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Sanford, Florida Comprehensive City Plan Vol. 1

George W. Simons Jr.

S A N F O R D, F L O R I D A

C O M P R E H E N S I V E C I T Y P L A N

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V O L U M E O N E

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ECONOMIC AND POPULATION STUDIES
FUTURE TRENDS, PROJECTIONS, AND GROWTH AREAS
LAND USE ANALYSIS
LAND USE PLAN
ANNEXATION STUDIES

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I N D E X

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PREFACE

The preparation of the Comprehensive Development Plan Report involved three fundamental processes: (1) The survey of existing conditions, (2) an analysis of present and future needs, and (3) the formulation of many component plans accommodating those needs in a manner that may ultimately reach a single comprehensive planning goal.

The survey of existing conditions required mapping of the city and the surrounding urban area; land use classification and mapping; surveys of streets, traffic, and parking conditions; collection of data regarding population trends and economic growth; an inventory of all public and community facilities; and many other studies basic to the subsequent analysis and plans for future needs.

The analysis of present and future needs required detailed study of all information and maps collected to formulate some goal for future development, to assess future needs in comparison to present facilities, and to provide some order and time schedule in carrying out the various steps necessary to reach the final goal.

The formulation of a broad concept of the future goal of the city resulted in the general land use plan. To implement this goal the preparation of many component plans and regulations such as the zoning plan, zoning and subdivision regulations, and a capital budget plan were required. All of the components plans, such as the major street plan, the area treatment plan, the neighborhood plan, the community facilities plans, are designed to accomplish specific goals but at the same time each is considered in relationship to all of the other plans in order that there be no conflict and that each supplement the other as much as possible. It is this process that makes the final plan comprehensive and most beneficial to the ultimate needs of the city.

A forth process is required if the plan is to be activated and become a part of the day to day process of building the future city. This is the process known as "continuing planning", which is a habit that must be developed whereby the Comprehensive Plan becomes a part of a community's day to day thinking. In dealing with future problems that arise, the Comprehensive plan serves as a base. Further, in the light of continuing growth and technological change, the comprehensive plan must be repeatedly reassessed, possibly revised from time to time, and extended into the future.

CHAPTER 1

HISTORICAL BACKGROUND

The first recorded permanent settlement at Sanford was made in 1836 when troops were stationed on the south bank of Lake Monroe to protect the early settlers from a band of Seminole Indians. In 1837 the settlement was named Fort Mellon or Mellonville in honor of Captain Charles Mellon, who lost his life in a battle with the Indians. About one and one half miles south from the fort a one story block house was constructed and called Fort Read. Fort Read was connected to Fort Mellon by a dirt road which later became known as Mellonville Avenue.

In 1840 the Federal Government began making an effort to bring new settlers to the Central Florida area, and by 1845 two steam boats were making regular trips between Palatka and Fort Mellon. As the Indian attacks became less severe, the fort became no longer necessary and the settlers began spreading out into the surrounding area and planting orange groves and cultivating farms. As the danger from Indian attacks subsided, Mellonville became flooded with hunters and fishermen who would come down to the St. Johns by boat from Jacksonville seeking sports and adventure.

By 1866 Mellonville had become the trading center of the surrounding area, and in 1869 the first fruit packing plant had been built and was in operation shipping fruit down the St. Johns River to Jacksonville for transhipment to national markets.

The structure of the present city of Sanford began to materialize in 1870 when General Henry S. Sanford purchased 12,535 acres of land and laid out the town to bear his name. Sanford was incorporated in 1877, then a part of Orange County. At that time the town had an area of about 2230 acres and a population

of 1,000. Orlando, the only other settlement of note in Orange County had been incorporated two years earlier and contained about 100 persons.

Prior to the incorporation of Sanford, the City of Mellonville, which was situated just east of Sanford Avenue, had the only post office in the area. When General Sanford moved the post office to Sanford the village of Mellonville dissolved as its citizens moved to the new community.

Construction began on the South Florida Railroad in 1880, and by 1884 Sanford was linked with Jacksonville and Tampa. Considerable growth was experienced at that time as Sanford became an important rail division point with offices and shops. By 1890 there was a population of 2,016. The citrus industry expanded tremendously in the 1890's because of the abundance of cheap land and the development of a new technique whereby wild orange stock was budded with cultivated sweet orange. The disastrous freeze of 1894-95 resulted in a serious economic set back for the area and population declined in 1895 to 1917 persons and did not reach former levels until about 1905. The people who remained after the big freeze searched for a substitute for citrus which had been their basic livelihood. Among the substitutes that evolved were celery and cabbage, which are still important in today's economy, and by 1898 the first carload of celery was shipped north.

Seminole County was formed in 1913 from Orange County, and Sanford was made the seat of government. Sanford like most Florida communities experienced the effects of Florida's land boom of the 1920's. The corporate limits were greatly expanded and much land was subdivided in preparation for the imminent growth. The population reached 7,262 by 1925 before the boom failed.

In 1949 the City of Sanford abolished the old municipality and created in its place by a new city charter a new and much smaller corporate area, with a

population of about 11,900 persons.

Historical factors should have led Sanford to the forefront in Central Florida development. Its early start as the most important settlement in Central Florida, its strategic position at the head of navigation on the St. Johns River, and later its development as a division point of the railroad gave Sanford important advantages. There was a Mellonville (forerunner of Sanford) when there was no Jernigan (Orlando), and for many years the growth characteristics of the two settlements were parallel.

