborhoods currently underserved by mobility options and frequent bus services.** The city's current transit routes are designed to provide frequent bus service to denser parts of the City. As a result, low income communities and Black neighborhoods located outside of Gainesville's denser areas have lower bus service frequency, which creates challenges for neighbors reliant on public transit. To ensure that neighbors are able to move around regardless of where they live, the Department of Transportation will strengthen transit options in low-density areas by expanding on-demand and last mile/first mile shuttle services in underserved neighborhoods.
- 4. Make existing transit services more accessible and convenient.** The Department of Transportation recognizes that excessive travel times, including time spent traveling to transit stops as well as riding transit, has an adverse impact on neighbors' quality of life, especially those reliant on public transit. Priority actions include:
 - Identifying locations suitable for mobility hubs to provide safe and convenient interchange of transportation modes (e.g. biking, driving, and taking the bus)
 - Create infrastructure modifications, such as queue jumps, to improve transit travel times.
 - Identify locations for implementation of amenities that encourage use of transit and enhance the user experience.
- 5. Assess pedestrian experiences with transportation facilities.** Current metrics used by the Department of Transportation (e.g. Level of Service standards) do not focus on how people experience the City's transportation system (i.e. how quickly/safely/comfortably they can get to where they need to go). The City will conduct research to identify metrics that focus on the pedestrian and transit experience to inform future transportation planning.
- 6. When planning transportation improvements and investments, conduct inclusive engagement efforts to ensure the needs of neighbors, especially those reliant on public transit the most, are reflected.** The Department of Transportation will increase its outreach efforts to low-income communities and communities of color, and work to incorporate community feedback into the implementation of citywide and neighborhood transportation plans.
- 7. Develop a Mobility Equity Plan to identify and address mobility challenges and needs of all users, with a focus on disaggregated analysis by race and ethnicity.** The Department of Transportation will conduct a holistic and inclusionary study to better understand community needs and diversify transportation options prioritizing people, access and safety. The Plan will guide the City to refine strategies and prioritize transportation improvements that meet the needs of neighbors facing the most challenges getting around, as well as improving overall mobility and accessibility for all; promoting walking, cycling and use of transit. This effort will include an evaluation of the Transportation Mobility Program Area (TMPA) to determine needed adjustments to fees and boundaries.

Indicators:

- Average travel time to work/school by race/ethnicity and by neighborhood (Source: Census)
- Transportation costs by race/ethnicity and by neighborhood (Source: HUD Location Affordability Index)
- Ridership by travel mode and by income level (Source: RTS)
- Define people-centered performance metrics that focus on a rider's overall mobility options to complement or replace the existing standards.

Outcome 2: All Gainesville residents, regardless of their race, income, gender, age, or ability, will be less reliant on cars, live in neighborhoods with quality pedestrian and bike infrastructure that do not require a vehicle to access daily needs, and contribute to a more sustainable city.

Many neighborhoods in the city do not have sidewalks or bike lanes, which makes it difficult to get around without driving. The City will close these gaps, expand the use of protected bike lanes or trails, and adopt speed reduction strategies so that neighbors of all ability levels will be able to complete short trips safely without driving. Making sure neighbors have alternatives to driving will also support neighbors' health as well as reduce emissions and benefit the environment.

Strategies:

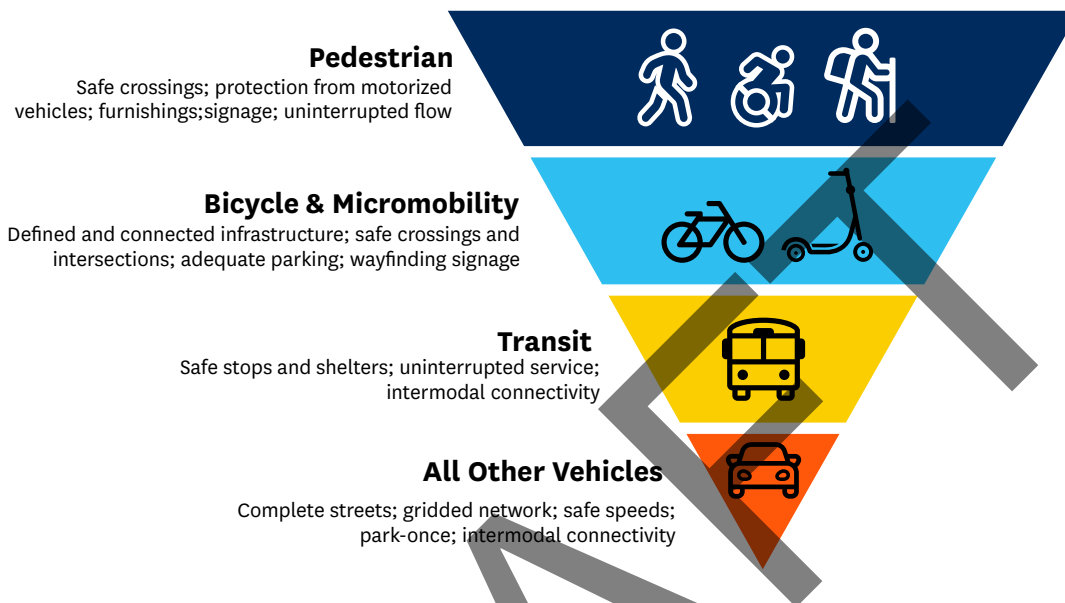
- 1. Continue to require new development projects to fund and/or construct transportation improvements including pedestrian and bike infrastructure, such as sidewalks and bike lanes or trails. Housing, retail, and other developments in Gainesville increase the demand on streets, sidewalks, and transit. In order to address the added demand to the City's facilities due to new development, the Department of Transportation will coordinate with the Department of Sustainable Development to ensure new development projects contribute to the improvement of the City's transportation facilities while minimizing the overall cost burden to the public.**
- 2. Continue to prioritize funding for walking/cycling-related investments to support transit trips, especially in low-income communities and communities of color. Walking and bicycling trips have greater health benefits compared to driving. The Department of Transportation will prioritize investments in disadvantaged neighborhoods, including East Gainesville, based on data and safety seeking to provide a safer and comfortable experience for all users.**
- 3. Encourage bicycling across the city by continuing to install bike-related infrastructure that creates a safer and more comfortable environment for bicyclists of all ability levels and minimizes conflicts with motor vehicles.** These would include:
 - Extending dedicated or protected bike facilities that ensure riders are safe from cars and support riders of all ability levels
 - Expanding implementation of bicycle detection at traffic signals
 - Expanding bicycle parking
- 4. Reduce carbon emissions generated by transportation.** Strategies will include:
 - Investing in infrastructure (e.g. sidewalks, bike lanes) that is safe and accessible to users of all ability levels, encouraging use of cycling and walking as viable transportation options seeking to reduce dependence on automobile;
 - Transitioning the city's transit fleet to low- or no-emissions vehicles based on data and operation need
 - Encouraging developers to build EV charging stations on site

Indicators:

- Availability to and proximity of connected sidewalks, low-speed streets, bicycle facilities and trail networks, by neighborhood
- A multimodal transportation index by neighborhood based on best practices (indicator to be developed)
- Number of bicycle and pedestrian trips, by neighborhood (Source: yearly bicycle and pedestrian count program)
- Carbon emission reduction as electric or hybrid vehicle use becomes more prevalent in the community and are incorporated into the city's fleet based on yearly vehicle-miles travelled (Source: EPA.gov).

Outcome 3: Gainesville will have no traffic-related deaths or severe injuries.

In the Gainesville Vision Zero Framework, the City committed to eliminating traffic deaths and serious injuries within the City by 2040. The Department of Transportation will provide safe ways to get around for all neighbors, prioritize people over cars, and address areas in the city's road network that may cause fatalities and serious injuries or may be dangerous for the most vulnerable road users (pedestrians, cyclists, seniors, etc). Additionally, the Department of Transportation recognizes the need to identify communities that are disproportionately experiencing traffic fatalities and injuries, and to prioritize investments in these areas.



Strategies:

- 1. Advance the City's Vision Zero Action Strategy through dedicated funding sources such as the capital improvement plan. The City adopted a Vision Zero Resolution seeking to reduce the incidence of severe and fatal crashes and to develop strategies to address the safety of the most vulnerable users. Dedicated funding sources would allow for faster implementation of solutions and expansion of the adopted Vision Zero target area.**
- 2. Prioritize funding for transportation projects that advance the City's Vision Zero Action Strategy.** This will include:
 - Implementing speed reduction measures and other approaches to eliminate hazardous street conditions, such as hidden driveways, blocked vision triangles, and poorly lit streets. Reducing traffic speeds is effective in reducing death and serious injury to all road users from crashes, especially those involving pedestrians and bicyclists.
 - Prioritize people over cars in the design and implementation of transportation projects. A new paradigm of prioritizing people requires considering the needs of all users. For example, providing parallel parking to create a buffer between pedestrians and moving vehicles, designing narrower streets to help reduce vehicle speed, adding protected bike lanes, etc.
- 3. Incorporate Vision Zero considerations into the development review process. To ensure Vision Zero is implemented across the city, the Department of Transportation will work with the Department of Sustainable Development to update the review criteria within the development review process to include best practices from Vision Zero.**
- 4. Identify communities that are disproportionately affected by traffic fatalities and injuries. The Department of Transportation will coordinate with the Police Department to create a system that enables DOT to track data on fatalities and injuries by neighborhood and/or by race/ethnicity, and focus safety improvements in areas that are being disproportionately impacted.**
- 5. Incorporate Vision Zero elements including lighting enhancements at the time of adding or resurfacing a road(s)**

Indicators:

- Crash rate by mode by 100,000 population, by neighborhood
- Crash severity rates by 100,000 population, by neighborhood
- Reduction in traffic related serious injury and deaths year over year, by neighborhood

DRAFT



Our Environment

Our Environment

“An equitable Gainesville would look like a place where all its community members have access to the same health care resources and to the same quality of their natural environment.”

“If we aren’t breathing clean air, don’t have enough trees, don’t have healthy air in our homes – in the long term it will have a negative impact on health, and ultimately cost more money. More money should be spent on the front end to prevent issues as this will be a cost savings. The longer they are exposed to dangerous conditions, the worse it will affect their health.”

“If we take preventative actions vs corrective actions, we will be able to find the root of the problem. For communities that wait till the last minute to fix issues, the expenses will be much higher.”

Where We Are and How We Got Here:

Our environment plays a significant role in the health and vitality of our communities and is inextricably connected to wellbeing, housing, health, food, and jobs. Our environment creates the conditions through which all Gainesville neighbors can live, work, and play and be safe from environmental hazards. The concept of all neighbors being able to shape

a healthy and safe environment for themselves is called Environmental Justice.¹ In light of increasing pressures due to climate change and statewide population growth, now more than ever it is important to responsibly manage our resources and infrastructure to ensure Gainesville’s communities can adapt and thrive.

Important environmental goals for the city are that all neighbors are provided with:

- Safe, reliable, affordable water, wastewater, stormwater, and energy infrastructure and services
- Protection of critical infrastructure from flooding and other climate change impacts
- Resilient infrastructure that will improve the ability to protect neighborhoods from flooding and other climate change impacts
- Clean air, water, and land
- Access to recreation and natural areas

Today, who you are and where you live in Gainesville may determine how you experience the environment. Many low-income people and people of color live in older communities. Some of the environmental challenges often facing older, lower income neighborhoods in Gainesville include:

- Stormwater drainage was constructed according to the standards of the time, but may not meet current construction standards which can contribute to flooding in some areas
- Older water distribution and wastewater collection piping and other infrastructure that needs to be upgraded to ensure Gainesville Regional Utilities (GRU) continues to provide reliable service over the long term
- Access to parks & other natural areas
- Lack of private investment in East Gainesville and other lower income areas
- Older homes are often less energy efficient and vulnerable populations are less able to invest in renovating homes to improve energy and water use efficiency

Stormwater flooding occurs in some areas of Gainesville, particularly in low lying areas that are along creeks or wetlands. Many of these low lying areas were developed before current stormwater management rules were in place, which can contribute to flooding issues. More than half of Gainesville's FEMA floodplain occurs in areas that are not low income. The City, through its stormwater utility, invests in maintaining stormwater infrastructure and in making drainage improvements in critical areas where feasible. Improvements can be limited by physical constraints such as land availability including narrow right-of-ways and natural constraints including creeks and wetlands. The City continuously seeks to leverage city funds with state and federal grant programs to improve drainage in flood-prone areas. To that end, the City has applied for several grants to fund projects that work towards building resiliency from climate change and extreme weather events within the storm infrastructure.

In accordance with state and federal regulations and the Comprehensive Plan, GRU must meet certain level of service standards for all of its water and wastewater customers. These standards are in place to protect public health, safety, and the environment and to ensure all of its customers are getting reliable and safe service. Older water and wastewater infrastructure exists in many high income and low income areas. Water and wastewater infrastructure tends to be durable and is expensive to replace. In Gainesville, as in other parts of the country, it is critical that the city continue to invest in replacing aging infrastructure. GRU continually assesses its water and wastewater piping and other infrastructure and has long-term investment programs to systematically replace and aging infrastructure to ensure reliable service over the long term. GRU continually assesses, maintains, and replaces its energy delivery infrastructure to ensure safe, reliable service to all customers.

General Government and GRU operate the ConnectFree program which connects existing homes to GRU water and wastewater services within the city. The program is targeted to lower income residents and pays the cost of connecting neighbors who want to be connected to GRU water and/or wastewater where it is feasible to do so. The program also pays for the water and wastewater connection charges for connecting new affordable housing projects. In conjunction with this program, GRU has also been implementing targeted septic to sewer conversions in which existing homes with failing septic tanks can be connected to GRU sanitary sewer. The program targets homes with failing septic tanks near creeks.

Lack of private investment in East Gainesville is a problem that the city has worked to address for several years. Private investment benefits areas by renovating existing structure and adding new structure that meet current codes, providing new public works and utility infrastructure, providing critical products and services to residents, and fostering overall economic activity and creating and sustaining jobs. GRU has continued to maintain and upgrade critical backbone water, wastewater, and energy infrastructure to ensure adequate capacity is available when development occurs in East Gainesville.

Older homes are often less energy efficient, and vulnerable populations are less able to invest in renovating homes to improve energy and water use efficiency. Higher temperatures

resulting from climate change may lead to higher utility bills for populations with energy inefficient housing. The GRU Low-income Energy Efficiency Program (LEEP) assists low income residents with making energy efficiency improvements to their homes in order to help them reduce their utility bills and reduce greenhouse gas emissions. The city also has energy efficiency requirements for rental properties which helps to reduce energy costs for renters.

In many areas of the country, industrial emissions of pollutants to the air and water can cause impacts to residents. Historically, heavily industrialized areas are often located near lower income neighborhoods. Historical lack of regulatory oversight can contribute to negative environmental conditions in those areas. Development standards at the time these communities were constructed, are now antiquated and can create challenges with flooding, drainage, and wastewater collection. Development and redevelopment on the west side of the City has afforded the opportunity to improve and upgrade infrastructure which enables the community to address risks and hazards. Negative environmental conditions compound with economic and social conditions to cause higher levels of chronic health problems such as diabetes and asthma among low-income communities and communities of color.²

Looking ahead, climate change will continue to increase the risk of storms and flooding, particularly in low-lying areas which further taxes aging infrastructure. Areas that are currently prone to flooding will face increased impacts. There are many existing older subdivisions and residential areas within the City that do not meet current level of service standards. These neighborhoods, with older, aging or even non-existent infrastructure, will be more susceptible to outages and damage. Higher temperatures will exacerbate health impacts on people with chronic conditions and lead to higher utility costs for residents without access to housing with efficient cooling systems. As climate risks increase in frequency and severity, Gainesville will likely experience an influx in residents as Florida's coastal areas become less desirable.³

Where and how climate solutions are prioritized in Gainesville has not historically incorporated socio-economic factors. Conversations regarding Gainesville's environment, including regulations and conservation programs, have largely left out perspectives from Black residents and communities of color. Citywide regulations for environmental protection heavily impact East Gainesville which contain an abundance of environmentally sensitive areas, including wetlands, floodplains, strategic ecosystems that remain undeveloped, and forested areas containing large numbers of heritage trees. In addition, East Gainesville neighborhoods tend to be older, with aging structures that may not meet safety and energy efficiency standards required of new construction.

Progress to Build On:

The City, in partnership with Gainesville Regional Utilities (GRU) and the County, recognize a need to continue to meet the community's infrastructure needs, address aging existing infrastructure that exacerbates existing disparities in neighborhoods, and combat the impacts of climate change both by reducing the City's emissions and by investing in climate and community resilience. The city will play a proactive role in reducing greenhouse gas emissions to reduce our climate impacts while at the same time maintaining utility system reliability and keeping utility rates affordable. Accomplishing both affordability, reliability, and greenhouse gas reduction requires a well thought out strategic approach. Affordability is important to all neighbors, particularly those that are lower income. GRU will also seek out opportunities to improve service, reduce costs, and develop new revenue streams that help to offset GRU's operating costs in order to help keep rates affordable.

Climate change presents new challenges for everyone, and Federal and state funding mechanisms have been created to help local communities address the challenges of climate change and build resiliency. An essential first step in building resiliency is to complete a Vulnerability Assessment. Public Works and GRU have partnered with the FloodWise Communities program to begin a process that will conduct an assessment of critical assets that are vulnerable to flooding within the City and GRU service area. This process involves establishing an understanding of baseline conditions and projected conditions influenced by climate change. During this process, the City will receive customized weather, climate, and socioeconomic data profiles to evaluate the City's present and future exposure to these hazards. The vulnerability assessment will be finalized in February 2022.

The City's continues to invest in maintaining existing stormwater drainage infrastructure and in upgrading stormwater drainage, roads, and other infrastructure throughout the city. Some examples of major projects that the City and GRU have completed or are underway which benefit residents of East Gainesville and other vulnerable areas include:

- Duval Stormwater Park (Credit Basin);
- Lake Forest Creek Watershed Management Plan;
- Depot Stormwater Park (Credit Basin);
- Springhill Stormwater Park (Credit Basin);
- Sweetwater Wetlands Park;
- Current roadway improvements include SE 4th Street, NE 9th Avenue, and NE 10th Avenue; and
- Main Street Water Reclamation Facility upgrade

The second step will be to develop an Adaptation Plan. The Adaptation Plan will build on the Vulnerability Assessment by compiling a project list of critical assets identified as vulnerable to flooding. Projects will be ranked using the Comprehensive Plan, community involvement, the presence of disadvantaged communities, and community lifeline factors.

Projects to adapt critical assets identified in the Adaptation Plan will be refined, prioritized & ranked. Costs for top-ranked projects will be estimated and the benefit/cost ratio calculated. A prioritized project list will be incorporated into the Alachua County Local Mitigation Strategy (LMS). The Alachua County LMS can also include these projects, which recently updated its scoring of projects to include additional points for project location within disadvantaged communities.

GRU and the City have invested heavily throughout Gainesville to replace, upgrade, and improve aging infrastructure to protect and improve surface water quality, stormwater drainage, and service to neighbors. GRU will continue to invest in operations, maintenance, and infrastructure upgrades to ensure all customers are provided with safe and reliable potable water, wastewater, electric, and gas services and that level of service standards are met. GRU's LEEP program provides assistance to low-income homeowners with making energy efficiency improvements to their homes in order to reduce utility costs and reduce greenhouse gas emissions. GRU is a state and national leader in renewable energy. As of 2021, GRU gets 28% of its energy from renewable sources and has a goal of 100% renewable energy by 2045. GRU is continuing to move toward this goal through investing in solar energy and other renewable sources.

Many other road, drainage, and utility projects have resulted in improved water quality and enabled private development investment.

Gainesville's green infrastructure, particularly its open space areas and tree canopy, is as integral as its grey infrastructure and recent efforts include the development of the City's first Urban Forest Management Plan. The 20-year plan was created in collaboration with the University of Florida, local businesses, and residents and seeks to address community needs such as providing shade, reducing heat islands, conserving energy, creating equitable access to parks and greenways, improving air and water quality, reducing greenhouse gas emissions, and expanding access to outreach and education efforts to target neighborhoods based on need. The goals and objectives of the management plan are interwoven throughout the City's Land

Development Code and heavily influence the character and development of Gainesville.

The Zero Waste Plan, adopted by the City in partnership with Alachua County, aims to reduce impacts of waste on the City's environment with several strategies including providing household hazardous waste events in East Gainesville to make hazardous waste services more accessible for residents. Zero Waste ordinances addressing wasted food diversion and the recovery of construction and demolition debris are underway. The City's Zero Waste Subcommittee, which has been working on waste reduction, reuse, and recycling, will be transforming into the Nature Policies Subcommittee to help Gainesville implement resilience and sustainability policy goals.

What's at Stake:

Ensuring that all Gainesville residents can enjoy their environment is critical to building quality of life and wellbeing. The City developed this plan to help ensure we are creating an equitable environment and climate that prioritizes

neighborhoods that disproportionately experience negative environmental impacts and are particularly vulnerable to climate change.

Outcome 1: Gainesville's water, waste, energy, and stormwater infrastructure will be safe, reliable, and affordable across all neighborhoods and all communities will be protected from damage from flooding and the growing environmental effects of climate change.

The city will continue to invest in operating, maintaining, and upgrading water, wastewater, energy, and stormwater infrastructure in order to maintain reliability and protect against impacts of climate change throughout its service area. The city will incorporate socio-economic factors in prioritizing capital investment plans. By targeting infrastructure improvements and investments where the need is greatest, we can ensure all Gainesville communities are ready to deal with the environmental challenges of today and adapt to the effects of climate change. In addition, programs targeted to Gainesville's most vulnerable residents will help to overcome the cost barrier to ensuring their homes are safe and energy efficient.

Strategies:

- 1. Develop a capital investment prioritization framework that incorporates social vulnerability into decision-making processes to ensure the City allocates capital funding based on disproportionate need and risk across all neighborhoods.** The City will consider environmental justice and socioeconomic considerations in making decisions on project prioritization, design, and location. This includes:
 - Completion of a flood vulnerability assessment and development of adaptation plans and funding strategies to protect critical assets and infrastructure. These plans will factor in social vulnerability in prioritizing mitigation efforts.
 - Regularly collecting and updating Gainesville's climate and hazard risk projections to support decision-making.
 - Developing a process to require that decisions are informed by the framework and updated risk data.

2. **Identify and prioritize existing and new sources of funding, such as grants, to modernize infrastructure in areas with substandard infrastructure, high risk of flooding, and/or with limited resources to address flooding and other climate events.** The City will leverage federal infrastructure funds and other sources to modernize infrastructure in Gainesville communities that have experienced disinvestment and flooding challenges and/or are vulnerable critical assets.
3. **Promote and support programs to assist low-income homeowners and owners of low-income housing to modernize on-site infrastructure.** Many low-income homeowners have older homes which are energy inefficient which result in increased utility costs, and higher vulnerability during storm events and to extreme temperatures. The City and GRU will continue to implement programs such as LEEP that assist homeowners in improving energy and water use efficiency. The City and GRU will continue to implement programs such as Connect Free which provides funding that supports connecting to water and wastewater services. The City and GRU will also continue to pursue state and federal funding sources and implement new or expanded programs as appropriate.
4. **Implement waste-related services equitably across all Gainesville communities, prioritizing expansion and investment in communities that are currently underserved.** To date, the City has been focused on maintaining current recycling participants and improving service quality and therefore has not directly engaged residents in recycling and solid waste education. Public Works will allocate resources to educate residents on the individual and community-wide benefits of reducing, reusing, and recycling. Additionally, the City will provide opportunities to properly dispose of household hazardous waste by conducting collection events in low-income neighborhoods.
5. **Create a climate action and resilience coordinator in the City to oversee climate strategic planning and policy, recommend priority investments and funding allocations for climate initiatives, and coordinate across government infrastructure, utilities, and land management functions.** This role will build greater coordination across the City, support in implementation, and build accountability. The climate action and resilience coordinator will include:
 - Coordination through the Joint Water and Climate Policy Board with City departments, GRU, Alachua County, community members and others.
 - Representing the City in regional coordination with Alachua County and neighboring cities and regions to address climate and environmental justice.
 - Leading the environmental justice study and coordinate across departments to support implementation.
6. **Establish regional strategies with Alachua County, neighboring cities, and others to prepare for and address climate risks grounded in racial equity and environmental justice.** In addition to a state of good repair, the City needs to plan capital improvements that protect vulnerable communities from the impacts of climate change including severe weather and include prioritization of communities with high social vulnerability. In addition, a heat vulnerability analysis will be completed to identify areas of high risk and social vulnerability, and strategies created to mitigate the impact of extreme heat on these communities. The Department of Sustainable Development, Public Works, and GRU will support and participate in Alachua County's effort to create and implement the Joint Climate Action Plan.

Indicators:

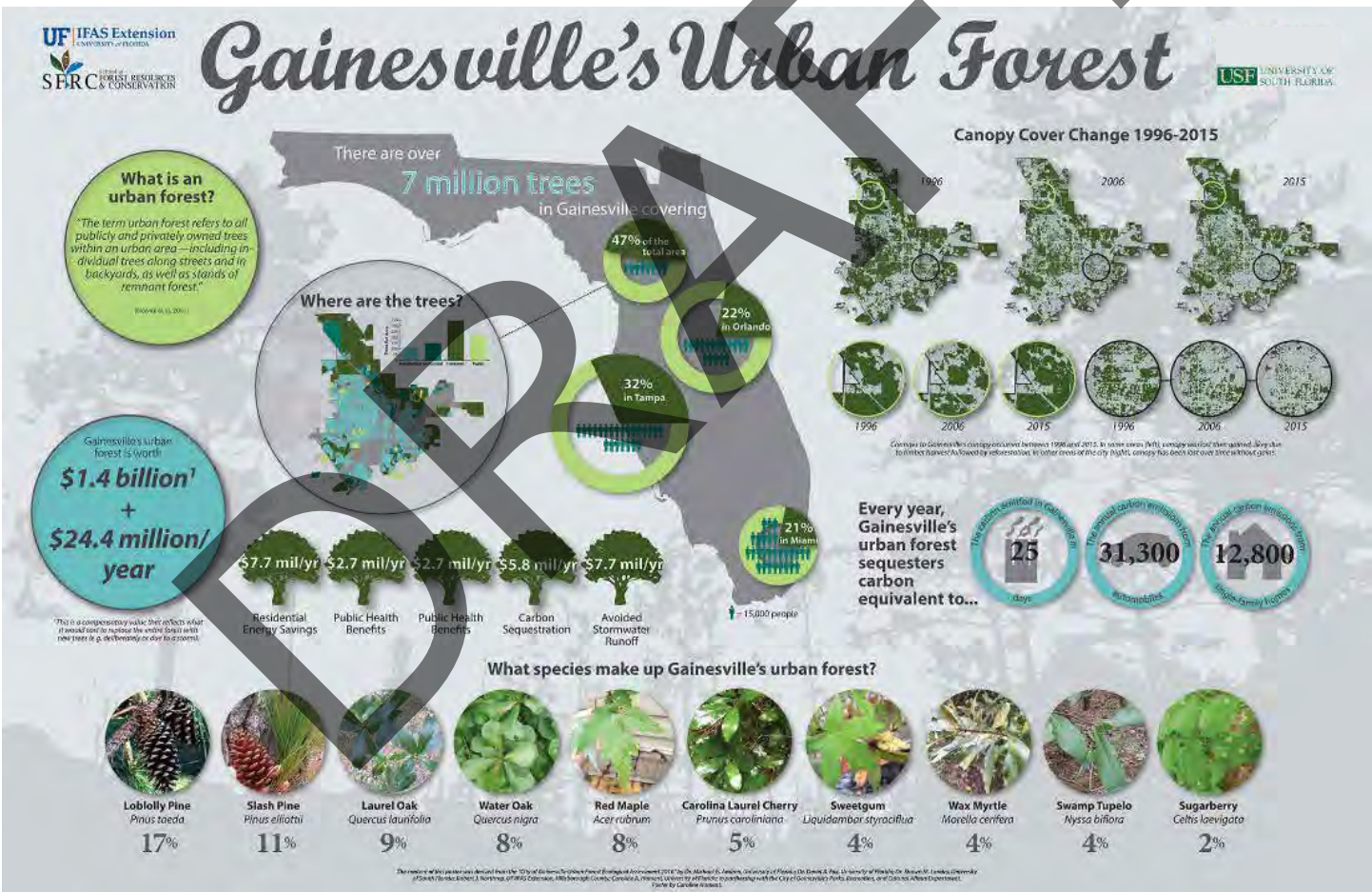
- Completion of a 20-year Stormwater and Wastewater Needs Assessment per Section 403.9302, F.S. This assessment conducts an analysis of the expenditures necessary to maintain, repair, replace, and expand stormwater and wastewater infrastructure. This assessment, per statute, is to be completed every 5 years with the first assessment due June 30, 2022.
- Projects completed throughout the City based on needs identified in the vulnerability assessment and mitigation plan.
- Level of Service standards being met throughout the GRU service area.
- Percentage of households served by the sewer system by community.
- Rating of water, sewer, and energy infrastructure by community.
- Amount of new infrastructure receiving investment by community.
- Type and amount of flooding by community – flooding vs. structural damage.
- Amount of infrastructure in high-risk areas that has been replaced or improved.
- Implementation of Advanced Metering Infrastructure (AMI) by community.
- Recycling set-out rates by community.
- Miles of water and wastewater piping replaced or upgraded per year within the GRU service area.

Outcome 2: All residents enjoy a healthy environment, with clean air, water, and land, equitable access to natural areas, and impacts and costs of polluting uses will be born equally and not concentrated in vulnerable neighborhoods or any one geographic area.

Environmental health is linked to human health. Exposure to poor air and water quality can lead to increased incidence of illnesses such as asthma, cancer, and waterborne diseases that would otherwise be preventable. Accessibility to natural areas such as parks, greenways, and trails also affects health in many ways, from providing opportunities for exercise and recreation, to mental health benefits from spending time in nature. By improving air and water quality, and ensuring all residents have access to clean water, air, and natural areas, regardless of where they live, we are investing in the health of our residents.

Strategies:

- Conduct a comprehensive environmental justice study to determine Environmental Justice (EJ) areas and recommend strategies and timelines to address disparities.** The study will define areas that are disproportionately impacted by pollution, face high social vulnerability, and/or have experienced historical systemic racism and inequitable resource distribution. Strategies to address disparities in EJ areas may include working with regulatory agencies and property owners to ensure that contamination sites are cleaned up and/or relocated and that neighbors are protected.



2. **Prioritize land acquisition for conservation and park uses in areas that lack dedicated conservation areas.** The City will maximize the protection of environmentally sensitive lands through the nomination of properties for acquisition with the Alachua County Forever program and other relevant funds. The City will focus on building equitable access and conserving lands containing high-quality, environmentally sensitive resources. PRCA, GIS, and Mobility Departments will collect data on Gainesville parks accessibility and identify barriers to access. Building on this, they will develop strategies and pursue funding to address management and staffing challenges for the acquired conservation of lands and parks.
3. **Continue to implement and update the City’s Urban Forest Management Plan (UFMP) and Ecological Analysis.** Public Works and the Department of Sustainable Development will build on the UFMP and incorporate socioeconomic, heat vulnerability, pollution, and public health data into the analysis to guide future investment and resource prioritization, while meeting current objectives of the UFMP. Actions will seek to address shading/canopy cover, energy savings, air and water quality, greenhouse gas sequestration, equitable access to parks and greenways, stormwater attenuation, equitable access to outreach and education efforts, and addressing values specific to neighborhoods or districts for capital improvement projects. They will also revise the social survey to ensure all communities and demographic groups are reached and included.
4. **Develop strategies to address barriers to the productive use of citywide brownfield sites with a focus on areas that can address community needs such as parks, housing, and other community-serving uses like grocery stores.** The Departments of Sustainable Development, Housing, and Strategic Initiatives will develop strategies that may include cost shares or permitting fee waivers to overcome the burden of cleanup costs and assistance with community engagement and communications to develop community-supported plans for brownfield redevelopment.
5. **Continue to implement the ConnectFree program for connecting existing homes to GRU water and sewer on a voluntary basis. Continue targeted septic to sewer conversion.**



Indicators:

- Heat vulnerability by community
- Air and water quality of neighborhood
- Acreage of park lands, open space, and conservation lands by community
- Qualitative assessment of park lands, open space, and conservation lands by community
- Number of active site remediations and completed site cleanups
- Results of social surveys to determine success of mediation efforts

Outcome 3: Gainesville will make significant progress to reduce the City's carbon footprint, incorporate renewable sources for energy production, reduce landfill waste, and will lead regional efforts to combat climate change.

Now more than ever, it is important for Gainesville to responsibly manage its resources in light of increasing pressures of climate change and population growth. By reducing our carbon footprint, helping residents reduce their energy use, and by reducing and diverting our waste, we can ensure Gainesville is able to adapt and thrive despite these pressures.

Strategies:

- 1. By 2045, Gainesville will meet all energy needs with technology that achieves the goal of net-zero greenhouse gas emissions.** Sustainability, an approach that considers environment, costs, and social impact, is an essential element to responsibly meeting energy needs. The City will seek opportunities to add solar on City properties. GRU will continue to pursue solar and other renewable energy projects while at the same time maintaining system reliability and keeping utility rates affordable. Sustainability and affordability are important to all neighbors, particularly those that are lower income. GRU will also seek out opportunities to improve service while reducing costs and developing new revenue streams that help to keep GRU financially sustainable and help keep rates affordable.
- 2. Lower carbon impacts from City government operations.** The Departments of Public Works, Strategic Initiatives, and Fleet Management will work across departments to reduce energy consumption in new and current buildings, identify solar opportunities on City property, expand the City's electric vehicle fleet, reduce vehicle idling times, identify and correct gaps in existing data on the City's carbon footprint and environmental impact, and collect data and report on progress against targets on an annual basis. In addition, the City will develop a set of policies and tools to ensure that all new investments in City facilities and infrastructure prioritize lower carbon footprints.
- 3. Promote energy and resource conservation in vulnerable communities through programs and regulations.** Actions include:
 - Public Works, GRU, and PRCA, in partnership with the County, will create education programs to engage residents on climate risk, climate science, and solutions. Outreach will be conducted focusing on energy, water conservation, and urban forestry programs that are targeted to the needs of residents who are the most vulnerable to environmental risks.
 - GRU will continue to establish incentives for businesses and residents to reduce energy, water, and waste consumption that specifically support historically marginalized and low-income Gainesvillians and that reduce energy consumption in older, low-income neighborhoods.
 - The Department of Sustainable Development will continue to create and expand incentives in the Land Development Code to promote sustainable forms of development. This includes but is not limited to development that is less car-dependent, higher-density, more energy efficient, less water intensive, lower-impact in terms of materials and natural resources, and responsive to climate risk.
 - The Department of Sustainable Development will continue to define and enforce a minimum set of energy efficiency standards for rental housing, through a rental housing ordinance, which landlords will be responsible for meeting.
 - GRU will continue and expand on the Low-income Energy Efficiency Program Plus to serve residents with the greatest need. The program currently assists low-income customers with home improvements that can lower a household's electric bill and reduce energy consumption.

4. By 2040, the City will divert 90% of citywide solid waste from methane producing landfills by expanding composting, recycling, and waste reduction efforts, including community-driven efforts:

- The City Commission and Department of Public Works will codify the City's Zero Waste Plan to modify existing policies, systems, programs, and infrastructure to reduce waste and improve diversion opportunities, in particular reducing the need for solid waste facilities.
- The Department of Public Works will implement a food waste diversion program for commercial, single-family, and multifamily properties.
- The Departments of Public Works will work with Sustainable Development, GRU, and other departments as appropriate, to develop and implement beneficial uses of food wastes and other waste products such as yard waste and wastewater biosolids. The City and GRU will continue to partner with Alachua County and the University of Florida to evaluate the use of food and yard waste along with wastewater biosolids to develop soil amendments. At such time as evaluations support the use and inclusion of soil amendments in development projects, the City will draft a new soil amendment ordinance to support the beneficial use of wastewater residue, biosolids, and food waste.
- The City will develop a city-wide ordinance to require any construction or demolition permits to recycle, reuse, and/or recover materials. The City will work with the County to site regional facilities to process the reuse of materials and expand current processing capacity.
- The City will draft an ordinance that supports the use of recyclable materials in building construction and encourages or directly incentivizes the development of structures intended to have a lifespan of fifty years or greater.

Indicators:

- Per capita energy and water consumption by community
- Trends in implementation and effectiveness of energy, water, and urban forestry conservation programs across the City and by census block group
- City government carbon impacts versus benchmark year
- Percentage of energy sourced from renewables
- Results of social surveys to determine success of outreach and education programs
- Landfilled waste per capita
- GRU GHG emissions per customer

Outcome 4: City government and community members together balance conservation and environmental preservation with community needs.

Strategies:

- 1. Develop strategies to promote design flexibility around environmentally significant features in order to facilitate resource conservation.** The Department of Sustainable Development will create LDC policies and incentives that would allow for flexibility in development design on properties containing or adjacent to environmentally significant features in order to facilitate conservation of these areas while attempting to meet project goals. Policies and incentives may include, but are not limited to, density bonuses, credit for preservation of greenspace, reduced building setbacks, reduced required parking, offset of landscaping requirements for resource preservation, and encouraging use of LID in stormwater design.
- 2. Develop strategies, including those identified in the Urban Forest Master Plan, to promote tree preservation, high-quality landscapes, and effective use of tree mitigation funds where they are needed most while also reducing the burden of mitigation fees on our most vulnerable neighbors.** The Department of Sustainable Development and Public Works will enforce and improve upon new LDC policies designed to reduce heritage tree mitigation fees for 100% affordable housing projects and allow tree mitigation fee offset by investing in alternatives to promote a healthy urban forest. Some of these strategies include:
 - Implementing an outreach and education program to inform neighbors of the changes to tree mitigation policy for affordable housing and alternative tree mitigation offsets.
 - Developing alternatives for tree mitigation offsets that promote healthy landscapes targeted to different development types. This allows individuals to use funds that would normally be paid toward tree mitigation to be used on their own properties to improve their landscapes.
 - Targeting investment of tree mitigation funds for purchase of conservation lands and tree planting projects in underserved communities that lack these resources.
 - Building on and improving existing incentives for preservation of existing trees on new development.
- 3. Implement policies to encourage the use of design practices that reduce landscape water demand.** The City shall promote programs, incentives, and polices to encourage the use of native, drought-tolerant landscapes, and reduce the need for high-volume irrigation for landscaping.
 - Public Works, the Department of Sustainable Development, PRCA and GRU will develop and implement an inter-departmental strategic plan to promote the use of green infrastructure into the City's, capital improvements, stormwater, and water conservation programs.
 - The Department of Sustainable Development will prepare Land Development Code amendments to require 1) all new landscape designs to meet LEED certification standards on new developments, and 2) a requirement for new landscape designs to incorporate a minimum percentage of native species.
 - At such time as the City has drafted an ordinance promoting the use of soil amendments in development projects, Public Works will implement said ordinance as it relates to new development to provide a high-quality growing environment for new landscapes.
- 4. Continue to enforce and improve on policies designed to protect and restore environmentally sensitive areas, including wetlands, surface waters, significant habitats, listed species habitats, strategic ecosystems, significant geologic features, and heritage trees.** The City will continue to coordinate with Alachua County on the identification and protection of environmentally sensitive areas.
 - Coordination with Alachua County will include collaboration on enforcement activities and the development of LDC policies that strengthen existing protections.
 - The Department of Sustainable Development will develop and strengthen LDC policies that protect and/or encourage the restoration of existing impacted environmentally sensitive areas.
 - Public Works, PRCA, and GRU will manage public lands in an environmentally sustainable manner. Decision making will include factors such as GHG emissions, offsets, and per capita carbon footprint. Management practices will exclude impacts to environmentally sensitive areas except when deemed necessary for the provision of critical infrastructure.

Indicators:

- Trends in use and success of incentives for design flexibility around environmentally significant resources and tree mitigation fee offsets.
- Acres of land conserved as offsets to development in and around environmentally-sensitive areas.
- Tree mitigation fund expenditures by community.
- Number and location of projects that have used incentives of reduced tree mitigation fees for providing 100% affordable housing.
- Number of high-quality heritage trees preserved.
- Total acreage of impacted environmentally sensitive or significant areas vs acreage put into permanent conservation and/or improved.

Potential Data:

- Potential Data
- Map of areas of high flood risk and insufficient or inadequate stormwater management systems
- Map of undeveloped strategic ecosystem areas
- Map and acreage of nature parks and conservation areas
- Map of current and projected tree canopy coverage

DRAFT



Our Health and Well-Being

Our Health and Wellbeing

Where We Are:

The ability to lead healthy lives takes many forms: having access to affordable fresh food; having a quality park in walking or biking distance; being able to receive healthcare, including both medical and mental health support; and feeling supported after experiencing a hazard or a life-changing emergency, among many others. Health and wellbeing are dependent on many different factors working together, and most of these are outside the control of individual residents.

As an example of the challenges some in our community face, let's look at Erika, a Black woman living on the east side of Gainesville. Erika is 55 years old and cares for two children as a single mother. Because her employer does not provide medical insurance, Erika does not have a primary care physician and often cannot afford her medications. Therefore, she tries to manage her conditions on her own, which exacerbates her condition and leads to medical complications that require calling 911. At this stage, even if Erika is successfully treated, she might suffer additional long-term health consequences that will result in a shorter life expectancy and a poorer quality of life.

