

# LINCOLNVILLE

## REDEVELOPMENT PLAN AMENDMENT



EST. 1565

ST AUGUSTINE

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## INTRODUCTION

The City of St. Augustine retained Strategic Planning Group, Inc. to amend the Lincolnville Redevelopment Plan (2013) with the cooperation and contributions of city staff, the Lincolnville Community Redevelopment Area (LCRA) Steering Committee, the St. Augustine Community Redevelopment Agency, and the general public. The scope included “review of previous planning efforts, documents, and materials related to the LCRA as a basis for the plan amendment, such as the Finding of Necessity, the 2013 Lincolnville Redevelopment Plan and appendices, previous audits and financial reports, previous and current budgets, LCRA regular meeting minutes, and LCRA publications”. The scope also noted that while feedback received over the course of public meetings held since the establishment of the LCRA should be taken into account, significant public outreach and input activities should be conducted by the consultant to guide the development of the plan amendment.

As stated within the Request for Proposal, “while the LCRA has successfully launched its redevelopment program, there are times when the Lincolnville Redevelopment Plan does not always address community needs or critical conditions of blight. The purpose of the plan amendment is to reassess and modify programs and projects currently listed in the Lincolnville Redevelopment Plan, as well as add new projects and programs formed by public input and consistent with the blight conditions in the Finding of Necessity. Other aspects of the Lincolnville Redevelopment Plan that may require updating through this process include the physical site condition description, area inventory and analysis of blighted structures, demographic and economic characteristics, maps and graphics, the project implementation schedule and cost estimates, and tax increment revenue projections.”

## FINDING OF NECESSITY

In 2012, the City of St. Augustine hired a consultant to conduct a Finding of Necessity study for Lincolnville due to economic distress and conditions of physical deterioration in the area. This study determined that Lincolnville contained the following criteria of blight under Florida Statute 163: inadequate lot sizes, configurations and layouts; inadequate street layout, roadways, or public transportation facilities; aggregate assessed values failing to show any appreciable increase; unsanitary or unsafe conditions that endanger life and property; deterioration of site or other improvements; and incidence of code violations higher than in the remainder of the city. As a result of these findings, the City Commission established the Lincolnville Community Redevelopment Area (LCRA) in early 2013.

### LINCOLNVILLE FINDING OF NECESSITY

1. Faulty lot layout in relation to size, adequacy or usefulness
  - Substandard lot/parcel size
  - inadequate properties in relationship to current development codes and market requirements
2. Inadequate street layout, roadways, or public transportation
  - Lack of sidewalks
  - Roadways that fail to meet standards
  - Old platted roads that have been bisected
3. Aggregate assessed values that have failed to show any appreciable increase
  - Vacant buildings
  - Undeveloped and underdeveloped properties
  - Loss of market value

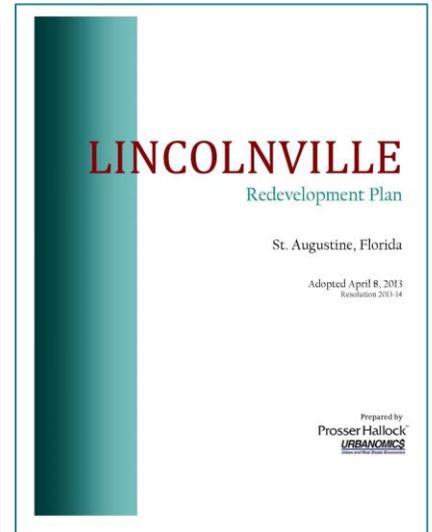
### LINCOLNVILLE FINDS OF NECESSITY

4. Unsanitary or unsafe conditions that endanger life and property
  - Unkempt vacant lots are scattered throughout the Study Area
  - Dumping and trash in combination with overgrown tall grasses
  - Vacant land comprises 10% of the Study Area
5. Deterioration of site or other improvements
  - Deteriorated structures and site conditions
  - 12% of parcels containing structures were deteriorated or dilapidated
6. Incidents of code violations higher than in the remainder of the City
  - Code violations higher than the remainder of the City

## 2013 LINCOLNVILLE REDEVELOPMENT PLAN OVERVIEW

Based on the Finding of Necessity, the St. Augustine Community Redevelopment Agency commissioned a Redevelopment Plan for the LCRA which was approved by the City Commission in 2013. The plan outlined projects and programs that would be undertaken by the CRA to eliminate the blighted conditions over a defined period of time of 20 years.

Based on the Redevelopment Plan the LCRA is empowered to do many things to remove blighted conditions and redevelop the Community Redevelopment Area.



### What Can a CRA Do?

- Acquire and hold property
- Demolish buildings
- Dispose of property at **FAIR VALUE**
- To develop property (**including affordable housing**)
- Install, construct:
  - Streets
  - Parks
  - Utilities
  - Playgrounds
  - Other public improvements
- Carry out a voluntary or compulsory repair and rehab of buildings (**Code Enforcement**)

### Typical CRA Projects

- **Streetscaping**
- **Private Property Improvement Grant Programs**
- **Acquisition of Key Parcels of Land to:**
  - Eliminate obstacles to development
  - Prevent detrimental uses
  - Assemble land for desired use(s)
- **Planning Activities**
  - Changes to City's Zoning or Land Use regulation to promote redevelopment objectives (**i.e. zoning/design overlay**)
  - Roadway/traffic/pedestrian improvements

## LINCOLNVILLE HISTORIC CONTEXT

Lincolnville is a historically significant neighborhood located southwest of downtown St. Augustine. During the latter part of the First Spanish Period (1700-1763), Lincolnville was the site of the Indian villages of Palica and Pocotalaca, as well as several Spanish land grant holdings. The British later incorporated the Peninsula where the neighborhood is now located into the City's defense system by building three fortifications along the San Sebastian River and improving the local transportation system by developing ferry service over to the west side of the San Sebastian River, which was accessed by Bridge Street and Kings Ferry Way. The area was first settled by former black slaves after the Civil War and called "Africa", but later renamed Lincolnville after streets were laid out in 1878.

The northern section of Lincolnville contains the oldest structures in the neighborhood, with more than half of the buildings dating from the nineteenth century. After a brief downturn in the early 1900s, building intensified in the 1920s, and all development was virtually complete by 1930. Traditionally, Lincolnville served as the principal African American community in St. Augustine and exhibited a modest, working-class neighborhood. Through the early 20th century, Lincolnville developed as a segregated community with a mix of residential, commercial, and institutional buildings which still make up the fabric of the neighborhood and contribute to its historic character.

### HISTORY

- The **northern section** of Lincolnville contains the oldest structures in the neighborhood, with **more than half of the buildings dating from the nineteenth century**.
- After a brief downturn in the early 1900s, building intensified **in the 1920s**, and all development was virtually complete by **1930**.
- The area was know for its **Victorian, Queen Anne and Shotgun** residence and **Mission and Mediterranean** formed Institutions.

In the early 1960s, Lincolnville became the base for Civil Rights activists and eventually led to nationwide attention with a visit from Martin Luther King Jr. and the passage of the Civil Rights Act in 1964. Today, many of the sites in Lincolnville associated with the Civil Rights movement are signified with markers erected by the Civil Rights Committee of St. Augustine and 40th ACCORD Freedom Trail (respectively).

### MODERN HISTORY

- In **1964** St. Augustine became a focal point for the **Civil Rights Movement**. Neighborhood churches and businesses were the sites of meetings and the bases from which peaceful protest marches began.
- In the spring of 1964, national attention was focused on St. Augustine as the protest of black and white civil rights activists continued, including the Southern Christian Leadership Conference and Dr. Martin Luther King, Jr. and
- Ultimately resulting in the passage of the **Civil Rights Act in 1964**.

In 1991, Lincolnville's rich history was recognized when the neighborhood was listed as a Historic District on the National Register of Historic Places with identified contributing buildings which retain integrity and are significant to Lincolnville in terms of architectural and historical qualities related to ethnic heritage, community planning, and development.

### Lincolnville National Register Historic District

The Lincolnville National Register Historic District grew out of a comprehensive survey of the historic resources of St. Augustine that was completed in 1979. This survey required two years of effort and identified over 2,000 buildings, structures, and objects of varying significance within the survey area.<sup>1</sup>

The National Register Nomination Form also states “the majority of the buildings in Lincolnville are wood frame vernacular residences; however some buildings reflect the stylistic influences characteristic of late nineteenth and early twentieth century architecture. Although primarily a residential neighborhood, the district also contains a small number of non-residential buildings, including churches, commercial structures, and other edifices that contribute to the historic character of the neighborhood.”

The Nomination Form also noted that at the time, “The main threat to the architectural integrity of the district comes on the one hand from poverty engendered deterioration, and on the other, from the remodeling of old buildings with non-original materials. There are many examples where porches have been enclosed and original wood sash windows have been replaced by modern metal frame windows that are dissimilar in appearance to the historic ones. Lincolnville also suffers from an antiquated and insufficient infrastructure which, because of the low elevation of the area between two bodies of

#### MODERN HISTORY, cont.

- Today, many of the sites in Lincolnville associated with the Civil Rights movement are signified with markers erected by the Civil Rights Committee of St. Augustine and 40th ACCORD Freedom Trail (respectively).
- In 1991, Lincolnville's rich history was recognized when the neighborhood was listed as a Historic District on the National Register of Historic Places with identified 548 contributing buildings which retain integrity and are significant to Lincolnville in terms of architectural and historical qualities related to ethnic heritage, community planning, and development.