Further complicating Erika's predicament is the reality that her neighborhood is not served by reliable transportation that would enable her to access medical care without a car; stores selling healthy and nutritious food are not located in her neighborhood; and there are no parks or other facilities offering fitness program within walking distance. Together, Erika's life challenges and risk factors converge to undermine her efforts to live the happy, fulfilling and healthy life she deserves.

Many Gainesville residents have expressed many of the same issues and concerns that Erika has which limit her access to resources:

"Having healthy options that are not overpriced and not only available in one area of town."

"Specifically with regards to health and the environment, an equitable Gainesville would look like a place where all its community members have access to the same health care resources and to the same quality of their natural environment."

"This leads to missing less days of work and less chronic health issues. Also want to promote a community center or health center with alternative medicine options geared toward lower income families. To provide preventative medicine rather than wait for issues to arise."

Today, who you are and where you live in Gainesville impacts your ability to lead a healthy and fulfilling life. Health disparities, defined as a particular type of health difference that is closely linked with social, economic, and/or environmental disadvantage are very common in Gainesville. Differences in health outcomes are stark – a 2020 study in Alachua County found that life expectancy was lower for Black residents compared to White residents. Black residents are also more likely than White residents to experience chronic diseases that requiring continued care such as diabetes, and that the infant death rate was almost four times higher among Black residents

compared to White and Hispanic residents¹. Furthermore, access to healthcare is dependent on where you live. While Alachua County has almost three times the number of physicians and double the number of hospital beds per 100,000 people compared to the state of Florida, they are not distributed equitably, yet western areas of the County have more than four times the number of health clinics and urgent care centers than eastern areas.²

The inequitable distribution of healthcare facilities is only one contributor to the disparate health outcomes that Gainesville sees today. Neighbors living in areas with low transit access, including Black neighbors living in areas like East Gainesville due to decades of racially motivated policies such as redlining and racial covenants, will have a more difficult time accessing care, especially if they do not own a car. Low-income residents may not be able to afford health insurance, take time off work to go to a healthcare clinic, afford life-saving equipment including smoke alarms, buy fresh and healthy food option, have a park nearby that they can exercise in, or know where to go for support if they need medications or other forms of care. Gainesville neighbors also face barriers with respect to language, literacy/education level, cognitive, sensory and physical disabilities, gender identity and sexual orientation which often compound with other minority identities.

Immigrants in Gainesville (data from New Economy Report, Oct. 2021. link) "With immigrants contributing 1/4 of the population growth in Gainesville and currently making up 11.3% of the total population, it is imperative the city make greater efforts in providing equitable access to care for minority groups who experience these barriers. Only 13% of immigrants in the city receive Medicare or Medicaid, compared with 25% of US born Gainesville residents in 2019 as reported by the New American Economy, October 2021. In addition, 43.1% of immigrants in the city are not eligible to become a naturalized citizen making it difficult to access social services or receive any form of health care coverages."

Progress to Build On:

The City of Gainesville currently manages multiple initiatives to support neighbors leading healthy lives:

- The Community Resource Paramedic Program identifies neighbors who frequently rely on emergency services and provides ongoing support to rebuild their health through connecting them to primary care, providing mobile integrated health, medical support and education, as well as collaborating with community-based organizations to provide food and clothing.
- Gainesville Fire Rescue (GFR) implements programs to provide child safety seats at a reduced cost, along with training and support to ensure the seats are installed properly, and to supply and install smoke alarms for households who could not otherwise afford this equipment. Yet many of these efforts are underfunded and require additional resources to continue supporting the community.
- The City has planted Edible Groves – small orchards of fruit and nut trees in public parks – in order to bring healthy food into some of our most vulnerable communities. Neighbors are encouraged to stroll through the groves and to pick food from the trees to eat. These initiatives help bring health and wellness to our neighbors, yet many are underfunded and require additional resources to continue supporting the community.
- Collaborations between the City and community health clinics have produced funds for Helping Hands Clinic and the ACORN Clinic through successful HUD Community Block Grant applications.
- The City of Gainesville’s park system currently manages more than 3,200 acres of space providing access to cultural, recreational, and natural areas that offer a variety of leisure experiences. Parks, Recreation and Cultural affairs has consistently implemented scholarship and reduced rates to ensure many are free or considerably affordable. All youth, senior, and special populations programs and resources are exempt from additional surcharges and have reduced fees to support these efforts. Additionally, efforts have been made to ensure that low-income families have free access to the City’s after school care programs through subsidizing the programs.
- The City’s water utility provides high quality treated drinking water that contributes to both physical and dental health.

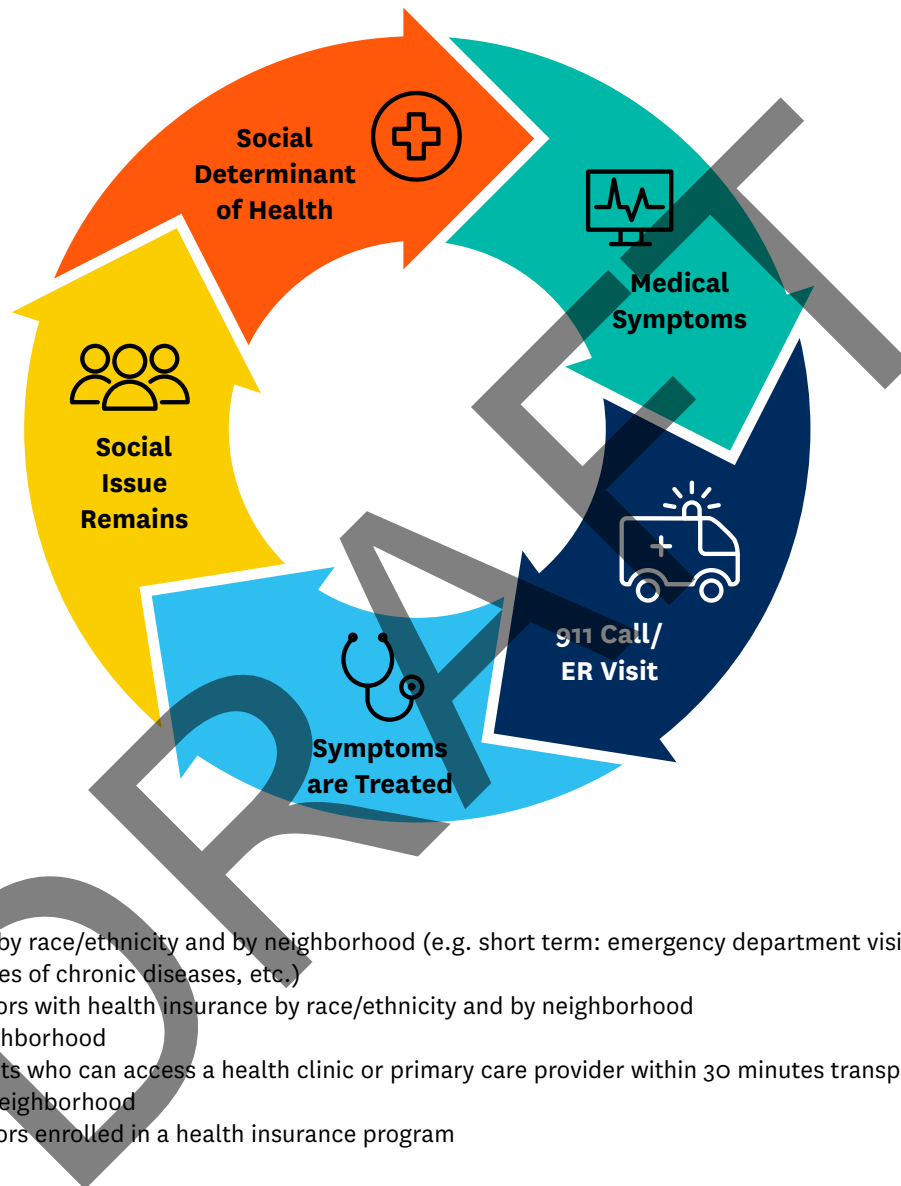
What’s at Stake:

Ensuring equitable health opportunities for all, regardless of one’s identity, should be the cornerstone of the Gainesville community; factors beyond a person’s control should no longer predict whether they can lead healthy lives. Furthermore, timely action is very critical for health and wellbeing, since maintaining a person’s health requires both preventative and ongoing care. The City should invest resources and effort in time to actually create more equitable outcomes rather than waiting until a person has no other choice but to seek emergency care.

Through the ImagineGNV plan, the City will focus on creating equitable access and experiences with respect to healthcare, food, exercise, fitness, and recreation, all with a more conscious and deliberate focus to improve the lives of those most in need, including neighbors of color, low-income neighbors, immigrant neighbors and neighbors experiencing homelessness.

Outcome 1: All Gainesville residents, including people experiencing homelessness, will have affordable and equitable access to medical and dental care, as well as mental health support.

Gainesville should be a place where neighbors, regardless of who they are, can access care that meets their specific needs. The City will achieve this through a combination of efforts that include both raising awareness and partnering with service providers to make sure that healthcare and mental health support is reaching neighbors who are most in need.



Indicators:

- Health outcomes by race/ethnicity and by neighborhood (e.g. short term: emergency department visits, long term: youth mortality rate, rates of chronic diseases, etc.)
- Percent of neighbors with health insurance by race/ethnicity and by neighborhood
- Air quality by neighborhood
- Percent of residents who can access a health clinic or primary care provider within 30 minutes transportation time, by race/ethnicity and by neighborhood
- Percent of neighbors enrolled in a health insurance program

Strategies:

1. **Increase medical care provision in areas underserved by healthcare clinics.**

2. **Expand affordable access to healthcare for low-income neighbors by xx. Need Numbers**

- Establish a program to help enroll/increase access to health insurance.
- The City will help connect people to information needed to overcome barriers, as well as enhance access and enrollment to health insurance, using innovative communication platforms and channels.
- City will promote information about Dental Care access to individuals who may be without, including those who speak other languages

3. **Launch a messaging campaign that informs neighbors about where they can receive mental health support and that reduces stigma toward people experiencing mental health challenges.** The City will partner with trusted community organizations and direct service providers, including mental healthcare clinics, to strengthen messaging for vulnerable communities including those who speak other languages.
4. **Launch a messaging campaign in multiple languages that informs neighbors about the importance and opportunities to access dental health services.**
 - The City will partner with dental clinics and community organizations to help develop and provide accurate and culturally-appropriate information in multiple languages.”
5. **Improve neighbors’ healthcare access through tailored programs for different groups, including neighbors experiencing homelessness.** The City will develop specific strategies to promote fair and equitable access to healthcare. This will entail:
 - Reviewing existing data, collected via the Community Resource Paramedic Program, among others, to identify potential issues that neighbors face when accessing healthcare.
 - Utilize Community Health Workers and work with trusted community organizations such as the Rural Women’s Health Project to improve healthcare access, by conducting effective community outreach.
 - Expand access Telehealth for patients in underserved areas.
 - Designing programs building on the findings and refining program design through community input, where necessary. Tailored programs may include:
 - Raising awareness of the healthcare options available to neighbors. (e.g. conducting outreach via schools to reach households with children)
 - Collaborating with UF and stakeholders in the City’s healthcare industry to improve healthcare access.
 - Collaborating with trusted community organizations and city initiatives such as the Gainesville Immigrant Inclusion (GINI) Initiative to create equitable access to health care for all.
6. **Support mental health programs for neighbors who have been impacted by the criminal justice system (including mental health court) in order to break the cycle of recidivism.**
7. **Support community outreach teams via GRACE to augment permanent supportive housing efforts with mental health supports and alternatives to calling law enforcement:**
 - Provide mental health supports via GFR community paramedic program for outreach workers
8. **City will continue to support, promote and celebrate volunteerism around public health/community wellness programs by developing partnerships with local educational institutions, as well as private healthcare and wellness professionals.**
9. **Support trusted community organizations working with immigrant groups and city initiatives such as the Gainesville Immigrant Inclusion (GINI) Initiative to advocate for immigrant minority groups and help expand language access across health care delivery sites.**

How might we... guide and educate people through the solutions and resources they need to address their social and medical needs?



Outcome 2: All residents will have access to affordable, healthy, and culturally appropriate food.

As the City of Gainesville strives to address social determinants of health that impact neighbors' quality of life, improving access to healthy food that is affordable and culturally appropriate is a high priority of the City. Through collaborative initiatives with partners throughout the area, the City is developing innovative programs, projects and policies that address the complexity and inequities within our food systems and create comprehensive solutions that support neighbors to access healthy, affordable, and sustainably-sourced food that throughout Gainesville.

Indicators:

- Percent of Neighbors by race/ethnicity that can access a grocery store within ½ mile and 1 mile of their home.
- Number of corner stores participating in a program to improve healthy food access within their store. and other healthy food retailers (farmers markets, corner stores that offer healthy food) by Zip Code
- Number of neighbors receiving donated food / groceries through partnership-based projects that the City of Gainesville is engaging in and/or supporting via funding, volunteer recruitment, networking to promote inter-organizational collaborations, etc.
- Number of edible groves established throughout the city, and the number of trees planted in total
- Number of eligible neighbors enrolled and utilizing SNAP and WIC

Strategies:

1. Promote the production of healthy food via partnerships, programs, and regulatory tools. Strategies include:

- Promote food security and public health by encouraging locally based food production, distribution, and choice in accordance with the Land Development Code.
- Encourage edible landscaping (i.e., fruit trees and shrubs) for landscaping requirements through appropriate policy and standards of the Land Development Code.
- Consider programs to encourage property owners to make use of vacant properties as community gardens and planting home gardens and other food producing plants on their property.
- Continue to offer support for urban agriculture operations by maintaining the Urban Agriculture Ordinance adopted into the City of Gainesville's Land Development Code (pending ordinance approval)
- Continue to offer support for community gardens through the City's Community Garden Program and leverage support from programs offered by other local agencies that target low-income and populations at high-risk for health disparity for programs promoting gardening, healthy food access and nutrition improvement.

2. Increase neighbors' access to health-promoting, culturally relevant, and affordable food in multiple languages. Strategies include:

- Discourage the sale of less healthy foods and beverages as defined by Institute of Medicine within local government facilities including recreational areas and recreational programming, especially those targeting youth.
- Support food banks, pantries, and other sources that help provide food assistance to low-income residents so that all families, seniors, schools, and community-based organizations are able to access, purchase, and increase intake of seasonal and fresh fruits, vegetables, and other nutritious foods. This support shall include supporting food recovery initiatives that reduce wasted food and increase donations of excess food donations to appropriate agencies able to receive such donations. Additionally, promote the use of schools as food distribution sites to increase food security for students and families through backpack programs and school-based food pantries.
- Encourage public and private efforts that support culturally appropriate food opportunities, including grocery stores, farmers markets, food banks and nutrition programs, especially to meet the nutritional needs of infants, children, elders, and other vulnerable populations in their neighborhoods.
- Utilize economic development tools including public/private partnerships, incentive programs, and site facilitation, to promote location of grocery stores and Farmers Markets in proximity to underserved areas
- Coordinate with Regional Transit System [RTS] and other public transit providers to facilitate access to food shopping for transportation-disadvantaged residents through incentives.
- Encourage farmers' markets and other healthy food retailers to accept federal nutrition programs such as WIC and SNAP (food stamps) and encourage information distribution in multiple languages via City offices and website. Continue to work with local organizations to offer incentives for utilizing the nutrition programs, such as the statewide double-dollar SNAP matching program known as Fresh Access Bucks.
- Develop a program for partnerships for healthy corner stores, and incentives to attract grocers to food deserts.

3. Promote healthy food consumption through education and partnerships. Strategies include:

- Form partnerships with diverse community organizations or worksites, such as employers, health care facilities and schools, to encourage healthy foods and beverages.
- Support programs that incentivize and/or assist neighbors with gaining access to healthy foods, such as Produce Prescription Programs and Fresh Access Bucks.
- Connect with UF/IFAS Extension Office for support in offering educational programs and materials focused on nutrition, horticulture, seasonality of produce and best practices for living a healthy lifestyle.
- Promote a healthy community by enhancement of school-based health promotion and activities, including for persons with special needs.
- Provide technical assistance for community food access studies that follow a community-driven participatory action research methodology.

Outcome 3: All residents will have access to quality park space, facilities, recreation programs, and environmentally significant open space.

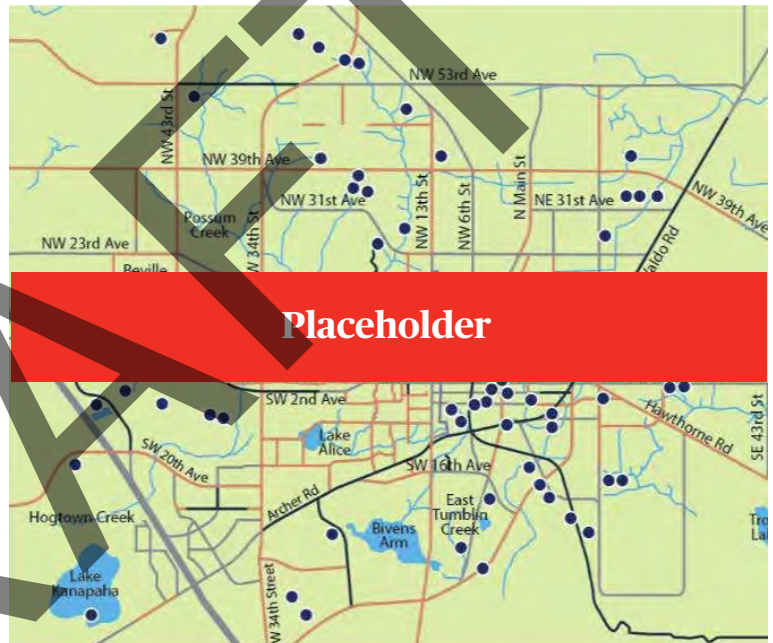
Members of the Gainesville community appreciate and place a strong value on accessible and well-maintained open space, park systems, and environmentally significant natural areas. These places serve as invaluable assets to our City's quality of life and positively impact the health and wellbeing of both Gainesville residents and visitors from surrounding communities. They provide opportunities for active and passive recreation, support our local ecosystem and aquifers, and help reduce pollution.

As the City expands, natural areas need to be preserved, maintained, and continue to serve as resources to all neighbors to enjoy nature close to home. Currently, neighbors with higher incomes and more resources are better able to access natural areas. To reduce this disparity, the City will continue to make natural areas accessible to all residents regardless of who they are and where they live.

Additionally, engagement processes that are inclusive of the visitors of the city's parks and amenities and accurately source their needs is critical to ensuring that neighbors of all identities have a sense of belonging at the city's parks. To do so, PRCA will develop systems for creating a robust feedback process for new projects.

Indicators:

- Park access & quality
 - Visitors' satisfaction levels, sense of safety, perception toward park quality/upkeep, etc. at parks (via the annual neighborhood survey)
 - % of residents who can access parks within a walking distance of 10 minutes
 - Number of residents who visit parks, disaggregated by race and ethnicity (via the annual neighborhood survey)
 - Park acreage per 1000 residents
- Environmentally significant open space
 - % of residents who have access to major trail systems within a walking distance of 10 minutes
 - % of trails meeting ADA standards
- Community input
 - Attendance at public open houses that inform the design of new amenities
 - % of visitors who feel that their voices have been heard (e.g. via the annual neighborhood survey)



Strategies:

- 1. Consider the quantity, quality, and accessibility of existing parks in a neighborhood when prioritizing funding for the construction and maintenance of parks and amenities.** PRCA will continue to fund new parks with the goal to ensure all Gainesvillians have a park within a 10-minute walk from their homes. In doing so, PRCA will:
 - Account for both the accessibility of parks and the quality of these parks and amenities in a neighborhood when identifying new areas for park development. This will ensure that historically Black neighborhoods such as East Gainesville are prioritized to receive new and well-maintained facilities.
 - Take into account both City-owned and non-City parks. As the City expands westward, West Gainesville has seen many newer private or non-profit recreational amenities developed to serve new residents. PRCA will use the community services inventory to identify private or non-profit amenities to account for different types of spaces. By taking these non-City investments into consideration, the PRCA will direct City resources to ensure that high-quality parks are equitably located and accessible to all.

As an immediate next step, PRCA will reflect this in the upcoming planning process to create a needs assessment for the 20-year master plan.

- 2. Purchase additional lands or use City-owned property for new park development.** As the footprint and populations of Gainesville grows, additional land and parks will need to be added to ensure we maintain a quality percentage of park acreage per population levels. To do so:
 - PRCA will use currently owned properties or purchase undeveloped lands for new park development. Utilizing currently owned lands can make best use of unused lands without a need to displace residents or other uses important to neighborhoods.
 - PRCA will plan land purchases based on land acquisition priorities that consider a site's ecological significance, connectivity to other conservation areas, potential to create recreational opportunities to neighbors, and archaeological and cultural value.
- 3. Offer varied and affordable park programs for residents of all identities, and increase awareness of available programs and amenities.** PRCA will offer programs that are tailored to each community and create a sense of belonging at each of the city's parks. In doing so, the PRCA will partner with local educational institutions such as the University of Florida, Santa Fe College, and the School Board of Alachua County, as well as other private and non-profit organizations across the city. Through these partnerships, the PRCA will ensure accessibility to these programs through minimizing participation fees and tailoring programs and amenities to the needs of surrounding neighborhoods.
- 4. Incentivize private developers to contribute to park development.** PRCA, in partnership with the Department of Sustainable Development, will create policies and incentives for private developers to increase park development. Incentives, partnerships, or sponsorships act as an opportunity for the City and private developers to work together in developments that mutually benefit each other while providing increased availability and quality of parks, open spaces, and facilities.
- 5. Establish open space and trail systems throughout the City, with a focus on locations where they are less accessible.** Open space and trail systems provide ways for neighbors to walk, jog, bike, and enjoy nature away from vehicular traffic across the City. In establishing open space and trail systems, the PRCA will:
 - Prioritize establishing natural areas in more urban areas and areas near historically lower-income areas of Gainesville and where residents have less transit access.
 - Ensure that natural areas conform to the Americans with Disabilities Act of 1990 when feasible given the environment.
 - Use abandoned railroad rights-of-way, utility rights-of-way, and creek beds to link residential, commercial, and industrial locations similar to the City's road network.
 - Continue to ensure new developments and amenities will provide the best and most appropriate use based on land acquisition policies prior to development.

- 6. Work with the Urban Forestry Management Plan + CRA to plant shade trees and street trees in neighborhoods that lack tree coverage and Public Works to explore the creation of structures.** The PRCA, in partnership with the Urban Forestry Management Plan and the CRA, will create more shade trees within parks, near trails and streets, and in neighborhoods that lack tree coverage. This will reduce pollution, increase vibrancy of neighborhoods, and support reduction of extreme environmental impacts such as heat, excessive water runoff, and improved air quality.
- 7. Conduct inclusive engagement that invites neighbors to participate in decision-making over parks. Priority actions include:**
- Launch “Community Program Proposal Day,” a process to solicit neighbors’ ideas for recreational programming. This will ensure that neighbors and community organizations have the opportunity to voice their ideas for recreational programs and receive support with implementation in the form of funding, administrative support, and partnerships. PRCA will develop an evaluation rubric to ensure that successful proposals address existing racial equity concerns in the community and represent community needs.
 - Conduct outreach to residents when creating needs assessments, determining program priorities, designing new parks and amenities. The success of programming and design depends on meeting the needs of residents and ensuring that users inform the design. PRCA will always conduct community engagement when determining citywide priorities or designing individual amenities, to ensure that PRCA’s decisions reflect resident feedback. For new developments, PRCA will conduct outreach from the conceptual stages through the design process of new park developments, ensure they are collaborative, and provide for multiple forms of participation to ensure that they are accessible to all. In parallel, PRCA will conduct ongoing engagement and communications of recreational programming information through publications, workshops, and media exposure.
- 8. Update parks standards to consider user-centric indicators (e.g. satisfaction levels, parks access) to ensure that parks meet residents’ needs.** Park standards should be developed with user needs in mind. The PRCA will conduct surveys and assessments for programs and in parks to create data that helps direct implementation of programming, directs use of resources in parks, and helps guide best practices in maintaining park spaces. The PRCA will conduct a large-scale needs assessments periodically to ensure that the Parks, Recreation and Cultural Affairs Master Plan stays current and reflects the needs of Gainesville’s residents when determining development priorities. Feedback from these sources can help determine priorities and direction when requesting new or required resources.



Outcome 4: All residents will be protected from hazards.

Due to existing disparities in knowledge and resources, low-income neighbors, immigrant neighbors and neighbors of color face greater risk from hazards at home and occupationally. Gainesville Fire & Rescue will ensure that all neighbors, regardless of their identities, are able to live safely and free of hazards.



Well-Being Checks

Medics will be tasked will performing well-being checks on new CRP referrals.

Visit tasks include:

- Home safety assessment
- Medication inventory
- Vitals check
- Social assessment

Indicators:

- Hazards by incidents by neighborhood
- Percent of 911 call responses by Police Officers, Firefighters, EMS or mental health professionals.
- Percent of households protected by a working smoke alarm during an emergency response or courtesy inspection by neighborhood (to be tracked in coordination with DSD)
- Percent of staff trained in mental health first aid.

Strategies:

- 1. Continue to support neighbors who have been involved in fires and accidents.** Many neighbors who need emergency response services from the City of Gainesville are facing some of the worst and most life changing events they have faced; providing timely support for neighbors following a life changing emergency can be an important factor in their ability to maintain family stability. City of Gainesville will invest in a program to offer more support for neighbors recovering from an emergency. Assistance could include:
 - For neighbors: resources in multiple languages needed to navigate insurance providers, obtain food, shelter, social and mental health support for those affected.
 - For community builders: a mental health system that will help insulate responders from post-traumatic stress disorder, as well as family and substance abuse counseling.

- 2. Create an emergency response system that dispatches different experts based on the need (e.g. mental health experts) and triages without slowing down the response time.** The City will develop a system that quickly triages 911 calls and dispatches appropriate resources, including those other than Police Officers, ambulances or Firefighters, such as mental health professionals, social workers and other medical health professionals, when appropriate. This program will:
- Provide timely assistance to neighbors before the problem or issues becomes an emergency. Gainesville Fire Rescue routinely responds to medical patients whose medical condition has worsened because they were unable to obtain adequate care or proper medications. As a result, their disease process progresses to a life altering or life-threatening emergency. By intervening early and connecting neighbors to preventative resources, fewer neighbors will have the need to seek emergency response.
 - Ensure that neighbors suffering from untreated mental health challenges and addiction who call 911 are able to access a humane response to their conditions.
 - Ensure that any emergency response experts dispatched are provided training on using a language line in order to best serve immigrant neighbors who have limited English proficiency
- 3. Provide free smoke alarms to all neighbors in need.** Neighbors who are at increased risk from injury or death from fires are disproportionately represented by people of color and low-income households. The City of Gainesville will dedicate adequate funding to GFR's free smoke alarm program to ensure all neighbors are equitably protected from fires. Currently, Gainesville Fire Rescue installs around 40 smoke alarms per year for neighbors who cannot afford to purchase or replace smoke alarms. However, given that the program relies on donations and a partnership with the American Red Cross to supply neighbors with smoke alarms, when donations are limited, neighbors must wait several months to receive this life saving device. Dedicated funding sources will ensure neighbors in need are provided this life saving equipment.
- 4. Provide assistance to residents in need of reducing risk of falls, especially for the elderly.** The City will develop a fall prevention and safety program for seniors and other high-risk neighbors. The City will enhance safety by addressing mobility and access issues within the home, such as providing wheelchair access ramps, wheelchair accessible surfaces from the right of way to the home, wider doorways, accessible appliances and plumbing fixtures.
- 5. Address community firearm safety.** The City will continue to work with community partners to conduct firearm buyback events and will develop additional targeted firearm safety initiatives directed toward firearm safety messages and limiting access to firearms for illegal purposes.

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How We Work

How We Work

Where We Are:

How we earn a living is fundamental to our opportunity to thrive as individuals and our ability to support the people and communities around us. Economic development encompasses a broad range of functions, such as helping businesses thrive and grow; attracting new businesses to Gainesville; providing skill training for neighbors; ensuring that everybody can earn a living wage; and ensuring that people who have been unemployed or those from the re-entry community have the support they need to find work.

In Gainesville, who you are impacts your ability to find a job, your income, and the support you receive to grow your business. A 2018 University of Florida study of Alachua County found that Black neighbors were more than twice as likely to be unemployed compared to White neighbors, and Black households earn incomes approximately half that of White households.

These disparities can be traced back to historic actions by the Federal, State, and City governments such as legal work discrimination, redlining, and racial covenants, which limited job opportunities for Black workers, created segregated neighborhoods, hindered Black homeownership, and prevented Black families from building generational wealth. More recently, despite City policies designed to support East Gainesville neighbors and entities, the lack of substantial private investment in neighborhoods of color and East Gainesville generally have created gaps in employment opportunities and skills training, as well as the basic support systems that we need in order to work, such as affordable housing, transportation options, access to healthcare, and childcare. Neighbors of color aiming to start and grow their own businesses also may face challenges because of their race: business owners of color may face challenges securing favorable loans from financial institutions due to discrimination and complicated application processes that advantage well-resourced businesses; they may lack support systems that provide technical training to run their businesses;

and face barriers to winning contracts with the City and other local organizations/institutions.

While past Comprehensive Plans included actions supporting economic development, most focused on the physical environment such as buildings and infrastructure, or on growing narrower segments of the economy (such as “Innovation”) without regard to the question of who benefits or whether job growth would address existing disparities in the community. Given the critical nature of economic development to the well-being of all Gainesvillians, the City is elevating this topic by creating this new chapter for Imagine GNV. In doing so, the City will support policies and programs that specifically center race and partner with stakeholders in the community to provide support for both neighbors and businesses.

Over the next decade, the Gainesville Area Chamber of Commerce in coordination with other partners in the community expect five sectors to represent a large share of new jobs in Gainesville, especially jobs that pay a living wage and provide career growth opportunities inclusive of Human Life Sciences; Agricultural Science and Technology; Digital Technology; Distribution and Trade; and Business Support Services. To build an equitable economic future in Gainesville, it is critical to broaden opportunities for employment and advancement in these industries to Gainesvillians of color and to ensure that all Gainesville students, regardless of their color, are prepared to enter and thrive in these industries. The Department of Sustainable Development will pursue this through thoughtful policies and partnerships to support both individuals seeking to work in these industries and firms who are growing active in these sectors.

In terms of the physical environment, the City will balance robust economic development with ensuring that the impacts on built environment do not hinder neighbors’ ability to enjoy streetscapes that are at human scale and maintains the neighborhood character, especially near downtown.

Progress to Build On:

In the last 25 years, the City has successfully grown existing industries, incubated businesses in new industries, and attracted businesses from outside the city. The tools at the City's disposal include: a former City Enterprise Zone Program that provides development incentives as well as opportunities to develop City-owned real estate such as the Airport Industrial Park; capital and funding support provided to the Gainesville Technology Enterprise Center, a facility designed to nurture startups; participation with economic development partners in attracting outside industries through the deployment of a local

match to State and other incentives when warranted; and a host of related programmatic efforts.

In addition to these City-led initiatives focused on East Gainesville, the City has partnered with other stakeholders in the community to move economic development forward. Partners include the Gainesville Community Redevelopment Area, University of Florida, Santa Fe College, Gainesville Area Chamber of Commerce, Alachua County, and the Gainesville Regional Airport, all of whom provide a solid footing for community economic development moving forward

What's at Stake:

Moving forward, the priority for the City is to ensure the benefits of growth are shared by all Gainesvillians and that no neighbor is left behind. Through using the tools available to the City and partnering with institutions and organizations, the City

will ensure that all neighbors have what they need to earn a living, grow a business, and support their community's well-being.

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Outcome 1: All Gainesville residents will be able to secure a job that enables them to support themselves and their families.

The Department of Sustainable Development will emphasize providing access to job opportunities with a deliberate focus on supporting communities of color and neighbors in areas of the city that have seen disinvestment and lack of employment opportunities.

Indicators:

- Unemployment and labor force participation rates (by race, ethnicity and neighborhood)
- Wage rates (Median wage, Avg. Private Sector Wage)
- % of jobs that pay a living wage by industry
- Number of businesses providing training opportunities in terms of apprenticeships, internships, etc. and number of neighbors attending these trainings.
- Number of neighbors participating in City/partner offered training programs, by race/ethnicity and neighborhood
- Number of neighbors re-entering the work force that are able to find a job within X months, by race/ethnicity

Strategies:

- 1. Encourage businesses in Gainesville to pay a living wage, providing necessary support where needed. This includes:**
 - Making equitable hiring, pay, and HR practices a precondition of City contracting and public subsidies.
 - Incentivizing private businesses to increase pay and benefits through tax benefits.
- 2. Ensure that the City as an organization is modeling the approach to equitable hiring and labor practices.** The City organization will facilitate job opportunities and advancement that assists neighbors in securing jobs that lead to the ability to earn a living.
- 3. Work with partners in the community to ensure that neighbors have access to adequate job training and career development assistance.** The Department of Sustainable Development will partner with institutions and organizations in the community, including Santa Fe College and others, to make job training and career development pathways available inclusively with a focus on neighbors of color. This includes providing City space for job training and career development forums, providing training and technical support in applying for City contracts, and providing financial support to supplement existing partner programs. Furthermore, the City will work with partners to:
 - Provide funds for attendees so that neighbors don't have to choose between their job and training
 - Offer training in venues (e.g. churches, schools, etc.) close to neighborhoods of color
 - Offer training during accessible times (e.g. night classes)
 - Provide career training for High School students who choose to work after graduation (e.g. apprenticeships, career exploration programs, technical credits)
 - Conduct outreach to communities and make sure information about City programs and application processes are easy to navigate for people without higher education or internet access, etc.
 - Support the reentry community to relax regulations that prohibit people with criminal records from accessing jobs

- 4. Ensure that businesses receiving City subsidies are required to model equitable pay, hiring practices, and provide workforce training opportunities.** The City will require incoming businesses receiving incentives to adhere to standards for equitable workforce practices. The Department of Sustainable Development and GCRA will update standards for incentives, potentially through the form of Community Benefits Agreements, which may include, among others:
- Local hiring requirements
 - Living wage requirements
 - Disclosure requirements for the racial/ethnic makeup of their staff by seniority level
 - Requirements for making paid internships available to Gainesville neighbors
 - Ensuring employers participate in programs that support re-entry for people who have been impacted by the criminal justice system
- 5. Coordinate across City departments to support neighbors in accessing and keeping jobs, including affordable housing, reliable transportation, and quality health/childcare.** Work internally within the City and externally with outside organizations and agencies to ensure that priorities important to facilitating employment are being pursued and/or addressed in the community. This includes coordinating across Departments to ensure neighbors are able to access jobs, such as ensuring transportation access to jobs, access to affordable housing and social services.

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Outcome 2: Gainesville will attract, support, and grow businesses, prioritizing employers that pay a living wage and contribute to a more equitable local economy.

The Department of Sustainable Development will support growth in identified sectors (human life sciences, agricultural sciences and technology, digital technology, distribution and trade and business support services) and ensure that this growth benefits all neighbors, including communities of color and neighborhoods that have received less private investment. Developing a diverse business base in addition to the large public employers in the community is crucial to providing a means of earning a living to the City's neighbors.

Indicators:

- Number of employers by industry sector and by geography
- Analysis of available land/building inventory for economic development purposes (e.g. vacant buildings and sites, by neighborhood)
- Analysis of infrastructure for economic development purposes (e.g. availability of sanitary sewer/water, electricity, broadband by neighborhood)
- Analysis of growth in tax base based upon economic development (e.g. assessed value by neighborhood)

Strategies:

- 1. Ensure local regulations, infrastructure, and real estate are set up to attract and support the growth of target employers.** The Department of Sustainable Development will review the land development code, other pertinent City regulations, as well as gaps in infrastructure (water, sewer, telecom, roads, etc.), available land, and buildings that would hinder the growth of businesses in focus industries. In the process, the City will conduct outreach to businesses that range in ownership, size, industry, and customer base in order to capture challenges experienced by businesses owned by/serving neighbors of color.
- 2. Identify opportunities to attract target employers to neighborhoods that lack quality job opportunities.** The Department of Sustainable Development will incentivize businesses in target industries to locate in areas of the city that lack living-wage jobs. This will include financial incentives, utilizing city-owned land, and investing in real estate and infrastructure to attract businesses, among others.
- 3. Identify gaps in skills/training among communities underrepresented in the growth industries, then focus programs that fill these gaps.** The Department of Sustainable Development will review the skills required to participate in the growing sectors identified above, assess the current talent pool with a focus on communities with less access to high-paying jobs, and create strategies to address the mismatch in skills/training among historically underrepresented communities, and then focus talent development efforts on those communities.
- 4. Conduct a study to create development incentives to facilitate attraction, expansion, or retention of business.** Currently, developers building properties outside of the GCRA boundaries do not have access to GCRA incentives; the study would design a robust approach to providing incentives Citywide.

Outcome 3: Small and minority business owners and entrepreneurs will have the resources they need to launch, thrive, and grow.

Small, local businesses are a critical part of the city's economic base. The Department of Sustainable Development will ensure that resources are available to assist those small local businesses in their growth and development. The City will devote special effort to identify challenges that small, local and minority-/women-owned businesses face and to tailor efforts that support them to thrive.

Indicators:

- Number of small businesses
- Number of businesses by the race/ethnicity of owner
- Number of participants in small business development and entrepreneurial training programs
- Number of home occupation small businesses
- Number of participants in capital programs directed at small and minority businesses
- Number of engagements with small and minority businesses regarding doing business with the City of Gainesville (e.g. attendance at City webinars)
- Number of participants in mentoring programs serving small and minority businesses

Strategies:

- 1. Partner with and support community organizations to provide training and technical support for small, local businesses and minority-owned businesses.** The Department of Sustainable Development will work with and provide support for organizations including Santa Fe College CIED, UF Innovate, SCORE, Small Business Development Center (SBDC), etc. to provide support for small- and minority-owned businesses development. This may include in-kind or financial assistance for organizational capacity building, or marketing materials/City space to host trainings.
- 2. Ensure that the City's procurement process is transparent and easily accessible by the small, local and minority business community.** The Department of Sustainable Development will ensure that procurement systems do not pose a barrier to entry for small businesses and minority-owned businesses. This will entail:
 - Better sharing of information about how to navigate the procurement process by using local media, engaging with various community groups in communities of color and providing guidance in multiple languages.
 - Reviewing the existing procurement process to identify barriers to participation for businesses with less resources or businesses that lack access to financial institutions. This may include simplifying permitting/licensing requirements for ease of application.
 - Through the procurement office, addressing financial management and overhead concerns that prevent small businesses from taking on contracts (e.g. high levels of insurance and bonding required for City contracts; long payment windows).
- 3. Remove barriers to neighbors aiming to start businesses from their homes.** The City has a home occupation permitting process that strikes a balance between the conduct of business in residential settings and the preservation of neighborhood values regarding elements including traffic, signage, and noise. In light of the public health crisis, the trends toward remote or hybrid work, and recent State of Florida legislation, The Department of Sustainable Development will assess the regulatory framework governing home businesses and remove existing barriers. This would systematically support entrepreneurs to launch their businesses with lower startup costs.

- 4. Work with community organizations on building mentoring relationships for small, local and minority business proprietors and entrepreneurs.** The Department of Sustainable Development will work with partners to develop a mentorship program that partners small and minority-owned businesses with mentors in the community that have been successful in their respective industries and provide additional support for aspiring enterprises. Community builders can assess whether these types of efforts are provided by existing organizations and/or whether they can be supplemented.
- 5. Identify and address obstacles that small, local and minority-owned businesses face in accessing capital.** Access to capital is important to the health and sustainability of small and minority-owned business as they grow and develop. The Department of Sustainable Development will create a plan of action to fill the gap. Examples include:
- City guarantee for micro-credit loans to local community banks (Opportunity Loan program)
 - Subsidizing retail space to lower the cost of entry (potentially use Community Land Trusts)
 - Providing utility assistance
 - Creating a “business improvement grant” that supports capital upgrades
 - Support non-brick & mortar businesses (e.g. food trucks) that could be points of entry into more permanent business operations. This would require updating the current food truck policy to minimize restrictions to operation, and to provide coaching and support for owners to navigate permitting, licensing, etc.

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How We Learn

How We Learn

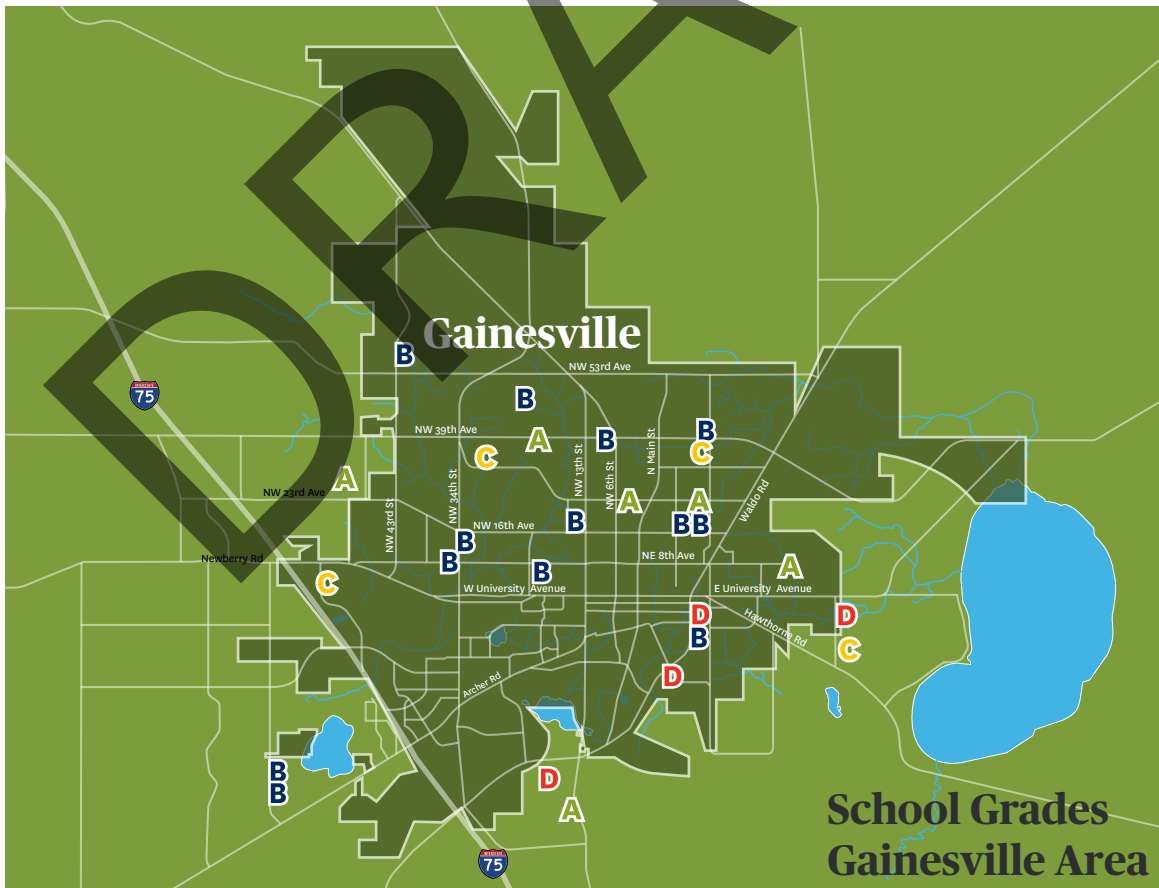
Where We Are:

Achieving equity in education is fundamental to making Gainesville equitable today and in the future. Having high-quality education means that children can attend public schools that offer learning environments that support them to thrive; high schoolers receive skills-based training that prepares them to enter the job market; adults can access affordable job training opportunities; and everybody has access to high-speed internet, among other resources that are essential to lifelong learning. These are all critical in ensuring that Gainesville thrives economically, improves public health outcomes, promotes civic engagement, lowers crime, and continues to be the hub of creativity and intellectual ability that it is today.

In 1954, the U.S. Supreme Court ruled in *Brown v. Board of Education of Topeka* that education be made available to all on equal terms. Although many advances have resulted from this landmark decision, today, who you are still impacts the quality of education you receive. A recent study by the University of Florida found significant student achievement gaps between white students and students of color in Alachua County Public Schools (ACPS). According to the results of 2019 state and district assessments, Black students in the ACPS system

continue to perform below White, non-Hispanic students.

These disparities stem from historic actions and inactions taken at the Federal, State, and Local levels that have harmed Gainesville's Black communities. Redlining, racial covenants, and other racist land use policies segregated neighbors, denied Black families the opportunity to build wealth, and made it more likely to push them into poverty. Given the importance of quality learning environments for children – for example, children in families with more resources will have healthcare that enables them to attend school consistently, housing that ensures they have quiet spaces to study, or access to afterschool activities that enhance their learning – residential segregation created severe impacts on children's education. Furthermore, the impacts of school segregation are still reinforced today due to systems such as public school siting, districting, and zoning, creating some schools that are well-resourced, attracting quality teachers, and others that lack these resources. Our inaction to effectively address the impacts of racially motivated land use policies and school segregation is why racial achievement gaps still affect children and families today, nearly 68 years after the *Brown* decision.



This map represents public school grades in the City of Gainesville and surrounding urban cluster in the year 2018. Grades are shown as-is on the map. Data sources include Florida Geographic Data Library (FGDL) and Alachua County Public Schools (ACPS).

As the City of Gainesville moves to address inequity in education, effective partnership with non-City organizations is critical. For example, in order to proactively assess and monitor the extent of school segregation and performance, the City must work with ACPS, which collects and maintains data on student demographics, socioeconomic, and school performance. Education in Gainesville is also supported by a number of other government entities, academic institutions, and nonprofits whose efforts are important to achieving more equitable outcomes. Other primary and secondary educational facilities include charter schools, private schools, centers that serve students with special needs, and a lab school that operates under the control of the State university system. Public postsecondary educational institutions include the University of Florida, the teaching hospital, UF Health Shands Hospital, and Santa Fe College. Non-profit organizations that partner with United Way also provide educational services and job training within the City.

Progress to Build On:

The City currently works to ensure all Gainesville residents have access to quality education in several ways. Through the Interlocal Agreement for Public School Facility Planning (ILA), the City of Gainesville meets annually with the School Board of Alachua County (SBAC), the County, and other municipalities in the County to coordinate land use and public school facilities planning. Furthermore, through systems such as the school concurrency requirements – regulations that control the impact of new development on school capacity – the City ensures that

new development does not cause school overcrowding.

In addition, the City of Gainesville coordinates with the National Recreation and Park Association (NRPA) to increase nutrition awareness and physical fitness among children in grades 1 through 8; award full scholarships for free or reduced lunch through programs for the ACPS system; and offer community education classes, nature preschool programs, and weekend and summer programs.

What's at Stake:

Addressing racial inequities in education for the generations of today will create a more equitable society for the generations of tomorrow. A Gainesville where young people can achieve their full potential ensures that the city is maximizing its talent, which can lead to new businesses being started, a more skilled workforce, a more engaged public, and healthier and happier families. Investing in all students so that they have what

they need to thrive unlocks that potential for the benefit of individuals as well as the community as a whole. The strategies included in ImagineGNV build on existing systems the City has to reduce inequities in education while introducing new approaches and placing the needs of communities of color and other historically disadvantaged communities first.

Outcome 1: Gainesville will be a source of quality public education and schools that are available to benefit all residents in the surrounding community.

Gainesville residents should have access to quality public education regardless of who they are or where they live. As a first step, the City will work with the School Board of Alachua County (SBAC) to ensure that all schools are operating within their enrollment capacity and offering quality learning environments, and to monitor students' performance and achievement. At the same time, quality education requires many additional factors beyond the schools themselves: students should have safe transportation options to get to and from school and afterschool programs; families need access to housing near quality schools; and students need after-school programs that help students complete their homework and participate in extra-curricular activities. The City will advance these closely related strategies to ensure access to quality education for all.

Indicators:

- Classroom size and school enrollment data by school (Florida Inventory of School Houses (FISH) or Alachua County Public Schools 2021 Annual Report)
- School performance
 - School performance by race/gender/ethnicity and by neighborhood/district
 - High school graduation rates by race/gender/ethnicity and by neighborhood/district
- Impact on surrounding community
 - Number of community-related programs held on school sites, and number of attendees at these programs
 - Number of ACPS registered with GFR and/or ACFR as emergency shelters
 - Number of ACPS registered with City Parks, Recreation and Cultural Affairs for summer programs; community education; recreation events (e.g., intramural sports).
- Commute times to school by commute mode
- The number of affordable housing units per school district/within walking or biking distance of education facilities

Strategies:

- 1. Coordinate with the School Board of Alachua County (SBAC) to ensure all schools have quality learning environments and are equitably distributed throughout the City.** The City will work with SBAC to:
 - Eliminate school segregation through future school district rezoning. The redrawing of school district zones has the potential to erase decades of school segregation by expanding access to high-quality schools to low-income communities. This must happen in tandem with an evaluation of existing schools to ensure that all schools give students what they need to thrive.
 - More effectively control school capacity and classroom size by updating school concurrency requirements, informed by stakeholder input. Given that the concurrency requirements are a part of an Interlocal Agreement, the City will coordinate with ACPS, the County, and other municipalities to adopt this change in the Agreement.
 - Direct resources (both financial resources and school supplies and materials) to schools that are currently underfunded.
 - Coordinate with ACPS, the County, and other municipalities on amending the Interlocal Agreement for Public School Facility Planning (ILA) to allow the City to review all new public education facilities and sites for consistency with the Comprehensive Plan.
 - Create agreements to site community uses, such as workforce housing and daycare centers, on SBAC sites.
- 2. Ensure the City's decisions, including those beyond land use such as after school activities, transportation, and health, consider the impact on children attending public schools.** To do so, the City will work with the SBAC to include a School Board representative on City advisory boards and committees, including those that cover recreation activities, transportation, housing, safety, and health, among others. Including other perspectives in the City's decision-making process will facilitate a more unified and informed approach to addressing racial inequities in education.

- 3. Expand transportation options to school and afterschool activities.** The City will work to ensure that all students have a variety of transportation options to and from school and afterschool activities, including walking, biking, and public transit. This will require amending the City’s Land Development Code to improve walkability to and from school, based on the Safe Routes to School design guidelines. The City will ensure all students have safe and convenient access to schools through mechanisms such as the last-mile/first-mile service and fare-free programs for low-income households.
- 4. Provide affordable housing in neighborhoods near high-performing schools to families with children.** Priority actions for the City include working through the Where We Live Chapter of the Comprehensive Plan to site affordable housing in close proximity to high-performing schools through grants and incentives.
- 5. Utilize school sites to contribute to the needs of families and the surrounding neighborhood.** The City will adopt land development regulations that expand the permitted uses on school sites by doing the following:
- Permit daycare centers in the Education (ED) zoning district and other zoning districts allowing schools.
 - Permit workforce housing and other joint-use, community-oriented facilities on Education (ED) zoned properties.
 - Permit professional, vocational, and trade schools in the following zoning districts to help place job training services in close proximity to worksites and future employers: BA, BT, AGR, I-1, I-2, MD, and PS.
 - Collaborate with ACPS to permit a mix of community-oriented uses after school hours on sites managed by SBAC, including markets, playgrounds, nighttime classes, and other non-intensive, community-gathering uses.
- 6. Continue partnerships and programs offering after-school care for students.** The City will continue partnerships and programs that provide resources, at little or no cost, to underfunded schools and low-income neighbors. Subsidized educational resources, such as after-school care that assists students with meals and in completing school assignments, will help to create more equitable academic outcomes.

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Outcome 2: Gainesville residents will have increased transparency into the City's decision-making process regarding schools.

Public participation is key to the City's ability to make informed decisions on education. Therefore, it is imperative that the City and stakeholders work together to create decision-making processes that are inclusive and accessible to everyone wishing to participate. In order to make the decision-making processes meaningful and successful, the City will rely on sources of technical expertise and creativity to ensure the needs and preferences of those impacted by its decisions are properly addressed.

Indicators:

- Number of parents, students, and educators attending stakeholder engagement meetings regarding schools (by race/ethnicity)
- Distribution of participants in terms of race, language, culture, socioeconomic status, and ability.
- Number of neighborhood associations represented by participants.

Strategies:

- 1. Establish a “Neighbors’ Education Center” run by a dedicated City staff member. The Center will be in charge of:**
 - Connecting neighbors who seek access to educational resources and certification, regardless of age or experience, in partnership with nonprofit organizations.
 - Creating and implementing a new local education plan that ensures neighbors receive quality education and are connected to jobs.
 - Liaising with educational institutions in Gainesville and beyond and coordinating with public stakeholders (including SBAC) on behalf of the City.
 - Creating a data hub that makes information about schools accessible to stakeholders and educational institutions. The Center could coordinate with SBAC to access and publish data regarding school capacity, performance, student demographics and socioeconomics, and resource needs. Data sharing will enable the City to coordinate with other educational stakeholders and nonprofits to identify opportunities for the co-location and joint use of educational facilities in order to reduce operating costs and increase accessibility.
- 2. Improve the City’s ability to conduct outreach to neighbors when making decisions regarding schools. The City will work with SBAC to:**
 - Engage in multilingual forms of public engagement and outreach initiatives. Use of multilingual communication will increase diversity in public participation by encouraging non- English speaking stakeholders to participate. Non-English speaking stakeholders are among those most impacted by racial inequities in education.
 - Work with the Communications and Strategy/Planning & Innovation offices to create a database of stakeholders who participate in City-sponsored engagement events and identify communities where neighbors face barriers to participation. The City will create a database of stakeholders to identify sources of valuable insights that can be used to address racial inequities in education. The City will also use this database to identify where participation is weakest, so that outreach initiatives can be brought to these areas.
 - Select ADA-compliant meeting venues. Public engagement activities must reflect the diversity in physical ability among participants in order to be inclusive. Meeting venues that provide ADA-compliant physical and digital amenities will help make City outreach programs and initiatives inclusive in race, language, culture, socioeconomic status, and ability.
 - Engage in public outreach programs and initiatives that include incentives. Time, childcare and transportation are common barriers to public engagement. Therefore, to counteract these barriers and increase public participation, the City will conduct outreach programs and initiatives that offer the following incentives: childcare; synchronous events for adults and children; events scheduled outside of traditional working hours; free bus passes; and healthy food and drinks that are free.

Outcome 3: All Gainesville residents will have access to resources that enable continued learning and training.

Education extends beyond the physical classroom. With input from neighbors, the City will collaborate with stakeholders on implementing trade and vocational training programs to create employment opportunities for residents who are unemployed or underemployed, students who do not wish to attend a four-year degree program, and residents facing challenges resulting from incarceration, homelessness, and poverty. Additionally, realizing the importance of technology to teaching and learning, the City will collaborate with stakeholders on providing access to high-speed broadband connectivity for all.

Indicators:

- Employment data by race, ethnicity, gender, highest level of education, and by neighborhood/district
- Training school completion rates, by race/ethnicity
- Household broadband internet access by race/gender/ethnicity and by neighborhood/district
- Post-graduation employment by race/gender/ethnicity and by neighborhood/district

Strategies:

- 1. Provide broadband that expands affordable internet access while maintaining local control.** Broadband provided under local control will be accountable to the public to help ensure all households have equitable access to high-speed internet both at home and within their learning environment. The City will create a plan for identifying service providers and for ensuring that households with the most need receive access to affordable broadband first.
- 2. Provide unemployed and underemployed residents with training for an industry-recognized trade that is aligned with an apprenticeship.** The City will foster partnerships with nonprofits and institutions that provide specialized, hands-on-training and work-based learning experiences with apprenticeships that enhance the educational outcomes of underserved stakeholders by making quality educational resources accessible.
- 3. Provide high school students with hands-on training and the opportunity to earn industry certifications through grants.** The City will partner with schools, employers, and nonprofits to establish programs that are designed to support the educational needs of students wishing to pursue a path to high-paying career opportunities without the need for a four-year degree. By establishing programs that are designed to support non-traditional career paths, the City will help to ensure that all students regardless of educational upbringing will have equitable access to positive long-term educational outcomes.
- 4. Provide job training for residents returning from incarceration through partnerships with public and private organizations.** The City will pursue partnerships to provide neighbors who have previously experienced incarceration, a large number of whom are people of color, access to quality educational resources that equip them with the skills and knowledge necessary to successfully reintegrate into the community. A successful workforce reentry program will help returning residents compete for jobs, attain stable housing, support their families, and contribute to the community.
- 5. Provide free job skills training services for neighbors experiencing homelessness or poverty through partnerships with public and private organizations.** By partnering to provide equitable access to free job skill training services as well as support for accessing stable housing, the City will assist residents who cannot otherwise afford the educational resources needed to enter or re-enter the workforce.
- 6. Establish a summer internship program through the City to engage high school students, college students, and Gainesville youth in careers in local government.** The City will centralize summer and year-round internship opportunities across various City departments to provide job training and hands-on experience in their desired field. Internships with the City are valuable work experience but can also inspire a new generation of youth in government. Through a centralized internship program, the City can directly offer cross-cutting educational experiences.



Imagine
CNV



Interim City Manager FY22 Accomplishments Report – Attachment B
Affordable Housing Framework for Discussion – March 2022



CITY OF GAINESVILLE, FL



Affordable Housing Framework for Discussion

MARCH 2022

OFFICE OF THE CITY MANAGER

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INTRODUCTION

(OFFICE OF THE CITY MANAGER)

According to the National Low Income Housing Coalition, there is a shortage of more than 7 million affordable homes for our nation's 10.8 million extremely low-income families. Every state and every community is impacted and this issue has been exacerbated by the COVID-19 pandemic. The U.S. Department of Housing and Urban Development's January 2021 Comprehensive Market Analysis indicated that homeownership in the Gainesville Housing Market Area is increasingly expensive, and the affordability of buying a home has trended downward since the early 2010s as home prices have increased at a much faster rate than income. Development priorities and decisions that were made more than a half-century ago for Gainesville have resulted in spatially-segregated development patterns which have led to issues with housing access, affordability, gentrification and displacement. In order to begin discussions and set goals for achieving adequate affordable housing in Gainesville, these historical decisions must be acknowledged in order to put forth informed solutions that can be championed by the Gainesville City Commission.

The Gainesville Housing Action Plan prepared by the Florida Housing Coalition in September 2020 is a great starting point for how the City aggressively moves forward in addressing its housing needs. As noted in the Gainesville Housing Action Plan, solving the City's housing challenges will require a multi-faceted approach that includes land donation, secondary market housing, equitable redevelopment, and mixed income developments, to name a few. For Gainesville, this also means that investments in affordable housing must balance neighborhood revitalization and investment while preserving community character.



Report Contributors:

- Office of the City Manager
- Department of Sustainable Development
- Department of Strategy, Planning and Innovation
- Housing and Community Development
- Gainesville Community Reinvestment Area
- Gainesville Fire Rescue
- External Housing Partners



OFFICE OF THE CITY MANAGER
CITY OF GAINESVILLE, FL



City of Gainesville - Alachua Habitat for Humanity Duval Lot Donation

Currently, the City is working to eliminate zoning codes that exclude attainable housing from high-opportunity neighborhoods and are requiring new developments to include affordable housing in their projects. Additionally, the City has partnered with Alachua Habitat for Humanity and the Neighborhood Housing and Development Corporation to significantly increase the number of permanently affordable homes in Gainesville. But there is still more work to do.

Access to housing must not only address affordability but also equitable inclusion. Per the Housing Development Consortium, study after study and an overwhelming, consistent, and oft-ignored community voice have made it clear – Black, Indigenous and People of Color cannot access equitable pathways to opportunity, including intergenerational wealth creation, due to systemically and institutionally racist policies and practices. In most respects, the inequities are stark. Aligning interests and resources that focus on equity, infrastructure development, housing production and preservation, and underwriting and lending could lead to doubling the Black, Indigenous and People of Color homeownership rate in the next couple of decades. In addition, both owners and renters need opportunities for low interest or no interest loans for property maintenance, and ready access to federal assistance dollars. Funding resources available for such initiatives include the Community Development Block Grants, HOME funds and the American Rescue Plan Coronavirus State and Local Fiscal Recovery Funds, and local general revenue funds.

In order to continue the momentum toward the City's vision for housing, "a city where renters and owners at every income and ability level, stage of life, race and ethnicity, have access to safe and affordable housing now and into the future," the City must strengthen its collaborative efforts with other stakeholders, including the State, County, School District, local universities/colleges, the Gainesville Housing Authority and other external partners.

OFFICE OF THE CITY MANAGER
CITY OF GAINESVILLE, FL



1225 W. University Ave Lincoln Ventures - GHA - City of Gainesville

Housing is the key to reducing intergenerational poverty, increasing economic mobility and bolstering economic growth. Without access to safe housing that is affordable, people struggle to find and maintain consistent employment, children's school performance suffers, and overall health declines. Without a strong supply of affordable housing, employers have trouble finding employees, essential jobs go unfilled, and the whole community struggles to grow.

The City has a talented team of professionals who are committed to the City and its people. In acknowledgement of this top priority item as noted in the City's Strategic Plan, a Senior Housing Strategist position is included in the FY 2022 General Government Financial and Operating Plan with an active recruitment plan underway. I, along with my team, comprised of the Department of Sustainable Development, the Department of Housing and Community Development, Gainesville Fire Rescue, Department of Strategy Planning and Innovation, the Gainesville Community Reinvestment Area, and the Office of Government Affairs & Community Relations stand ready to oversee the thoughtful implementation of programs and services, as well as ensuring there is a balanced and intentional approach to delivering on the promise of affordable housing for our neighbors.

A handwritten signature in black ink that reads "Cynthia W. Curry".

CYNTHIA W. CURRY
INTERIM CITY MANAGER

DEFINITIONS

(COMMONLY REFERENCED TERMS)

AFFORDABLE HOUSING

Housing in which the occupant is paying no more than 30 percent of gross income for housing costs, including utilities.

AREA MEDIAN INCOME (AMI)

Area Median Income (AMI) - To determine whether housing costs or rents are affordable for residents of a certain community, HUD uses the area median income (AMI). In a designated area, half of the population makes more than the AMI, and the other half makes less than the AMI.

The median income for a single-person household in the Gainesville, FL MSA is \$37,264.

HUD designates households to certain income groups based on their income relative to the AMI:

- "Extremely Low Income": Below 30 percent of AMI
- "Very Low Income": Below 50 percent of AMI
- "Low Income": Below 80 percent of AMI
- "Moderate Income": Between 80 and 120 percent of AMI

Note: All of these levels are adjusted based on how many people are in a household.

COMMUNITY LAND TRUST (CLT)

A CLT is a system of tenure in which the underlying land is owned by a mission-driven entity, usually a nonprofit, and the buildings on the land are owned or leased by residents. CLTs have the explicit goal of promoting affordable housing and contain legal provisions governing ownership and transfer to keep units affordable in perpetuity.



DEFINITIONS

(COMMONLY REFERENCED TERMS)

COMMUNITY STABILIZATION

People Focus:

- Efforts to create conditions for the restoration of normal social, economic, and political life by contributing to the restoration of basic rights, and by promoting social cohesion, functioning state governance, non-violent political processes, effective social policy, livelihoods, and service delivery.

Housing Focus:

- Efforts to acquire and develop abandoned or foreclosed properties to prevent abandonment/blight in defined areas

CONTINUUM OF CARE

Continuums of Care (CoC) are organizations composed of representatives of nonprofit homeless providers, victim service providers, faith-based organizations, governments, businesses, advocates, public housing agencies, school districts, social service providers, mental health agencies, etc. A model of CoC should include the following components:

1. Outreach, intake, and assessment to link housing and services to the needs of those who are homeless.
2. Services and resources to prevent housed persons from becoming homeless or returning to homelessness.
3. Emergency sheltering as a safe alternative to living on the streets.
4. Transitional housing to move persons toward permanent housing solutions.
5. Permanent housing to end episodes of homelessness.
6. Supportive services designed to assist the person with necessary skills to secure and retain permanent housing.



DEFINITIONS

EQUITABLE DEVELOPMENT

Quality of life outcomes, such as affordable housing, quality education, living wage employment, healthy environments, and transportation are equitably experienced by the people currently living and working in a neighborhood, as well as for new people moving in.

Public and private investments, programs, and policies in neighborhoods that meet the needs of residents, including communities of color, and reduce racial disparities, taking into account past history and current conditions.

ESCHEATED PROPERTIES

Unclaimed or abandoned property that the government has the right to take ownership.

EXCLUSIONARY ZONING

Exclusionary land use controls (Zoning) are local regulations that:

1. Directly decrease or limit housing supply in residential areas (strict lot utilization and parcel constraints)
2. Increase the cost to build new housing (strict design and compatibility requirements)
3. Limit the use of existing housing (strict occupancy limitations and mobile home location limitations)

FAIR MARKET RENT (FMR)

Primarily used to determine payment standard amounts for the Housing Choice Voucher program, to determine initial renewal rents for some expiring project-based Section 8 contracts, to determine initial rents for housing assistance payment contracts in the Moderate Rehabilitation Single Room Occupancy program, and to serve as a rent ceiling in the HOME rental assistance program.



DEFINITIONS

HEIRS' PROPERTY

Heirs' property is family owned land that is jointly owned by descendants of a deceased person whose estate did not clear probate. The descendants, or heirs, have the right to use the property, but they do not have a clear or marketable title to the property since the estate issues remain unresolved.

HERITAGE OVERLAY

The heritage overlay district is an overlay zoning district that is intended to maintain, protect, conserve and preserve residential areas with a distinct visual identity by regulating development to ensure compatibility with the existing style, character or identity of the district area. This provision in the Land Development Code allows property owners the opportunity to request the City to impose additional regulatory requirements on their residential area in order to help conserve the design and visual characteristics that give the area a distinct identity and a harmonious appearance.

HISTORIC DISTRICTS

The City of Gainesville has five local historic districts, protecting more than 1,500 historic structures and 10 buildings listed individually on the Local Register of Historic Places. The Local Register was created as a means of identifying and classifying various sites, buildings, structures, objects and districts as historic and/or architecturally significant. The National Register of Historic Places is the official list of the nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service's National Register of Historic Places is part of a national program to coordinate and support public and private efforts to identify, evaluate and protect America's historic and archaeological resources.



DEFINITIONS

HISTORIC STRUCTURES

As identified on the Local or National Register of Historic Places, historic structures have historic or architectural significance. The quality of significance in American history, architecture, archaeology, engineering, and culture is present in a district, site, building, structure, or object when the district, site, building, structure, or object:

1. Is associated with events that are significant to our local, state, or national history;
2. Embodies the distinctive characteristics of a type, period, or method of construction;
3. Represents the work of a master
4. Possesses high artistic values; or
5. Represents a significant or distinguishable entity whose components lack individual distinction

HOUSING TRUST FUND

Housing Trust Funds are distinct funds established by state, county or other local governments to support the preservation and production of affordable housing. These funds have ongoing dedicated sources of public funding, as opposed to an annual budget allocation.

INCLUSIONARY ZONING (IZ)

According to HUD, inclusionary zoning (IZ) practices refer to any kind of policy or ordinance that requires or encourages developers to set aside a certain percentage of housing units in a new or rehabilitated project for low- and/or moderate-income residents. IZ policies help to integrate lower-income residents with higher-income residents so that all have access to the same high-quality services and amenities.



DEFINITIONS

LOW-INCOME FAMILY

HUD defines as families whose [combined] income does not exceed 80 percent of the median family income for the area.

LOW-INCOME HOUSING TAX CREDIT (LIHTC)

A tax incentive intended to increase the availability of low-income housing. The program provides an income tax credit to owners of newly constructed or substantially rehabilitated low-income rental housing projects.

METROPOLITAN STATISTICAL AREA (MSA)

An area with at least one urbanized area of 50,000 or more population, plus adjacent territory that has a high degree of social and economic integration with the core, as measured by commuting ties.

NATURALLY OCCURRING AFFORDABLE HOUSING (NOAH)

Residential rental properties that are affordable, but are unsubsidized by any federal program. Their rents are relatively low compared to the regional housing market.

WORKFORCE HOUSING

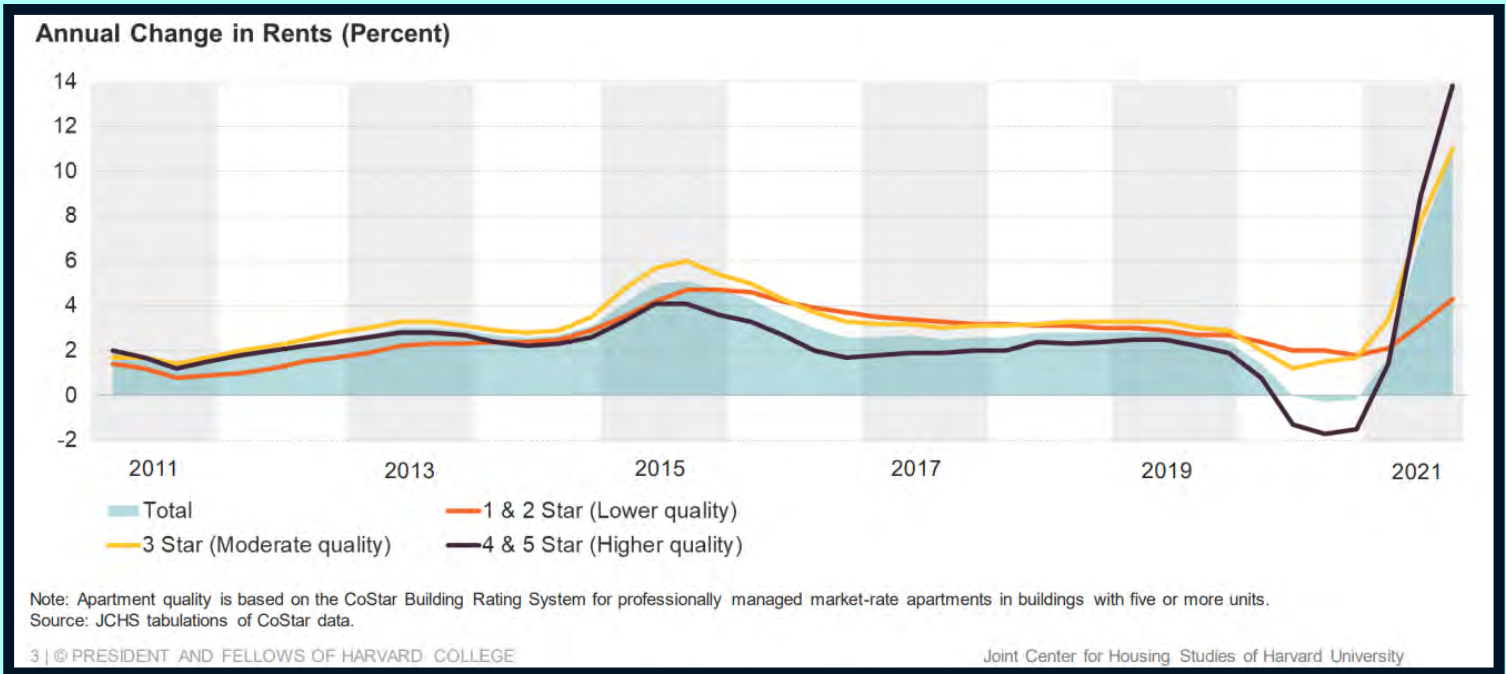
Florida Statutes 420.5095 defines the term “workforce housing” as housing affordable to natural persons or families whose total annual household income does not exceed 80 percent of the area median income, adjusted for household size, or 120 percent of area median income, adjusted for household size



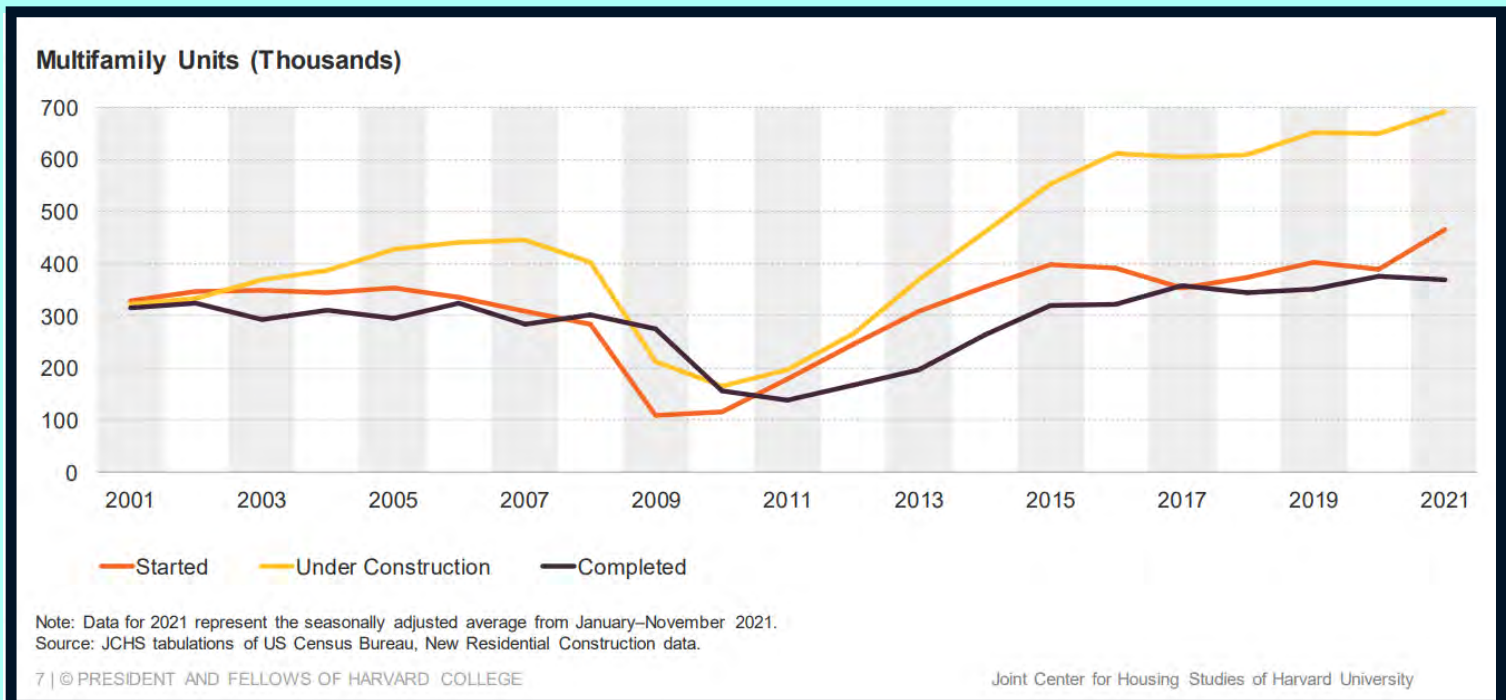
NATIONAL HOUSING TRENDS 2022

Joint Center for Housing Studies of Harvard University

1. AFTER A BRIEF DIP, RENTS FOR HIGHER-QUALITY APARTMENTS SOARED IN 2021



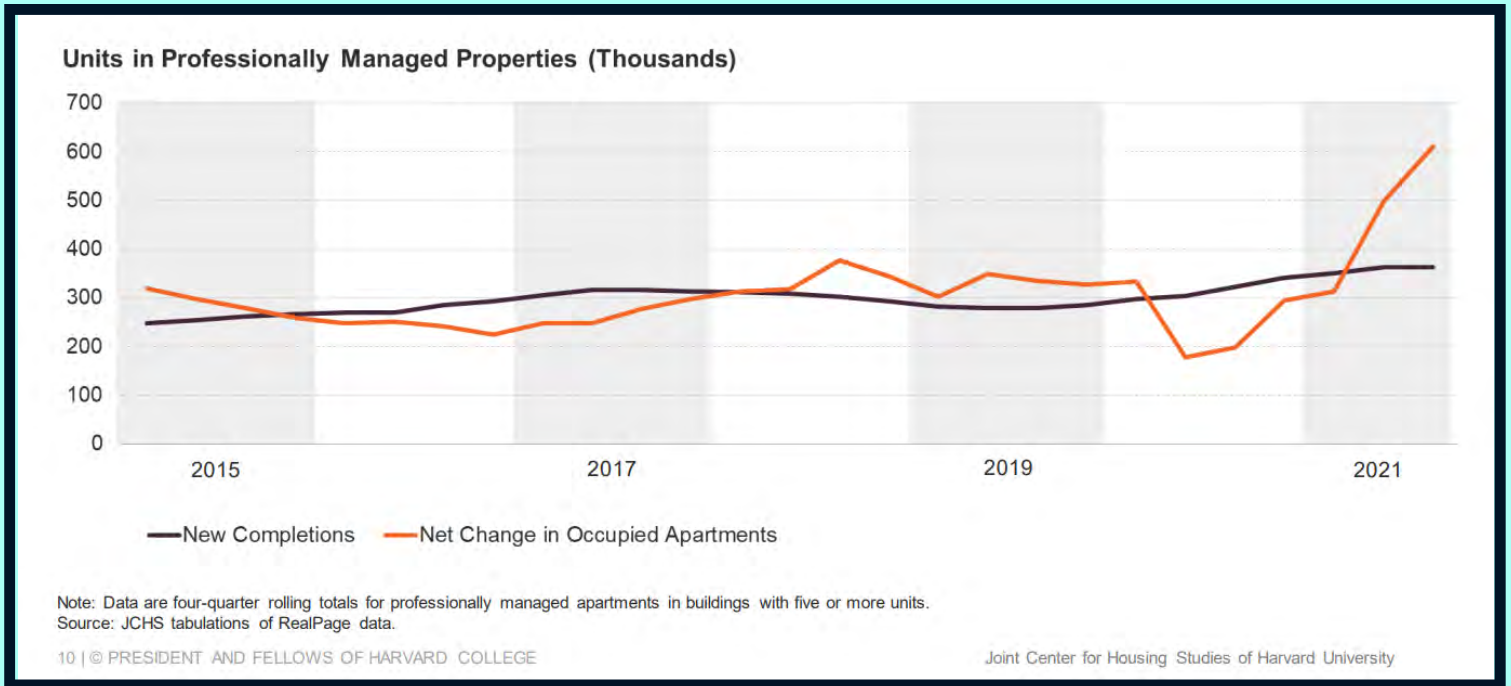
2. THE HEATED PACE OF MULTIFAMILY CONSTRUCTION IS ADDING HUNDREDS OF THOUSANDS OF UNITS TO THE RENTAL STOCK



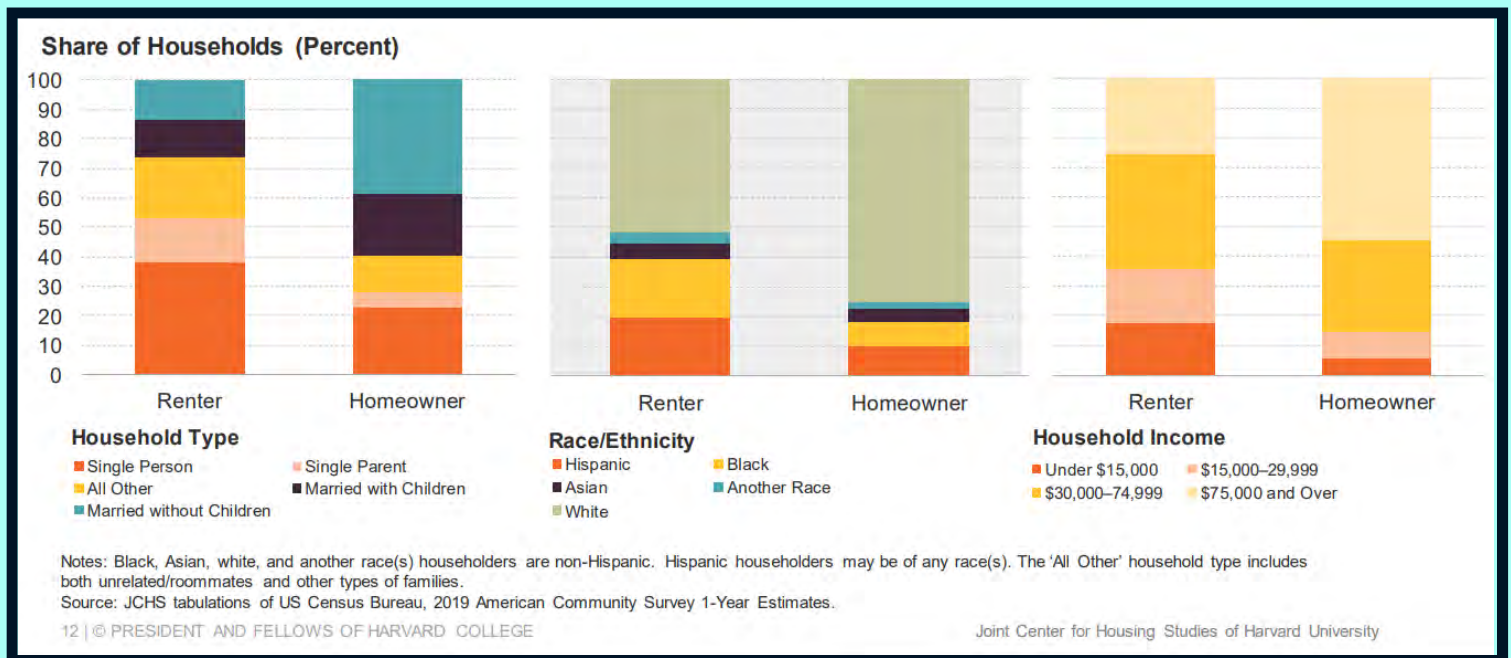
NATIONAL HOUSING TRENDS 2022

Joint Center for Housing Studies of Harvard University

3. RENTAL DEMAND FAR OUTPACED GROWTH IN NEW SUPPLY IN 2021



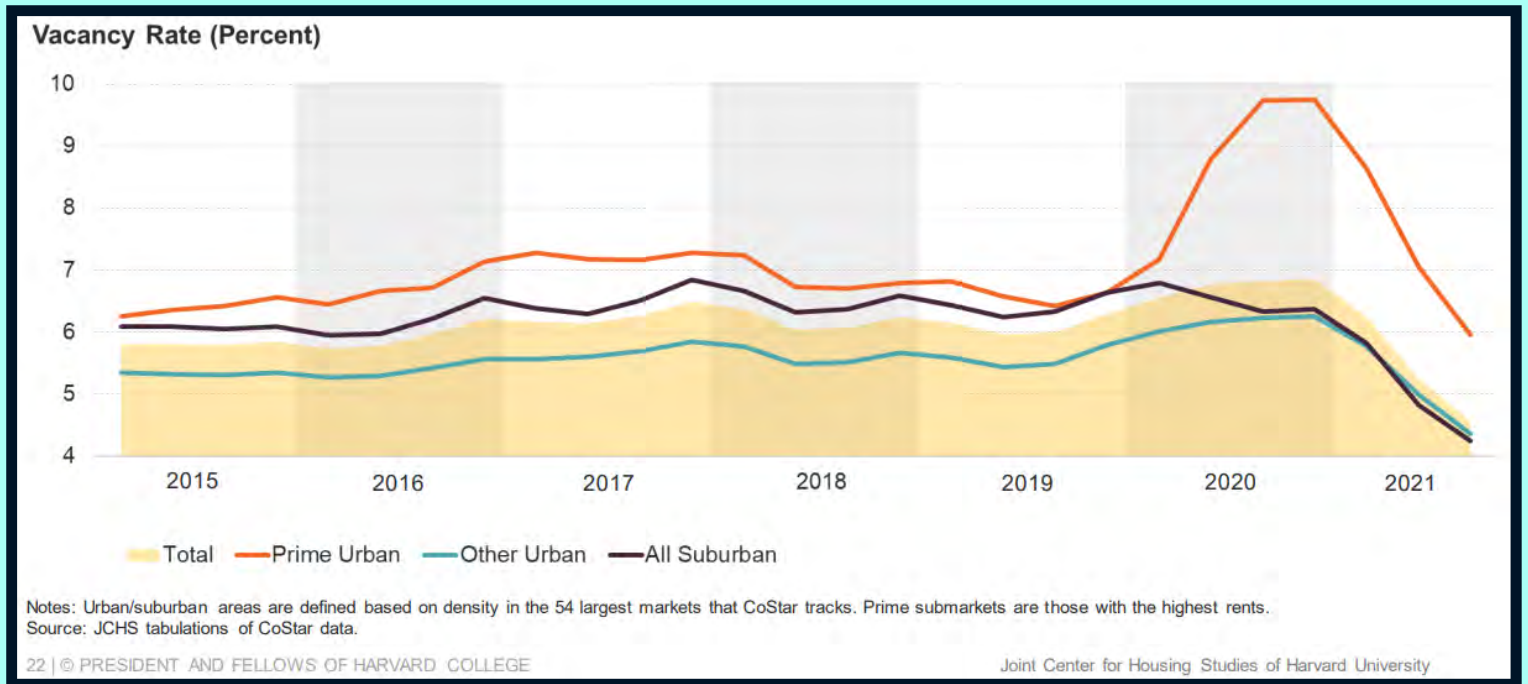
4. RENTERS ARE MUCH MORE LIKELY THAN HOMEOWNERS TO BE SINGLE, TO BE HOUSEHOLDS OF COLOR, AND TO HAVE LOWER INCOMES