#### LINCOLNVILLE HISTORIC DISTRICT

- “The vernacular architecture of Lincolnville has common features ... one and two story wooden houses with open front porches ... these buildings typically have either a hip or gable main roof covered with metal sheeting.
- “the main threat to the architectural integrity of the district comes on one hand from poverty engendered deterioration or on the other hand from remodeling of old building with non original materials”
- “Because of the age of the buildings and the low income level ...approximately one half of the buildings ...ae in fair or deteriorating conditions. If past trends continue, Lincolnville is in danger of decay and eventual demolition.”

<sup>1</sup> <https://npgallery.nps.gov/NRHP/AssetDetail?assetID=a233b43c-8f6a-4b9a-9f23-d5d98de10e5b>

water, is subject to flooding during heavy rainstorms”. It should be noted that since 1991 the District has seen significant renovations and new construction.

The Nomination Form noted that “buildings in Lincolnvillle that reflect the ethnic heritage of the Historic District include the churches in the area and some of the structures that housed social institutions that contributed to the welfare the black residents of the area. Historic churches in the district include St. Benedict the Moor Catholic Church, constructed in 1910-1911 and St. Cyprian's Episcopal Church, constructed in 1899--both of which are found on Martin Luther King Avenue--and Trinity Methodist on Bridge Street, constructed in 1913”.

The Historic District’s educational structures of importance are “St. Benedict's Catholic school on Sanford Street, constructed in 1898 and the wood frame residence at 112 Moore Street that was erected ca. 1910 to serve as a classroom for the now demolished Presbyterian Industrial School”.<sup>2</sup> “Benevolent societies included the Odd Fellows Hall at 92 Washington Street, a three-story brick building, now stuccoed, erected in 1909 and the Benevolent Hall at 86 St. Francis Street, constructed ca. 1899-1904. These and similar buildings were the meeting places for many black civic groups and usually housed such other facilities as movie theaters, restaurants, and other businesses. The Benevolent Hall, now divided into apartments, had once served as the main community center.”

In recent years, Lincolnvillle has experienced a revitalization associated with intensive new development and community activism with groups forming around neighborhood issues, projects, and events. A common theme for many of these groups and echoed at LCRA meetings is the importance of Lincolnvillle's history and heritage and the priority to maintain the neighborhood's character through any development process. As stated in the Request for Proposal for the Plan Amendment, “an overarching goal for the plan amendment is to reflect on Lincolnvillle's rich history and to protect and enhance those characteristics that make the community unique”.

The following map shows the location of historic properties as listed in the National Register of Historic District Nomination Report.

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<sup>2</sup> <https://npgallery.nps.gov/NRHP/AssetDetail?assetID=a233b43c-8f6a-4b9a-9f23-d5d98de10e5b>



## EXISTING LAND USES

The following table and graphic shows the latest (2017) land use data from the County Appraiser’s office.

Governmental uses make up the largest use of Lincolnville property (176.95 acres), followed by Single Family (86.06 acres), Industrial (37.38 acres), Vacant (32.95 acres), Multi Family (23.64 acres), Water and Wetlands (9.37 acres) and Institutional (37.38 acres).

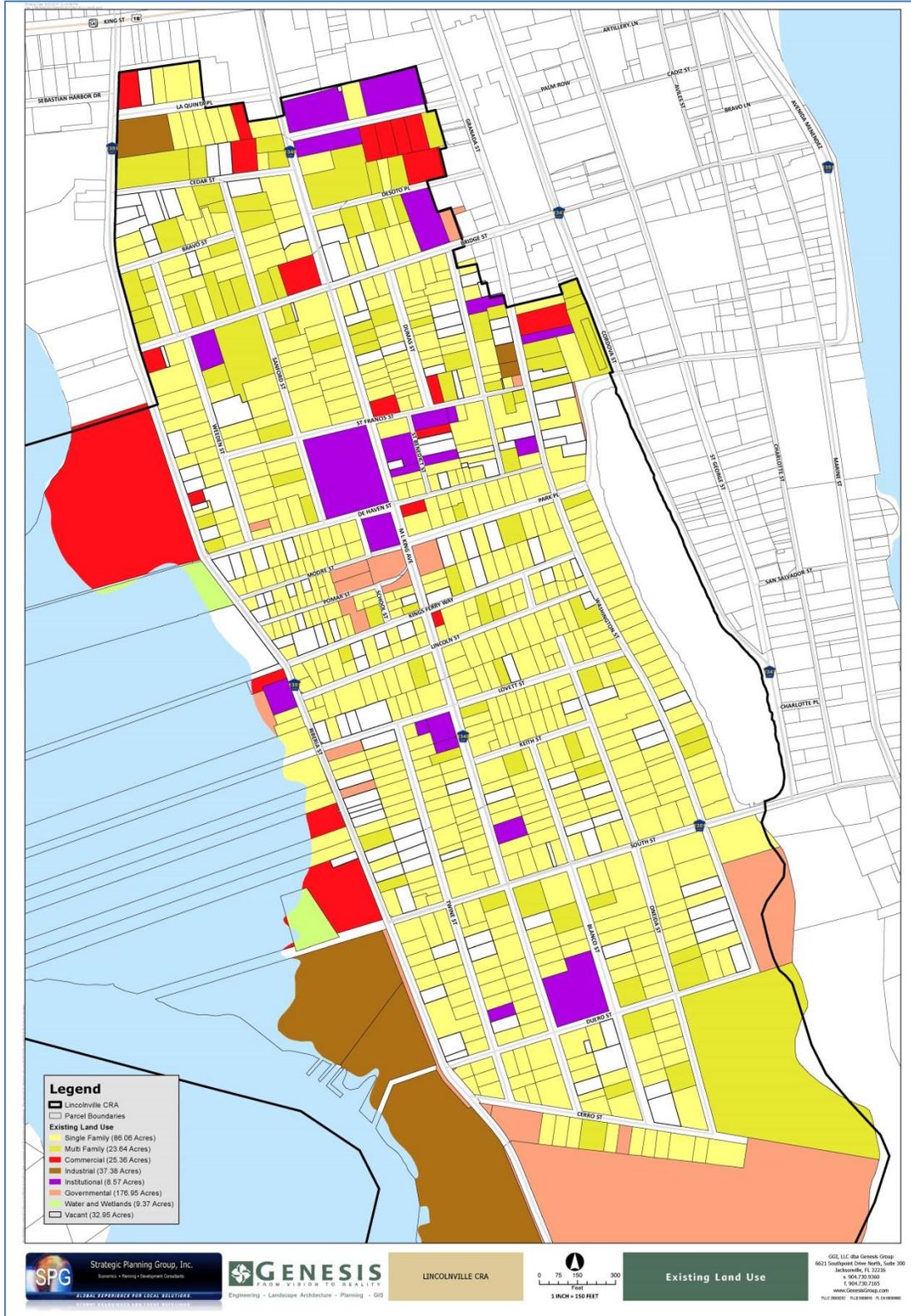
The graphic on the following page shows the current land use by parcel.

Table 2. Lincolnville Demographics, 2015

Existing Land Use	Number of Parcels	Total Acreage
Commercial	22	25.36
Governmental	23	176.95
Industrial	6	37.38
Institutional	22	8.57
Multi Family	92	23.64
Single Family	554	86.06
Vacant	138	32.95
Water and Wetlands	3	9.37

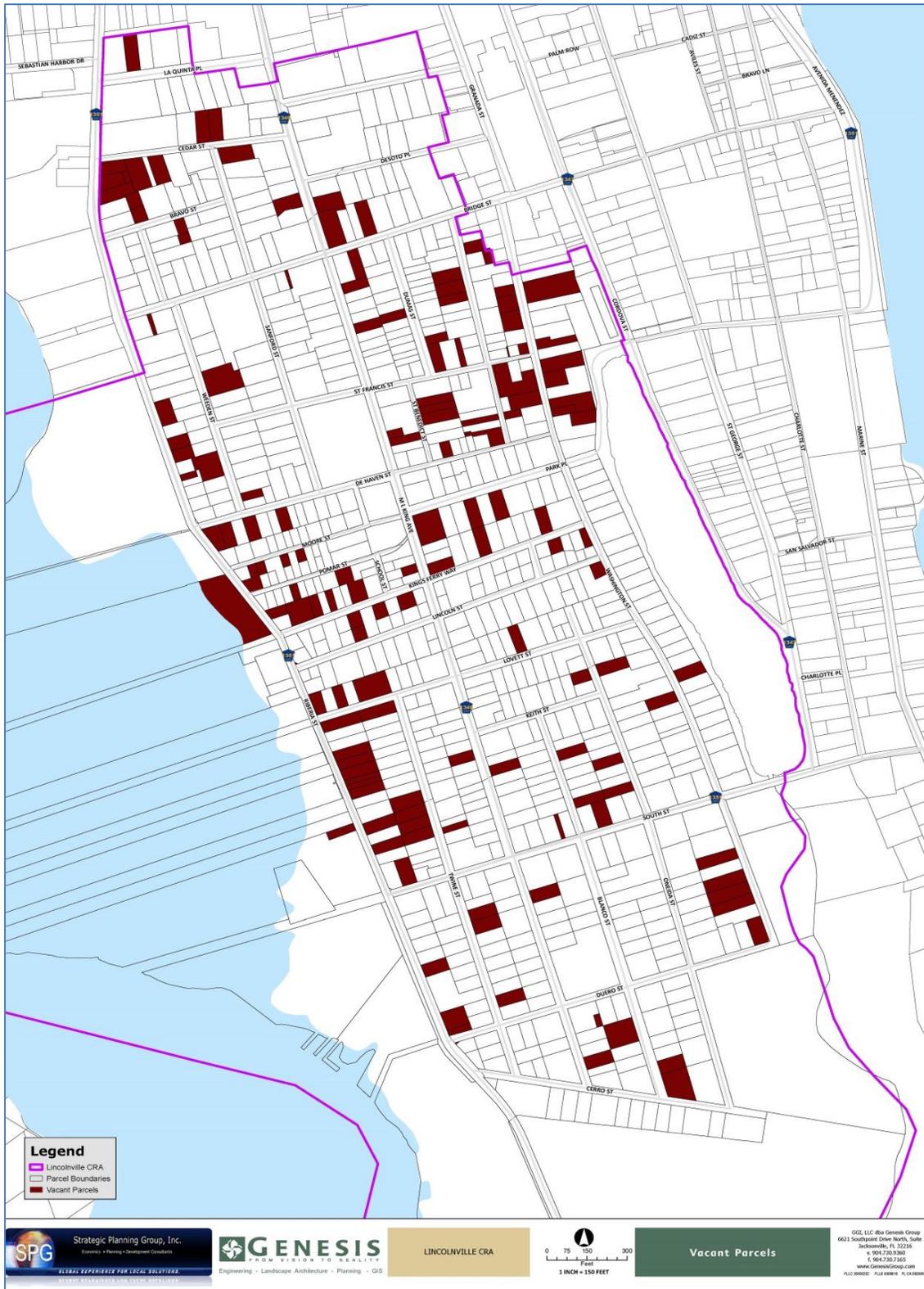
# LINCOLNVILLE REDEVELOPMENT PLAN AMENDMENT