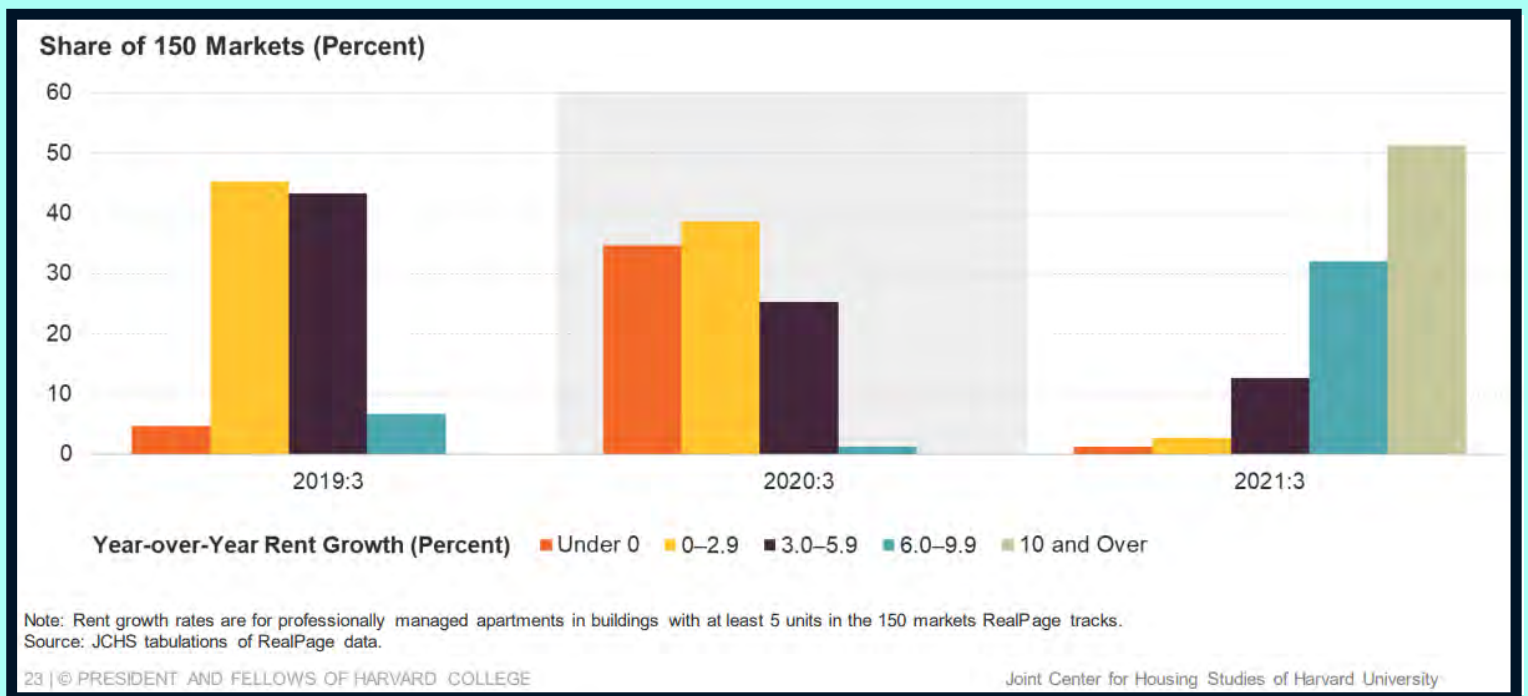
NATIONAL HOUSING TRENDS 2022

Joint Center for Housing Studies of Harvard University

5. AFTER A SHARP RISE, VACANCY RATES IN PRIME URBAN MARKETS PLUNGED TO HISTORIC LOWS









6. RENTS IN OVER HALF OF THE NATION'S LARGEST MARKETS WERE UP BY DOUBLE DIGITS IN 2021



HOUSING IS A SOCIAL DETERMINANT OF HEALTH

SOCIAL DETERMINANTS
FACTORS THAT INFLUENCE YOUR HEALTH

HOUSING Housing and health are connected. Where and how people live can influence how healthy they are and how well they live. Housing is linked to:

OPPORTUNITY 	EXPENSES 49.3% of renters spent more than 30% of their income on housing in 2014. 26.4% spent more than half of their income on housing.	ASTHMA RISKS  24M Americans have asthma — including 6.3M children. Asthma can be triggered by pests, indoor allergens & poor ventilation.
LEAD POISONING About 500K kids ages 1-5 have elevated blood lead levels. High levels are often linked to lead paint & dust in homes. 	EQUITY 	COMMUNITY 
GOOD HEALTH  Follow 8 principles for a healthy home: Keep it well-ventilated, contaminant-free, clean, safe, pest-free, well-maintained, dry & at a comfortable temperature.		

The **NATION'S HEALTH**
A PUBLICATION OF THE AMERICAN PUBLIC HEALTH ASSOCIATION
www.thenationshealth.org/sdoh

Source: American Public Health Association

Housing is one of the best-researched social determinants of health, as it is well documented that the conditions one lives in directly and indirectly impacts their physical and mental health. Having a roof over one's head is not sufficient to providing all that a human needs, but rather one needs a home that is stable, affordable, of accepted quality for health standards, and located in an environment where other resources are accessible. Sleeping in cars, dividing families to have children sleep on neighbors' couches, camping in the woods... these are all too common examples of how people in our community are dealing with the lack of affordable housing. And for the many of these individuals and families, housing is but one of the myriad of challenges they are facing, such as food insecurity, health disparities, lack of access to quality education or employment, etc. Too often are people forced to choose between paying their rent versus buying a meal for their family. Too common is it that one's high utility bill of their inefficient rental property is the cause for not being able to afford critical medication or medical treatment. Housing is not just about a structure, it is about health and wellbeing. It is about safety.

The good news is, there are a number of tools that can help communities address housing issues. Examples include housing vouchers, land banks, escheated properties donated to nonprofits for affordable housing development, neighborhood revitalization programs, subsidized workforce housing, etc. And there are a number of agencies and individuals in Gainesville skilled at using these tools who are committed to addressing issues for affordable housing. But none of these tools, and none of these organizations, are sufficient when taken alone. To make a significant dent in the issue of affordable housing it is going to be all hands, tools, and dollars on deck to work collaboratively to come up with innovative programs and solutions to address the critical need Gainesville is facing.

AFFORDABLE HOUSING IN FLORIDA

Florida's Affordable Rental Housing Needs: 2020 Update

This brief updates key findings from the Shimberg Center's 2019 Rental Market Study.



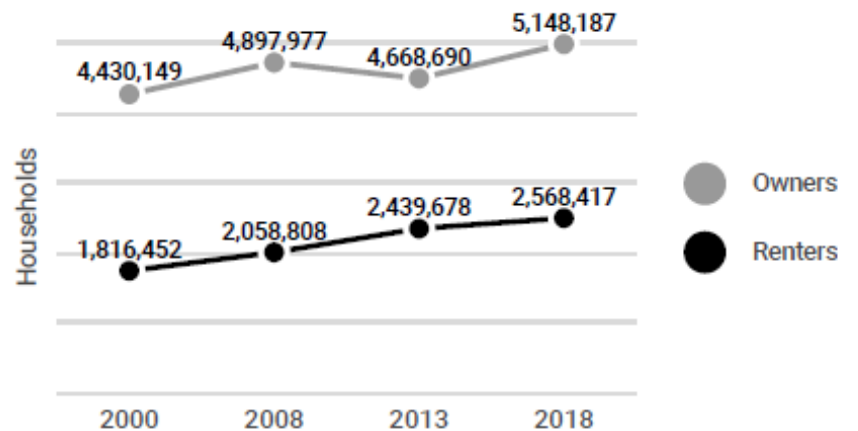
780,146

low-income households in Florida pay more than 40% of income for rent.

Florida has added renters steadily since 2000.

- Florida added 751,965 renter households 2000-2018.
- The state added over 718,000 owner households between 2000 and 2018. The owner count briefly dipped between 2008 and 2013 but rebounded after that.
- The homeownership rate fell from 71% in 2000 to 67% in 2018.

Households by Tenure, Florida, 2000-2017

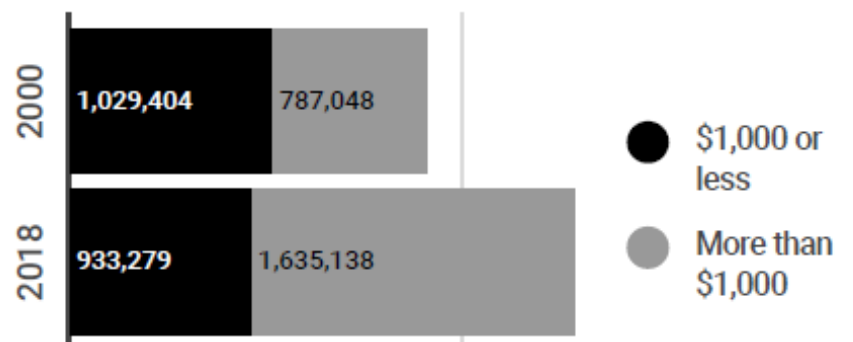


Source: Shimberg Center analysis of U.S. Census Bureau, 2000 Census and 2008/2013/2018 American Community Survey.

Florida added hundreds of thousands of rental units from 2000 to 2018 but lost units renting for \$1,000 or less (2018 \$).

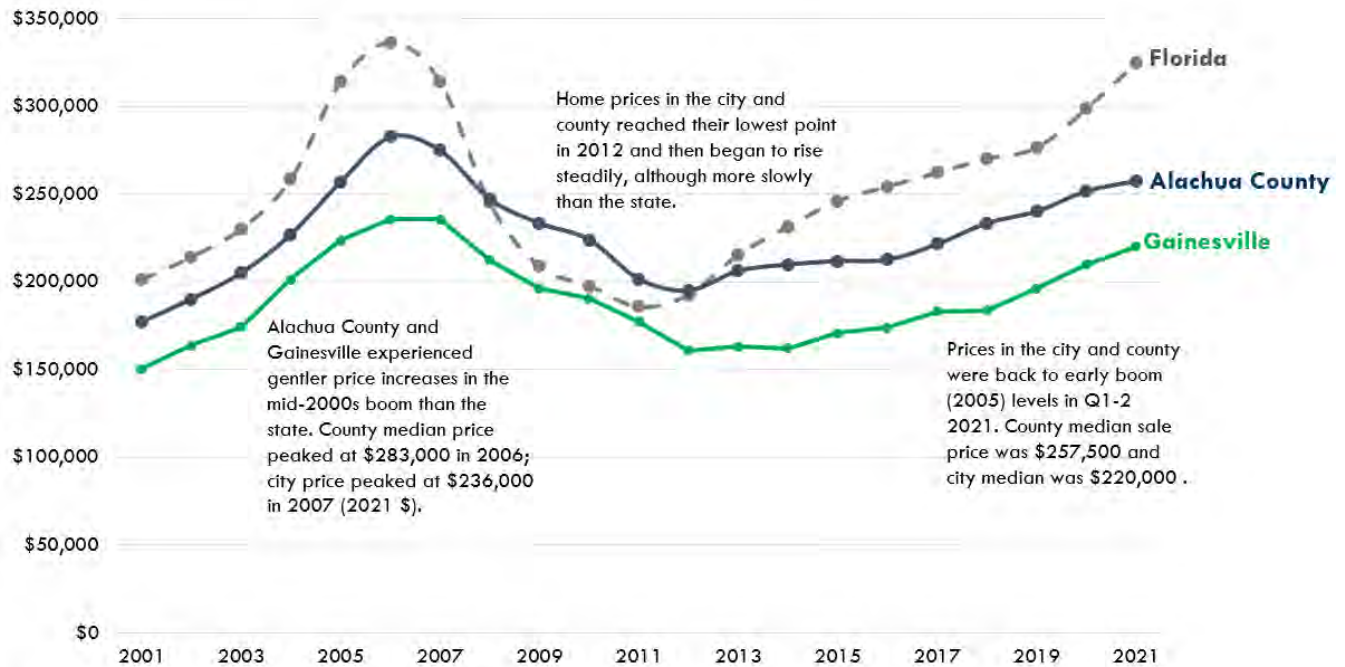
- Florida added 848,090 units with rents above \$1,000 from 2000 to 2018.
- The state lost 96,125 units renting for \$1,000 or less.
- In 2000, 57% of units rented for \$1,000 or less. In 2017, only 36% did.

Units by Gross Rent Above/Below \$1,000 (2018 \$), Florida, 2000 & 2018



ALACHUA COUNTY HOUSING 2022

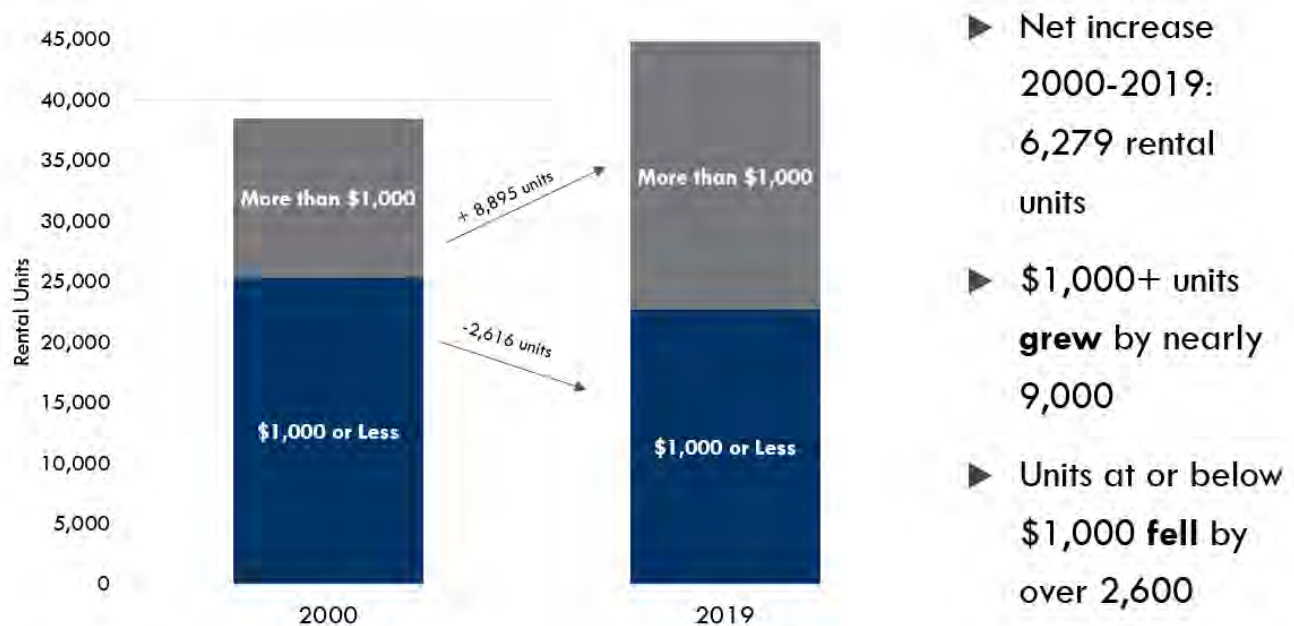
Alachua County and Gainesville single family home prices have reached early boom-era levels.



Median Single Family Home Sale Price, Gainesville, Alachua County, & Florida, 2001-2021 (2021 \$)

Source: Shimberg Center analysis of Florida Department of Revenue, Sales Data Files. All values in 2021 dollars to correct for inflation.

The county added nearly 6,300 rental units between 2000 and 2019 but *lost* units renting for \$1,000 or less (2019 \$).

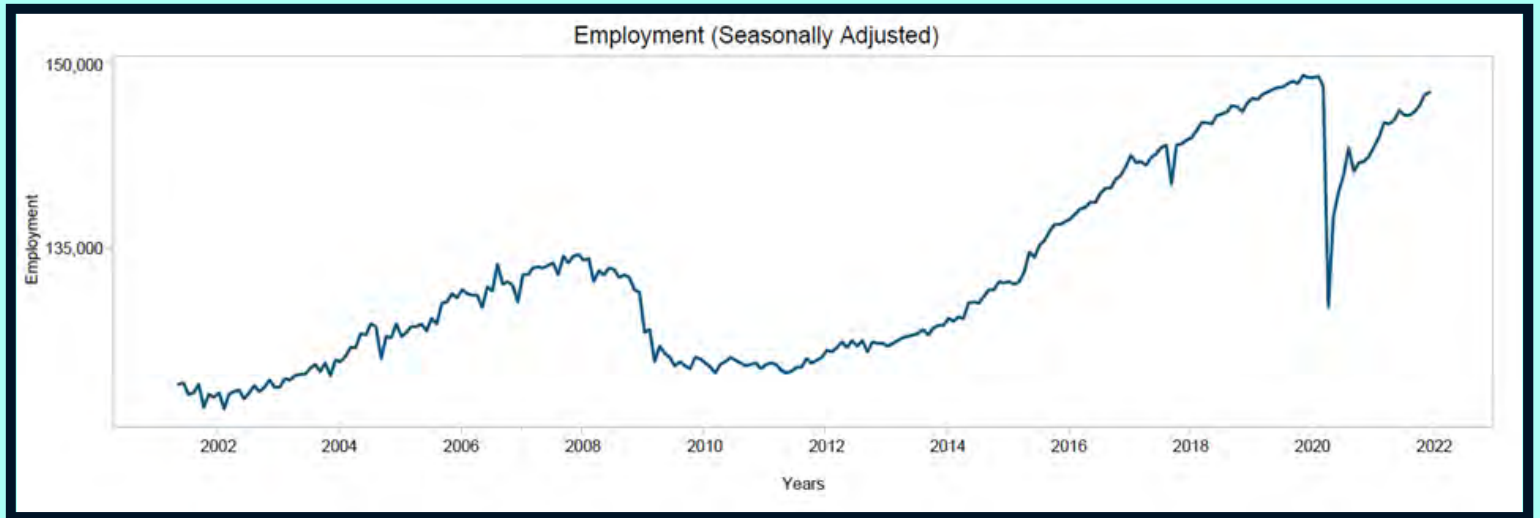


Units by Gross Rent Above/Below \$1,000 (2019 \$), Alachua County, 2000 & 2019

Source: Shimberg Center tabulation of U.S. Census Bureau, 2000 Census and 2019 American Community Survey. Year 2000 rents adjusted to 2019 dollars using Consumer Price Index.

ALACHUA COUNTY HOUSING 2022

Gainesville MSA - Total Nonagricultural Employment



As shown in the graph above, in December of 2010 the Gainesville MSA had approximately 126,400 jobs across all non-agricultural industries seasonally adjusted. By 2021, that number had increased by 26,299 to 152,699 for Alachua County, according to Employment Projections data produced by the Florida Department of Economic Opportunity (DEO), Bureau of Workforce Statistics & Economic Research. DEO projects that by 2029 job growth within the Alachua County workforce region will increase by approximately 9.4% (14,303 jobs) with a total number of approximately 167,002 jobs.

Example: 2021 Alachua County Income (% AMI) and Housing Cost Limits

Income level	Annual income range (1-4 person household)	Hourly wage, 1 full-time job	Hourly wage, 2 full-time jobs	Max. affordable monthly housing cost (1-3 bedroom unit)
50% AMI	\$25,650-36,600	\$12-\$18	--	\$686-\$951
80% AMI	\$41,040-58,560	\$20-\$28	\$10-\$14	\$1,099-\$1,523
120% AMI	\$61,560-87,840	\$30-\$42	\$15-\$21	\$1,648-\$2,284

<http://flhousingdata.shimberg.ufl.edu/income-and-rent-limits>



ALACHUA COUNTY HOUSING 2022

Housing costs outpace wages for many occupations:

Alachua County housing wage: \$18.67/hour

A full-time worker would need to earn this amount to rent a 2 Bedroom apartment (HUD Fair Market Rent 2020: \$971/month)

Median wage for Alachua County, 2020: \$18.46/hour

A full-time year-round worker with this wage can afford \$960 in rent

How much can workers afford to pay for housing each month?

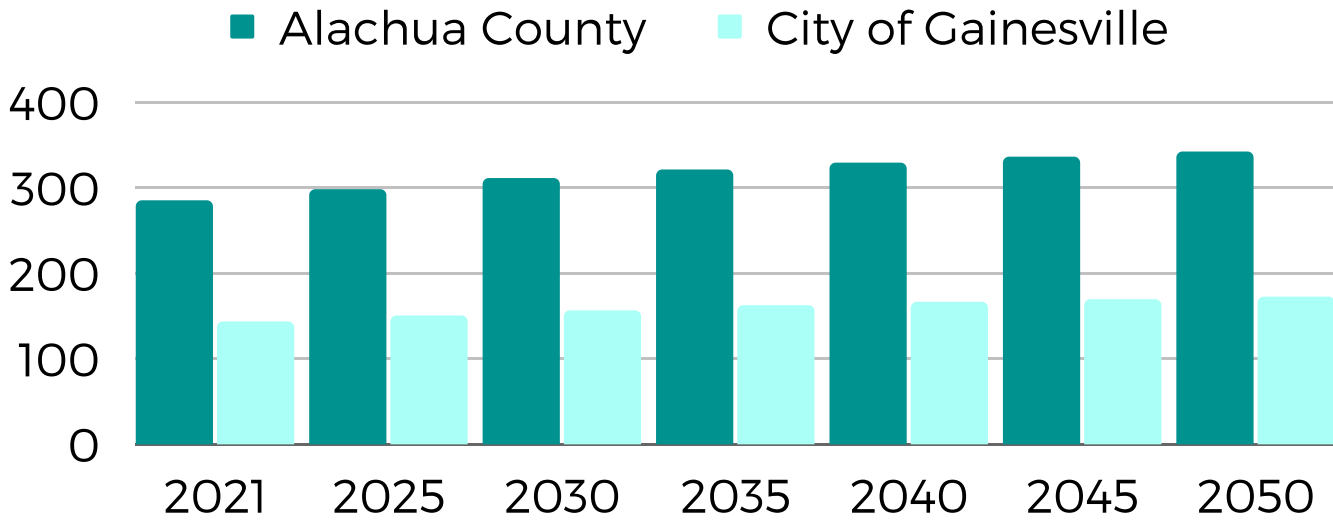
\$500-649	\$650-799	\$800-999
<ul style="list-style-type: none">• Food Preparation Workers• Hairdressers• Cashiers & Retail Sales• Childcare Workers• Home Health & Personal Care Aides• Maids & Janitors• Laundry & Dry-Cleaning Workers• Preschool Teachers• Security Guards	<ul style="list-style-type: none">• Receptionists• Bus Drivers• Nursing Assistants• Landscaping & Groundskeeping Workers• Veterinary Techs• Customer Service Representatives• Light Truck Drivers• Bank Tellers• Medical Assistants• Office Clerks	<ul style="list-style-type: none">• Firefighters• Construction Laborers• Pharmacy Technicians• Secretaries & Administrative Assistants• Painters, Construction & Maintenance• Dental Assistants• EMTs & Paramedics• Child, Family, & School Social Workers• Heavy & Tractor-Trailer Truck Drivers• Auto Mechanics

Source: Shimberg Center tabulation of Florida Department of Economic Security, Occupational Employment Statistics and Wages. Based on median wage for occupations in Gainesville MSA. Assumes full-time worker, 30% of income spent on housing costs.



GAINESVILLE POPULATION PROJECTIONS

in hundred thousands



Year	Alachua County	City of Gainesville	Population Growth/Decline	Percent % Increase/Decrease
2021	284,607	143,835	-	-
2025	297,600	150,377	6,542	4.55%
2030	310,600	156,946	6,569	4.37%
2035	320,900	162,151	5,205	3.32%
2040	328,800	166,143	3,992	2.46%
2045	335,600	169,579	3,436	2.07%
2050	341,800	172,712	3,133	1.85%

Note: City population projections derived from medium projections published in Volume 55, Bulletin 192 February 2022, ["Bureau of Economic and Business Research Projections of Florida Population by County, 2025-2050, with Estimates for 2021."](#) Future projections are based on a 50.53% ratio of City of Gainesville to Alachua County population totals in 2021.

Census Year	# of Housing Units	Unit Growth/Decline	Percent % Increase/Decrease
2010	57,576	-	-
2020	63,612	6,036	10.48%

Source: U.S. Census Bureau, 2020 Census Redistricting Data (Public Law 94-171);

Source: U.S. Census Bureau, 2010 Census.

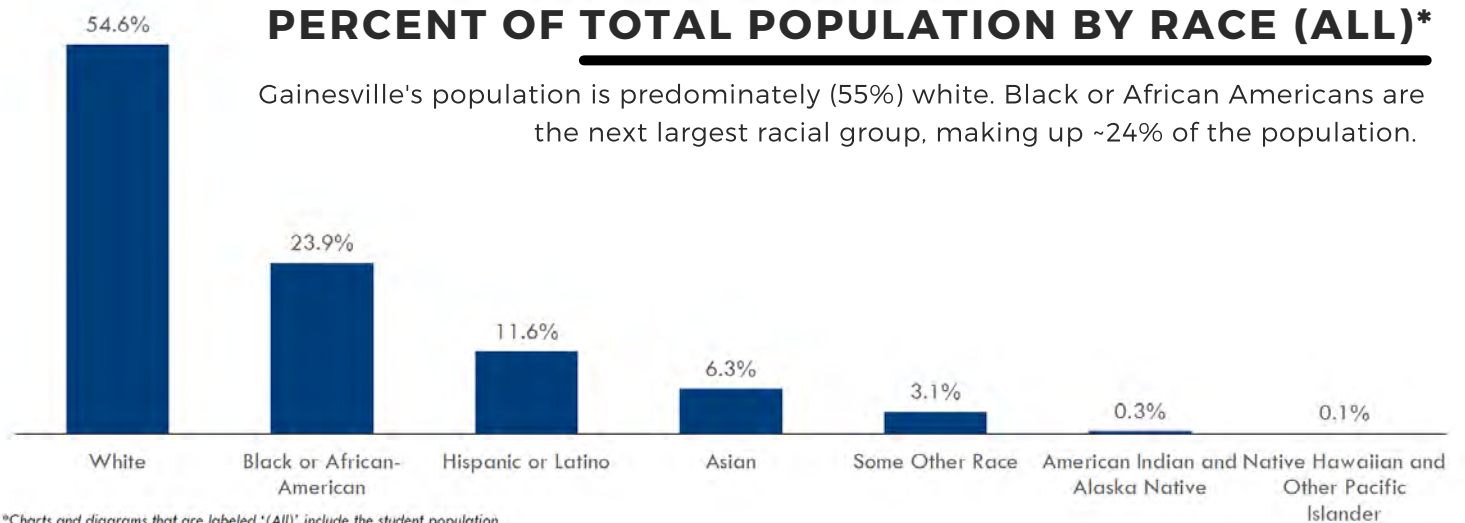
GAINESVILLE BY THE NUMBERS

Gainesville is a City divided by income and race. South and east Gainesville residents, who are disproportionately low income and African American, have poor access to jobs, good schools, services, and amenities. As a college town, disparities between students, long term residents, and well-paid researchers and academics are stark.



PERCENT OF TOTAL POPULATION BY RACE (ALL)*

Gainesville's population is predominately (55%) white. Black or African Americans are the next largest racial group, making up ~24% of the population.



*Charts and diagrams that are labeled '(All)' include the student population.

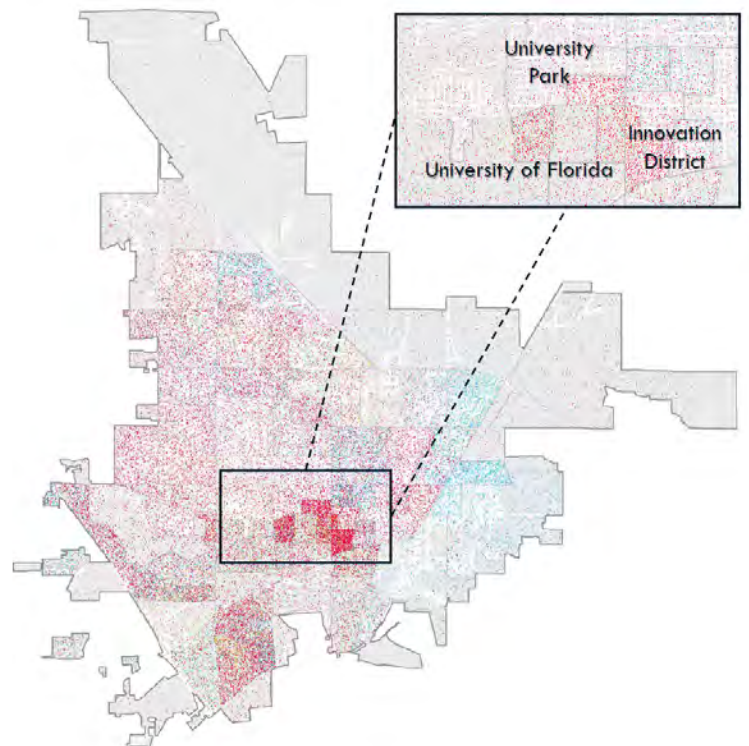
Source: Social Explorer – ACS 2019 (5-Year Estimates)

GAINESVILLE IS RACIALLY SEGREGATED

White households are increasingly concentrated in west and northwest Gainesville, while Black households are concentrated in east Gainesville and increasingly in the southeast part of the City.

Racial Dot Density Map (All) - Legend

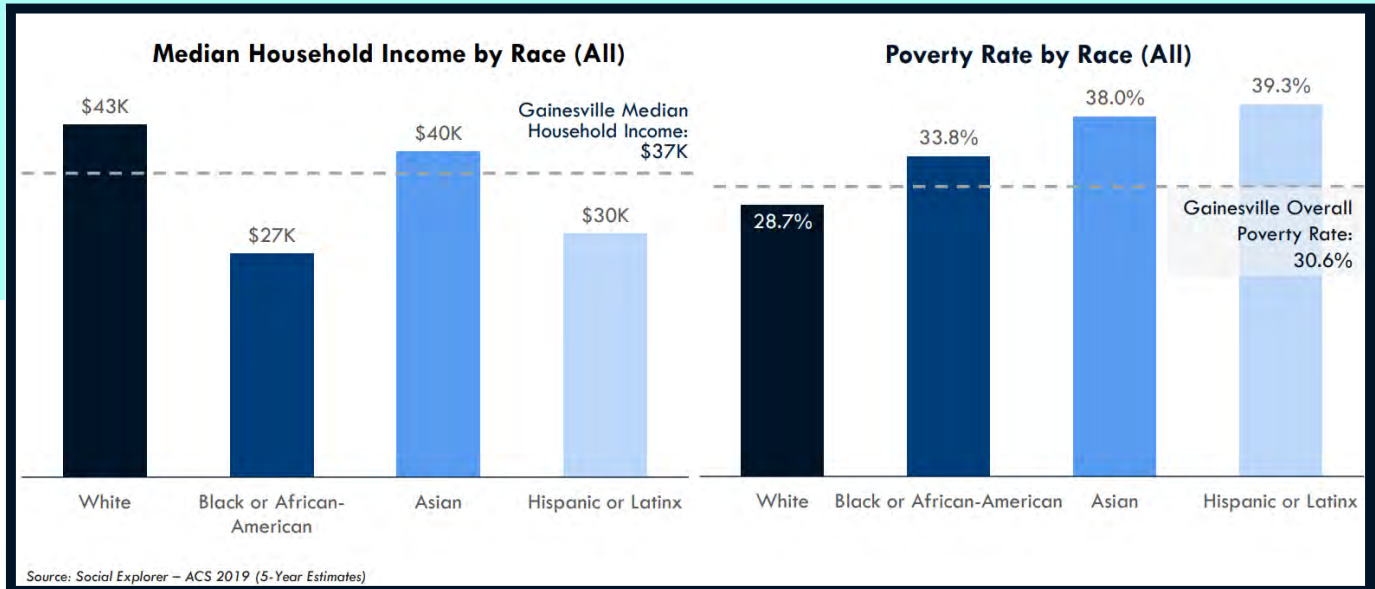
- 1 Dot = 2 People
- White Only
- Black Only
- Asian Only
- Hispanic/Latinx



GAINESVILLE'S INTERSECTION OF RACE AND HOUSING

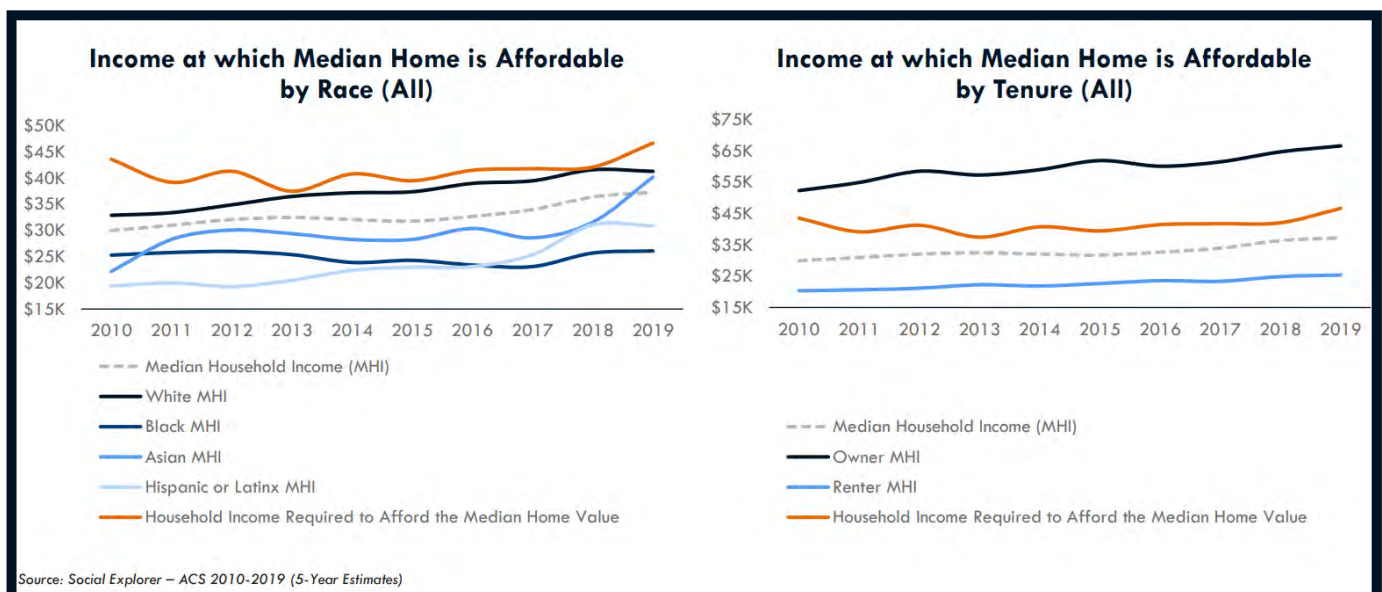
RACE IS A STRONG PREDICTOR OF HOUSEHOLD INCOME

Gainesville's Median Household Income is \$37,000. Only white and Asian households earn above the median. Black households earn 73% of the median. Hispanic households earn 81% of the median.



HOMEOWNERSHIP REMAINS UNATTAINABLE

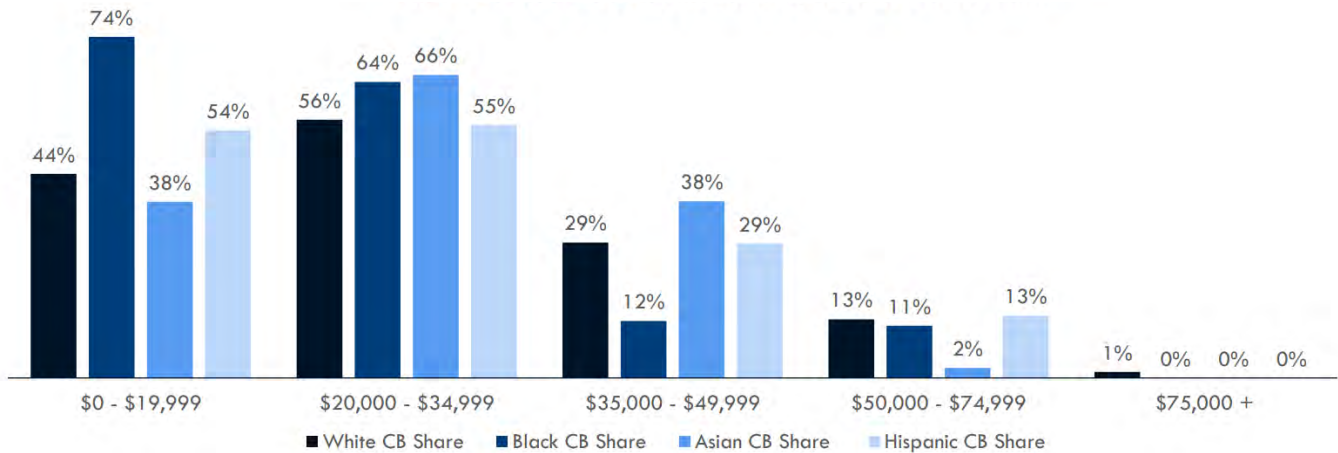
For the average household in Gainesville, homeownership remains unattainable especially for Black, Hispanic, and renter households.





SHARE OF COST BURDENED RENTERS BY RACE (NON-STUDENT)

Renters of all races earning < \$35K per year experience high rates of housing cost burden, indicating a need for more affordable rental units.

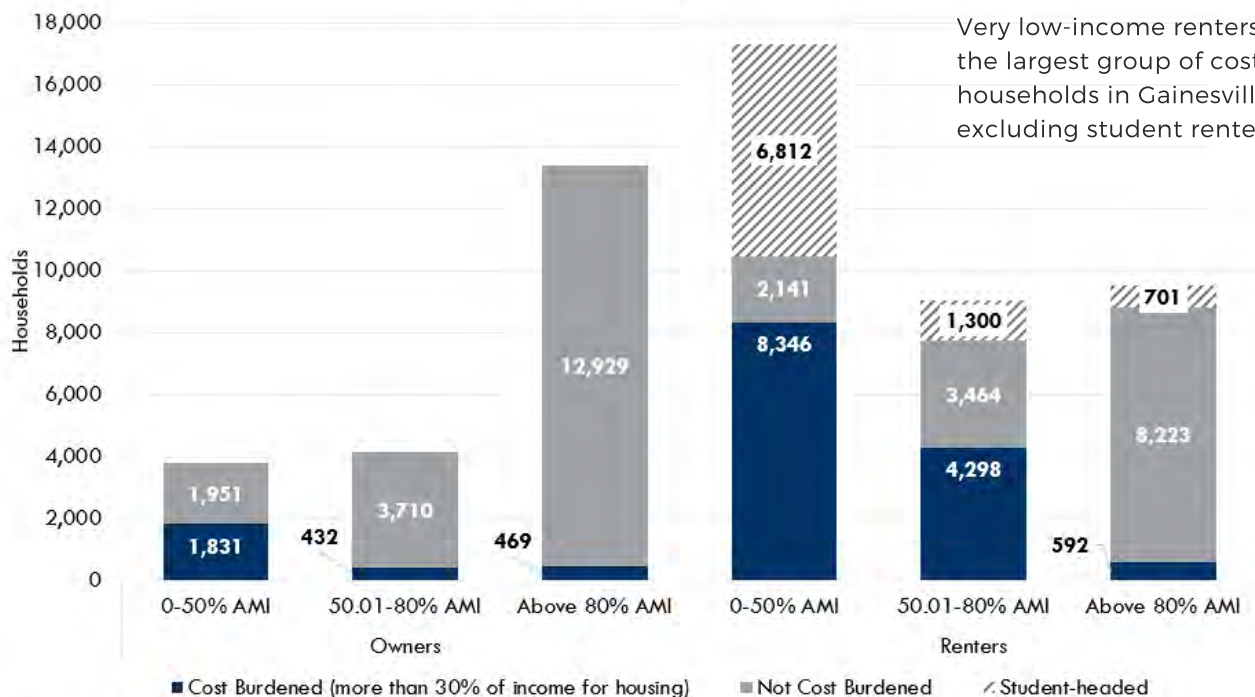


Source: Social Explorer – ACS 2019 (5-Year Estimates)



COST BURDENED HOUSEHOLDS

Gainesville currently has a shortfall of approximately 15,968 affordable housing units.



Very low-income renters make up the largest group of cost-burdened households in Gainesville, even excluding student renters.

Households by Tenure, Income (% AMI), and Cost Burden, Gainesville, 2019

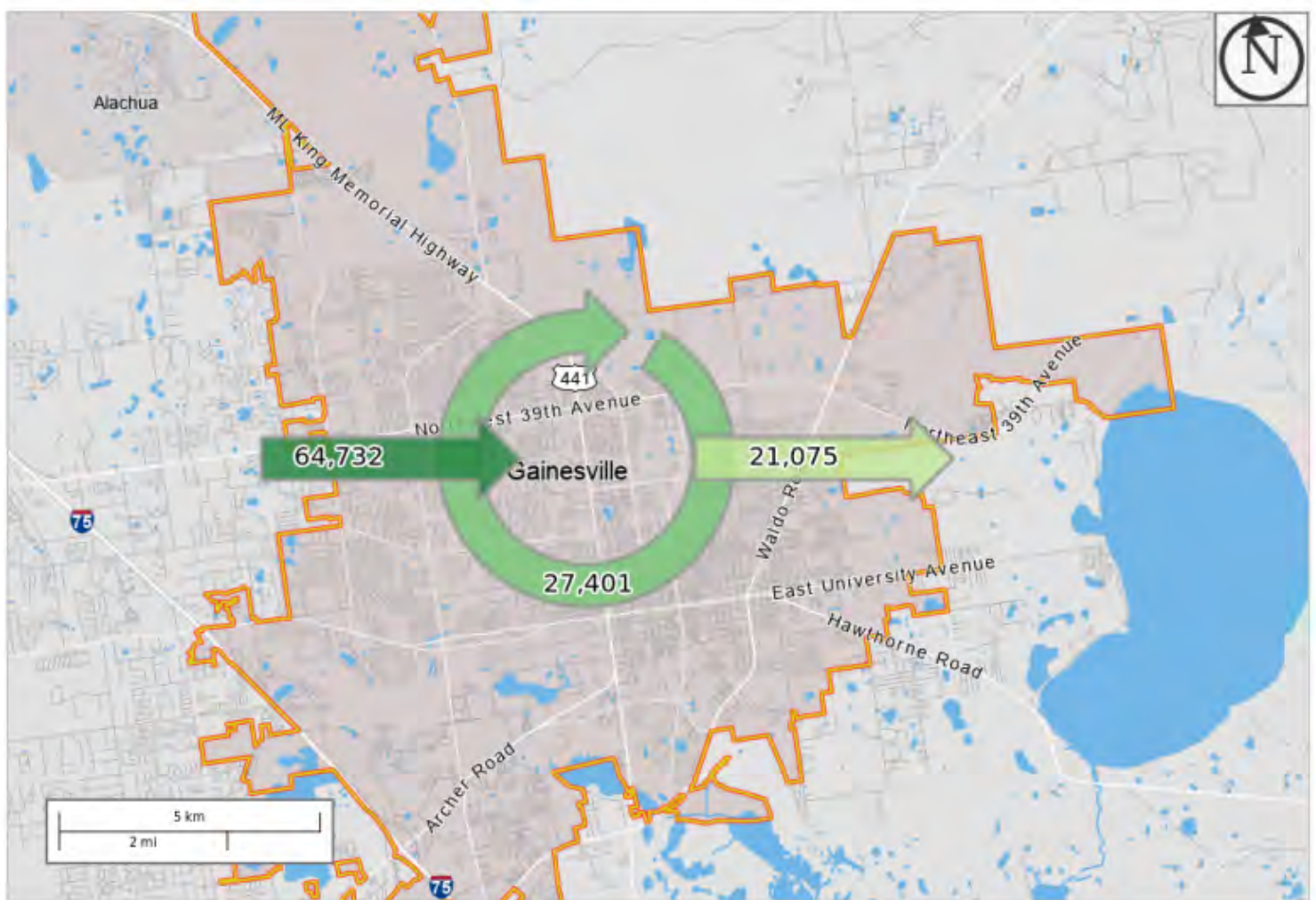
Notes: "Student-headed" refers to non-family renter households headed by a full-time student. Counts of owner households headed by students are not statistically significantly different from zero.

Source: Shimberg Center tabulation of U.S. Census Bureau, 2019 American Community Survey. Results are for Alachua County (Central) – Gainesville City Central Public Use Microdata Area (PUMA), which approximates city limits.



EMPLOYMENT IN GAINESVILLE

Inflow/Outflow Counts of All Jobs for Selection Area in 2019
All Workers



Map Legend

Selection Areas

★ Analysis Selection

Inflow/Outflow

- ◆ Employed and Live in Selection Area
 - ◆ Employed in Selection Area, Live Outside
 - ◆ Live in Selection Area, Employed Outside
- Note: Overlay arrows do not indicate directionality of worker flow between home and employment locations.



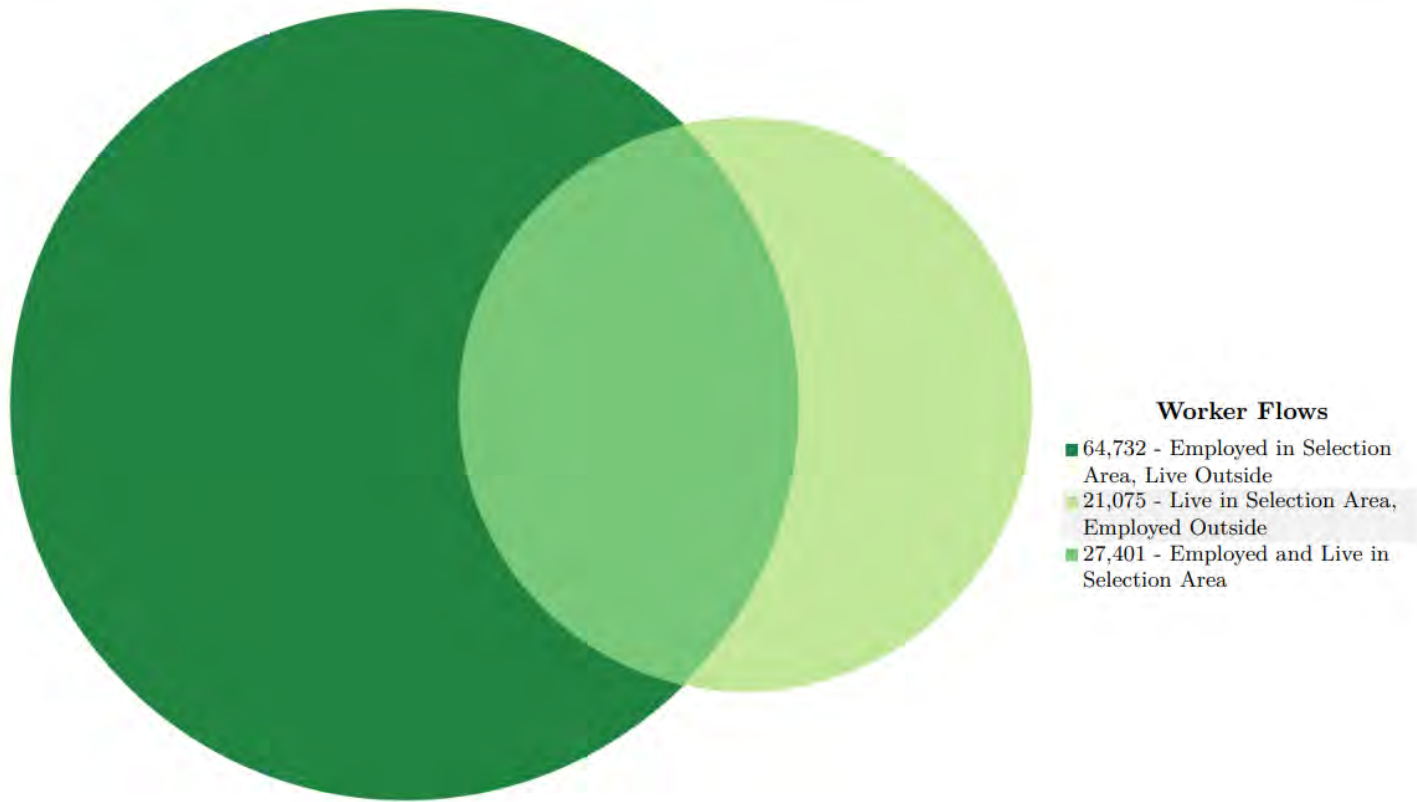
Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).



EMPLOYMENT IN GAINESVILLE

Inflow/Outflow Counts of All Jobs for Selection Area in 2019

All Workers



Inflow/Outflow Counts of All Jobs for Selection Area in 2019

All Workers

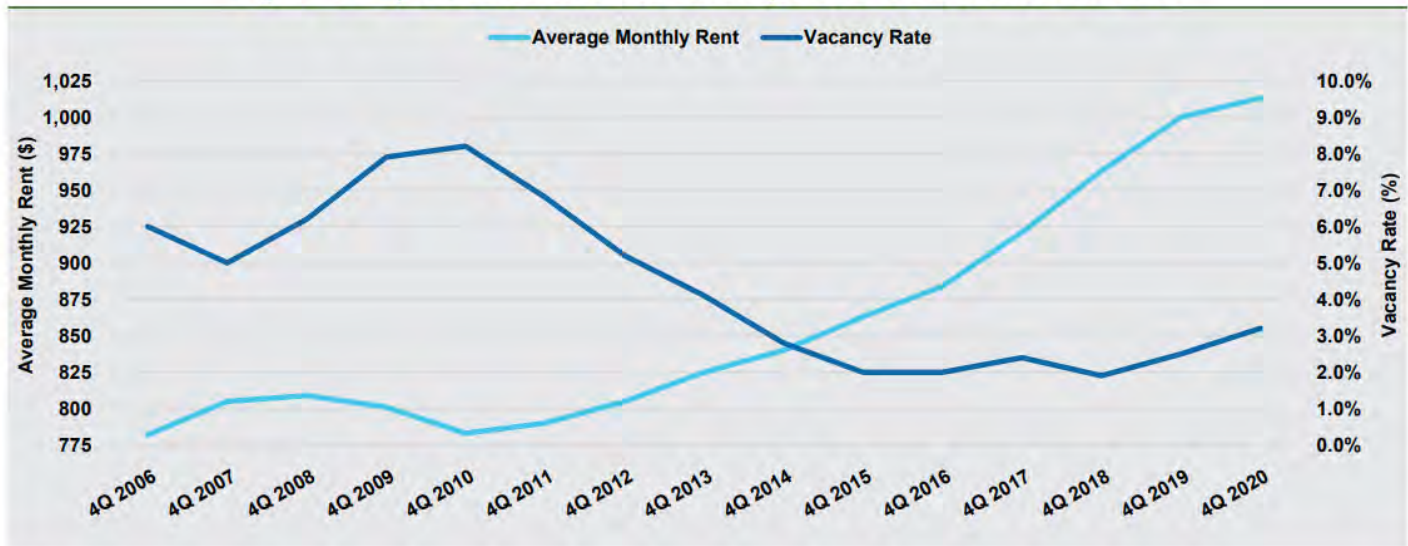
Worker Totals and Flows	2019	
	Count	Share
Employed in the Selection Area	92,133	100.0
Employed in the Selection Area but Living Outside	64,732	70.3
Employed and Living in the Selection Area	27,401	29.7
Living in the Selection Area	48,476	100.0
Living in the Selection Area but Employed Outside	21,075	43.5
Living and Employed in the Selection Area	27,401	56.5

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).

LOCAL HOUSING MARKET CONDITIONS

Lower residential vacancy rates, generally correspond to higher average monthly rents according to the recent Comprehensive Housing Market Analysis for Gainesville, Florida published by HUD, Office of Policy Development and Research

Figure 12. Apartment Rents and Vacancy Rates in the Gainesville HMA





4Q = fourth quarter.
Source: Moody's Analytics REIS



CONSTRUCTION PRICE AND RENT COMPARISON

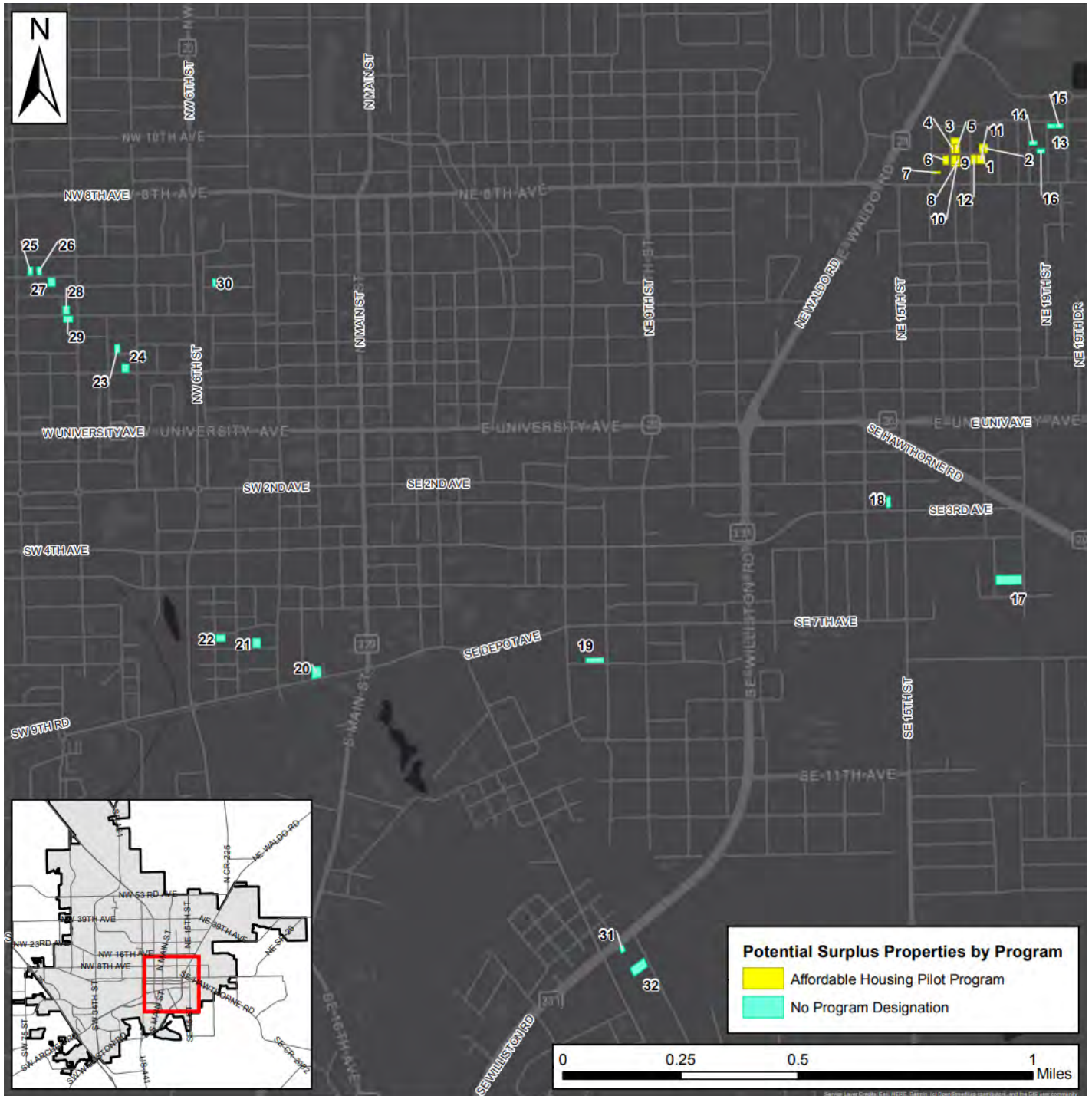
Residential construction per square foot prices are generally lower for multifamily units than single-family units.

Changing the number of units built on a single site means that units are delivered at different **price points** based on the intensity of the use.

	 Remain Single Family	 8-Unit Rentals
Home Price/Rent of New Housing	\$378K	\$1,500 per unit
Annual HH Income Needed to Afford*	\$78K	\$61K
Families Housed per Parcel	1	8

*Assumes a housing cost burden ratio of 30% as per the United States Department of Housing and Urban Development.
Sources: Zillow, CoStar

Potential Surplus City-Owned Properties

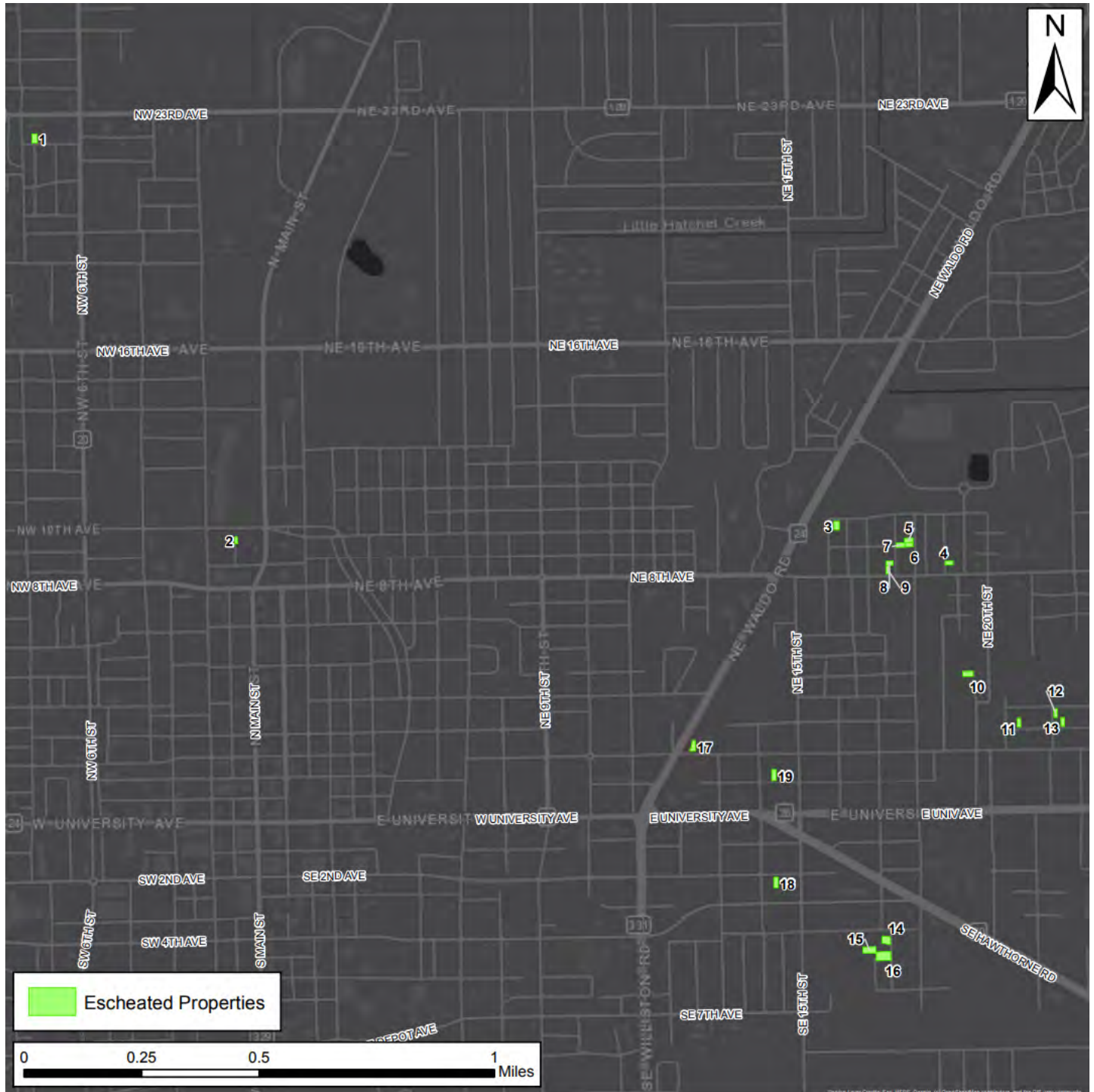


Program	# of Properties
Affordable Housing Pilot Program	12
No Program Designation	20

Total Potential Surplus City-Owned Properties: 32

Escheated Properties

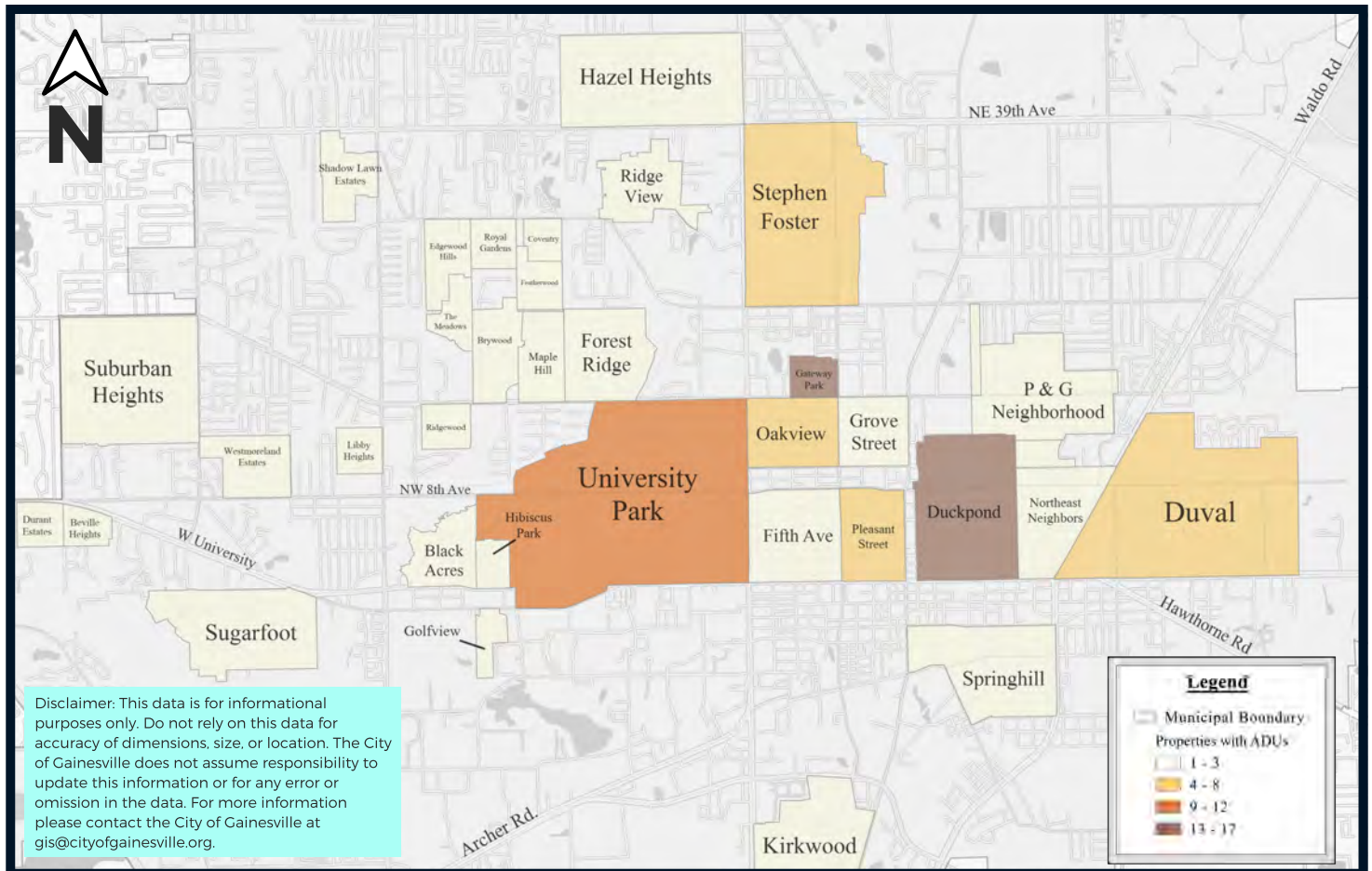
Escheated properties are unclaimed or abandoned properties that the government has the right to take ownership. There were 19 escheated properties identified as part of the City of Gainesville Ordinance 200870 to identify Surplus City-Owned and Escheated Properties in the City.



Total Escheated Properties: 19

Accessory Dwelling Units (ADUs)

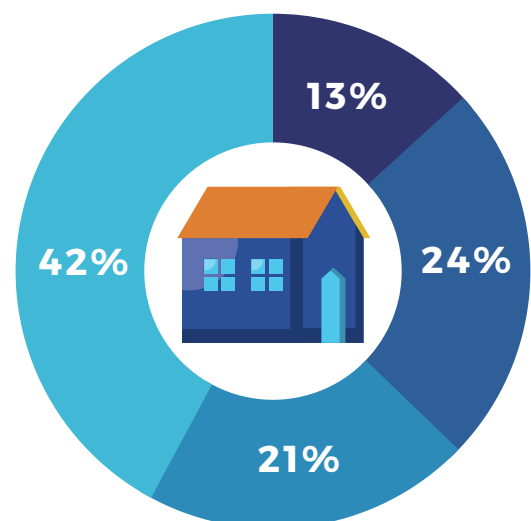
An accessory dwelling unit (ADU) is an independent self-contained dwelling unit with kitchen and bathroom facilities, on the same lot as an associated primary use or structure. An ADU may be within, attached to, or detached from a primary structure.



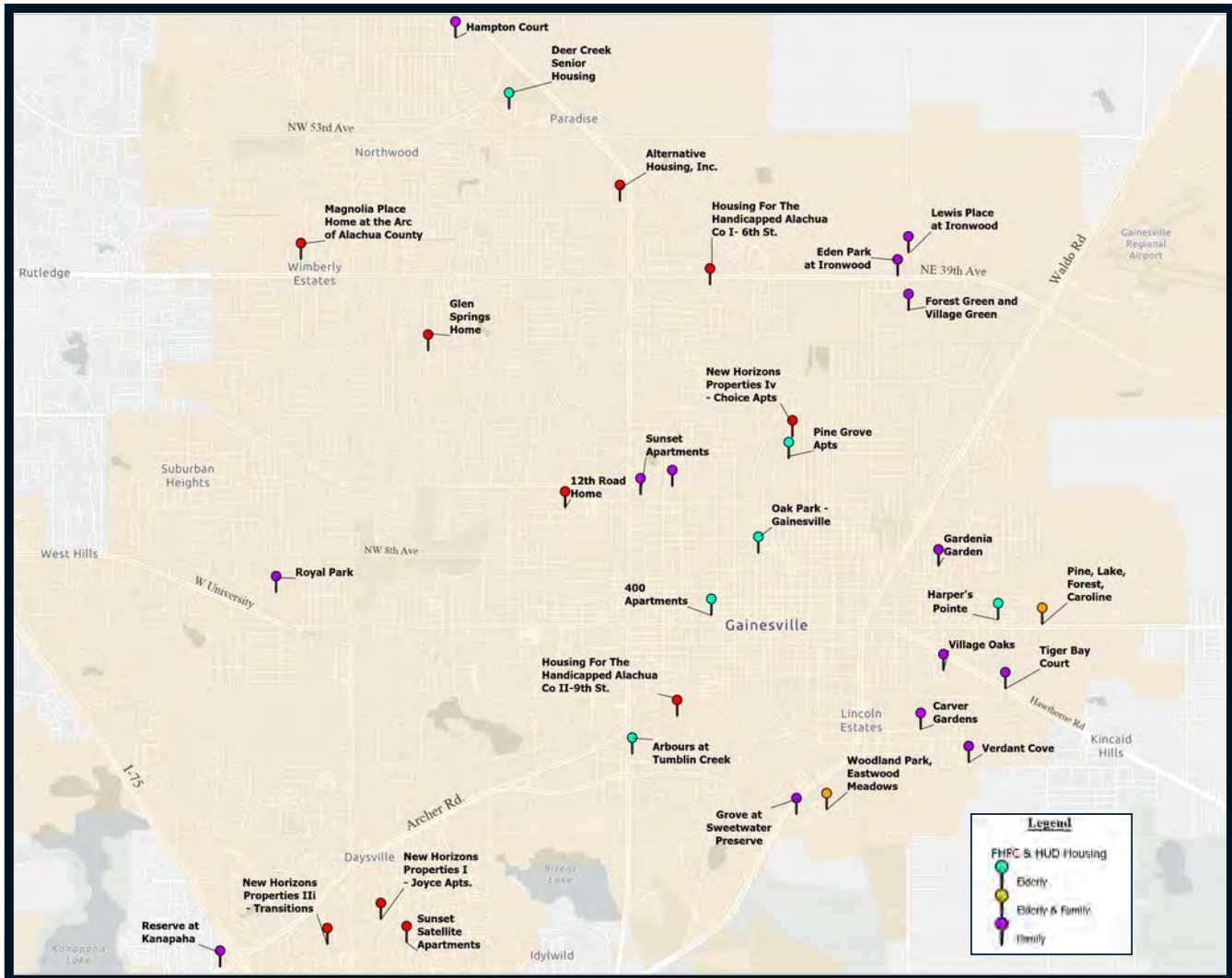
Data was collected through the use of city permits, E911 addressing records, and Alachua County property appraiser CAMA data. On September 3, 2020, the City Commission adopted Ordinance #190988, allowing Accessory Dwelling Units (ADUs) in all residential zoning districts including the single-family zoning districts where they were formerly banned. Since adoption of the ordinance, the City has received six ADU permit applications, two of which have been issued. The City is now researching ways to incentivize the development of ADUs that must be rented to income qualified households at affordable rates.

121 PROPERTIES WITH ADUS OBSERVED WITHIN CITY LIMITS

- District 1:** 16 properties (13%)
- District 2:** 29 properties (24%)
- District 3:** 25 properties (21%)
- District 4:** 51 properties (42%)



SUBSIDIZED AFFORDABLE HOUSING UNITS



Issuing housing vouchers is one of the most common forms of government assistance when it comes to addressing affordable housing. There are many different types of vouchers available, each coming with its own set of eligibility criteria and policies around implementation. What is fairly consistent across all vouchers, however, is the wait time associated with receiving a voucher once an application is submitted. An analysis of 2020 HUD data shows that "on average nationally, families that received vouchers had spent close to two and a half years on waitlists first, exposing many to homelessness, overcrowding, eviction, and other hardship while they wait."^[1] But even once a voucher is received, it can only be used if there is

sufficient affordable housing stock to make property available that meets the size and rent limits approved by the voucher. Due to limited supply of affordable housing stock, this search for property can be lengthy, sometimes exceeding the lifespan of voucher itself. For example, Gainesville Housing Authority issues vouchers with a 60 day expiration date, meaning that if a rental lease is not secured within 60 days of receiving one's voucher, the individual will be required to reapply to the voucher program and be placed back on a waiting list. Considering the lack of affordable housing stock available, voucher expiration is all too common.

[1] Acosta, S. & Gartland, E. (July 22, 2021) Families Wait Years for Housing Vouchers Due to Inadequate Funding: Expanding Program Would Reduce Hardship, Improve Equity. *Center on Budget and Policy Priorities*. Washington, D.C.

HUD SUBSIDIZED HOUSING AND UNITS

Development Name	Total Units	Year Built	Year of Subsidy Expiration
Alternative Housing, Inc.	12	1986	2027
Arbours At Tumblin Creek	64	1966	2065
Carver Gardens	100	1970	2034
Forest Green Apartments	100	1972	2040
Gardenia Gardens Apartments	100	1968	2064
Hampton Court	42	1980	2035
Horizon House Apartments	40	1971	2054
Housing For The Handicapped Alachua Co I- 6th St.	13	1985	2026
Housing For The Handicapped Alachua Co II-9th St.	12	1987	2027
Lewis Place At Ironwood	112	2000	2061
Majestic Oaks Apartments	172	1981	2067
New Horizons Properties I - Joyce Apts.	8	1985	2025
New Horizons Properties III - Transitions	8	1977	2030
New Horizons Properties IV - Choice Apts	16	1997	2037
Oak Park, Sunshine Park	171	1968	0
Pine Grove Apts	97	1984	2031
Pine Meadows Apartments	78	1983	2063
Pine, Lake, Forest, Caroline	244	0	0
Reserve At Kanapaha	272	1998	2029
Scattered Sites 001	276	1981	0
Sunset Apartments	40	1970	2054
Sunset Satellite Apartments	20	1986	2038
The 400 Apartments	101	1979	2066
The Grove at Sweetwater Preserve	30	0	0
Village Green Apartments	100	1971	2040
Woodland Park, Eastwood Meadows	220	1970	0

Total HUD Subsidized Housing Units = 2,448

***45 Units are set to expire in the next 5 years**

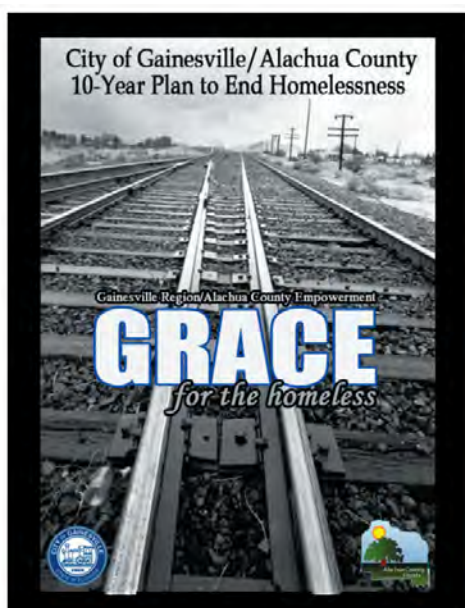


AFFORDABLE HOUSING & HOMELESSNESS

In 1970, the U.S. had nearly one million more affordable housing units than poor households, and homelessness was relatively rare. Then, in the 1980s, the Reagan Administration slashed appropriations for the Department of Housing and Urban Development's (HUD) subsidized affordable housing programs by more than 80%. In turn, affordable housing disappeared, and by 1990, there were 5 million more poor households than affordable units. One study showed that homelessness rates tripled between 1981 and 1989, setting the stage for the current crisis. Today, federally funded affordable housing reaches only one-quarter of all people who need it, leaving local government and nonprofit entities struggling to fill in the gaps.



Under the North Central Florida Alliance for Homeless and Hungry, individuals and families experiencing homelessness in Gainesville and Alachua County are served through the Continuum of Care (CoC). Housed at the United Way of North Central Florida, the CoC is a coalition of partner organization that work collaboratively to create a path to stable, permanent housing for individuals and families through a continuum of housing services from ranging from outreach and emergency shelter to permanent housing models. The Coordinated Entry System (CES) is the process through which partner organizations prioritize needs and resources to address the most vulnerable persons in our community and get them the targeted support they need. The CES incorporates a Coordinated Intake, Assessment and Referral process, with a goal of providing for those who are literally homeless under HUD's definition with streamlined access to services designed to help them achieve and maintain housing stability.



Partner organizations such as Grace Marketplace, Family Promise, Peaceful Paths and St. Francis House work tirelessly to assist individuals and families experiencing housing crisis and homelessness. Emergency Shelters, Rapid Rehousing and Permanent Supportive Housing are offered by these and other partners who participate in the CoC. Through these programs our community has seen a tremendous reduction of homelessness in recent years. According to GRACE Marketplace, there has been a reduction of 69% of people experiencing homelessness since GRACE Marketplace opened in 2014. However, at the root of the issue of homelessness is a lack of affordable housing and despite partners' tireless work, there currently are not enough affordable housing units available in our community meet the scope of the need. In order to end homelessness and improve housing stability for those served by the CoC, we need more properties that can host Rapid Rehousing and Permanent Supportive Housing programs with case management and wrap around services. But to do so, our community needs more affordable housing stock.

Feedback from Local Partners

In a survey recently conducted by Alachua County Community Support Services, partner organizations were asked to respond to the following question...

How would you like to see the Alachua Commissioners designate the focus of the Affordable Housing Trust?	
1	Build more affordable housing
2	Affordable housing for families with children, in an array of rental housing types that includes more options for those paying 30% of their income toward rent, inclusionary zoning in all new development, land donations and escheated properties donated to a vetted group of nonprofit developers who pledge to keep unites affordable, support for accessory dwelling units, reduction in GRU fees and late fees which disproportionately impact persons of color. In other words... all of it. We have a housing crisis where working families cannot afford to live in our community. Homelessness will only increase if we don't prioritize drastic changes to our housing systems.
3	Developing affordable housing for homelessness and very-low income
4	In the places with the highest impacts and best outcomes. Repair, rehab, energy efficiency are priorities of our program and are highly in need. Homeless prevention and rapid rehousing are also incredibly important and effectively addressed by a number of local agencies
5	Down payment assistance, owner occupied rehab, revolving loan fund for affordable units for income qualified persons, start-up funds for CLT
6	Developer subsidy and down payment assistance
7	Subsidizing rent and mortgage based on tenants income
8	Emergency housing vouchers
9	Work to build capacity with local nonprofits who provide wrap around services for their clients, and have those entities create affordable housing units. Or help those local nonprofits work directly with the builders to create wrap around services. Families with low income levels often have trauma that has led them to homelessness. They need more than just an affordable unit, they need case managers to guide them to housing stability. But creating affordable units is a start.
10	Build more units of scattered site housing in a variety of sizes and locations
11	Targeting extremely low-income households; Emphasis on development/renovation of new units targeting <30% AMI
12	To create new affordable housing and low income homeownership programs as well as put forth ordinances that are advantageous to low income housing development in Alachua County

HOUSING PLANS

What plans for housing programs, funding, or strategies exist currently?

Across the country local governments, nonprofits, and private entities are putting their heads - and dollars - together to address the housing crisis. Looking to others' experiences, we can glean insights and lessons learned to improve the success of our own affordable housing strategies. But even before we look externally, we may first leverage the existing plans and strategies our community has developed that can impact housing outcomes for our neighbors in Gainesville. And as we endeavor into the next stages of these plans, to determine action steps that the City will take, we should ensure we are stepping in line with other partners in the community. The greatest opportunity to align strategic plans and action agendas across affordable housing-invest partners is now! And the need to do so is great! Housing solutions do not exist in silos, and through the collective impact of our various organizations' resources and talents, our capacity for success is much greater than if we work alone.