## Lincolnvillle Existing Land Use Map



## Vacant Land

The following graphic shows vacant lands according to the County Appraiser's Office.



## LINCOLNVILLE CHANGES 2010 – 2017

The LCRA has undergone significant changes since the adoption of the 2013 Redevelopment Plan. The original plan utilized 2010 Census data and during the 2011-2012 time period the City as well as the State of Florida was still experiencing a major real estate recession.

### Demographics

Based on the latest demographic data from the 2011-2015 American Community Survey (US Census), the LCRA had a population of 1,543<sup>3</sup> as of 2015; a loss of 99 residents since 2010. The racial composition of Lincolnville as of 2015 was 76 percent White and 24 percent African American. The African American population in 2010 accounted for 30.4 percent of the population of Lincolnville.

Table 2. Lincolnville Demographics, 2015

	Block Group 2, Census Tract 204.		Block Group.
	Estimate	Margin of Error	% Estimate
Total:	1,543	+/-274	
White alone	1,165	+/-259	75.50%
Black or African American alone	365	+/-139	23.66%
American Indian and Alaska Native alone	0	+/-13	0.00%
Asian alone	0	+/-13	0.00%
Native Hawaiian and Other Pacific Islander alone	0	+/-13	0.00%
Some other race alone	13	+/-22	0.84%
Two or more races:	0	+/-13	0.00%

Source: American Community Survey (2011-15)

### Housing/Economy

The ACS estimated that Lincolnville had 776 housing units in 2015 of which 67 percent were built before 1940.

Table 3. Lincolnville Housing Age, 2015

	Block Group 2, Census Tract 204.			St. Augustine city, Florida	
	Estimate		Margin of Error	Estimate	Margin of Error
Total:	776		+/-119	6,668	+/-392
Built 2014 or later	9	1.16%	+/-15	9	+/-15
Built 2010 to 2013	0	0.00%	+/-13	60	+/-32
Built 2000 to 2009	29	3.74%	+/-30	1,262	+/-206
Built 1990 to 1999	6	0.77%	+/-15	643	+/-181
Built 1980 to 1989	75	9.66%	+/-37	634	+/-138
Built 1970 to 1979	17	2.19%	+/-19	337	+/-101
Built 1960 to 1969	2	0.26%	+/-7	438	+/-142
Built 1950 to 1959	66	8.51%	+/-46	873	+/-165
Built 1940 to 1949	55	7.09%	+/-44	321	+/-92
Built 1939 or earlier	517	66.62%	+/-120	2,091	+/-245

Source: American Community Survey (2011-15)

<sup>3</sup> The ACS 2011-15 population estimates had a margin of error of +/- 274

## LINCOLNVILLE REDEVELOPMENT PLAN AMENDMENT

Lincolnville had 689 occupied housing units (89%) or 2.24 persons per household, with 87 units vacant in 2015. The 2010 Census reported 738 occupied units and 2.22 persons per household.

Table 4. Lincolnville Housing, 2015

	Block Group 2, Census		St. Augustine city, Florida	
	Estimate	Margin of Error	Estimate	Margin of Error
Total:	776	+/-119	6,668	+/-392
Occupied	689	+/-115	5,477	+/-329
Vacant	87	+/-63	1,191	+/-250

Source: American Community Survey (2011-15)

As of 2015, the ACS estimated that 54 vacant housing units (62%) were held for seasonal use while 24 (28%) were defined as other which usually refers to a foreclosure.

Table 5. Lincolnville Vacant Housing Status, 2015

	Block Group 2, Census Tract		St. Augustine city, Florida	
	Estimate	Margin of Error	Estimate	Margin of Error
Total:	87	+/-63	1,191	+/-250
For rent	0	+/-13	128	+/-71
Rented, not occupied	0	+/-13	92	+/-67
For sale only	9	+/-13	93	+/-68
Sold, not occupied	0	+/-13	0	+/-21
For seasonal, recreational, or occasional	54	+/-56	488	+/-198
For migrant workers	0	+/-13	0	+/-21
Other vacant	24	+/-38	390	+/-136

Source: American Community Survey (2011-15)

Table 6. Age of Householder, 2015

	Block Group 2, Census Tract		
	Estimate	Margin of Error	Percent
Total:	689	+/-115	
Owner occupied:	313	+/-79	45.43%
Householder 15 to 24 years	0	+/-13	0.00%
Householder 25 to 34 years	0	+/-13	0.00%
Householder 35 to 44 years	48	+/-37	15.34%
Householder 45 to 54 years	94	+/-62	30.03%
Householder 55 to 59 years	26	+/-35	8.31%
Householder 60 to 64 years	24	+/-26	7.67%
Householder 65 to 74 years	72	+/-39	23.00%
Householder 75 to 84 years	35	+/-28	11.18%
Householder 85 years and over	14	+/-15	4.47%
Renter occupied:	376	+/-105	54.57%
Householder 15 to 24 years	72	+/-32	19.15%
Householder 25 to 34 years	41	+/-35	10.90%
Householder 35 to 44 years	25	+/-26	6.65%
Householder 45 to 54 years	135	+/-78	35.90%
Householder 55 to 59 years	12	+/-14	3.19%
Householder 60 to 64 years	8	+/-13	2.13%
Householder 65 to 74 years	22	+/-27	5.85%
Householder 75 to 84 years	52	+/-50	13.83%
Householder 85 years and over	9	+/-16	2.39%

Source: American Community Survey (2011-15)

Lincolnville had 313 owner occupied housing in 2015 (45%) and 376 rental units (55%). Approximately 39 percent of the occupied householders are aged 65 or older, while 21 percent of renters are aged 65 or older.



## Median Household Income

Lincolnvillle had a modest median income in 2015 of \$29,718 compared to the City's median of \$42,958.

Table 7. Median Household Income, 2015

	Block Group 2, Census Tract		St. Augustine city.	
	Estimate	Margin of Error	Estimate	Margin of Error
Median household income in the past 12 months (in 2015 Inflation-adjusted dollars) --				
Total:	\$29,718	+/-5,453	\$42,958	+/-4,380
Householder under 25 years	\$9,643	+/-5,722	\$12,093	+/-9,948
Householder 25 to 44 years	\$30,395	+/-8,605	\$41,208	+/-14,284
Householder 45 to 64 years	\$31,332	+/-10,581	\$56,364	+/-11,420
Householder 65 years and over	\$20,104	+/-4,781	\$41,341	+/-6,561

Source: American Community Survey (2011-15)

Approximately 24 percent of households within Lincolnvillle had incomes below the poverty line in 2015. Of those household having incomes below the poverty line 74 percent were nonfamily households.