AFFORDABLE HOUSING ACTION PLAN

GCRA 10-YEAR REINVESTMENT PLAN

5-YEAR CONSOLIDATED PLAN

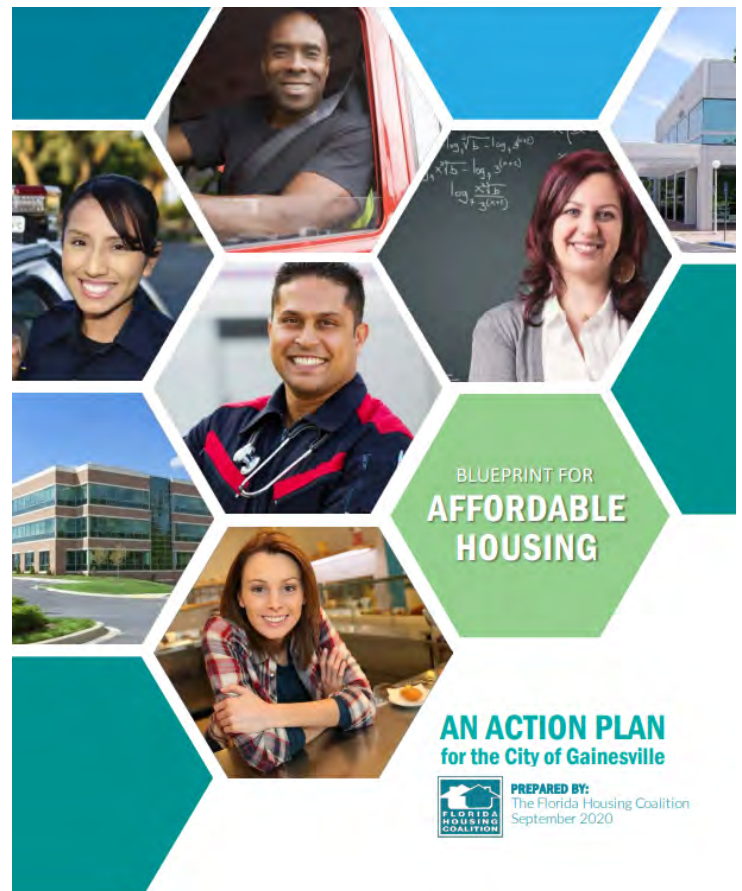


COMPREHENSIVE PLAN (IMAGINE GNV)

LOCAL HOUSING ASSISTANCE PLAN (LHAP)

STRATEGIC PLAN (MULTIPART HOUSING MOTION)

CONTINUUM OF CARE STRATEGIC PLANNING - COMING SPRING 2022



BLUEPRINT FOR AFFORDABLE HOUSING

AN ACTION PLAN for the City of Gainesville



PREPARED BY:
The Florida Housing Coalition
September 2020

STRATEGIC PLAN UPDATE

Multipart housing motion from 8/31/2020 City Commission Meeting

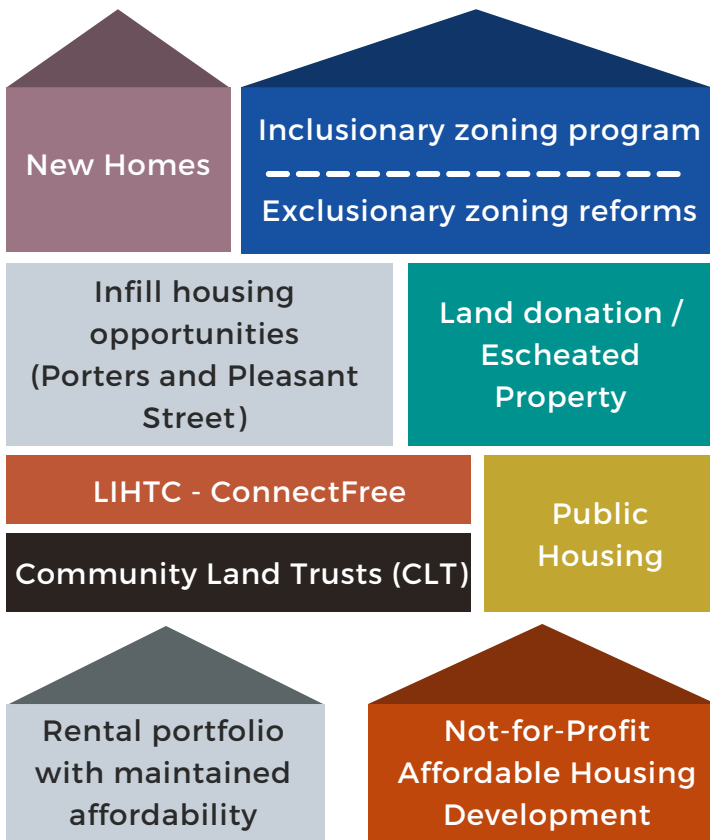
Description	Last Update	Status
Moratorium	City Commission discontinued Moratorium discussion at 11/5/2020 meeting	Complete
Property Taxes: prepare whitepaper on options	The HR&A Advisors Exclusionary Zoning & Inclusionary Zoning Study for City of Gainesville evaluated a variety of options for local funding mechanisms to support affordable housing programs and included analysis/recommendations including the establishment of an affordable housing trust fund, synthetic TIF funding, etc.	Complete
Heritage Overlay	City Commission discussion/referral: 11/5/2020, 11/19/2020 City Plan Board worked on several iterations of the draft regulations during a series of meetings in 2021 and ultimately recommended eliminating the Heritage Overlay zoning district from the Land Development Code. Next steps: Staff to return item to City Commission for further direction	Ongoing
Predatory Practices Education	The homeowner education contract is currently under legal review with the City Attorney.	Ongoing
Legal Assistance for Eviction/ Displacement Prevention	Three Rivers Legal Services has begun legal assistance and counseling services. Since December 2021, eight households have been assisted with legal assistance and/or counseling services to prevent eviction.	Ongoing
Neighborhood Compatibility Measures	Completed analysis of exclusionary zoning elements and presented findings to City Commission on 1/6/2022 Staff is currently working on Code amendments for Commission consideration in April '22	Ongoing
Welcome Back Program/ Relocation Program:	Accomplishments: The "My Neighborhood Program" was approved by the City Commission on August 5, 2021. Next Steps: The Project Manager submitted a Request for Legal Services on December 29, 2021.	Ongoing
All in the Family (clear title for Heirs Property)	Accomplishments: This program was approved by the City Commission on July 19, 2021 and Three Rivers Legal Services is currently working with 11 clients.	Ongoing
The Price is Right Program (Distribution of city-owned property for AH)	February 16, 2022 ground breaking for 11 Duval lots with Habitat for Humanity. 2/17/2021: Surplus Property list approved by City Commission 4/1/2021: Real Property Policy amended to provide additional flexibility for committing City owned property for affordable housing projects	Ongoing
Community Neighborhood Narrative Program	Neighborhood narrative concept has been incorporated into the goals of the ImagineGNV plan (designating neighborhoods, working with neighborhoods on planning efforts, possible grant funding).	Completed
Community Land Trust	RFP ranking review by City Commission on 3/17/2022.	Pending
Short Term Rentals	Replaced landlord license program which included short term rentals with Rental Housing Inspection Program 9/16/2021. Alachua County Tax Collector's Office maintains a registry of short-term vacation rentals for purposes of collecting Tourist Development Tax. State pre-emption does not allow for short term rental regulations.	Completed
Inclusionary Housing Program	1/6/2022: Inclusionary housing study has been completed. Next Steps: CAO Draft implementing ordinance. CM establish internal processes to implement IZ program.	Ongoing
Exclusionary Zoning Amendments	1/6/2022: Exclusionary zoning analysis has been completed. Next Steps: Drafting ordinance language to be heard by CCOM in April.	Ongoing
Vacant Property Fees	Under the current ordinance, Vacant properties do not pay the SMU Fee. The SMU Fee is based upon developed impervious area and the impact that impervious area has on the natural and built environment.	Pending

HOUSING STRATEGIES

What housing strategies or policies are either in place or in progress?

NEW DEVELOPMENTS

Increasing affordable housing through new construction



STRUCTURE REHAB

Rehabilitation of existing housing stock



SUPPORTIVE SERVICES

Wrap around services to support housing stability



PARTNER HIGHLIGHTS

It takes a village to address the housing crisis. Everyone has a role to play.

Housing is not a point-in-time issue. It cannot be resolved in isolation from other social challenges. It cannot fall on one entity to address. It cannot be "fixed" with a single solution and then forgotten about.

Housing is about health. It is safety. It is overcoming trauma and reclaiming independence. Housing is about empowerment and freedom. It is about financial stability and support. It is about care and comfort. Housing is about one's most intimate moments and treasured things. Housing is about home.

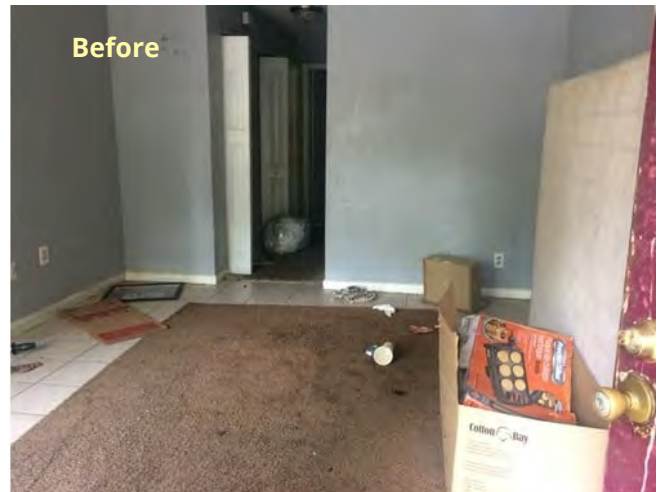
It takes all the tools in the toolbox to create and maintain quality housing opportunities for our neighbors. Though this is not an exhaustive list, here are some of our partners in Gainesville who have long been wielding such tools..

	New Construction	Rehab Existing Structures	Energy Efficiency Upgrades	Down Payment Assistance	Housing Vouchers	Emergency Shelter	Permanent Supportive Housing	Transitional / Rapid Rehousing	Case Management	Homebuyer Education	Advocacy / Legal Counseling
Alachua County Community Support Services		✓	✓	✓	✓		✓		✓	✓	
Alachua County Housing Authority	✓	✓			✓				✓	✓	
Alachua Habitat for Humanity	✓	✓								✓	✓
Center for Independent Living		*ADA upgrades							✓		✓
Central Florida Community Action Agency		✓	✓								
Community Weatherization Coalition			✓								
Family Promise		✓				✓			✓		
Gainesville Housing Authority	✓	✓			✓				✓	✓	
GRACE Marketplace						✓	✓	✓	✓		
HONOR Center for Veterans								✓	✓		
Neighborhood Housing and Development Corporation	✓	✓								✓	
Peaceful Paths						✓		✓	✓		
Rebuilding Together North Central Florida	✓	✓	✓								
St. Francis House						✓	✓	✓	✓		
Three Rivers Legal Services										✓	✓
VetSpace								✓	✓		

PARTNER HIGHLIGHTS

SUCCESS STORY... *Family Promise & Rebuilding Together North Central Florida*

In 2020 Family Promise – a local nonprofit that provides shelter, housing programs and other critical assistance to families who have experienced homelessness – took a step beyond the shelter and entered the arena as a provider of affordable housing. Through a \$125,000 grant by the TD Charitable Foundation, Family Promise acquired a rundown quadplex at 4327 SW 71st Terrace that could be rehabbed into affordable housing units. Through partnership with Rebuilding Together North Central Florida – local nonprofit that builds and repairs homes for low-income households – and contributions from First Federal Bank and Alachua County CARES funds, the units were renovated and furnished. The previously unlivable building now includes units with marble countertops and quality donated furniture that serves four former Family Promise families.



Jayne Moraski from Family Promise, RD Bonnaghan from Rebuilding Together, and realtor Adam Gurske of Matchmaker Realty stand in front of affordable housing units purchased with the TD Charitable Foundation's support. Photo credit: Alachua Chronicle (May 18, 2020)

Family Promise will own and maintain the units as affordable housing in perpetuity, and can still provide case management and other supportive resources to the families housed in the units as needed. And through partnership with other local nonprofits like Rebuilding Together, energy efficiency upgrades and home repairs can also be addressed. This partnership is an excellent example of how with a little bit of funding, some collaboration, and a lot of heart, we can begin to address the issues of affordable housing in our community and provide for families the support and services deeply deserved.

PARTNER HIGHLIGHTS



Since establishing as a neighborhood association in 1976, incorporating in 1982, and becoming a NeighborWorks affiliate in 1999, the Neighborhood Housing and Development Corporation (NHDC) has tirelessly addressed the housing needs of low to moderate income individuals and families in Gainesville and surrounding counties. Through a variety of programs and services, including new construction of affordable units, NHDC has served thousands of households in renting, retaining, and even purchasing a home. To date, the agency has constructed and sold over 300 single family homes to first time home purchasers.



In 1998, NHDC received a National Award of Excellence from the National Association of Housing and Redevelopment Officials (NAHRO) for the 16 home in-fill residential development at Iron Wood Village in Gainesville. That year the agency also initiated pre-purchase home buyer education classes. These sessions are offered in a group setting, as well as through individual homebuyer counseling sessions. To date, thousands of households have attended and benefited from the classes. In the past 5 years, 335 individuals who participated went on to purchase a home.



In 2007, NHDC began its mortgage delinquency and foreclosure intervention counseling services and has already assisted over 500 households in financial distress.

In 2008, the agency started its rental housing program and at this time NHDC maintains an inventory of 39 rental properties.

In Spring 2022, the Deer Creek Senior Housing development will bring 62 new affordable units to the Gainesville community, providing affordable housing to individuals age 62+ are below 60% AMI. This project will provide 1 and 2 bedroom units, as well as amenities including a multipurpose entertainment room, game and craft room, fitness center, meeting rooms, computer room, and an outside picnic area. There will also be a walkway path to the neighboring Gainesville Senior Recreation Center.

PARTNER HIGHLIGHTS

Alachua County employs many strategies to address housing needs

Current

Permanent Supportive Housing Program (PSH)

- Oct 2020 - Sept 2021 the program housed 45 individuals (41 households) who, on average, had experienced homelessness for the last 4.5 years
- Referrals are made through the Continuum of Care and are assigned to a Case Manager at the County. Priority is given to individuals ranked as most vulnerable by the Vulnerability Index the CoC uses.
- Case Managers work with landlords across the County who have available units in an area where the individual is interested in residing.
- All units are currently occupied.

Launching Soon

Rapid Rehousing Program

- Set to launch in mid-March 2022

Purchase of Budget Inn motel as affordable housing project

- Purchase of property completed
- State grant pending to renovate the complex and convert into apartment units.
- No Permanent Supportive Housing funds were used to purchase the property

Affordable Housing Trust Fund

- Pilot using the \$2 million over a 2 year period to test a variety of affordable housing programs. Strategies include:
 - Housing Voucher Program (\$100,000 annually) - Fund (temporary) housing vouchers for housing authority waitlist. This will serve up to 10 households
 - Blighted Community Revitalization (\$500,000 annually) - Target the Copeland Community to address infrastructure needs (water, sewer/septic), debris removal, housing repair and replacement, legal services to address heirs property and encroachment
 - Escheated Properties (\$200,000 annually) - Use vacant lands to retain ownership, sell, or donate to developers to build affordable housing. Also address existing housing to repair, lease or sell.
 - Code Enforcement (\$200,000 annually) - Acquire abandoned/substandard properties to make marketable

Future Possibilities

Heirs Property

- The County is just starting to address heirs' property issues.
- There are many heirs properties that have people living in them. These homes are unsafe and unstable.. County staff are formulating a plan to assist individuals tied up in heirs property issues.
- There are also several heirs properties that are unoccupied, but the County prioritizes those that have people living on them.

Escheated Properties

- 20 properties are being considered for the following options:
 - Donation to a nonprofit to develop with affordable housing;
 - Development of affordable housing by the County; or
 - Sale to a market rate developer with the proceeds going to the Local Housing Trust Fund.

Bonding

- The County has \$88 million available for bonding
- Closed on a \$26 million project recently
- There is a \$9 million project about to close
- A commitment of \$460,000 for a 97 family unit building that has received preliminary approval by the state

HOUSING OPPORTUNITIES

Where are the opportunities for the City?

Leveraging Partnerships:

- **Community Land Trust:**

Funding and supporting a community land trust to acquire land, build new affordable housing, and maintain long-term affordability will provide a missing tool needed to advance the City's housing and neighborhood stabilization goals.

- **Formalized partnerships with housing agencies**

A formalized partnership with the Gainesville Housing Authority and similarly situated housing providers will help coordinate housing plans/programs between the City and the outside agencies while capitalizing on resources that each partner brings to the table (City - policy levers, funding, facilitator & Partners - clients, vouchers, portfolios).

- **Coordination with County**

Better coordination with Alachua County on a wide range of housing topics including policy (land use, regulation, etc.), funding (ARPA, infrastructure surtax, housing trust fund, finance authority, etc.), and joint planning (goal setting communication, data sharing, etc.) can magnify the impact of housing work currently being done by both local governments.



Gainesville Housing Authority: Woodland Park Phase I

HOUSING OPPORTUNITIES

Where are the opportunities for the City?

Leveraging Funding:

- American Rescue Plan

Funding from the American Rescue Plan (ARP) represents an enormous opportunity to positively impact the affordable housing landscape in Gainesville. Despite the unprecedented scale of the ARP program, funding remains insufficient to address all of the housing needs in the community and therefore must be allocated to effect the greatest benefit. A recent report from the Brookings Institute titled "Getting the most out of American Rescue Plan housing funds requires local governments to plan ahead" recommends that local governments assess their local housing needs and set clear priorities for funding support.

Figure 1: To find the sweet spot in housing investments, look for the overlap in needs, expertise, and cost-effectiveness

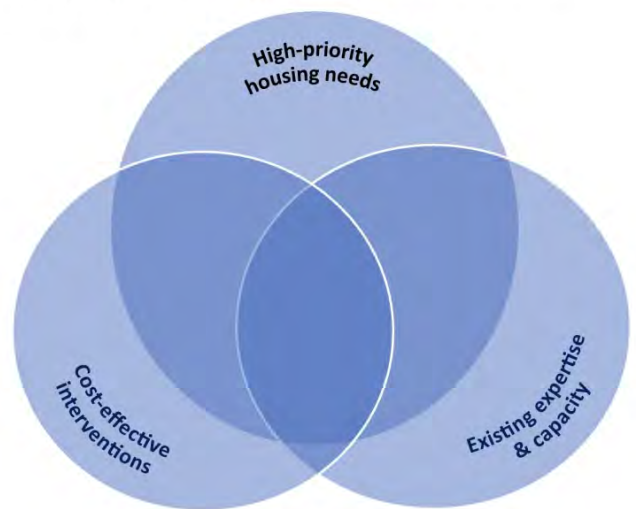


Table 1: Local governments can use ARP funds for a wide variety of housing programs

Household Financial Assistance	Homelessness/Displacement Prevention & Services	Affordable Housing Development & Rehab
<ul style="list-style-type: none"> * One-time rental assistance * Housing voucher programs * Mortgage payment assistance & service fees * Down payment assistance * Home repairs & weatherization (owner-occupied & rental) * Emergency assistance for individuals experiencing homelessness * Relocation expenses following eviction or foreclosure * Utility costs or arrears for both renters and homeowners 	<ul style="list-style-type: none"> * Counseling to prevent foreclosure or displacement * Counseling & legal aid for homelessness prevention * Specialized housing services for populations at risk for homelessness * Case management related to housing stability 	<ul style="list-style-type: none"> * Affordable housing development * Acquisition, rehab, & conversion of vacant properties for affordable housing * Rehabilitation & repair of public housing * Programs to support sustainable homeownership * Supportive housing (development & operating expenses)

Source: State and Local Fiscal Recovery Funds (SLFRF) Final Rule

HOUSING OPPORTUNITIES

Where are the opportunities for the City?

Leveraging Funding:

Other potential dedicated funding sources on the horizon include:

- Infrastructure Surtax

Alachua County is proposing a countywide 1% sales tax. One half percent (½%) would be dedicated to continuing the existing Wild Spaces Public Places (WSPP) sales tax that currently sunsets in December, 2024. A portion of the other one-half percent (½%) would be dedicated for housing infrastructure including potential acquisition, rehabilitation, and construction of affordable housing. A countywide referendum will be held on November 8, 2022.

- Inclusionary Zoning

Based on the recent Inclusionary Zoning analysis completed by HR&A, Advisors Inc. the final program design recommends establishing an in-lieu fee between \$120,000-\$160,000 per unit. Revenue generated by the in-lieu fee would be reserved to support affordable housing programs to serve specific low-income populations.

In-Lieu Fee

CALCULATING THE IN-LIEU FEE

In order to ensure that developments in highly desirable neighborhoods still have an incentive to build affordable units on-site, the fee should be set above “average” opportunity cost to more closely resemble the true opportunity cost for high-end buildings. In Gainesville, it will be most appropriate to set this fee based on the most common building typologies. Under this structure, developers choosing to pay the fee will create the largest benefit to the surrounding community, who will receive the benefit of a fee that is larger in total financial worth than the subsidy that would flow to the affordable units within a given development.

HR&A Recommendation

Based on the analysis of current market conditions in Gainesville, the current fee in lieu fee in Gainesville should be \$120,000 to 160,000 per affordable rental unit. The fee calculation is based on the average per-unit difference in market value between building a fully market-rate development and a development that satisfies the IZ requirements. HR&A recommends applying an **additional 5-10% premium to the calculated fee in order to incentivize developers to produce units on-site, in line with City policy goals.**





CITY OF GAINESVILLE, FL



Affordable Housing Framework Appendix

MARCH 2022

OFFICE OF THE CITY MANAGER

APPENDIX LINKS

FLORIDA HOUSING COALITION: THE CITY OF GAINESVILLE HOUSING ACTION PLAN (FINALIZED DRAFT)

[LINK](#)

IMAGINE GNV

[LINK](#)

HR&A ADVISORS - CITY OF GAINESVILLE: FINAL REPORT EXCLUSIONARY ZONING & INCLUSIONARY ZONING STUDY DECEMBER 2021

[LINK](#)

SHIMBERG CENTER FOR HOUSING STUDIES: 2019 RENTAL MARKET STUDY - FLORIDA'S AFFORDABLE RENTAL HOUSING NEEDS: 2020 UPDATE

[LINK- 2019 Study](#)

[LINK - 2020 Update](#)

BROOKINGS INSTITUTE: GETTING THE MOST OUT OF AMERICAN RESCUE PLAN HOUSING FUNDS REQUIRES LOCAL GOVERNMENTS TO PLAN AHEAD

[LINK](#)

JOINT CENTER FOR HOUSING STUDIES OF HARVARD UNIVERSITY: THE STATE OF THE NATION'S HOUSING 2021

[LINK](#)

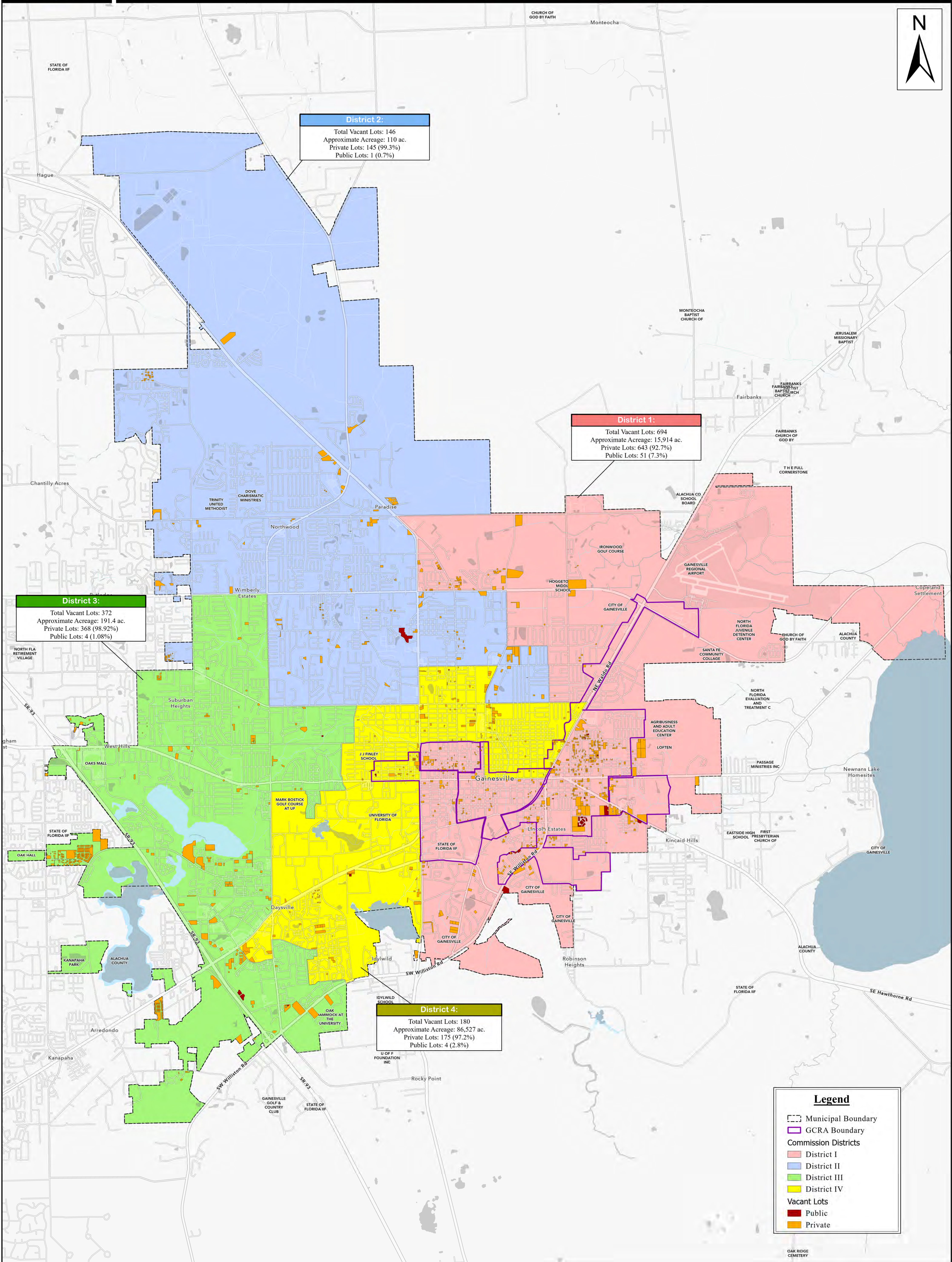
JOINT CENTER FOR HOUSING STUDIES OF HARVARD UNIVERSITY: AMERICA'S RENTAL HOUSING REPORT 2022

[LINK](#)





City of Gainesville Commission Districts & Vacant Lots



District 2:
 Total Vacant Lots: 146
 Approximate Acreage: 110 ac.
 Private Lots: 145 (99.3%)
 Public Lots: 1 (0.7%)

District 1:
 Total Vacant Lots: 694
 Approximate Acreage: 15,914 ac.
 Private Lots: 643 (92.7%)
 Public Lots: 51 (7.3%)

District 3:
 Total Vacant Lots: 372
 Approximate Acreage: 191.4 ac.
 Private Lots: 368 (98.92%)
 Public Lots: 4 (1.08%)

District 4:
 Total Vacant Lots: 180
 Approximate Acreage: 86,527 ac.
 Private Lots: 175 (97.2%)
 Public Lots: 4 (2.8%)

Legend

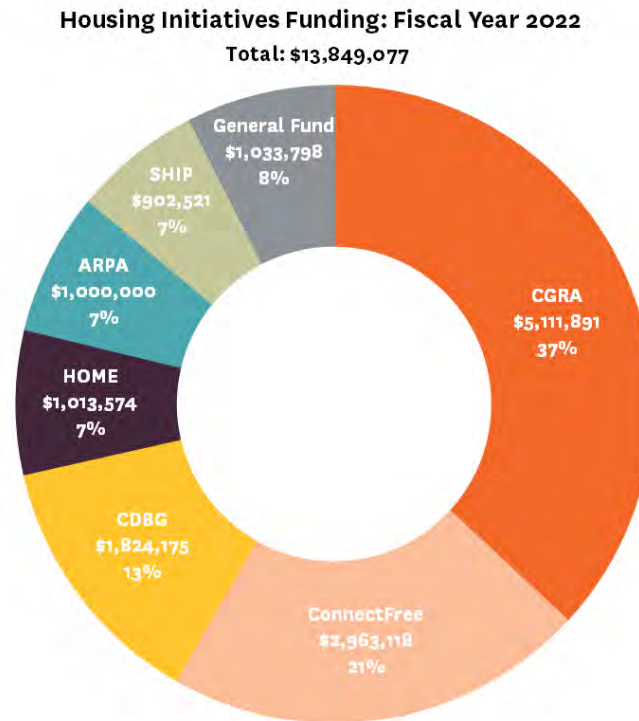
- Municipal Boundary
- GCRA Boundary
- Commission Districts**
- District I
- District II
- District III
- District IV
- Vacant Lots**
- Public
- Private



CITY OF GAINESVILLE HOUSING INITIATIVES FUNDING SUMMARY

FISCAL YEAR 2022

The City of Gainesville's Fiscal Year 2022 investment in Housing initiatives spans across multiple funds managed by the Housing and Community Development Department (HCD) and the Gainesville Community Reinvestment Area (GCRA). In Fiscal Year 2022, funding for Housing initiatives totals \$13.8 million.



Funding for these programs comes from the following sources:

- American Rescue Plan Act (ARPA) Funds – The Coronavirus State and Local Fiscal Recovery Funds (SLFRF) program, a part of the American Rescue Plan, delivers \$350 billion to state, local, and Tribal governments across the country to support their response to and recovery from the COVID-19 public health emergency. The City of Gainesville was awarded \$32,408,804.
- Connect Free – funds for this program are collected from Water/Wastewater surcharges and are allocated to support utility connections for single family units, neighborhood extensions, affordable housing projects, and public health, safety and environmental projects.
- Community Development Block Grant (CDBG) – provides annual grants on a formula basis to states, cities, and counties to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons.
- HOME Investment Partnerships Program (HOME) – provides formula grants to states and localities that communities use - often in partnership with local nonprofit groups - to fund a wide range of activities including building, buying, and/or rehabilitating affordable housing for rent or homeownership or providing direct rental assistance to

CITY OF GAINESVILLE HOUSING INITIATIVES FUNDING SUMMARY

FISCAL YEAR 2022

low-income people. HOME is the largest federal block grant to state and local governments designed exclusively to create affordable housing for low-income households. HOME funds are awarded annually as formula grants to participating jurisdictions. The program's flexibility allows states and local governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancements, or rental assistance or security deposits.

- Gainesville Community Reinvestment Area Fund (GCRA) – per an interlocal agreement with Alachua County, provides funding for projects in the revised community reinvestment area that retains the external boundaries of the former four districts
- General Fund – the largest fund within the City, the General Fund accounts for most of the financial resources as well as most of the operating services of the general government.
- State Housing Initiatives Partnership Program (SHIP) – provides funds to local governments as an incentive to create partnerships that produce and preserve affordable homeownership and multifamily housing. The program was designed to provide very low, low, and moderate-income families with assistance to purchase a home, money to repair or replace a home, and many other types of housing assistance.
- Tax Increment Financing District: Tax Increment Financing (TIF) is a method to pay for redevelopment of a slum or blighted area through the increased ad valorem tax revenue resulting from that redevelopment. In the City, two districts, the Downtown Redevelopment Tax Increment Fund (Downtown TIF) which provides funds for specific projects involving downtown redevelopment, and the Eastside Tax Increment Fund (Eastside TIF) which provides funds specific to projects in the Eastside Redevelopment District, support housing initiatives.

The total funds are expected to support individuals, households, and the creation of residential units. For FY 2022, it is projected that the \$13.8 million investment will support 530 persons/households and 805 residential units. Programs for persons/households include: energy and water efficiency support, mortgage foreclosure intervention and homeownership workshops. For residential units, these funds support utility connections for new affordable housing, the creation of new residential units, down payment assistance, and rehabilitation projects such as roofing and weatherization.

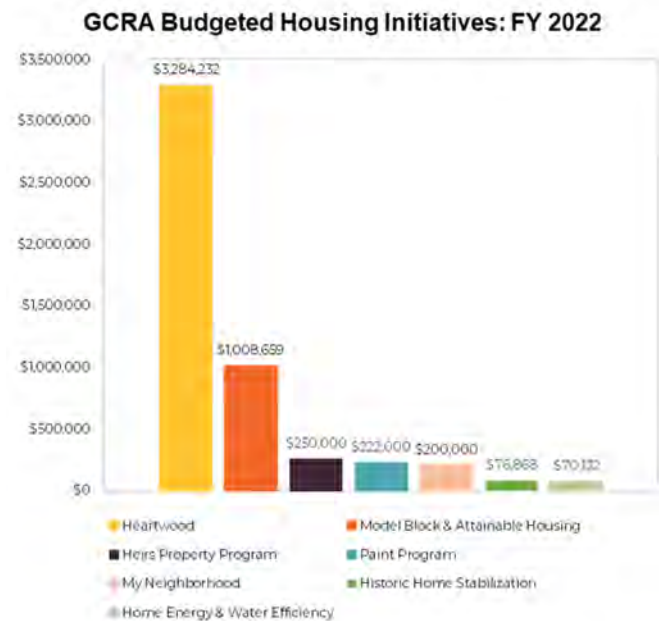


CITY OF GAINESVILLE HOUSING INITIATIVES FUNDING SUMMARY

FISCAL YEAR 2022

Each of these major funding sources is further broken down into housing initiatives programs specific to address the City's needs. The following programs are managed by the City's GCRA Department:

- **Heartwood:** Heartwood is a neighborhood in South East Gainesville that is being developed by the GCRA. The neighborhood will contain 34 single-family homes. Eleven (11) of the homes were made available to qualified first-time homebuyers through a partnership with the Department of Housing and Community Development in order to offer more affordable options for those within HUD income limits. In Fiscal Year 2022, the GCRA funds this program for a total of \$3,284,232 with contributions from the Eastside TIF (\$85,557) and the GCRA (\$3,198,675).



- **Model Block and Attainable Housing:** The Model Block program uses infill housing to enhance the vitality of the neighborhood by rehabilitating or replacing deteriorated structures and incentivizing long-term homeownership. "Attainable housing" is defined as nonsubsidized, for-sale housing that is affordable to households with incomes between 80% and 120% of the area median income (AMI) by family size established by the U.S. Department of Housing and Urban Development (HUD). The GCRA will assess opportunities throughout the district to provide or partner on opportunities for attainable housing. In Fiscal Year 2022, the GCRA funds this program for a total of \$1,008,659 with contributions from the Downtown TIF (\$200,659) and the GCRA (\$808,000).
- **Heirs Program:** The Heirs Program offers probate legal assistance to heirs' property owners to clear the title to the homes so owners can take advantage of property rights. The purpose of the program is to increase neighborhood stability, grow individual and family wealth in Gainesville's underserved communities, and increase access to attainable housing. In Fiscal Year 2022, the GCRA funds this program for a total of \$250,000.
- **Paint Program:** The Paint Program provides pressure washing and painting services for the exterior of single-family residential homes within eligible neighborhoods. The purpose of the program is to provide incentives to improve residential neighborhoods. In Fiscal Year 2022, the GCRA funds this program for a total of \$222,000.

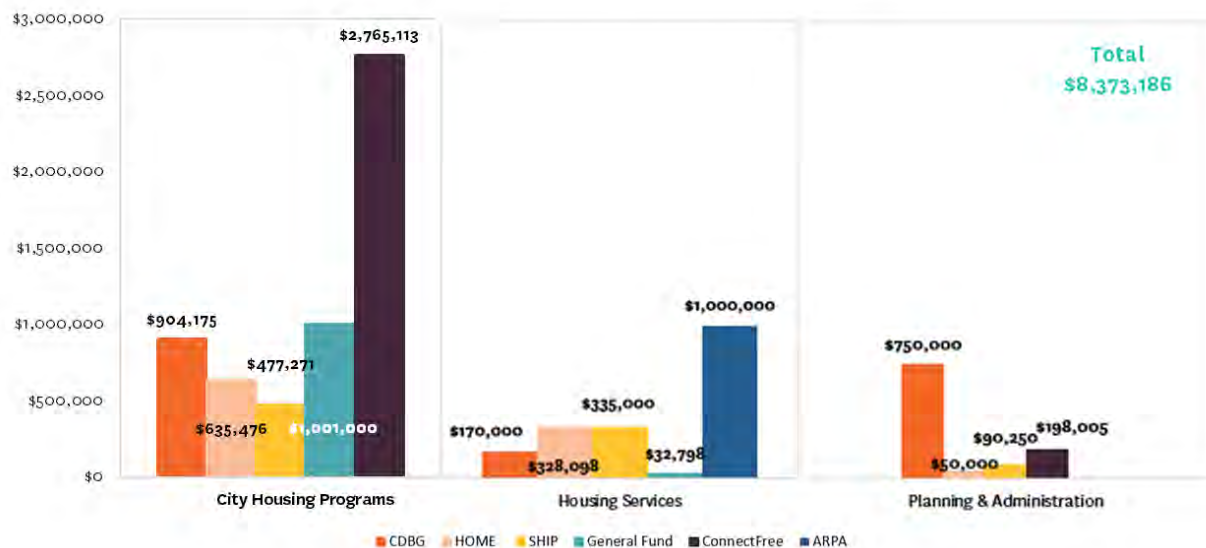
CITY OF GAINESVILLE HOUSING INITIATIVES FUNDING SUMMARY

FISCAL YEAR 2022

- **My Neighborhood:** The GCRA's My Neighborhood Program offers \$25,000 towards the purchase of a home or lot to build on within eligible neighborhoods. The program is available to former residents who lived in the neighborhood for at least three (3) years before 2011. Eligible neighborhoods include: Greater Duval, Fifth Avenue, Pleasant Street, Porters Quarters, Sugarhill, Springhill, Cedar Grove II, and North Lincoln Heights. In Fiscal Year 2022, the Downtown TIF funds this program for a total of \$200,000.
- **Historic Home Stabilization:** This program provides a matching grant to homeowners within the GCRA District to complete exterior stabilization work and resolve exterior code violations. The purpose of this program is to promote the preservation of historic buildings through proper rehabilitation and prevent demolition by neglect. In Fiscal Year 2022, the GCRA funds this program for a total of \$76,868.
- **Home Energy & Water Efficiency:** Through a partnership with the Community Weatherization Coalition (CWC), the GCRA and Gainesville Regional Utility offer home energy tune-ups and home energy upgrades to eligible property owners (homesteaders and landlords) and renters in order to lower the energy cost burden of district residents. The purpose of this program is to encourage safe, well-designed, high-quality housing to support the existing housing stock that provides housing options for long-term homeowners and renters. In Fiscal Year 2022, the GCRA funds this program for a total of \$70,132.

The following programs are managed by the Department of Housing and Community Development and are funded by a combination of CDBG, HOME, SHIP, General Fund, ConnectFree and ARPA funds. The total budget for HCD managed initiatives (city housing programs, housing services and planning/administration) for FY 2022 is \$8,373,186.

HCD Managed Housing Initiatives: FY 2022



CITY OF GAINESVILLE HOUSING INITIATIVES FUNDING SUMMARY

FISCAL YEAR 2022

- City Housing Programs – these programs include down payment assistance, homeowner rehabilitation (provides financial assistance to eligible homeowners who need assistance to correct health and safety violations in their homes. Such as, roofing, electrical, plumbing and heating), house replacement (for homes determined not structurally sound/feasible to rehabilitate, the home can be demolished and rebuilt on same site), roof replacement, mortgage foreclosure intervention, homeownership workshops (Homebuyer Education & Training, Homeowner Training, Credit Counseling & Money Management One-on-One training, and other housing counseling activities), and staff/program delivery support for other programs (ConnectFree Program, Homeless Programs, Heartwood, Land Donation Pilot Program and other related affordable housing initiatives). In Fiscal Year 2022, these programs are funded for a total of \$7,622,560.
- Housing Services - Funding awarded to agencies such as, Habitat, Center for Independent Living, Neighborhood Housing Development Corporation, Gainesville Housing Development Management Corporation (501c3 of Gainesville Housing Authority), Central Florida Community Action Agency and Rebuilding Together to provide housing services such as, new construction, weatherization, and rehabilitation. In Fiscal Year 2022, these programs are funded for a total of \$2,115,196.
- Planning & Administration - Staff costs for administration/planning of the federal, state and local grants. In Fiscal Year 2022, these expenses are funded for a total of \$1,030,500.

CITY OF GAINESVILLE

AFFORDABLE HOUSING PROGRAMS/SERVICES SUMMARY: FY 2017 - 2021

PROGRAMS/SERVICES MANAGED BY THE DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT

HOMEOWNER REHABILITATION

Description: Homeowner Rehabilitation provides financial assistance to eligible homeowners who need assistance to correct health and safety violations in their homes. Such as, roofing, electrical, plumbing and heating.

Status: Completed	Project Type: Single Family	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 80% AMI
Fiscal Year Funded: FY16/17 - FY20/21	Funding Sources: CDBG	\$ 581,911	Total Funding: \$ 2,913,110	
	HOME	\$ 649,029		
	SHIP	\$ 1,682,170		
			Impact: 63	Residential Units

ROOF REPLACEMENT

Description: Repair or replace roofs for homeowners to prevent further deterioration of their home.

Status: Completed	Project Type: Single Family	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 80% AMI
Fiscal Year Funded: FY16/17 - FY20/21	Funding Sources: CDBG	\$ 187,711	Total Funding: \$ 303,328	
	SHIP	\$ 115,617		
			Impact: 22	Residential Units

HOUSE REPLACEMENT

Description: For homes determined not structurally sound/feasible to rehabilitate - the home can be demolished and rebuilt on same site.

Status: Completed	Project Type: Single Family	Housing Type: New	Address/Location: Citywide	Income Limits: up to 80% AMI
Fiscal Year Funded: FY16/17 - FY20/21	Funding Sources: CDBG	\$ 217,373	Total Funding: \$ 910,305	
	HOME	\$ 40,062		
	SHIP	\$ 652,870		
			Impact: 10	Residential Units

DOWNPAYMENT ASSISTANCE

Description: Provides down payment and closing cost assistance to first-time home buyers.

Status: Completed	Project Type: Single Family	Housing Type: New/Existing	Address/Location: Citywide	Income Limits: up to 120% AMI
Fiscal Year Funded: FY16/17 - FY20/21	Funding Sources: HOME	\$ 219,999	Total Funding: \$ 424,703	
	SHIP	\$ 204,705		
			Impact: 33	Residential Units

MORTGAGE FORECLOSURE INTERVENTION

Description: Provide assistance to families who are 3 months or more delinquent on their mortgage payment.

Status: Completed	Project Type: Single Family	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 120% AMI
Fiscal Year Funded: FY16/17 - FY20/21	Funding Sources: CDBG	\$ 1,630	Total Funding: \$ 21,219	
	SHIP	\$ 19,589		
			Impact: 5	Households

RAPID RE-HOUSING/RENTAL ASSISTANCE/EVICTION PROTECTION

Description: Interlocal Agreement Partnership with County to provide rental and eviction prevention assistance to prevent homelessness.

Status: Completed	Project Type: Single Family & Mul	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 50% AMI
Fiscal Year Funded: FY16/17 - FY20/21	Funding Sources: SHIP	\$ 153,000	Total Funding: \$ 153,000	
			Impact: 49	Households

CITY OF GAINESVILLE

AFFORDABLE HOUSING PROGRAMS/SERVICES SUMMARY: FY 2017 - 2021

PROGRAMS/SERVICES MANAGED BY THE DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT (CONTINUED)

RELOCATION ASSISTANCE

Description: Temporary relocation assistance for households while rehab or replacement is taking place (i.e., temporary housing, storage, etc.).