Table 8. Poverty Level, 2015

	Block Group 2, Census Tract 204.			St. Augustine city.	
	Estimate	%	Margin of Error	Estimate	Margin of Error
Total:	689		+/-115	5,477	+/-329
Income in the past 12 months below poverty level:	165	23.9%	+/-75	992	+/-174
Family households:	43	26.1%	+/-35	370	+/-121
Married-couple family:	32		+/-31	154	+/-79
Other family:	11		+/-18	216	+/-100
Nonfamily households:	122	73.9%	+/-61	622	+/-135

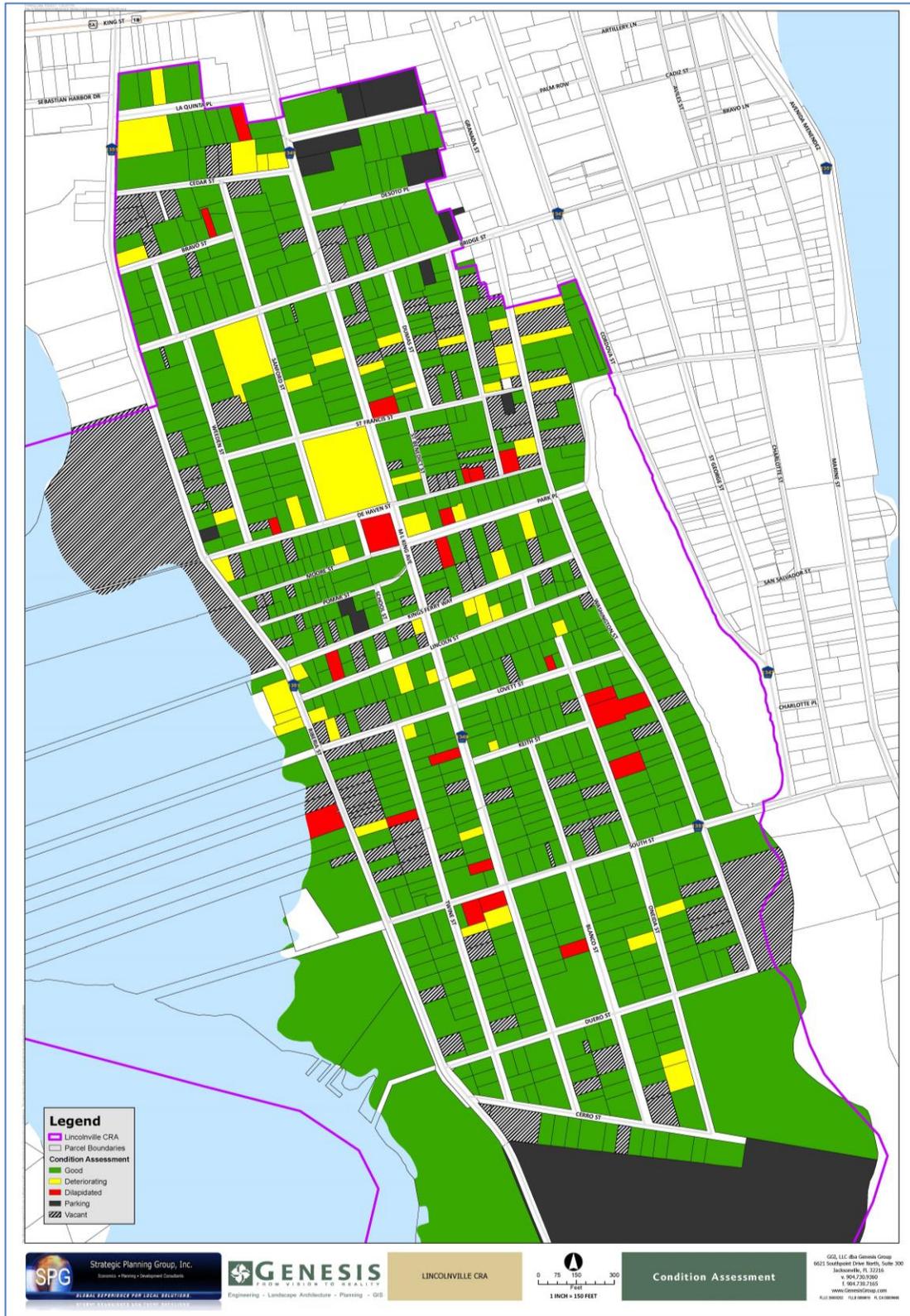
Source: American Community Survey (2011-15)

## Building Condition

The following graphic shows the relative building condition within Lincolnvillle based on an April 2017 windshield/walking survey. Yellow and Red depict deteriorating and dilapidated buildings.

There are 74 parcels that are either deteriorating or dilapidated.

Building Conditions in Lincolnville



## Summary of Socio-Economic Changes

Since the 2013 Redevelopment Plan, Lincolnville’s population has declined by 99 residents. There are 134 fewer African-American residents and there are 72 fewer houses. Owner occupied housing has increased by three percent and renter occupied housing has declined by three percent.

Table 9. Summary of Socio Economic Conditions (2010-2015)

Socio Economic Indicators	Change (2010-2015)
Population	-99
African-American	-134
Housing	-72
Owner	3%
Renter	-3%

Source: American Community Survey (2011-15)

## PUBLIC INVOLVEMENT/FEEDBACK

The Lincolnville CRA in its Request for Proposal stated “It is important for the hired consultant to understand that the public input process is critical to the plan amendment process because Lincolnville is primarily a residential neighborhood with an active citizen base.” To accomplish this goal, Strategic Planning Group, Inc. conducted an extensive public participation program.

The main study program included two major workshops, three focus group meetings and a survey. A total of 60 individual stakeholders participated in one or more of the workshops and focus groups.

A survey was also given out during the focus groups and a total of 22 were usable.

### Public Input

“It is important for the hired consultant to understand that the public input process is critical to the plan amendment process because Lincolnville is primarily a residential neighborhood with an active citizen base.”

- Workshop #1 – **CRA Basics/SWOT**, March 6, 2017
- Focus Group #1 (**African-American Heritage**), March 9, 2017
- Focus Group #2 (**Historic Preservation**), March 14, 2017
- Focus Group #3 (**Housing and Infrastructure**), March 21, 2017
- Survey (March)
- **A total of 60 individuals have participated since March 21st**
- Workshop #2 - **Findings and Recommendations**, March 29, 2017
- LCRA Steering Committee Meeting (Public) – June
- Planning and Zoning Board (tentative) – June
- CRA review/comments – July
- City Commission meeting (Public) - September

## Workshop 1 – Strength, Weakness, Threats and Opportunities (SWOT)

A SWOT workshop was held on March 6, 2017. As shown in the following graphic, there was great diversity of SWOT responses.

**The major strengths identified were:** the history (story) of Lincolnville, its parks, friendliness, proximity to downtown, historic housing, walkability, as well as the establishment of the Community Redevelopment Area and its designation as a National Register Historic District.

**The major weaknesses identified were:** new construction size and density does not fit the area; there is no protection for historic homes, and issues with parking and mobility.

The major **opportunities identified were:** possible design controls, increased park amenities, programs to slow gentrification including the Fix-it-Up and Rehabilitation programs.

**The major threats identified were:** demolishing historic properties, losing ethnic diversity, residential prices too high for affordability, loss of ownership housing, intensive development, not updating building codes, and continued/increasing flooding.

STRENGTHS	WEAKNESSES
Its Story -14 Parks – 13 Friendly Community -11 Proximity to Downtown – 11 Historic Housing Stock – 8 Walkability – 7 CRA – 6 National Registered District – 4	New Construction Does Not Fit – 11 No Protection for Historic Homes – 9 Commercial With No Parking – 7 High Real Estate Values – 6 Parking/Sidewalks – 5 Too Many AirBNB – 5 Flood Potential – 4 Gentrification – 4 Narrow Streets – 3 Size of Commercial Properties - 3
Design Control – 11 CRA – 10 Park Amenities – 9 Slow Down Gentrification – 8 Fix-It Up Program – 7 Rehab Vacant Properties – 7 Keep Historic Properties – 7 Preserve Tree Canopy – 7 Parking Requirements for new construction – 6 New Bridge – 6 Attainable Workforce Housing - 4	Demolishing of Historic Properties – 17 Losing Ethnic Diversity – 16 Residential Market Values – 12 Demolishing by Neglect – 9 No Owner Housing/Rental – 6 Building Heights – 6 Over Development – 4 Update Building Code – 4 Not Approving Plan – 3 Flooding - 3
OPPORTUNITIES	THREATS

## Survey

A survey was given out during the workshops and focus groups. A total of 22 useable surveys were collected. There was significant diversity in responses. The survey, which ranks the highest a 10 and lowest a 1, had numerous questions with 10s and 1s. The results acknowledged the importance of maintaining and improving building design to reflect the historic nature of Lincolnville (9 out of 10), and the need to slow gentrification (8.6 out of 10). Improving utilities, infrastructure, appearance of vacant lots, improving deteriorating buildings, road conditions and sidewalks were all highly rated.

### Survey Results (22 surveys)

- How important is to maintain and improve building design to reflect historic nature of Lincolnville? **9.0 out of 10**
- How important is it to stabilize and/or increase African American households in Lincolnville? **8.6 out of 10**
- Improve utilities and infrastructure – **7.6 out of 10**
- Improve appearance of vacant lots – **6.8 out of 10**
- Improving deteriorating building/sites – **6.8 out of 10**
- Providing affordable and diverse housing – **6.8 out of 10**
- Improving road conditions – **6.4 out of 10**
- Improving sidewalks – **6.4 out of 10**
- Increasing parking – **6.3 out of 10**

There is an expressed need to provide for affordable housing (6.8) and increase parking (6.4).

## Focus Group 1 (African-American Heritage and Retaining Long-Term Residents)

A focus group<sup>4</sup> meeting regarding African American heritage and long-term residents was held on March 9, 2017 with an attendance of 24. The participants noted that gentrification has resulted in less and less African Americans in Lincolnville and the need to “bring back diversification.” The most critical needs were to:

1. Establish a Community Land Trust to provide affordable housing,

### Focus Group 1 (African-American Community) 24 Attendees

- Lincolnville prior to 1965 was an African-American Community with employment (hospitals, lumber yards, grocery stores, entertainment (clubs), good housings, and tight community “one huge family”
- Since the end of segregation, most employment has left
- Gentrifying: “need to bring back diversity”
  - Priced out based on value
  - 2<sup>nd</sup>/3<sup>rd</sup> generation does not want to live here
  - Needs options for affordable housing
- 3 most critical concerns:
  - Land Trust
  - Program to save homes
  - Create uniformity in new construction

<sup>4</sup> The focus group comprised a range of racial and demographic individuals.