Status: Completed	Project Type: Single Family	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 80% AMI
Fiscal Year Funded: FY16/17 - FY20/21	Funding Sources: SHIP	\$ 65,298	Total Funding: \$ 65,298	
			Impact: 10	Households

HOMEOWNERSHIP WORKSHOPS

Description: Education Training Workshops include: Homebuyer Education & Training Workshop, Homeowner Training Workshop: Credit Counseling & Money Management (One-on-One Training) and other Housing Counseling Activities.

Status: Ongoing	Project Type: N/A	Housing Type: N/A	Address/Location: Citywide	Income Limits: No Maximum
Fiscal Year Funded: FY16/17 - FY20/21	Funding Sources: CDBG SHIP	In-Kind Support \$ 22,090	Total Funding: \$ 22,090	
			Impact: 1,137	Persons

OUTSIDE AGENCY HOUSING REHABILITATION WITH CITY CONTRIBUTION

CENTER FOR INDEPENDENT LIVING

Description: Building Ramps-Building Lives: installs wheelchair ramps to increase accessibility.

Status: Completed	Project Type: Single Family	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 80% AMI
Fiscal Year Funded: FY16/17 - FY 19/20	Funding Sources: CDBG	\$ 36,830	Total Funding: \$ 36,830	
			Impact: 17	Residential Units

CENTRAL FLORIDA COMMUNITY ACTION AGENCY

Description: "Aging In Place" housing rehabilitation program to enhance the well-being of elderly homeowners, reduce utility burden, and improve neighborhood revitalization.

Status: Completed	Project Type: Single Family (Elder)	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 80% AMI
Fiscal Year Funded: FY16/17 - FY 18/19	Funding Sources: CDBG	\$ 25,000	Total Funding: \$ 25,000	
			Impact: 6	Residential Units

REBUILDING TOGETHER

Description: Rehabilitation of single-family homes to enhance safety and accessibility.

Status: Completed	Project Type: Single Family	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 80% AMI
Fiscal Year Funded: FY16/17 - FY 19/20	Funding Sources: HOME	\$ 45,816	Total Funding: \$ 45,816	
			Impact: 7	Residential Units

OUTSIDE AGENCY NEW CONSTRUCTION HOUSING WITH CITY CONTRIBUTION

ALACHUA HABITAT FOR HUMANITY

Description: New construction of affordable housing for first-time Low-Moderate Income homebuyers.

Status: Completed	Project Type: Single Family	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 80% AMI
Fiscal Year Funded: FY16/17 - FY 19/20	Funding Sources: CDBG HOME	\$ 35,000 \$ 90,000	Total Funding: \$ 125,000	
			Impact: 9	Residential Units

CITY OF GAINESVILLE

AFFORDABLE HOUSING PROGRAMS/SERVICES SUMMARY: FY 2017 - 2021

NEIGHBORHOOD HOUSING AND DEVELOPMENT CORPORATION

Description: New construction of affordable housing for first-time Low-Moderate Income homebuyers. Based on community project location, acquisition and rehabilitation activities may also occur.

Status: Completed	Project Type: Single Family (Elder)	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 80% AMI
Fiscal Year Funded: FY16/17 - FY 19/20	Funding Sources: CDBG	\$ 35,000	Total Funding: \$ 268,986	
	HOME	\$ 233,986		
			Impact: 6	Residential Units

GAINESVILLE HOUSING DEVELOPMENT AND MANAGEMENT COORPORATION (501c3 of GAINESVILLE HOUSING AUTHORITY)

Description: Project soft costs for future construction of affordable housing units. Once units are completed, two households will be assisted. Funding is leveraging other external funding sources.

Status: Completed	Project Type: Single Family	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 80% AMI
Fiscal Year Funded: FY16/17 - FY 19/20	Funding Sources: HOME	\$ 15,100	Total Funding: \$ 15,100	
			Impact: 2	Residential Units

RENTAL HOUSING DEVELOPMENT WITH CITY CONTRIBUTION

WOODLAND PARK, PHASE 1 (GAINESVILLE HOUSING AUTHORITY PROPERTY)

Description: Affordable MF rental project for income-qualified families. Construction completed in late Spring 2020. The City's funding contribution to the project allowed the developer to apply for, and ultimately receive, Federal Low Income Housing Tax Credit funding.

Status: Completed	Project Type: Multi-Family	Housing Type: Existing	Address/Location: 1900 SE 4 St.	Income Limits: up to 60% AMI
Fiscal Year Funded: FY18/19	Funding Sources: General Fund	\$ 37,500	Total Funding: \$ 16,500,000	
	Developer	\$ 16,462,500		
			Impact: 96	Residential Units

ARBOURS AT TUMBLIN' CREEK

Description: Affordable MF rental project for income-qualified seniors (55+). Construction completed in November 2017. The City's grant allowed the developer to apply for, and ultimately receive, Federal Low Income Housing Tax Credit funding.

Status: Completed	Project Type: Multi-Family	Housing Type: Existing	Address/Location: 1303 SW 13 St.	Income Limits: 57 at 51-60% AMI; 7 at 0-50% AMI
Fiscal Year Funded: FY17/18	Funding Sources: ConnectFree	\$ 46,000	Total Funding: \$ 13,190,000	
	Developer	\$ 13,144,000		
			Impact: 64	Residential Units

CONNECT FREE PROGRAM

NONPROFIT DEVELOPERS FOR AFFORDABLE HOUSING

Description: Pays water and wastewater connection fees.

Status: Completed	Project Type: Single Family	Housing Type: New	Address/Location: GRU Service Area	Income Limits: up to 80% AMI
Fiscal Year Funded: FY 17/18 - FY20/21	Funding Sources: ConnectFree	\$ 78,153	Total Funding: \$ 78,153	
			Impact: 15	Residential Units

CITY OF GAINESVILLE

AFFORDABLE HOUSING PROGRAMS/SERVICES SUMMARY: FY 2017 - 2021

WATER/WASTE WATER CONNECTIONS

Description: Pays line extension costs (up to \$10,000 for water and up to \$25,000 for wastewater) and connection fees. For income-qualified households, the City will also pay onsite plumbing costs.

Status: Completed	Project Type: Single Family/Multi-	Housing Type: Existing	Address/Location: GRU Service Area	Income Limits: No Max. Income, except onsite plumbing- up to 80% AMI
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Fiscal Year Funded: FY 16/17 - FY20/21 **Funding Sources:** ConnectFree \$ 340,832 **Total Funding:** \$ 340,832

Impact: 38 Residential Units

PANDEMIC RELIEF PROGRAMS

GNV CARES ABOUT NEIGHBORS

Description: Provide assistance with rent and utility payments to families who experienced a reduction of income or loss of employment due to the COVID-19 pandemic.

Status: Completed	Project Type: Single Family	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 80% AMI
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Fiscal Year Funded: FY20/21 **Funding Sources:** CDBG-CV1 \$ 498,852 **Total Funding:** \$ 498,852

Impact: 419 Households

CORONAVIRUS RELIEF PROGRAM

Description: Provide assistance with mortgage, utility, cable and phone payments to families who experienced a reduction of income or loss of employment due to the COVID-19 pandemic.

Status: Completed	Project Type: Single Family/Multi-	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 80% AMI
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Fiscal Year Funded: FY20/21 **Funding Sources:** CDBG-CV2 \$ 525,440 **Total Funding:** \$ 525,440

Impact: 220 Households

PROGRAMS/SERVICES MANAGED BY THE GAINESVILLE REGIONAL UTILITY

UTILITY DEBT FORGIVENESS

Description: Funding for utility assistance program to ameliorate the delinquencies related to COVID-19 impacts within the City of Gainesville city limits.

Status: Completed	Project Type: Single Family/Multi-	Housing Type: Existing	Address/Location: Citywide	Income Limits: up to 120% AMI
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Fiscal Year Funded: FY22/23 **Funding Sources:** ARPA \$ 250,000 **Total Funding:** \$ 250,000

Impact: 32 Households

LOW INCOME ENERGY EFFICIENCY PROGRAM (LEEP)

Description: Assists low-income customers with energy focused home improvements.

Status: Ongoing	Project Type: Single Family/Multi-	Housing Type: Existing	Address/Location: GRU Service Area	Income Limits: up to 80% AMI
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Fiscal Year Funded: FY16/17 - FY20/21 **Funding Sources:** GRU \$ 1,603,685 **Total Funding:** \$ 1,603,685

Impact: 394 Residential Units

Interim City Manager FY22 Accomplishments Report – Attachment C
Affordable Housing Work Plan – July 2022



CITY OF GAINESVILLE, FL



Building Blocks for Affordable Housing Work Plan in Development

JULY 2022

OFFICE OF THE CITY MANAGER

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EXECUTIVE SUMMARY

On March 17, 2022, the Affordable Housing Framework for Discussion was presented to the City Commission. After that presentation, the City of Gainesville began the process of building a new foundation for an innovative, collaborative and strategic path forward to develop a work plan to address the issues highlighted in the Framework.

The City of Gainesville is setting the foundation necessary to succeed in achieving its housing goals through four core components for developing a work plan: (1) planning and research, (2) funding resources, (3) incentives and regulation, and (4) strategic relationships and community engagement. The components will drive focused tasks that will assist in facilitating the development of single family and multifamily homes for low to moderate income households in areas where there are adequate infrastructure and public services available. The work plan will also be applied in a manner that preserves and protects community identity and culture.

The *Building Blocks for Affordable Housing – Work Plan in Development* (Work Plan) includes: neighbor feedback on the Affordable Housing Workshops conducted in partnership with the City and community stakeholders, the City's enhanced approach to housing and community development, additional data regarding Gainesville's demographics and housing distribution, an update to the Multipart Motion from August 31, 2020, and an overview of funding available for affordable housing initiatives. The Work Plan also includes nine recommendations for a path forward, five of which are focused on a recommended spend plan for the \$8 million American Rescue Plan Act Affordable Housing Earmark approved by the City Commission on June 16, 2022 (Agenda #210267). These recommendations are crafted to move the needle towards the creation of new homes and rental units and allow for an increase in financial support services to encourage



homeownership.

The City's path towards equitable affordable housing solutions is not solitary; we will need to pursue public-private partnerships, as well as federal and state funding to assist the City in addressing housing affordability.

Our housing challenges are more urgent now than ever. Record pandemic-related job losses, coupled with a tight housing market and skyrocketing home prices have exacerbated limited access to housing and its affordability. Now is the time for strategic implementation to support the growth and housing needs of our neighbors and workforce – this Work Plan is the first of many steps in that direction.

AFFORDABLE HOUSING WORKSHOP SUMMARY

The City of Gainesville and community partners, including the Alachua County Housing Authority, Bright Community Trust, Gainesville Housing Authority, HR&A Advisors, Neighborhood Housing and Development Corporation, and Rebuilding Together North Central Florida, worked together to plan, organize and successfully execute three community workshops designed to generate feedback from participants about strategies to improve affordable housing in Gainesville. Topics discussed during these meetings included: affordable housing basics, affordable housing preservation, development and management of a community land trust, first-time homebuyer programs, funding priorities for affordable housing, housing vouchers, infill housing, rental housing programs, inclusionary zoning, exclusionary zoning, information on housing resources and programs offered by the City and other partners. The three community workshops were held on May 9th, June 2nd and June 4th.

Due to the heightened community interest in the discussion around affordable housing, especially on the topic of Exclusionary Zoning, the City Commission directed staff to organize neighborhood workshops to continue the discussion and information sharing. Through the date of this report, staff has facilitated four neighborhood workshops in the following communities: Springhill (June 9th), Azalea Trails (June 14th), Porters (June 16th) and 5th Avenue (July 12th). In total, approximately 200 neighbors attended these meetings and more neighborhood workshops are in process of being scheduled.

The community and neighborhood workshops allowed for robust discussions on affordable housing needs and approaches to addressing housing challenges. The main points of feedback received from the community were:



01

Neighbors acknowledged the need for affordable housing in our communities and the need to create more housing units together with community partners.

02

Neighbors expressed their love for the vibrancy of their neighborhoods and want to live in peace and harmony with other neighbors in the city, and expressed a desire to see more community engagement opportunities with the City.

03

Neighbors expressed concerns about protecting and preserving the culture and ethnic fiber of neighborhoods and expressed concerns about the lack of investment in their neighborhoods by the City.

04

Neighbors would like for the City to explore leveraging intellectual capital that exists locally to resolve some of the affordable housing issues.

05

Many neighbors are concerned that the proposed changes to the comprehensive plan (including elimination of exclusionary zoning, amending the occupancy limits, etc.) would not result in the production of affordable housing units, and are concerned changes would reduce the quality of life in the city's neighborhoods.

In an effort to provide more opportunity for community engagement, two Commission sponsored Town Hall meetings focused on affordable housing were scheduled. One was held on June 30, 2022 at City Hall (sponsored by Commissioner Arreola) and the second will be held on August 8, 2022 at Mt. Pleasant United Methodist Church (sponsored by Commissioner Chestnut).

EVALUATING THE CITY'S AFFORDABLE HOUSING CHALLENGE



Housing affordability and availability are driven by a variety of different factors and in order to prepare for a path forward to address these issues, a review of the diverse elements that define current and future operations or strategies for housing and community development in the city was conducted. A Strengths, Weaknesses, Opportunities and Threats situational analysis, otherwise referred to as “SWOT” reveals the following:

S

STRENGTHS

- Commitment to protecting and preserving green spaces
- Commitment to affordable housing programs (more than 20 affordable housing initiatives)
- Availability of Funding
- City-owned land available for development is close to amenities.
- Relationships with local housing providers
- Community is engaged and invested
- High quality organizations (private, public, for profits and non-profits) supporting affordable housing efforts

W

WEAKNESSES

- Compared to other cities, housing is generally pricier in the City of Gainesville
- High utility rates and property taxes
- Financing for development is hard to come by
- Limited development experience of City staff
- Lack of visible “wins”
- Approach to affordable housing projects
- Funding in housing program areas are small compared to other cities in Florida

O

OPPORTUNITIES

- Existing Assets: City owns lands that could be developed into affordable housing
- Public involvement
- Ability to learn from the previous development missteps
- Increased opportunities to improve financial literacy of neighbors
- Continue to promote energy efficiency programming
- Collaborate with UF, SFC, SBAC, UF Health, Veteran Administration, Chamber of Commerce and Alachua County to promote affordable housing efforts
- Data collection specific to Gainesville

T

THREATS

- Increases in mortgage interest rates
- Labor shortage
- Increases in soft and hard costs for construction and materials
- Affordability index
- Cost of land

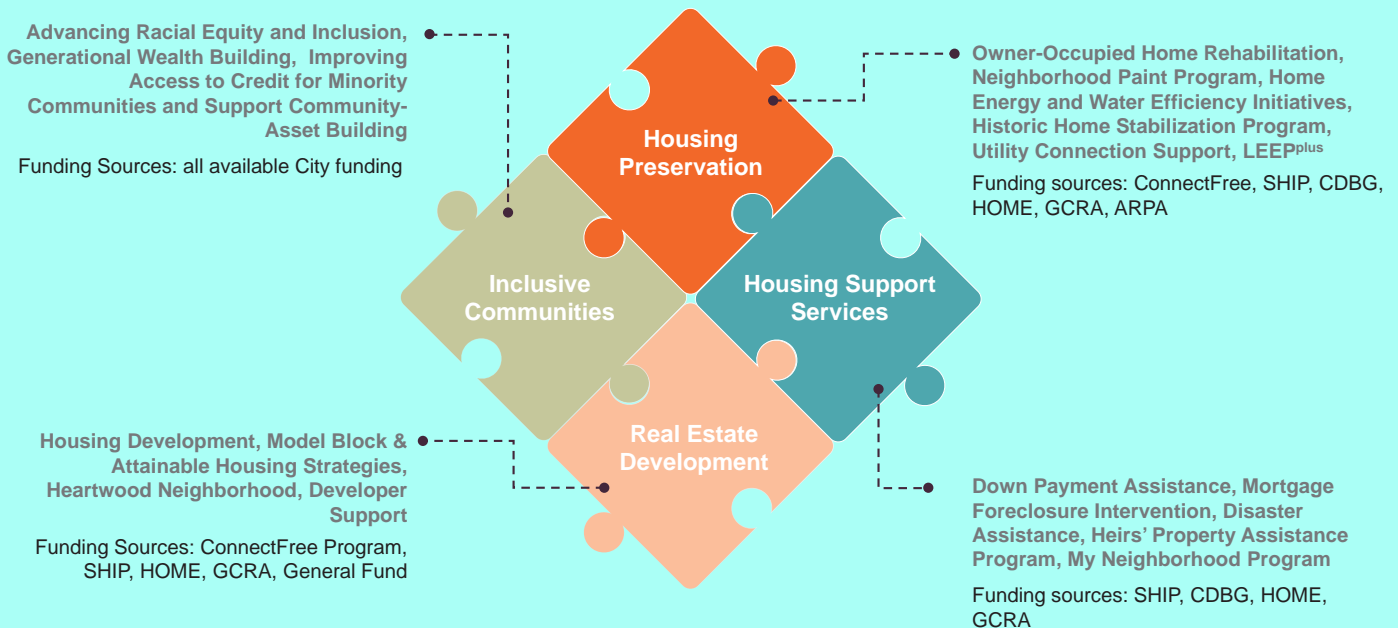
ENHANCED APPROACH TO HOUSING & COMMUNITY DEVELOPMENT

Addressing Housing is a Top Priority in the City's Strategic Plan and this focus area requires a cohesive and collaborative approach. In order to promote streamlined communication and direction as the City moves forward with addressing affordable housing initiatives and preparing the Work Plan:

- Effective August 1, 2022, the City has organized all housing and community development activities under the Department of Housing and Community Development to foster cross functional planning and management under one umbrella.
- Housing initiative programs within the Gainesville Community Reinvestment Area (GCRA), will transition to the Department of Housing and Community Development. This includes:
 - Heartwood
 - Heirs Property Program
 - Neighborhood Paint Program
 - My Neighborhood Grant Program
 - Model Block and Attainable Housing Strategies
 - Residential Improvement Programs (Consists of CWC Partnership with GRU & Historic Home Stabilization).

These changes will promote structured planning and coordination as the City works with external stakeholders and leverage multiple funding streams to address housing program activities across the City.

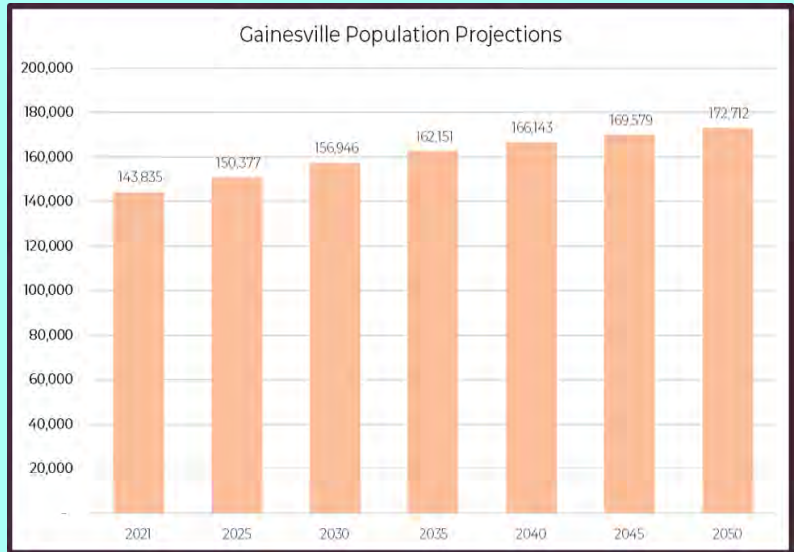
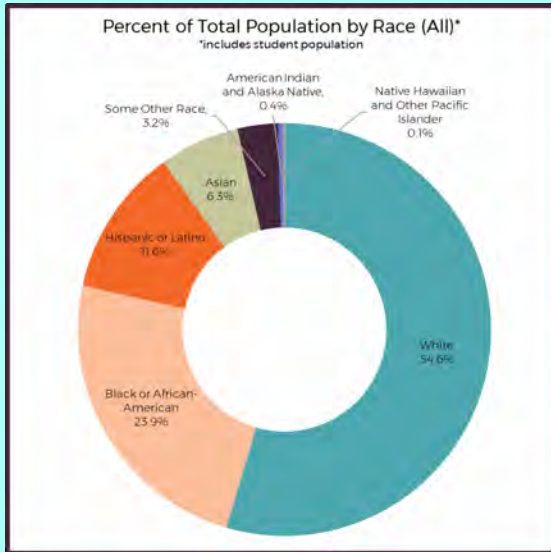
Department of Housing & Community Development



LOCAL DATA

1. GAINESVILLE POPULATION DEMOGRAPHICS AND PROJECTIONS

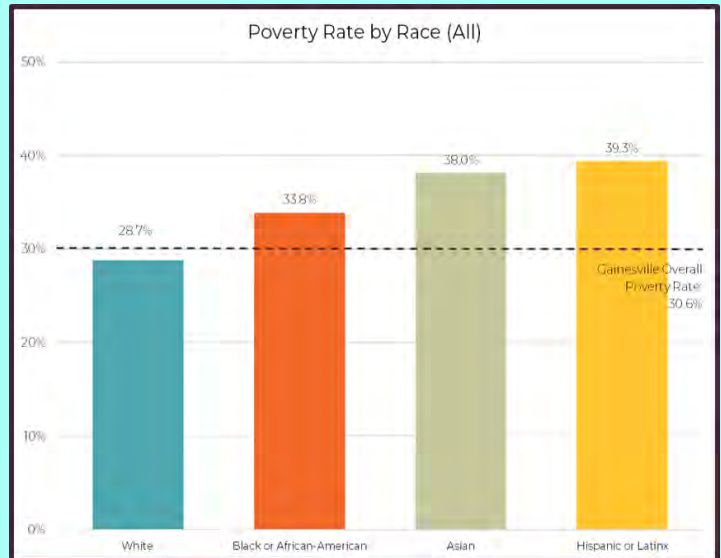
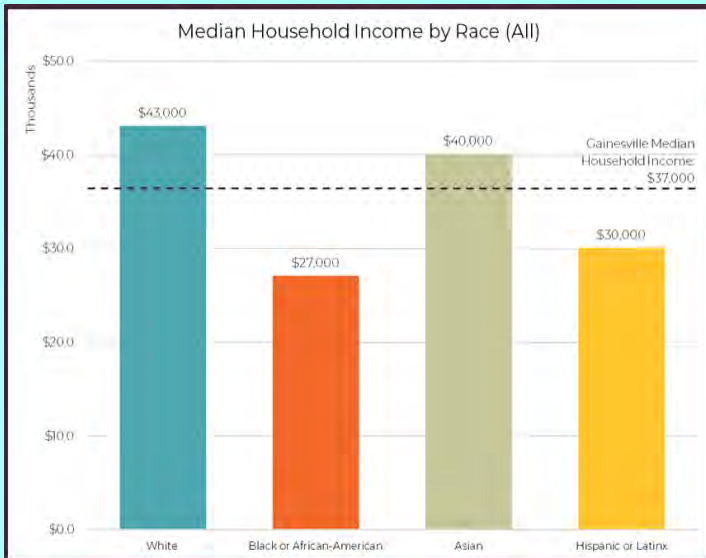
Gainesville's population is predominantly White (54.6%). Black or African American is the next largest racial group, making up 23.9% of the population. The city's population is projected to grow from 143,835 to 172,712 neighbors from 2021 to 2050, a projected increase of 20.1% or 28,877 new neighbors.



Source: Social Explorer - ACS 2019 (5-Year Estimates)

2. GAINESVILLE INCOME AND POVERTY LEVELS

Gainesville's median household income is \$37,000. Only White and Asian households earn above the median. The overall poverty rate in Gainesville is 30.6%, of which only White households are below that threshold.



Source: Social Explorer - ACS 2019 (5-Year Estimates)

LOCAL DATA

3. RENTER VS. OWNER-OCCUPIED HOUSEHOLDS TENURE BY RACE

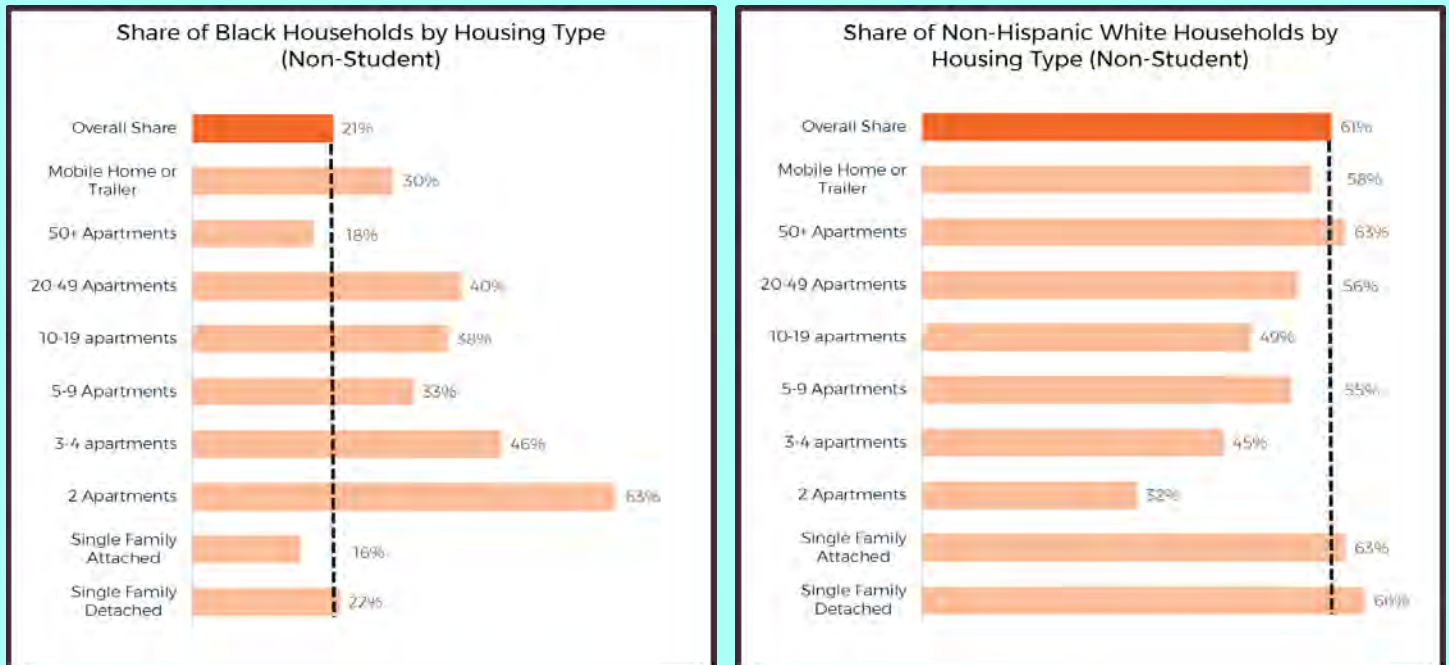
White households are more likely to own homes and less likely to rent, cementing a disparity in generational wealth building.



Source: Social Explorer - ACS 2019 (5-Year Estimates)

4. SHARE OF MINORITY HOUSEHOLDS BY HOUSING TYPE

Race determines not only where people live in Gainesville, but also the type of housing in which they live.

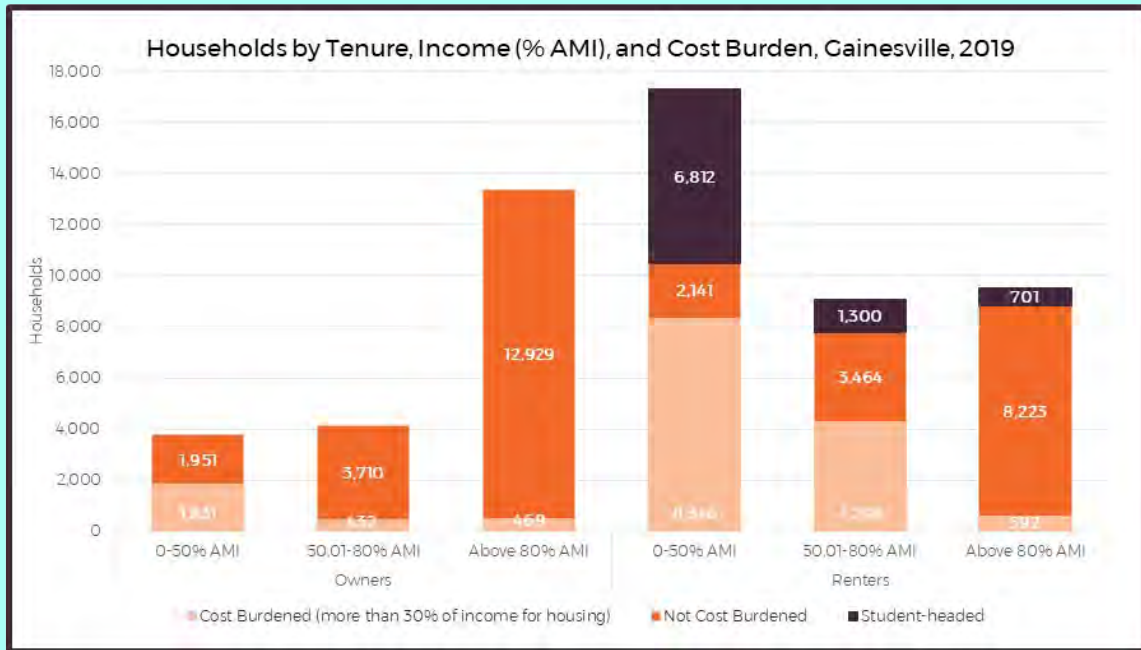


Source: Social Explorer - ACS 2019 (5-Year Estimates)

LOCAL DATA

5. COST BURDENED HOUSEHOLDS

Very low-income renters earning less than 50% AMI make up the largest group of cost-burdened households (8,346) in Gainesville.

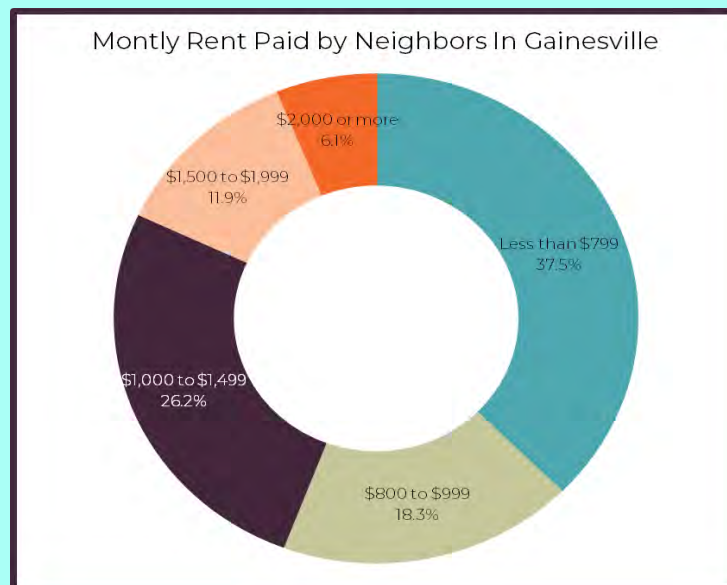


Note: "Student-headed" refers to non-family renter households headed by a full-time student. Counts of owner households headed by students are not statistically significantly different from zero.

Source: Shimberg Center tabulation of U.S. Census Bureau, 2019 American Community Survey. Results are for Alachua County (Central) – Gainesville City Central Public Use Microdata Area (PUMA), which approximates city limits.

6. MONTHLY RENT PAID BY NEIGHBORS IN GAINESVILLE

44.2% of Gainesville neighbors are paying more than \$1,000 a month for rent.



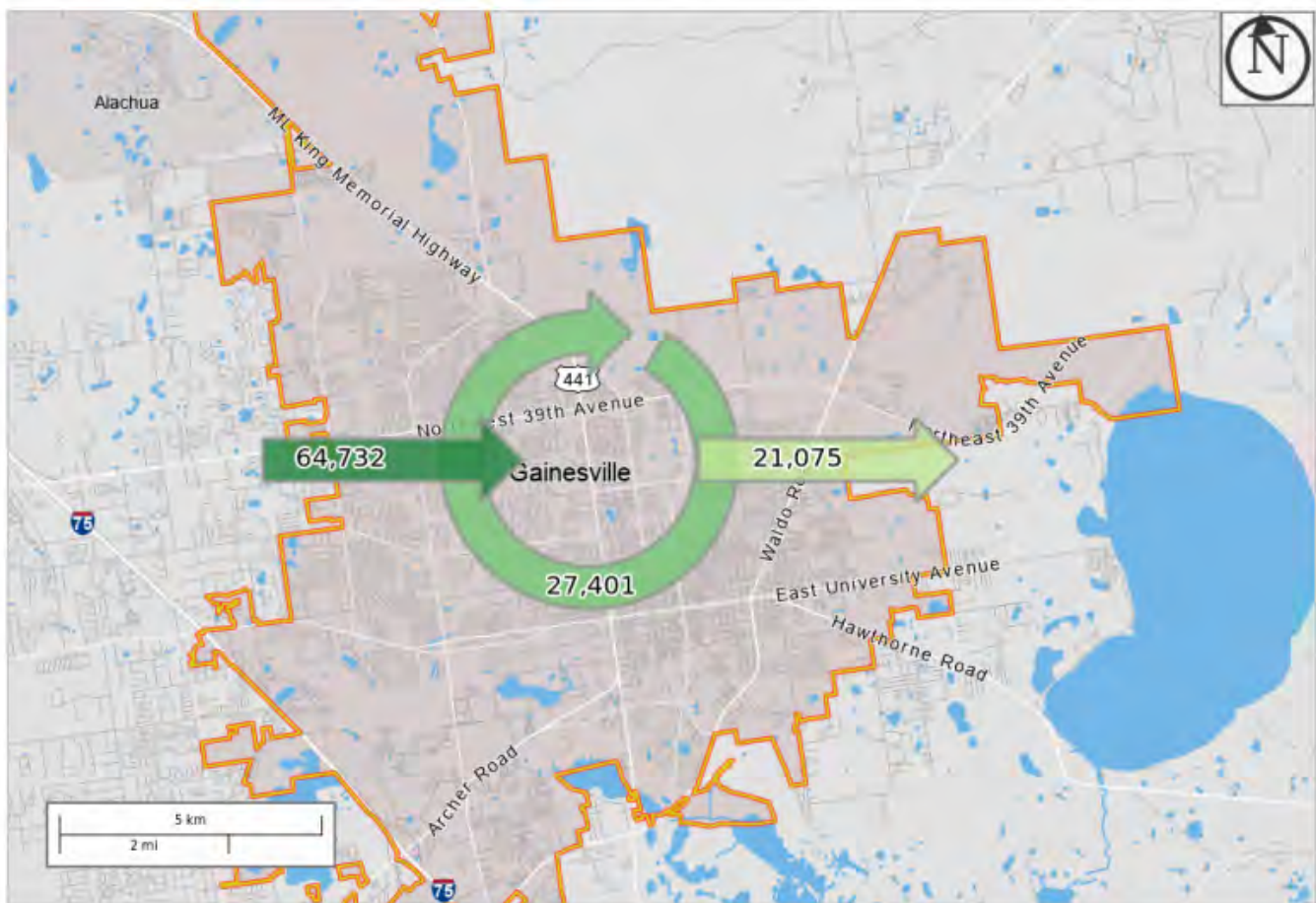
Source: US Census Bureau 2020 Data

LOCAL DATA

7. EMPLOYMENT IN GAINESVILLE

Significantly more neighbors who live outside of the City of Gainesville commute into the City for work than those who travel outside of the City for employment.

Inflow/Outflow Counts of All Jobs for Selection Area in 2019
All Workers



Map Legend

Selection Areas

Analysis Selection

Inflow/Outflow

- ◆ Employed and Live in Selection Area
- ◆ Employed in Selection Area, Live Outside
- ◆ Live in Selection Area, Employed Outside
- Note: Overlay arrows do not indicate directionality of worker flow between home and employment locations.



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).



MULTIPART HOUSING MOTION

UPDATE FROM AUGUST 31, 2020 CITY COMMISSION MEETING

Description	Last Update	Status
Moratorium	City Commission discontinued Moratorium discussion at 11/5/2020 meeting.	Complete
Property Taxes: prepare whitepaper on options	The HR&A Advisors Exclusionary Zoning & Inclusionary Zoning Study for City of Gainesville evaluated a variety of options for local funding mechanisms to support affordable housing programs and included analysis/recommendations including the establishment of an affordable housing trust fund, synthetic TIF funding, etc.	Complete
Heritage Overlay	City Commission discussion/referral: 11/5/2020, 11/19/2020. City Plan Board worked on several iterations of the draft regulations during a series of meetings in 2021 and ultimately recommended eliminating the Heritage Overlay zoning district from the Land Development Code. Staff is actively applying for grants to update historic structure surveys for 5th Avenue and Pleasant Street neighborhoods.	Ongoing
Predatory Practices Education	The City of Gainesville and Three Rivers Legal Services executed an agreement on March 16, 2022. The first quarterly workshop was held on June 9, 2022.	Complete
Legal Assistance for Eviction/Displacement Prevention	The City of Gainesville and Three Rivers Legal Services executed an agreement on November 9, 2021. To date, 67 households have been provided with legal assistance and/or counseling service to prevent eviction.	Complete
Neighborhood Compatibility Measures: Create a list of potential/ideas regarding compatibility	Completed analysis of exclusionary zoning elements and presented findings to City Commission on 1/6/2022. First reading of Ordinance is scheduled for 08/04/2022.	Ongoing
Welcome Back Program/Relocation Program	During the first application period (1/3/22-3/31/22), 4 application were accepted. As of 7/11/22, 1 applicant has closed on a home.	Complete
All in the Family (clear title for heirs property)	Since its inception, there have been 27 recipients accepted into the program.	Complete
The Price is Right Program (Distribution of city-owned property for AH)	As a part of the Duval Land Donation Pilot Program, the first 4 lots have been transferred to Alachua Habitat for Humanity. Once some infrastructure improvements have been completed, the remaining 7 lots will be transferred.	Ongoing
Community Neighborhood Narrative Program	Neighborhood narrative concept has been incorporated into the goals of the ImagineGNV plan (designating neighborhoods, working with neighborhoods on planning efforts, possible grant funding).	Complete
Community Land Trust	City Commission approved staff to begin contract negotiations on March 17, 2022 with Bright Community Trust. Contract negotiations are underway.	Ongoing
Short Term Rentals	Replaced landlord license program which included short term rentals with Rental Housing Inspection Program on 9/16/2021. Alachua County Tax Collector's Office maintains a registry of short-term vacation rentals for purposes of collecting Tourist Development Tax. State pre-emption does not allow for short-term rental regulations.	Complete
Inclusionary Housing Program	1/6/2022: Inclusionary housing study has been completed. City Attorney's Office is drafting ordinance and the City Manager's Office is reviewing internal processes for implementing the potential Inclusionary Zoning changes. An update will be provided to the General Policy Committee in August 2022.	Ongoing
Exclusionary Zoning Amendments	1/6/2022: Exclusionary zoning analysis has been completed. First Reading of Ordinance is scheduled for 08/04/2022.	Ongoing
Vacant Property Fees	Under the current ordinance, vacant properties do not pay the stormwater management fee. The fee is based on developed impervious area and the impact that impervious area has on the natural and built environment. Vacant property taxes are impermissible in Florida.	Complete

AVAILABLE CITY FUNDING

The City of Gainesville’s housing initiatives will now be managed under the umbrella of the Department of Housing and Community Development. As of July 2022, the City has \$27.2 million budgeted or earmarked for housing initiatives.



The City of Gainesville was awarded \$32,408,804 from the American Rescue Plan Act (ARPA) Coronavirus State and Local Fiscal Recovery Funds program. On June 16, 2022 (Agenda #210267), the City Commission approved an \$8 million Earmark for affordable housing initiatives in addition to other housing projects previously approved: Energy Rehabilitation (\$1.9 million), Community Land Trust (\$1 million) and Utility Debt Forgiveness (\$250,000) for a total of \$11.15 million. In addition, several local nonprofit organizations, including the Neighborhood Housing & Development Corporation, Rebuilding Together North Central Florida, and GRACE Marketplace, have been approved for grants under the City’s ARPA Aid to Nonprofit Organizations program to provide a variety of housing development, stabilization and other support services.

The next largest funding category totals \$5.1 million and is comprised of funding received from the Gainesville Community Reinvestment Area (GCRA) per an interlocal agreement with Alachua County, in addition to the previously established Tax Increment Financing Areas. These funds support projects such as Heartwood, the Heirs Property Program, the Neighborhood Paint Program, the My Neighborhood Grant Program, the

Historic Home Stabilization Program, Model Block and Attainable Housing Strategies and other residential improvement programs.

The City also receives funding from federal grant programs such as CDBG, H.O.M.E., and SHIP, totaling \$6.9 million and includes CARES Act funding (\$1,261,440) and H.O.M.E. ARPA funding (\$1,968,639) for housing support services for vulnerable populations. These funds support programs such as owner-occupied rehabilitation, down payment assistance, mortgage foreclosure prevention, homeless assistance, job training and employment assistance, and housing development.

The last two funding sources, ConnectFree and the General Fund, provide an additional \$4 million in funding for other affordable housing projects throughout the City including housing related public health, safety and environmental projects.

GENERAL OBLIGATION BOND ANALYSIS

There are three main ways for state and local governments to finance capital projects: 1. Pay As-You-Go financing, 2. using intergovernmental revenues such as federal and state grants, and 3. Issuing bonds or securing other financing. Borrowing, or debt financing, is accomplished by issuing bonds to pay for specific projects or services. If issued, the bonds are repaid from general fund or a dedicated tax. In most cases, bonds are structured with a 20-30 year term to coincide with the useful life of the projects the debt is financing.

Municipal governments that issue this type of debt need the support of their communities when pursuing a bond measure. This allows for the decisions on public infrastructure and capital improvement needs to be made at the level where the project impacts the end-user directly (e.g., libraries, schools, roads and road improvements, water systems, mass transit, affordable housing, public and nonprofit hospitals, and other government owned facilities). General obligation bonds are the best way to implement the infrastructure needs of each community effectively, as the decision to issue bonds for various projects is determined and approved of by either the neighbors themselves through bond referenda or by their elected legislative bodies directly or through appointed boards.

On May 19, 2022 (Agenda #211192), the City Commission directed staff to analyze the feasibility and impact of an affordable housing general obligation bond ranging from \$30-\$50 million. Staff researched several local governments that successfully passed a general obligation bond referendum for affordable housing and these cities ranged from the Pacific Northwest to South Florida, with the success of the implementation of their affordable housing general obligation plans varying in success.

The following expenditure categories are recommended for the City of Gainesville:

75% for Public-Private Partnerships: support scalable, multifamily and other small scale rental projects

15% for Low-Income Housing Financing for developers to build new affordable housing for low to moderate income neighbors

5% for Owner-Occupied Home Rehabilitation: financial assistance for major repairs so neighbors can stay in their homes

5% for Homebuyer Assistance: down-payment assistance to eligible first-time homebuyers

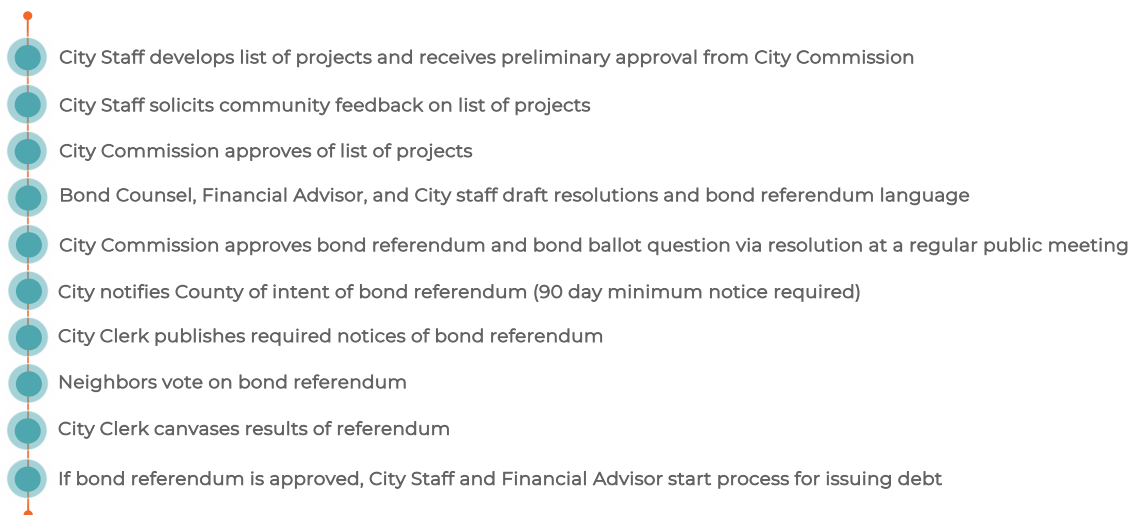
Should the City Commission decide to move forward with this type of financing initiative, there will need to be further research and analysis conducted to assess the City's capacity to implement and commit funds at this level.

GENERAL OBLIGATION BOND SCENARIOS

A breakout of the different funding scenarios ranging from \$25 million to \$50 million and their potential impact on affordable housing initiatives is shown in the following table:

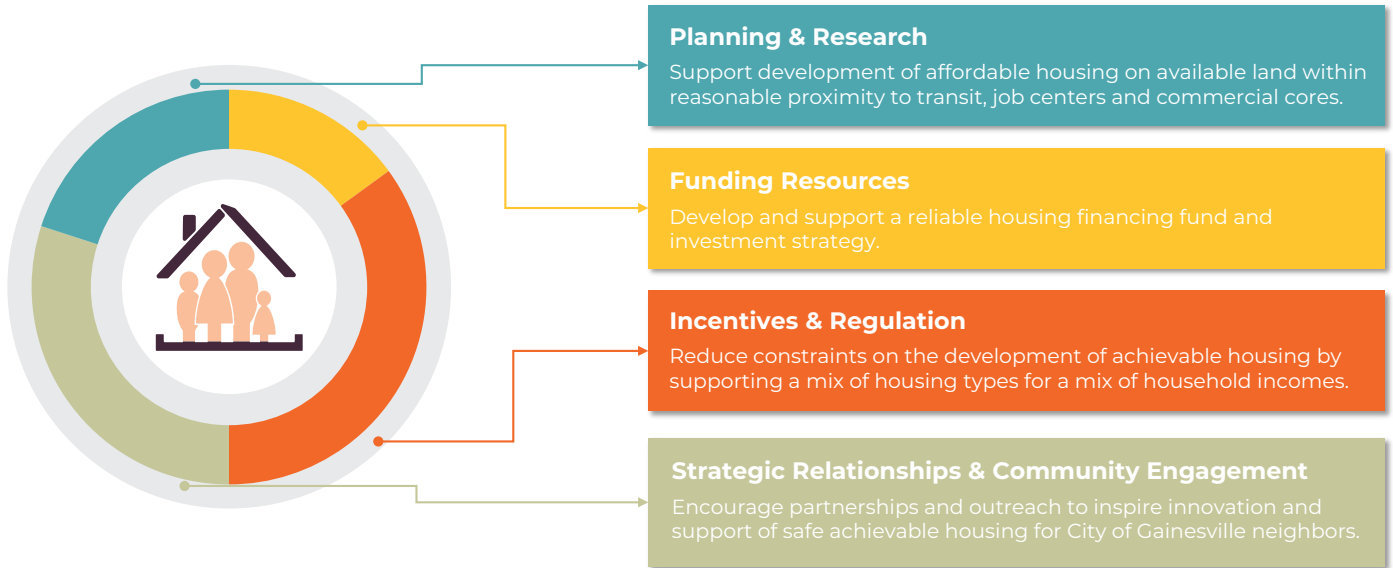
Scenario 1: \$25 million	Scenario 2: \$30 million	Scenario 3: \$35 million
<p>Real Estate Development:</p> <ul style="list-style-type: none"> Rental (\$35k/Unit) - \$18,750,000 Homeownership (\$50k/Unit) - \$3,750,000 <p>Rehabilitation:</p> <ul style="list-style-type: none"> Owner-Occupied (\$50k/HH) - \$1,250,000 <p>Down Payment Assistance:</p> <ul style="list-style-type: none"> Homeownership (\$15k/HH) - \$1,250,000 	<p>Real Estate Development:</p> <ul style="list-style-type: none"> Rental (\$35k/Unit) - \$22,500,000 Homeownership (\$50k/Unit) - \$4,500,000 <p>Rehabilitation:</p> <ul style="list-style-type: none"> Owner-Occupied (\$50k/HH) - \$1,500,000 <p>Down Payment Assistance:</p> <ul style="list-style-type: none"> Homeownership (\$15k/HH) - \$1,500,000 	<p>Real Estate Development:</p> <ul style="list-style-type: none"> Rental (\$35k/Unit) - \$26,250,000 Homeownership (\$50k/Unit) - \$5,250,000 <p>Rehabilitation:</p> <ul style="list-style-type: none"> Owner-Occupied (\$50k/HH) - \$1,750,000 <p>Down Payment Assistance:</p> <ul style="list-style-type: none"> Homeownership (\$15k/HH) - \$1,750,000
<p>CREATE 611 Residential Units</p> <p>ASSIST 108 Households</p>	<p>CREATE 733 Residential Units</p> <p>ASSIST 130 Households</p>	<p>CREATE 855 Residential Units</p> <p>ASSIST 152 Households</p>
Scenario 4: \$40 million	Scenario 5: \$45 million	Scenario 6: \$50 million
<p>Real Estate Development:</p> <ul style="list-style-type: none"> Rental (\$35k/Unit) - \$30,000,000 Homeownership (\$50k/Unit) - \$6,000,000 <p>Rehabilitation:</p> <ul style="list-style-type: none"> Owner-Occupied (\$50k/HH) - \$2,000,000 <p>Down Payment Assistance:</p> <ul style="list-style-type: none"> Homeownership (\$15k/HH) - \$2,000,000 	<p>Real Estate Development:</p> <ul style="list-style-type: none"> Rental (\$35k/Unit) - \$33,750,000 Homeownership (\$50k/Unit) - \$6,750,000 <p>Rehabilitation:</p> <ul style="list-style-type: none"> Owner-Occupied (\$50k/HH) - \$2,250,000 <p>Down Payment Assistance:</p> <ul style="list-style-type: none"> Homeownership (\$15k/HH) - \$2,250,000 	<p>Real Estate Development:</p> <ul style="list-style-type: none"> Rental (\$35k/Unit) - \$37,500,000 Homeownership (\$50k/Unit) - \$7,500,000 <p>Rehabilitation:</p> <ul style="list-style-type: none"> Owner-Occupied (\$50k/HH) - \$2,500,000 <p>Down Payment Assistance:</p> <ul style="list-style-type: none"> Homeownership (\$15k/HH) - \$2,500,000
<p>CREATE 977 Residential Units</p> <p>ASSIST 173 Households</p>	<p>CREATE 1,099 Residential Units</p> <p>ASSIST 195 Households</p>	<p>CREATE 1,221 Residential Units</p> <p>ASSIST 217 Households</p>

A general illustrative timeline, if the City Commission were to move forward with an affordable housing general obligation bond issuance, includes:



HOUSING PROGRAM WORK PLAN COMPONENTS

The City of Gainesville is setting the foundation necessary to succeed in achieving its Affordable Housing goals through four core components for the development of the *Building Blocks for Affordable Housing – Work Plan*:



The components will drive focused tasks led by the Department of Housing and Community Development that will assist in facilitating the development of single family and multifamily homes for low to moderate income earners in areas where there are adequate infrastructure and public services available, and will be applied in a manner that preserves and protects community identity and culture.

COMPONENT 1: PLANNING & RESEARCH

I. Task: Analyze the internal and external institutional structure of delivering housing services and programs.

Estimated Timeline: December 2022

II. Task: Partner with the Department of Sustainable Development to review and recommend changes to regulations and comprehensive plans to reduce restrictions on the development of affordable housing.

Estimated Timeline: December 2022

III. Task: Assist with the development of an RFP for services related to repurposing City-owned property that may be beyond the scope set forth with the current disposition ordinance.

Estimated Timeline: February 2023

IV. Task: Monitor, track and provide assistance as needed to expedite current affordable housing projects, existing deed restricted units and real estate projects in pre-development stage.

Estimated Timeline: Ongoing Review

HOUSING PROGRAM WORK PLAN COMPONENTS

COMPONENT 2: FUNDING RESOURCES

I. Task: Evaluate design standards for new construction to allow maximum flexibility to support affordable housing unit construction, while still meeting other important City objectives (conservation, historical identity and character, etc.).

Estimated Timeline: Ongoing Review

II. Task: Review policies, ordinances, regulations and procedures to confirm that the City is not indirectly adding to the cost of or creating delays in the housing development process.

Estimated Timeline: December 2022

III. Task: Review and update affordable housing development fees and available fee waivers for new housing construction.

Estimated Timeline: January 2023

COMPONENT 3: INCENTIVES & REGULATIONS

I. Task: Develop an affordable housing financing and investment strategy that identifies acceptable criteria for funding and thresholds required to be met by applicants.

Estimated Timeline: June 2023

II. Task: Continue to implement the City's First Time Homebuyer, Housing Rehabilitation and other related housing support programs.

Estimated Timeline: Ongoing

III. Task: Assist nonprofit and for profit agencies with attaining local, state, federal and private funding necessary for gap financing to produce more affordable housing units.

Estimated Timeline: Ongoing

COMPONENT 4: STRATEGIC RELATIONSHIPS & COMMUNITY ENGAGEMENT

I. Task: Create a public awareness campaign to support local housing organization providing services to City of Gainesville neighbors, specifically targeting organizations that receive funding from the City.

Estimated Timeline: February 2023

II. Task: Map housing opportunity sites/areas to promote the construction of affordable housing.

Estimated Timeline: February 2023

III. Task: Map housing opportunity sites/areas to promote the construction of affordable housing.

Estimated Timeline: March 2023

IV. Task: Work with regional stakeholders (University of Florida, Santa Fe College, Alachua County, Veteran Administrations, North Florida Hospital) to encourage relationship building and collaboration in addressing the City's affordable housing challenges.

Estimated Timeline: July 2023

WORK PLAN RECOMMENDATIONS

RECOMMENDATION 1: \$6 million of ARPA Affordable Housing Earmark to underwrite the development of new rental housing units.

Goal: Produce at least 171 rental units which will remain affordable for at least 30 years.

Use 75% of the \$8 million ARPA Affordable Housing Earmark allocation for real estate development activities designed to provide new single-family and multi-family rental housing units to neighbors whose income does not exceed 50% AMI. Funds will be administered by the Department of Housing and Community Development in partnership with non-profit and for profit entities focused on affordable housing development. A \$35k cap per unit will encourage efforts to produce more units. Staff will work with developers and local housing authority in an effort to secure voucher for eligible tenants. Funding will be distributed on an application basis. Will leverage ConnectFree funding.

Timeline: Application process begins in August 2022, application period closes in October 2022, staff review by November 2022 and Commission recommendation presented by December 2022.

Implementation Partners: Department of Housing and Community Development, nonprofit and for profit builders and developers.

CREATE
171
Residential Units

RECOMMENDATION 2: \$1.2 million of ARPA Affordable Housing Earmark to underwrite the development of new single family homes.

Goal: Produce at least 24 units which will remain affordable for at least 15 years.

Use 15% of the \$8 million ARPA Affordable Housing Earmark allocation for the development of single family homes for first time home buyers whose income does not exceed 80% AMI. The Department Housing and Community Development will work to identify eligible persons/ households and will work in partnership with nonprofit and for profit builders/developers on the construction. Deed restrictions will be placed on the newly developed properties to ensure the property is not resold within the 15 years to a nonqualified buyer. A \$50k cap per unit will encourage efforts to produce more units. Will leverage ConnectFree, SHIP and H.O.M.E. funding.

Timeline: Application process begins in August 2022, application period closes in October 2022, staff review by November 2022 and Commission recommendation presented by December 2022.

Implementation Partners: Department of Housing and Community Development, nonprofit and for profit builders and developers.

CREATE
24
Residential Units

WORK PLAN RECOMMENDATIONS

RECOMMENDATION 3: \$320,000 for an owner-occupied rehabilitation program.

Goal: Provide home repair services to six families whose income does not exceed 60% AMI.

Use 4% of the \$8 million ARPA Affordable Housing Earmark allocation to assist homeowners with making repairs and renovations (such as weatherization, accessibility, maintenance, etc.) to their homes to increase housing stability. The Department Housing and Community Development will evaluate whether the City can conduct the work or if it should contract with a community partner.

Timeline: Application process begins in August 2022, application period closes in October 2022, staff review by November 2022 and Commission recommendation presented by December 2022.

Implementation Partners: Department of Housing and Community Development, local nonprofits and contractors.

REHABILITATE
6
Residential Units

RECOMMENDATION 4: \$320,000 for down payment assistance for first time home buyers.

Goal: Provide down payment assistance to first time home buyers whose income does not exceed 80% AMI.

Use 4% of the \$8 million ARPA Affordable Housing Earmark allocation to expand the City's funding allocated towards down payment assistance for Gainesville neighbors in order to help reduce the cost of entry barrier for a new home purchase. Assistance will be capped at \$15,000 per household. Will leverage ConnectFree, SHIP and H.O.M.E. funding.

Timeline: Application process begins in September 2022.

Implementation Partners: Department of Housing and Community Development

ASSIST
21
Households

WORK PLAN RECOMMENDATIONS

RECOMMENDATION 5: \$160,000 for land acquisition.

Goal: Purchase a tract of land or infill lots to produce at least eight affordable housing units.

Use 2% of the \$8 million ARPA Affordable Housing Earmark allocation to purchase land suitable for affordable housing and leverage other funding to support land acquisition. Land should be close to shopping, transit and an employment center. The land could be developed by the City or the option can be offered to a nonprofit developer. Will leverage GCRA and ConnectFree funding.

Timeline: To be determined

Implementation Partners: Department of Housing and Community Development and the Department of Sustainable Development.

CREATE
8
Residential Units

RECOMMENDATION 6: Develop robust redevelopment strategy for all City-owned land.

Goal: Create affordable housing units and return the parcel's to the City's tax roll.

Florida Statutes (FLA. STAT. 125.379, FLA. STAT 166.0451) requires City and County governments to prepare a listing of government-owned, surplus properties that are suitable for affordable housing, describing the property and specifying whether the land is vacant or improved. There are approximately 50 parcels of City-owned land that could support the development of over 2,500 units based on current zoning. The Department of Housing and Community Development will work with the Department of Sustainable Development to confirm the parcel's eligibility for this type of development. See Appendix.

Timeline: City Commission recommendation for use of parcels presented in November 2022.

Implementation Partners: Department of Housing and Community Development and the Department of Sustainable Development.

CREATE
2,500
Residential Units

WORK PLAN RECOMMENDATIONS

RECOMMENDATION 7: Engage community partners to bolster creation of new affordable housing units.

Goal: Establish and enhance one new project with community implementation partners within the next 18 months.

Continue the community partner engagement process to create synergy and a meaningful development strategy that produces units or makes affordable housing sustainable for Gainesville neighbors.

Timeline: January 2024

Implementation Partners: Department of Housing and Community Development, Department of Strategy, Planning and Innovation, University of Florida, Santa Fe College, UF Health, School Board of Alachua County, local Veteran Affairs Administration, North Florida Hospital and Alachua County.

RECOMMENDATION 8: Provide financial and technical assistance to Gainesville neighbors for the construction of Accessory Dwelling Units (ADUs).

Goal: Increase the understanding and creation of ADUs in the city to increase the stock of affordable housing units.

Many cities that successfully adopted and championed ADU policies also provide funding support to help encourage the creation of ADUs and their use for low income families. This recommendation allows for the additional research to be conducted on the feasibility of this type of program.

Timeline: Present a pilot program to the City Commission by June 2023.

Implementation Partners: Department of Housing and Community Development, Department of Sustainable Development.

RECOMMENDATION 9: Increase capacity of nonprofit housing entities.

Goal: Increase the capacity of nonprofits in an effort to increase the number of housing units produced and increase the impact of housing support services.

Coordinate with private and public nonprofit housing entities to provide the requisite resources for nonprofits help direct resources in a more strategic manner and leverage existing funding in effort to advance housing projects. Will leverage ConnectFree, CDBG, H.O.M.E. and GCRA funding.

Timeline: January 2024

Implementation Partners: Department of Housing and Community Development, Department of Sustainable Development, local housing developers and nonprofits.



CITY OF GAINESVILLE, FL



Work Plan Appendix

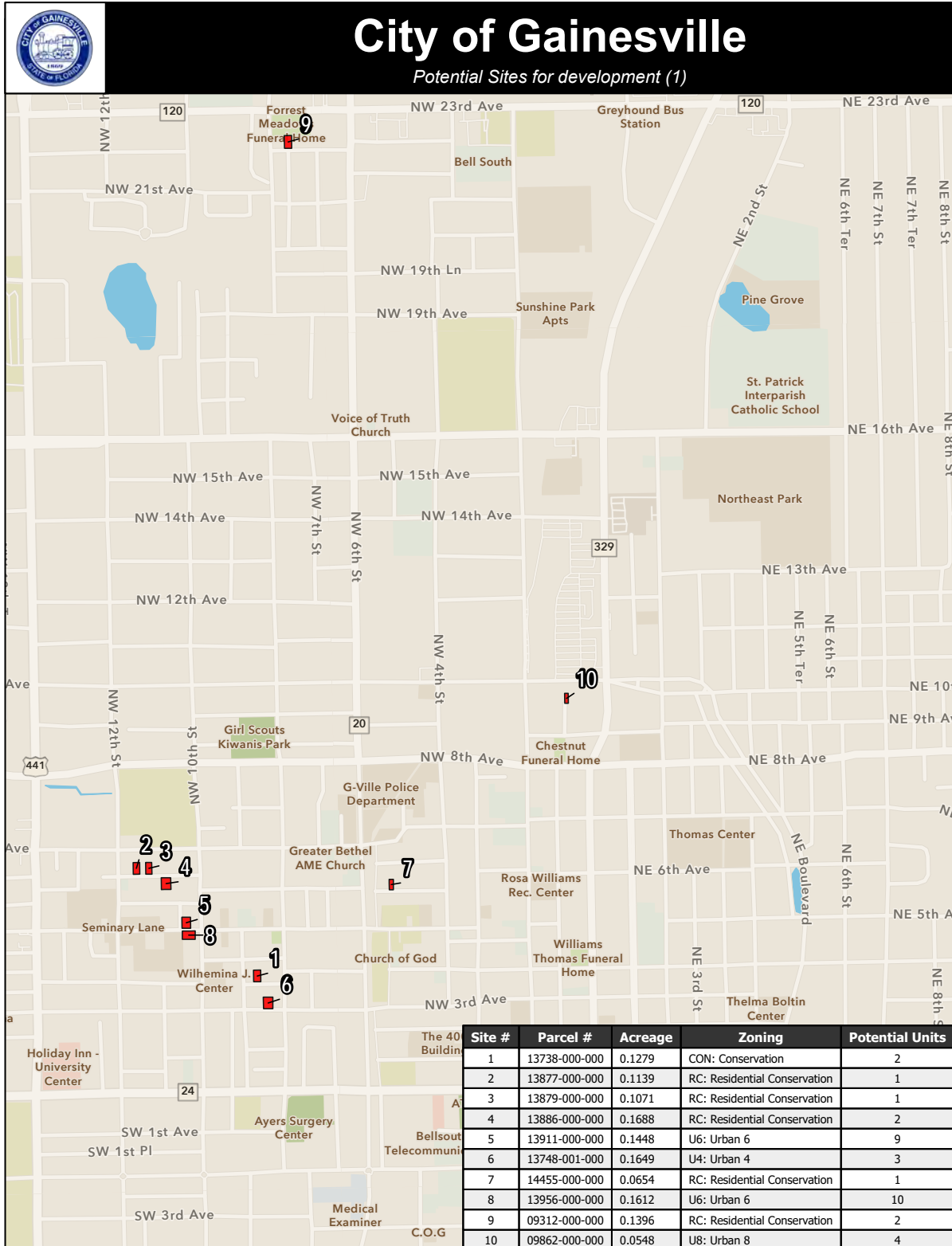
JULY 2022

OFFICE OF THE CITY MANAGER

APPENDIX:

CITY-OWNED PROPERTIES AVAILABLE FOR DEVELOPMENT

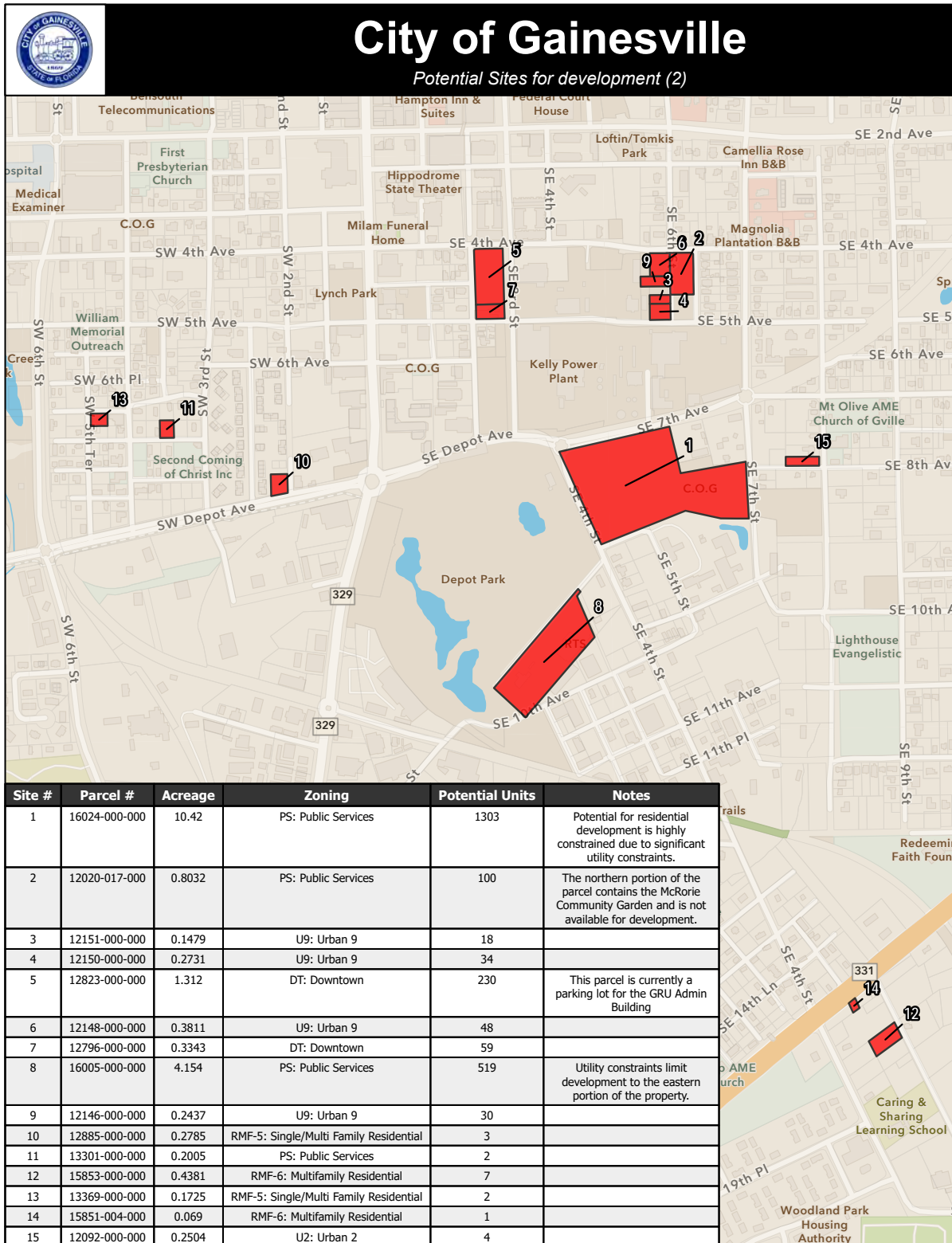
RECOMMENDATION 6 ADDITIONAL INFORMATION: SEMINARY LANE AREA



APPENDIX:

CITY-OWNED PROPERTIES AVAILABLE FOR DEVELOPMENT

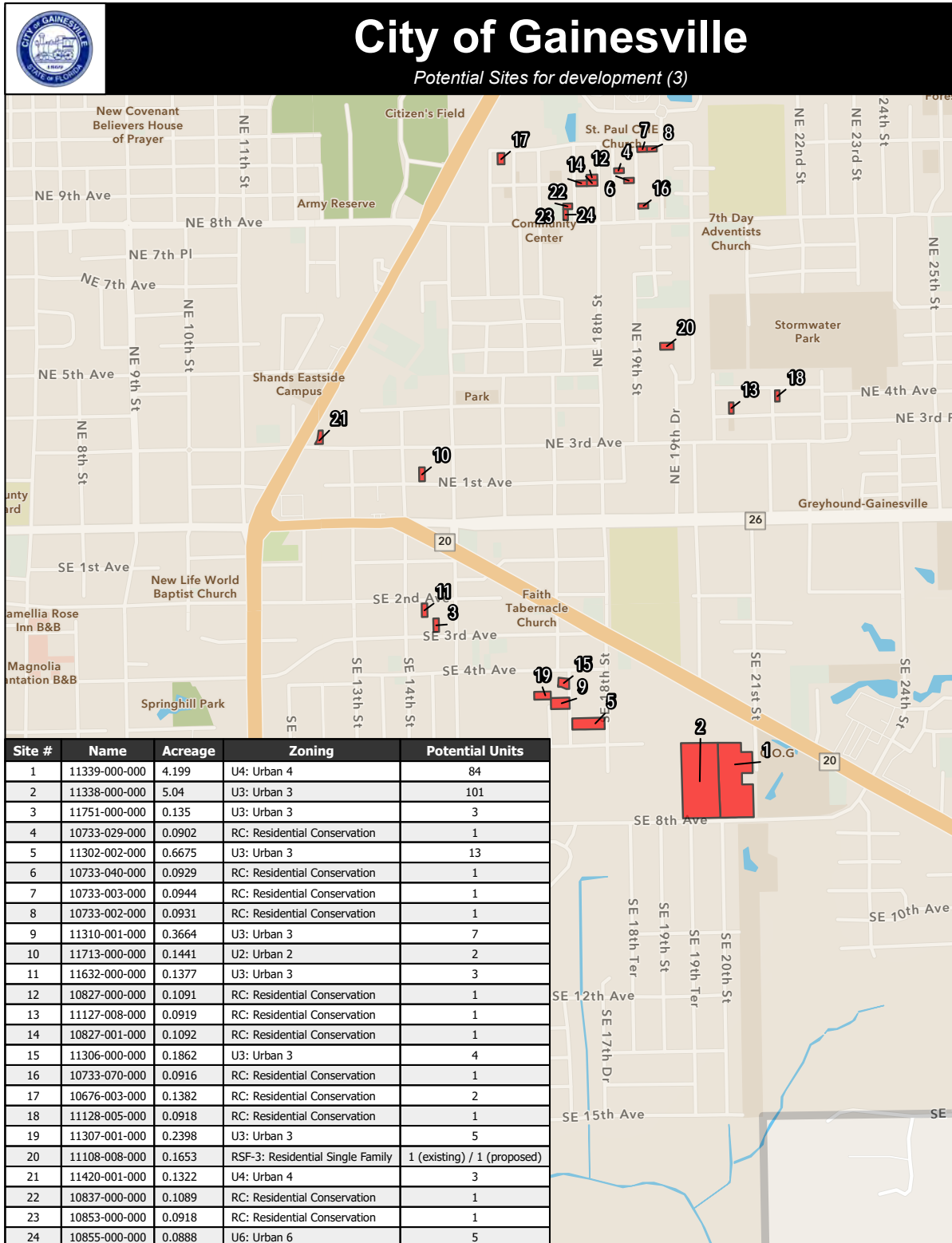
RECOMMENDATION 6 ADDITIONAL INFORMATION: AREA AROUND DEPOT PARK



APPENDIX:

CITY-OWNED PROPERTIES AVAILABLE FOR DEVELOPMENT

RECOMMENDATION 6 ADDITIONAL INFORMATION: AREA EAST OF WALDO ROAD



Interim City Manager FY22 Accomplishments Report – Attachment D
One City One Community Relations Plan

One City Community Relations Plan

City of
Gainesville



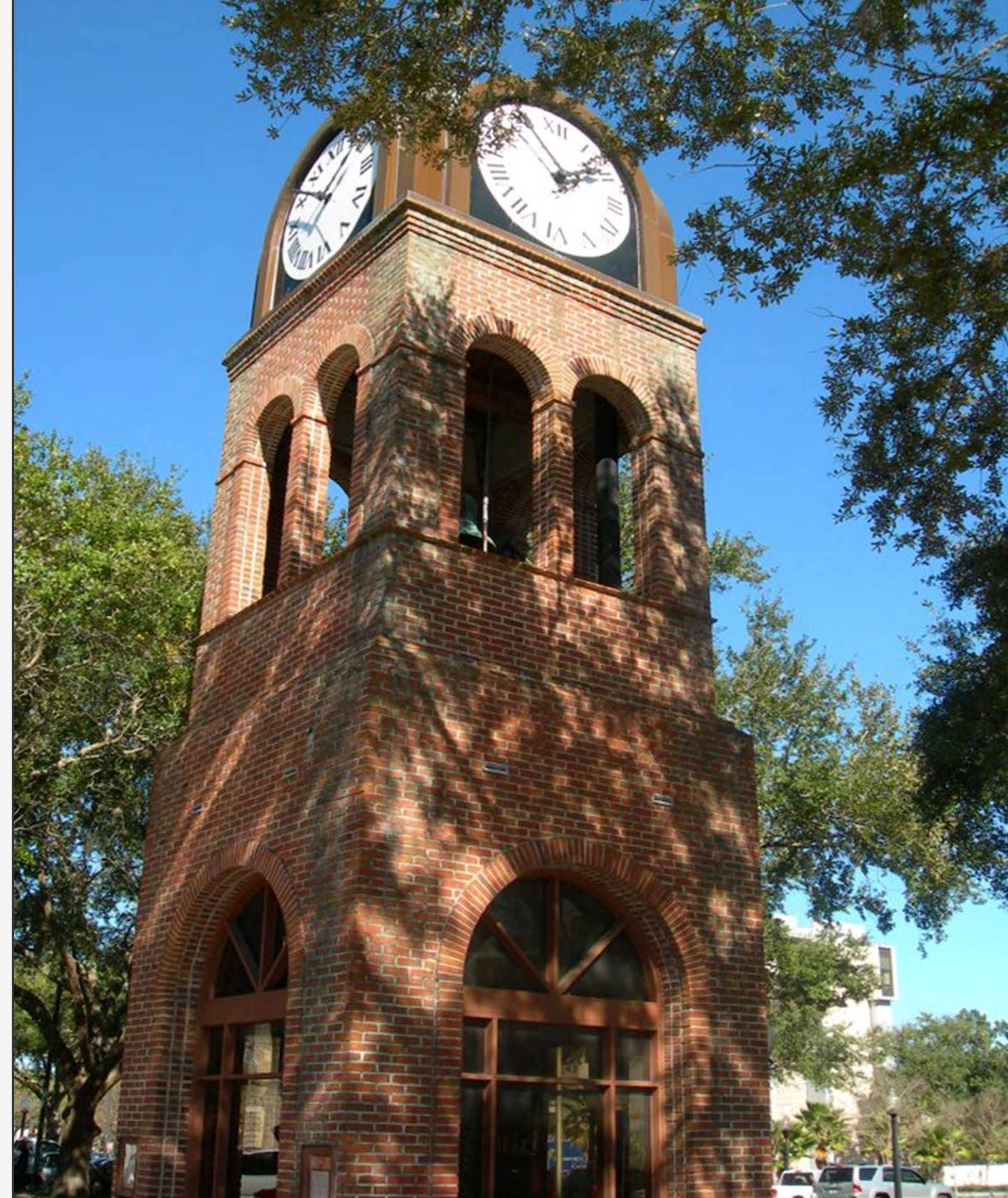
Prepared by:

Cynthia W. Curry, Interim City Manager

Yvette Carter, Director of Government Affairs and Community Relations

The Office of Government Affairs and Community Relations (GACR) maintains positive working relationships with community and neighborhood-based organizations, our neighbors, elected and appointed officials – at all levels, and other public agencies.

We are the City's ambassadors in the community and work tirelessly to ensure Gainesville becomes an equitable and sustainable community that is a great place to live and experience.



Our Goals

GACR is the link between our City government and Gainesville neighbors. GACR also serves as a consultant to each City department for their governmental affairs and community relations needs, with a particular focus on community engagement and outreach.



To be a reliable, dedicated resource to our community



To lead action that addresses and alleviates issues in our community

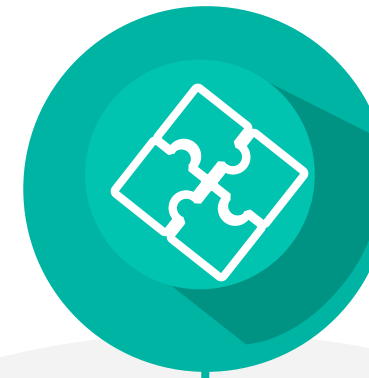


To empower our neighbors to be actively involved in civic matters



Community Partnerships

Working alongside community groups, civic organizations, faith-based community, neighborhoods, social justice teams, volunteer groups, and other non-profit organizations to address prevailing issues in the community



Community Outreach

Programming, both educational and empowering, that City staff develops and hosts in the community



Community Investments

Investing in the community by sponsoring events and programs that promote Gainesville as a great place to live and experience



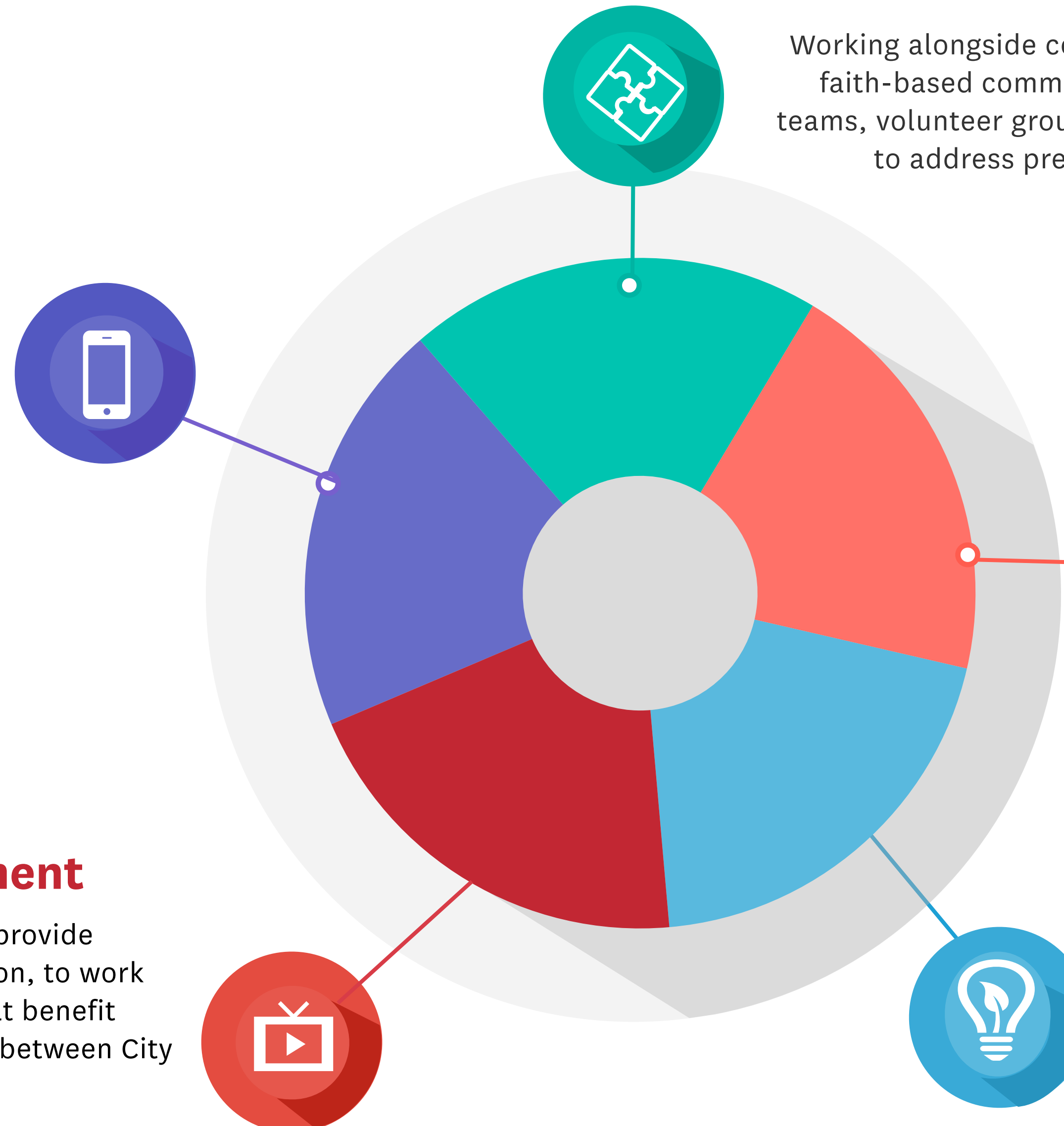
Community Engagement

Interacting with the community to provide information, request/receive information, to work together in development of plans that benefit community; foster positive relationships between City and neighbors



Neighbor/Community Advocacy

Work with departments to resolve neighbor and community issues/concerns



Community Outreach

- Community F.I.R.S.T.
(Facilitative – Innovative – Restorative – Supportive – Timely)
- City Services Fair*
- Youth Mentor Fair*
- City Hall 101*
- Community engagement event to showcase city services and gather community input for strategic plan priorities
- Employee Volunteer Network (EVN)
- GRU in the Neighborhood
- Engi-Near You (partnerships with Society of Women Engineers “SWE” and Jacobs)
- Camp EmPOWER
- Brighter Tomorrow Scholarship Program
- Williams Elementary – school partner for 25 years
- Talk show (re: City services and programs)*

* In development



Community Partnership



Attend/participate in neighborhood meetings



Serve on boards, as thought-leaders, and co-equal partners in working towards Gainesville's quest to be a thriving, equitable, resilient community

Community Investments

Seeks opportunities to sponsor community events, programs, and activities



Neighbor/Community Advocacy



Manage and follow up on neighbor issues/concerns that are reported via myGNV, as needed



Triage and address complaints/issues that reach the office of the City Manager and/or General Manager



Serve as the voice of the community among City leaders and staff

Thank you!