2. Develop programs to save homes and,
3. Create design standards for new construction to be consistent with the neighborhood's historic character

### Focus Group 2 (Historic Preservation)

The Historic Preservation Focus Group was held on March 19, 2017 with 17 in attendance. The focus group discussed the importance of the Lincolnville as a Designated National Register Historic District and the importance of preserving historic structures. The participants stated the importance of developing a design overlay to ensure that new buildings conform to the historic Lincolnville character.

The focus group also stressed the need for affordable housing and questioned whether Lincolnville was still an African-American community.

#### Focus Group 2 (Historic Preservation) 17 Attendees

- Lincolnville is a Designated Historic District
- "Every Structure that goes away makes us loose our history – Preserve structures"
- Need better paying jobs (used to be here)
- Need funds and provide grants to assist with preservation
- Add Ricker Park to Historic Register
- Locals can not afford to live here
- Are we still an African-American Community
- Can we do a Design Overlay
- Save Mural on Washington Street (See about Neighborhood Grant)

### Focus Group 3 (Housing/Infrastructure)

The final Focus Group about housing and infrastructure was held on March 29, 2017 and had 31 attendees. Provision for affordable housing was the major issue. With the construction of newer housing, Lincolnville has lost its historic look. Efforts need to be made to limit the mass and density of new construction and that new housing should reflect the historic nature (building designs) of Lincolnville.

There was some concern expressed about the quality of work provided through the low-income home repair programs.

#### Focus Group 3 (Housing/Infrastructure) 31 Attendees

- Major issue with housing affordability
- Need to Identify those in Need
- No Lincolnville Look
  - Main issue is Design and Scale
  - Overly was in original plan; why was it not implemented
  - Need to Design Overlay (4 or 5 Lincolnville Facades: St. Ann, Victorian, Shotgun, etc.)
    - Create Design Brochure to educate Realtors, etc.
- New construction is too massive. Need to address Zoning
- AirBNB is an issue

## LINCOLNVILLE REDEVELOPMENT PLAN AMENDMENT RECOMMENDATIONS

This amendment to the Lincolnville Redevelopment Plan addresses only new or reinforced elements of the original plan.

It is based on the results of the community involvement process and focuses on three main topics:

- Preserve African American Heritage and Retain Long-Term Residents
- Preserve Lincolnville's Historic Character
- Conduct Neighborhood Improvements

Note that the recommendations within these goals overlap, which further indicates their priorities. The Plan's recommendation and implementation can efficiently and effectively be administered by staff.

### Preserve African-American Heritage and Retain Long-Term Residents

The Lincolnville Community Redevelopment Area is a Historic District on the National Register of Historic Places. A major consideration for its nomination was its history as an African-American community. The percentage of African-Americans within Lincolnville has decreased significantly as the community is redeveloping.

One of the major findings of this amendment is the need to stabilize the African-American presence in the community. It is recommended that the LCRA use its resources to create affordable housing for low income families and continue to assist low income households to remain within the community.

One of the first steps is to identify those in need. It is recommended that the LCRA work with the local churches and neighborhood association to advertise LCRA programs that assist low-income residents.

#### AMENDMENT RECOMMENDATIONS

- Preserve African American Heritage and Long Term Residents
  - Work with St. Johns Housing Partnership (SJHP) or a Community Development Organization (CDC) to form Community Land Trust (CLT) for Affordable Housing
    - Continue public outreach to identify those in immediate need (work with Churches, neighborhoods)
    - Continue to facilitate qualified homeowners with legal assistance for those with title issues

It is recommended that the LCRA continue to provide Emergency/Fix-Up Grants, Down Payment Assistance and Rehabilitation Programs for qualified residents and properties. It is

further recommended that the two separate programs (Emergency Assistance/Fix-it-Up) be combined.

Historic contributing structure improvements should use Secretary of Interior Standards for Rehabilitation as guidelines for exterior work, so in-kind materials are used to preserve the character and integrity of those buildings. LCRA staff should conduct a site inspection before approval of each Fix-it-Up or Emergency Assistance Program final payment. It is also recommended that combined Emergency/Fix-it-Up grant (renamed Fix-Up Grant) be available for parcel and site cleanup (qualified owners) (See Appendix B).

### *Community Land Trust*

To accomplish this goal, it is recommended that the LCRA work with St. Johns Housing Partnership or a Community Development Corporation to promote the creation a Community Land Trust within Lincolnvillle. See Appendix A for information on Community Land Trusts.

The LCRA will continue to facilitate with other organizations to provide qualified homeowners with legal assistance on title issues and work with nonprofit organizations to provide credit and financial education for those in need.

### *Action Steps*

The Action Steps to implement Recommendation 1: Preserve African American Presence/Heritage are:

Action Step 1.1: Continue outreach with Churches and Neighborhood Associations to advertise programs to assist low-income homeowners.

Action Step 1.2: Continue to facilitate legal assistance for title clearing

Action Step 1.3: Combine Emergency and Fix-it-Up grants into one grant

Action Step 1.4: Create a Community Land Trust

## **Preserve Lincolnvillle's Historic Character**

It is recommended that the LCRA take steps to preserve the "Historic Lincolnvillle" look. To accomplish this goal, the LCRA should work with the City to create an Architecture Design Overlay District to cover the National Register Historic District.

### *Rehabilitation Program*

As noted in the community participation efforts, additional funding is needed to fund more extensive rehabilitation. It is recommended that the LCRA create and fund a Rehabilitation Program (see Appendix C for an example). Covenants and restrictions will be applied to properties that use the grants.

The Rehabilitation Program applies to residential as well as industrial proprieties. Residential rehabilitation projects are meant to address vacant, blighted structures to bring them into compliance for continued use as affordable/workforce housing. Once a residence has been

rehabilitated, it may be sold at an affordable price point or with down payment assistance, or sold or donated to a Community Land Trust (or similar non-profit).

Many of the historical structures within Lincolnvillle are owned by Institutions. Under the Rehabilitation Program, the LCRA should address possible historic preservation assistance for Institutional historical structures. The ECHO building is an example of an institutionally owned historic structure in need of rehabilitation.

### *Architectural Design Overlay District*

As Lincolnvillle has redeveloped, new construction has not met the scale of Lincolnvillle's historic past. It is recommended that an overlay be developed to protect the scale and character of the community. The historic architecture of Lincolnvillle is a major contributing factor for its nomination as a National Register Historic District.

### AMENDMENT RECOMMENDATIONS

- Preserve Lincolnvillle's Historic Character
  - Emergency/Fix Up Grants
  - Provide Parcel/Site Cleanup Grants (or fines)
  - Provide Rehabilitation Program
  - Address Possible Assistance to Institutional Historic Structures
  - Develop/Implement Design Overlay (in original plan)
  - Promote Historical Significance of Lincolnvillle Historic District
    - Create Design Overlay District
    - Create and Distribute Historic Brochure/web presence
    - Create Plaques for Contributing Buildings

To assist in educating current and future owners of Lincolnvillle property as to the historic significance and architectural character of the Lincolnvillle, it is recommended that the LCRA fund a brochure outlining the specifications of the architectural design overlay district.

Other heritage oriented promotion tools to be considered include creating plaques for "contributing buildings" within the district.

### *Action Steps*

The Action Steps to implement Recommendation 2: Preserve Lincolnvillle's Historic Character are:

Action Step 2.1: Initiate and Continue with the Lincolnvillle Rehabilitation Program

Action Step 2.2: Provide parcel/site cleanup grants

Action Step 2.3: Promote the historical significance of Lincolnvillle

Action Step 2.4: Develop an architectural design overlay district

## Conduct Neighborhood Improvements

### *Streetscaping/Landscape Improvements*

It is recommended that the LCRA continue with streetscape plans along the major corridors (MLK, Iberia, and South). This includes design graphic recommendations, cost estimates for neighborhood landscape plans and general beautification of the District.

### AMENDMENT RECOMMENDATIONS

- Neighborhood Improvements
  - Continue Streetscape/Landscape Improvements.
- Mobility Improvements
  - Parking:
    - Residential Parking to be require on site
    - No Parking on MLK M-F 8:00 - 5:00 pm
    - One side parking on all streets
    - Resident Parking only stickers
    - Explore Joint Use of Streets

### *Mobility*

### *Improvements*

As identified within the 2013 Redevelopment Master Plan, mobility issues remain. A major mobility issue involves parking. It is recommended that the proposed Design Overlay also address issues of development scale/density, and parking. The City of St. Augustine will ultimately be responsible for parking standards within the LCRA.

It is the LCRA's recommendation to the City that residential parking be provided onsite where possible.

### AMENDMENT RECOMMENDATIONS

- Mobility, cont.
  - Pedestrian:
    - Continue to Improve/Construct Sidewalks according to original plan
  - Vehicular: "the area is also threatened by the large volume of traffic on South and Iberia Streets and MLK Avenue"
- Infrastructure
  - City to plan/fund infrastructure
    - Plan and improvement stormwater drainage east of MLK
- Master Plan
  - MLK to remain primarily Institutional and Residential

### *Infrastructure*

The City of St. Augustine is responsible for the ongoing maintenance and planning and funding of infrastructure in the Lincolnville Community Redevelopment Area (including streets, water/sewer, and stormwater management) that is in the City's current Capital Improvement Program (CIP) or are within last three year CIPs. The LCRA should explore funding opportunities by working with the City to plan and implement infrastructure projects.

Other improvements recommended by the LCRA include improving and expanding Twine Park, creating a pocket park at City owned property at 66 Weeden Street, the Dr. Robert B. Hayling Freedom Park and continued addressing street/landscaping and general beautification of the District.

### *Change to Redevelopment Master Plan*

The 2013 Redevelopment Plan recommended that Martin Luther King (MLK) Avenue be developed as a low-intensity commercial corridor. It is recommended in this Amendment that MLK remain primarily Institutional and Residential.

### *Action Steps*

The Action Steps to implement Recommendation 4: Improve Mobility are:

Action Step 3.1: Implement a streetscape/landscape plan

Action Step 3.2: Coordinate with City on mobility planning efforts

Action Step 3.3: Improve/construct sidewalks according to original redevelopment plan

Action Step 3.4: Explore joint use of streets

Action Step 3.5: Plan and improve infrastructure systems

## TAX INCREMENT PROJECTIONS

Over the last three years, property values have increased within Lincolnville on average by approximately twelve (12) percent annually. For purposes of projecting tax increment financing, two separate analyses were prepared. The first analysis uses the last five year growth trend, and a second is a more conservative analysis which declines the rate of growth over time.

The conservative approach uses the current growth trend through 2019, and then declines the rate of growth to eight (8) percent until year 2023 at which point the rate of growth declines to six (6) percent.

Over the next twenty year period, using the conservative approach the LCRA is projected to generate approximately \$28.2 million in TIF revenues.

## LINCOLNVILLE REDEVELOPMENT PLAN AMENDMENT

Growth Rate Year	Based on 2012-2016					2017		2019		2025		COMBINED TIF Revenue
	9.3800% Growth in Taxable Value					9.3800% Growth in Taxable Value		8.00% Growth in Taxable Value		6.00% Growth in Taxable Value		
	Tax Increment		City TIF		County TIF		Tax Increment		City TIF		County TIF	
	Annual Increase		Revenue		Revenue		@ .95%		Revenue		Revenue	
2012	\$67,756,691		\$2,607,467		\$14,054		\$67,756,691		\$2,607,467		\$14,054	
2013	\$70,501,393	\$2,744,702	\$2,607,467	\$19,556	\$14,054	\$70,501,393	\$2,607,467	\$19,556	\$14,054	\$19,556	\$14,054	\$33,610
2014	\$77,106,165	\$6,604,772	\$8,882,000	\$66,165	\$48,558	\$77,106,165	\$8,882,000	\$66,165	\$48,558	\$66,165	\$48,558	\$114,723
2015	\$88,568,104	\$11,461,939	\$19,770,842	\$148,882	\$101,770	\$88,568,104	\$19,770,842	\$148,882	\$101,770	\$148,882	\$101,770	\$250,652
2016	\$98,752,263	\$10,184,159	\$29,445,793	\$220,334	\$151,230	\$98,752,263	\$29,445,793	\$220,334	\$151,230	\$220,334	\$151,230	\$371,564
2017	\$106,080,481	\$7,328,218	\$36,407,600	\$273,057	\$187,408	\$108,015,225	\$36,407,600	\$273,057	\$187,408	\$273,057	\$187,408	\$460,465
2018	\$116,030,830	\$9,950,349	\$45,860,432	\$343,953	\$234,805	\$118,147,053	\$47,870,844	\$359,031	\$245,099	\$359,031	\$245,099	\$604,130
2019	\$126,914,522	\$10,883,692	\$56,199,939	\$421,500	\$287,744	\$127,598,818	\$56,850,020	\$426,375	\$291,072	\$426,375	\$291,072	\$717,447
2020	\$138,819,104	\$11,904,582	\$67,509,292	\$506,320	\$345,648	\$139,567,587	\$68,220,351	\$511,653	\$349,288	\$511,653	\$349,288	\$860,941
2021	\$151,840,336	\$13,021,232	\$79,879,463	\$599,096	\$408,983	\$150,732,994	\$78,827,488	\$591,206	\$403,597	\$591,206	\$403,597	\$994,803
2022	\$166,082,960	\$14,242,624	\$93,409,955	\$700,575	\$478,259	\$162,791,633	\$90,283,195	\$677,124	\$462,250	\$677,124	\$462,250	\$1,139,374
2023	\$181,661,541	\$15,578,582	\$108,209,608	\$811,572	\$554,033	\$175,814,964	\$102,655,359	\$769,915	\$525,595	\$769,915	\$525,595	\$1,295,511
2024	\$198,701,394	\$17,039,853	\$124,397,468	\$932,981	\$636,915	\$186,363,862	\$112,676,812	\$845,076	\$576,905	\$845,076	\$576,905	\$1,421,981
2025	\$217,339,585	\$18,638,191	\$142,103,749	\$1,065,778	\$727,571	\$197,545,693	\$123,299,552	\$924,747	\$631,294	\$924,747	\$631,294	\$1,556,040
2026	\$237,726,038	\$20,386,453	\$161,470,879	\$1,211,032	\$826,731	\$209,398,435	\$134,559,657	\$1,009,197	\$688,945	\$1,009,197	\$688,945	\$1,698,143
2027	\$260,024,740	\$22,298,702	\$182,654,646	\$1,369,910	\$935,192	\$221,962,341	\$146,495,368	\$1,098,715	\$750,056	\$1,098,715	\$750,056	\$1,848,772
2028	\$284,415,061	\$24,390,321	\$205,825,451	\$1,543,691	\$1,053,826	\$235,280,082	\$159,147,221	\$1,193,604	\$814,834	\$1,193,604	\$814,834	\$2,008,438
2029	\$311,093,193	\$26,678,133	\$231,169,677	\$1,733,773	\$1,183,589	\$249,396,886	\$172,558,186	\$1,294,186	\$883,498	\$1,294,186	\$883,498	\$2,177,684
2030	\$340,273,735	\$29,180,542	\$258,891,192	\$1,941,684	\$1,325,523	\$264,360,700	\$186,773,808	\$1,400,804	\$956,282	\$1,400,804	\$956,282	\$2,357,085
2031	\$372,191,411	\$31,917,676	\$289,212,984	\$2,169,097	\$1,480,770	\$280,222,342	\$201,842,368	\$1,513,818	\$1,033,433	\$1,513,818	\$1,033,433	\$2,547,251
2032	\$407,102,965	\$34,911,554	\$322,378,961	\$2,417,842	\$1,650,580	\$297,035,682	\$217,815,042	\$1,633,613	\$1,115,213	\$1,633,613	\$1,115,213	\$2,748,826
2033	\$445,289,224	\$38,186,258	\$358,655,906	\$2,689,919	\$1,836,318	\$314,857,823	\$234,746,075	\$1,760,596	\$1,201,900	\$1,760,596	\$1,201,900	\$2,962,495
				\$21,186,716	\$14,469,508			\$16,737,654	\$11,432,281	\$16,737,654	\$11,432,281	\$28,169,935
				Total TIF	\$35,656,224			Total TIF	\$28,169,935			
		Millage Rates										
				2017								
				7.5000								
				5.1200								

## SCHEDULE

IMPLEMENTATION MATRIX						
RECOMMENDATIONS AND ACTION STEPS	RESPONSIBLE PARTIES	TIMEFRAME				FUNDING SOURCES
		Ongoing	Year 1	2 year to 5 years	6+ years	
<b>Goal 1: Preserve African American Heritage and Long-Term Residents</b>						
Action step 1.1: Continue outreach with Churches and the Neighborhood Association to advertise programs to assist low-income homeowners	LCRA, Neighborhood Associations, Churches					LCRA
Action step 1.2: Continue to facilitate legal assistance for title clearing	LCRA					LCRA
Action step 1.3: Combine the Emergency Assistance and Fix-it-Up Program into one grant	LCRA					LCRA, SHIP, Lending Institutions
Action step 1.4: Create a Community Land Trust	LCRA, HP Contractor					LCRA, SHIP, CDBG
<b>Goal 2: Preserve Lincolnville's Historic Character</b>						
Action step 2.1: Initiate and continue with the Lincolnville Redevelopment Program	LCRA, SJHP					LCRA
Action step 2.2: Provide parcel/site cleanup grants	LCRA, City					LCRA
Action step 2.3: Promote the historical significance of Lincolnville	LCRA					LCRA
Action step 2.4: Develop an architectural design overlay district	LCRA					LCRA
<b>Goal 3: Improve Neighborhood Infrastructure/Beautification</b>						
Action step 3.1: Implement a streetscape/landscape plan	LCRA, City					LCRA
Action step 3.2: Coordinate with city mobility planning efforts	LCRA					LCRA
Action step 3.3: Improve/construct sidewalks according to the original redevelopment plan	LCRA, City					LCRA, City
Action step 3.4: Explore joint use of streets	City, LCRA					City
Action step 3.5: Plan and improve infrastructure systems	City, LCRA					City, LCRA

## APPENDICES

## APPENDIX A: LINCOLNVILLE COMMUNITY LAND TRUST

It is recommended that the LCRA work with the St. Johns Housing Partnership or a Community Development Corporation to promote the creation of a Lincolnville Community Land Trust (CLT). Once the Land Trust has been created, the LCRA's only role will be to sell or donate vacant land and/or existing buildings to the Land Trust. It is recommended that any historic structures sold or donated to the CLT contain a perpetual preservation covenant.

Community Land Trusts (CLTs) are nonprofit organizations—typically governed by a board of CLT residents, community residents and public representatives—that provide lasting community assets and permanently affordable housing opportunities. The heart of their work is the creation of homes that remain permanently affordable, providing successful homeownership opportunities for generations of lower income families.

Permanently affordable homeownership programs invest public funding into a property in order to make home purchase affordable for a family of modest means. The organization supports the residents to attain and sustain homeownership. In return, the homeowner agrees to sell the home at resale-restricted and affordable price to another lower income homebuyer in the future. Consequently, the homeowner is able to successfully own a home and build wealth from the investment, while the organization is able to preserve the public's investment in the affordable home permanently to help family after family.

High land costs in Lincolnville are an obstacle to developing and securing affordable housing for lower-income families. One way to address this issue is to purchase a house without the land, and a community land trust is one mechanism that allows this arrangement. The community land trust model is an extremely attractive mechanism for maintaining and expanding the stock of affordable housing. Currently there are over 200 community land trusts operating in every region of the country. These community land trusts are nonprofit, community-based organizations whose mission is to provide affordable housing in perpetuity by owning land and leasing it to those who live in houses built on that land. In the classic community land trust model, membership is comprised of those who live in the leased housing (leaseholders); those who live in the targeted area (community members); and local representatives from government, funding agencies and the nonprofit sector (public interest).

The community land trust and the homeowner agree to a long-term ground lease agreement (typically 99 years) that spells out the rights and responsibilities of both parties. Among the homeowner's rights are the rights to privacy, the exclusive use of the property, and the right to bequeath the property and the lease. The CLT has the right to purchase the house when and if the owner wants to sell.

The community land trust's abiding interest, as the landowner, as the party with the option to purchase the improvement, and as a community-based organization, is to maintain a stake in the relationship long after the original house purchase and lease signing. For example, if buildings become deteriorated, the CLT can force repairs; if the homeowners are at risk for default the CLT can and does act to forestall the default.

The ground lease also includes a resale formula intended to balance the interests of present homeowners with the long-term goals of the community land trust. The intent of affordability in perpetuity is in conflict with the desire of most owner-occupants in the U.S. to reap real estate gains. Thus, the resale formula is designed to balance the interest of individual homeowners to benefit from the use of their home as a real estate investment and the interest of the CLT to provide affordable housing for future homeowners.

## APPENDIX B: LINCOLNVILLE REHABILITATION PROGRAMS

It is the intent of this section (appendix) to provide examples and overall summary of types of grants/programs that the LCRA could use to implement the overall Redevelopment Plan and its Amendment. While the Amendment defines certain grants/program, it is not the intent of the Redevelopment Plan or its Amendment to provide the specifics of each plan as they will likely change throughout the life of the CRA. Changes to any of the grants/programs should not warrant an amendment to the Plan and the grants/programs can be administered by staff or committee.

### New Fix-it-Up Grant

The new Fix-it-Up grant program combines the older Fix-it-up grant<sup>5</sup> and the Emergency Assistance Program<sup>6</sup>. The new program will provide up to \$20,000 to home-owners that qualify for repair services<sup>7</sup>. Eligibility review and construction services are provided by the St. Johns County Housing Partnership, Inc<sup>8</sup>. LCRA staff should review the scope of work, proposed materials<sup>9</sup>, and sign off on the final repair work. The program should be administratively approved by staff.

The intent of the grant/program is remediation of dilapidated structures as well as to retain long-term residents and allow seniors the ability to age in place.

### Grant Basics

The New Fix-it-Up Grant Program is awarded in amounts of up to \$20,000 per home. The home must be within the boundaries of the Lincolnville CRA. Applicants will have to meet all eligibility requirements administered by St. Johns Housing Partnership, Inc. (or equally qualified organization). Eligible properties must be a single-family home that is owner occupied, and Shotgun Style dwellings or those contributing to the historic character of Lincolnville are given priority. No regular payments would be required; however, a ten (10) year lien will be placed against the property and when the homeowner sells, refinances, transfers title, or the property is no longer owner occupied, the full loan amount must be repaid. Previous grant recipients may reapply to the Fix-It-Up Program if there are funds remaining in the \$20,000 cap for their property. They must resubmit and qualify under current program guidelines.

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<sup>5</sup> The old Fix-It-Up program was for a grant of up to \$7,000 for minor repairs such as painting, windows, screens, smoke alarms, handicapped grab bars, ramps, toilets, etc.

<sup>6</sup> The old Emergency Assistance Program was not to exceed \$10,000 it was to be used for extreme emergency repairs such as electrical, heating, and plumbing or other code violations which may cause the property to be extremely unsafe or unhealthy.

<sup>7</sup> These requirements are consistent with the income limits set forth by the US Department for Housing and Urban Development (HUD)

<sup>8</sup> Or equally qualified organization

<sup>9</sup> Exterior replacements will be "like-for-like" materials to preserve historic integrity.

## Applicants Must Be Approved by The City Before Any Project Is Started.

St. Johns Housing Partnership, Inc.<sup>10</sup> will evaluate the application after inspection of the home, prioritize the repairs needed and perform the work as an independent contractor. Existing materials will be replaced with “in kind materials” to preserve the architectural integrity of the structure whenever possible. Staff will review and approve the initial scope of work for consistency with the plan and conduct a site inspection after the work is complete to confirm it matches the initial approval.

### *Example of Eligible Repairs<sup>11</sup>:*

- Beams, Joists or Rafters as needed
- Cornices, eaves and fascia boards
- Doors
- Electrical service and panel boxes (convert from fuses to breakers only)
- Electrical wiring, dwelling and garage floor coverings (replace what is removed as needed)
- Furnace/heaters
- Gas lines
- Garage repair (per inspection only)
- Gutters and down spouts
- Light fixtures (replace what is removed as needed)
- Painting or protective covering (exterior, if paint is chipping, flaking, etc.)
- Plumbing and fixtures
- Porches or steps (if dangerous)
- Property Walls
- Replacement/removal/relocation of hot water heater and metal housing as needed
- Roof, dwelling and garage
- Screens
- Sewer lines and service
- Shut-off valves (gas and water)
- Sinks
- Sub flooring in dwelling (where needed)
- Tree work/hazard tree limb removal
- Termite work
- Walls (plaster, patching, drywall)
- Water lines
- Windows

There may more than one grant per property up to a total of \$20,000. A ten year lien will be placed on the property for each grant.

<sup>10</sup> Or equally qualified organization

<sup>11</sup> This list is not meant to be all inclusive.

## Lincolnville Rehabilitation Program

The Lincolnville Rehabilitation Program is a combination of the Blighted Structures and Down Payment Assistance Programs. While they are combined, they potential serve separate functions and therefore are described separately.

### *Down Payment Assistance Program<sup>12</sup>*

One of the recommendations of the LCRA Redevelopment Plan is provide “affordable/workforce housing.”<sup>13</sup> It is recommended that the LCRA provide partial-matching down payment assistance of up to \$10,000 for qualified applicants. The assistance is viewed as a shared equity loan. For example, if the sales price of a home is \$175,000, which requires a 10 percent down payment required for a mortgage. If there is a need for a down payment of \$17,500 (10%) and the applicant can cover \$7,500, the LCRA could contribute \$10,000 (or 5.7% of the value of the home).<sup>14</sup> Should the applicant sell the home in for \$210,000, the LCRA would receive a 5.7% share in the sale or \$11,970 (\$210,000 x 5.7%). If the home does not appreciate or if it loses value no shared equity would be required.

### *Rehabilitation Program*

The Rehabilitation Program will give preference for historic properties although it can be used for non-historic deteriorating structures. The primary purpose of the program is to provide funding to rehab historic structures<sup>15</sup> or housing that can be upgraded and sold. Rehabilitated housing should sold as affordable/workforce housing and/or donated to a Community Land Trust and should have a minimum of a 10 year lien and historic preservation covenant.

*Historic structure* means any structure which is:

- a. Listed individually in the National Register of Historic Places (a listing maintained by the Department of Interior) or preliminarily determined by the Secretary of the Interior as meeting the requirements for individual listing on the National Register;
- b. Certified or preliminarily determined by the Secretary of the Interior as contributing to the historical significance of a registered historic district or preliminarily determined by the Secretary to qualify as contributing to a registered historic district;
- c. Individually listed on the Florida inventory of historic places as approved by the Secretary of the Interior; or
- d. Individually listed on a local inventory of historic places in communities with historic preservation programs which have been certified either by the approved Florida program as determined by the Secretary of the Interior or directly by the Secretary of the Interior.

The Rehabilitation Program is to apply to both residential and historic institutional properties.

<sup>12</sup> It is recommended that LCRA use SHIP Program or St. Johns County Homeownership Program for criteria/qualifications which is based on income/credit.

<sup>13</sup> Affordable/Workforce housing is defined as family households earning between 50 percent and 120 percent of the County’s median income as defined by the Federal Housing and Urban Development (HUD)

<sup>14</sup> \$10,000 divided by \$175,000 or 5.71%

<sup>15</sup> The definition of historic structure is found in the Building Code Section 8-406 in the City Code

## LINCOLNVILLE REDEVELOPMENT PLAN AMENDMENT

### *Residential Properties*

The program is intended to bring deteriorating or dilapidated residential properties to market condition and then sold affordably, sold with down payment assistance, or sold or donated to a Community Land Trust or similar non-profit. The program timeline is shown as follows;

<b>STEP 1</b> Staff conducts due diligence research on property	On-going
<b>STEP 2</b> Staff or the Steering Committee makes a recommendation to the CRA	Month 1
<b>STEP 3</b> The CRA gives final approval to purchase property	Month 1 – Month 2
<b>STEP 4</b> Make an offer to the property owner and LCRA purchase the property	By end of Month 4
<b>STEP 4</b> Staff develops a scope of work and solicits bids from qualified contractors	(Can start drafting during purchase phase) By end of Month 5
<b>STEP 5</b> Rehabilitation work takes place	Month 6-12
<b>STEP 6</b> Property is placed on the market for sale by a broker	Month 12
<b>STEP 7</b> Property is sold with a lien and covenant	Varies
<b>STEP 8</b> Revenue from the sale of the property is deposited back into the LCRA Trust Fund (for use to buy future blighted structures)	Varies

The minimum level of rehabilitation would be the shell building without fixtures and interior finishes. Rehabilitation work should use the Secretary of the Interior Standards for Rehabilitation as a guideline to repair where possible and replace with matching or compatible materials. All mechanical, electrical and plumbing systems should also be up to code. A 10-year property lien and preservation covenant will be placed on the property.

The property should be bought based on fair market pricing but should be guided by the fact that the rehabilitated property would be used as affordable housing. The rehabilitated property could be sold or given to a Community Land Trust or a Lien could be placed on the property to ensure that the buyer (new owner) stays in the house and/or the resale price is to remain affordable in perpetuity.

### *Institutional Properties*

Lincolnvilve contains numerous historic churches and other institutionally owned structures. It is the intent that the Rehabilitation Program to also provide funding to institutions that have difficulties in securing alternate funding for historic building rehabilitation. Funds would be provided in the form of a grant whose implementation procedures would be similar as residential grants. Prior to grant approval, proposed scope of work and cost estimates<sup>16</sup> will be submitted to staff for approval. The minimum level of rehabilitation would be the shell building without fixtures and interior finishes. Rehabilitation work<sup>17</sup> should use the Secretary of Interior Standards for Rehabilitation as a guideline to repair where possible and replace with matching or compatible materials. All mechanical, electrical, and plumbing systems should also be up to code. Progress reports and final staff approval will be required before the final payment. A 10-year preservation covenant will be placed on the property to ensure the building is maintained following the rehabilitation.

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<sup>16</sup> To be performed by licensed contractor with historic preservation experience

<sup>17</sup> To be performed by licensed contractor with historic preservation experience

## APPENDIX C: OTHER FUNDING SOURCES

### The Home Investment Partnership (HOME)

**Overview** This is an annual formula grant to local governments. It was enacted as part of the 1990 Redevelopment Agency and National Affordable Housing Act to provide states with their first opportunity to administer federally funded homeownership and rental housing programs. These funds may be used for new construction, rehabilitation, land acquisition, site improvements, and tenant-based rental assistance. The state's HOME program is administered by the Florida Housing Finance Corporation, with priority given to projects located in communities that have not received direct HOME funding.

### Safe Neighborhood Act – F.S. Chapter 163.502

**Overview** Neighborhood improvement districts created pursuant to the Act may request a planning grant for the State's Safe neighborhood Trust Fund on a 100% matching basis. The District may also authorize the levying of an ad valorem tax of up to 2 mills annually on real and personal property.

### Community Development Corporation Support and Assistance Program

**Agency:** Florida Department of Community Affairs

**Types of Projects** Administrative support for organizations involved in economic development and neighborhood revitalization

**Dollar Amount** Approximately \$40,000 - \$50,000 Annually

**Match** None

**Deadline** Spring

### Florida Recreation Development Assistance Program

**Agency:** Florida Department of Environmental Protection

**Types of Projects** Acquisition or development of land for public outdoor recreation projects

**Dollar Amount** \$50,000 - \$150,000

**Match** Zero match for \$50,000, 25% match up to \$150,000, 50% over \$150,000

**Deadline** Late August- -Special preparations Public Hearings

**Contact** Terri Messler, Bureau of Design and Recreation Services, Division of Recreation and Parks, Florida Department of Environmental Protection

3900 Commonwealth Blvd,

Mail Station 585

Tallahassee, Florida 32399-3000

850-488-7896

Suncom 278-7896

Fax 850-488-3665

### TEA 21/TEA 3

Agency: Metropolitan Planning Organization/Florida Department of Transportation/Federal Highway Administration

Types of Projects Highway beautification, historic preservations, scenic roadways, bike and pedestrian facilities, rehabilitation and operation of historic transportation studies, preservation of abandoned railway corridors, control and removal of outdoor advertising, archeological planning and research, mitigation of water pollution due to highway runoff

Dollar Amount Varies

Match 10% non-federal funds

Deadline TBA

### Title V Community Organizing Programs

Agency: OJJDP Agency

Types of Projects Neighborhood organizing and planning, community outreach

Dollar amount \$50,000

Match 50%

Strings/limitations Support newly formed groups working toward juvenile crime prevention

Deadline Spring

Leveraging CDBG

Special Preparations Neighborhood group organized

### The Good Neighbor Program

Agency Public Buildings Service, U.S. General Services

Overview The General Services Administration (GSA) Public Building Service is the Federal Government's largest civilian landlord. GSA provides 40 percent of all federal office space in government-owned buildings and space leased from the private sector, more than 250 million square feet, for more than a million federal agencies, and community groups to provide safe public environments in federal buildings and surrounding neighborhoods and attract people to downtowns; offer free or at-cost space restaurants, shops and activities (farmers' markets, festivals, concerts, and exhibits) in federal facilities and outdoor plazas; provide excess federal property for public use; and participate in local community revitalization and planning efforts.

Phone 202-501-1100

Internet [www.goodneighbor.gsa.gov](http://www.goodneighbor.gsa.gov)

### SuperNOVA

Agency U.S. Department of Housing and Urban Development

Overview HUD changed its grant application process in FY 1998 and will no longer issue a separate Notice of Funding Availability (NOFA) for each grant program. Instead, the competitive grant programs are being announced in three SuperNOFAs – Housing and Community Development, Economic Development and Empowerment, and Targeted Housing and Homelessness Assistance. Each SuperNOFA provides grant applicants with a complete list of HUD competitive fund available in a given year to address a particular issue. The process also standardizes the application and selection processes. By implementing the SuperNOFA approach, HUD hopes applicants will be better able to design comprehensive, coordinated strategies that effectively address the complex problems facing their communities. In turn, HUD

will move from an organization of separate program office with isolated programs to one HUD with one mission – empowering people to develop viable urban communities that provide a suitable living environment for all.

Phone 800-HUD-8929, SuperNOFA Information Center

Internet [www.hud.gov](http://www.hud.gov)

### **Community Development Block Grant (CDBG) Program**

Agency U.S. Department of Housing and Urban Development

Overview CDBG provides annual formula grant to entitled metropolitan cities (50,000 or more people) and urban counties (20,000 or more people) and to states for distribution to non-entitled communities to carry out a wide range of community development activities; public and improvements (streets, sidewalks, sewers, and water systems); public services for youths, senior, or the disabled; crime reduction initiatives; homeless and housing services; and direct assistance and technical assistance to for-profit businesses (including micro enterprises).

Phone 202-708-1871 Financial Management Division

Internet [www.hud.gov](http://www.hud.gov)

### **Empowerment Zone/Enterprise Community (EZ/EC) – Sustainable Development Workshops**

Overview The U.S. Department of energy conducts 1-day workshops on concepts and opportunities for sustainable development within EZ/ECs. The workshops are designed to explore the social history of sustainable development, the cost and effects of non-sustainable practices within communities, examples of successful sustainable development projects, and the strategies, resources, and tools available to local communities to integrate sustainable development in their planning process.

### **Recreational and Parks Technical Assistance Services**

Agency: Bureau of Design and Recreation Services, FDEP

Overview Technical assistance available to all Florida municipal and county governments provided by the Bureau of Design and Recreation Services include professional consultation on recreation and park related issues and concerns. Office staff provides referrals and access to a vast array of informational resources regarding these topics.

Contact: Advisory Services Manager, Bureau of Design and Recreation Services, Division of Recreation and Parks, Florida Department of Environmental Protection.

3900 Commonwealth Boulevard, Mail Station 795

Tallahassee, FL 32399-3000

850-488-3538

Suncom 278-3538

Fax 850-488-3665

### **OTHER FUNDING SOURCES**

**CDBG Commercial Revitalization Grants** - Funding may be used for planning, design and construction of infrastructure that supports commercial revitalization or strategic planning

initiatives for redevelopment and revitalization of commercial properties contained in targeted areas of low-to-moderate income.

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

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

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

**The Home Investment Partnership (HOME)-** This is an annual formula grant to local governments. It was enacted as part of the 1990 Redevelopment Agency and National Affordable Housing Act to provide states with their first opportunity to administer federally funded home ownership and rental housing programs. These funds may be used for new construction, rehabilitation, land acquisition, site improvements, and tenant based rental assistance. The state's HOME program is administered by the Florida Housing Finance Corporation, with priority given to projects located in communities that have not received direct HOME funding.

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

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

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

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

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

**Saint Johns River Water Management District (SJRWMD) Funds-** SJRWMD funding is available for assistance in storm water improvement projects, which would be beneficial for redevelopment projects that contain areas identified as having drainage deficiencies.

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

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

### **Restrictions**

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