Year Population	Sanford	Orlando
1890	2,016	2,856
1895	1,517	2,993
1900	1,450	2,481
1905	2,822	3,511
1910	3,570	3,894
1915	4,998	6,448
1920	5,588	9,282
1925	7,262	22,225
1930	10,100	27,330
1935	10,903	30,481
1940	10,217	36,736
1945	12,497	50,105
1950	11,935	52,367
1960	19,017	86,880

In the early days both settlements were trading posts for the surrounding citrus, turpentining, timber, and farming activities, but Sanford's influence was more widespread because of its importance in the transportation system. An important change took place after the disastrous freeze of 1894-95. Sanford searched for other agricultural activities to diversify from citrus, and the recovery that followed firmly tied for years to come the city's economy to servicing the surrounding farm lands. Orlando, during the years of rebound from the freeze, placed its emphasis upon building a city with a reputation for beauty. Trees were planted and the natural beauty of the lakes was exploited through the

development of scenic lakeside drives. Actually, Orlando enjoyed few, if any, natural advantages compared to those of Sanford, but good merchandizing produced remarkable results in developing tourism, as the growth record shows.

Today some people wistfully view the St. Johns River and dream of barge canals that might restore the river to its former glory. This appears unrealistic in the light of the history of transportation, but, nevertheless, the River with its great recreational assets greatly enhances Sanford's desirability as a place to live. Sanford's future appears destined to become increasingly tied to the growth of the Orlando Metropolitan Area, of which it is now a part. Sanford has a unique opportunity to grow as a satellite community in a larger metropolitan framework, offering all the advantages of a distinctive community with a flavor all its own.

CHAPTER 2

ECONOMIC AND POPULATION BACKGROUND

Why a city exists, how it has developed economically, and what its future prospects may be hold the key to any realistic plan for the future physical development of the city. The urban economy--whether it will grow, contract, or remain the same--will determine the amount and manner in which land will be consumed.

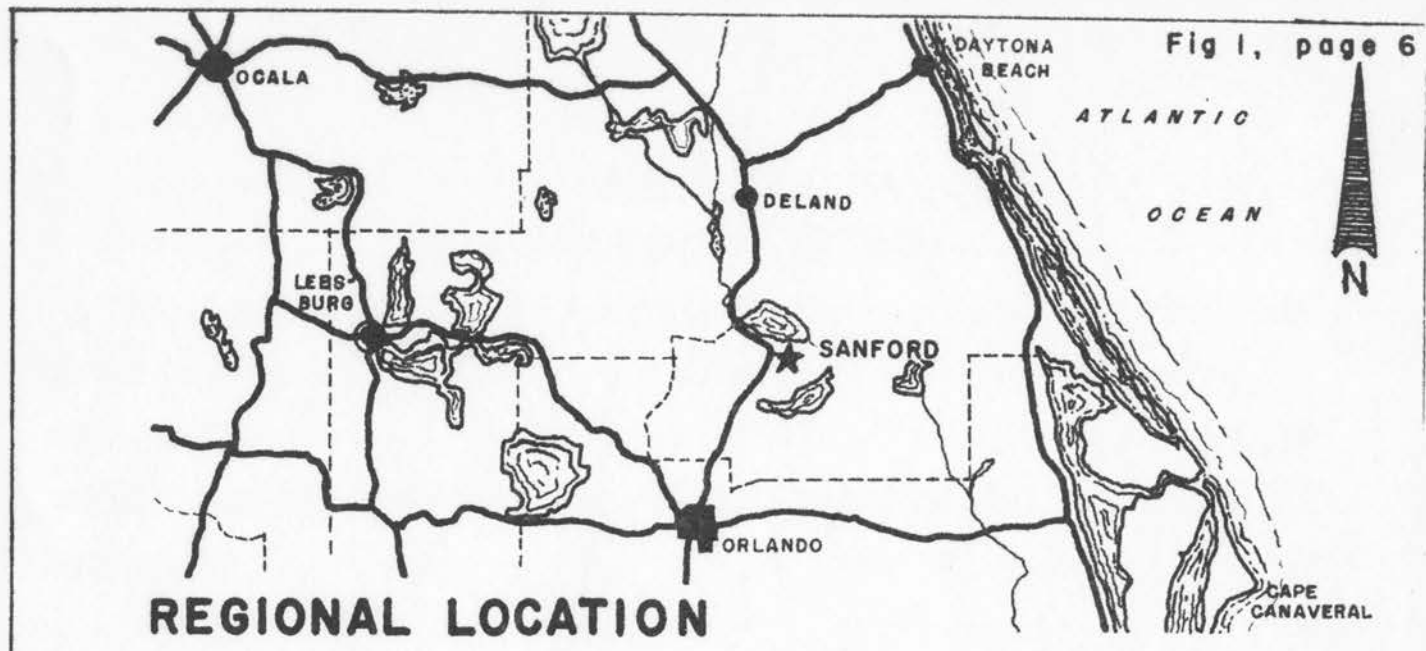
LOCATION

Located on the south shore of Lake Monroe, Sanford came into being because of its strategic position at the head of navigation on the St. Johns River. Situated 125 miles south of Jacksonville and 120 miles northeast of Tampa, Sanford became an important division point of the Atlantic Coastline Railroad. Technological changes subsequently brought about a decline in these factors to the economy, but the city maintained and strengthened its position as trading center of a rich agricultural hinterland.

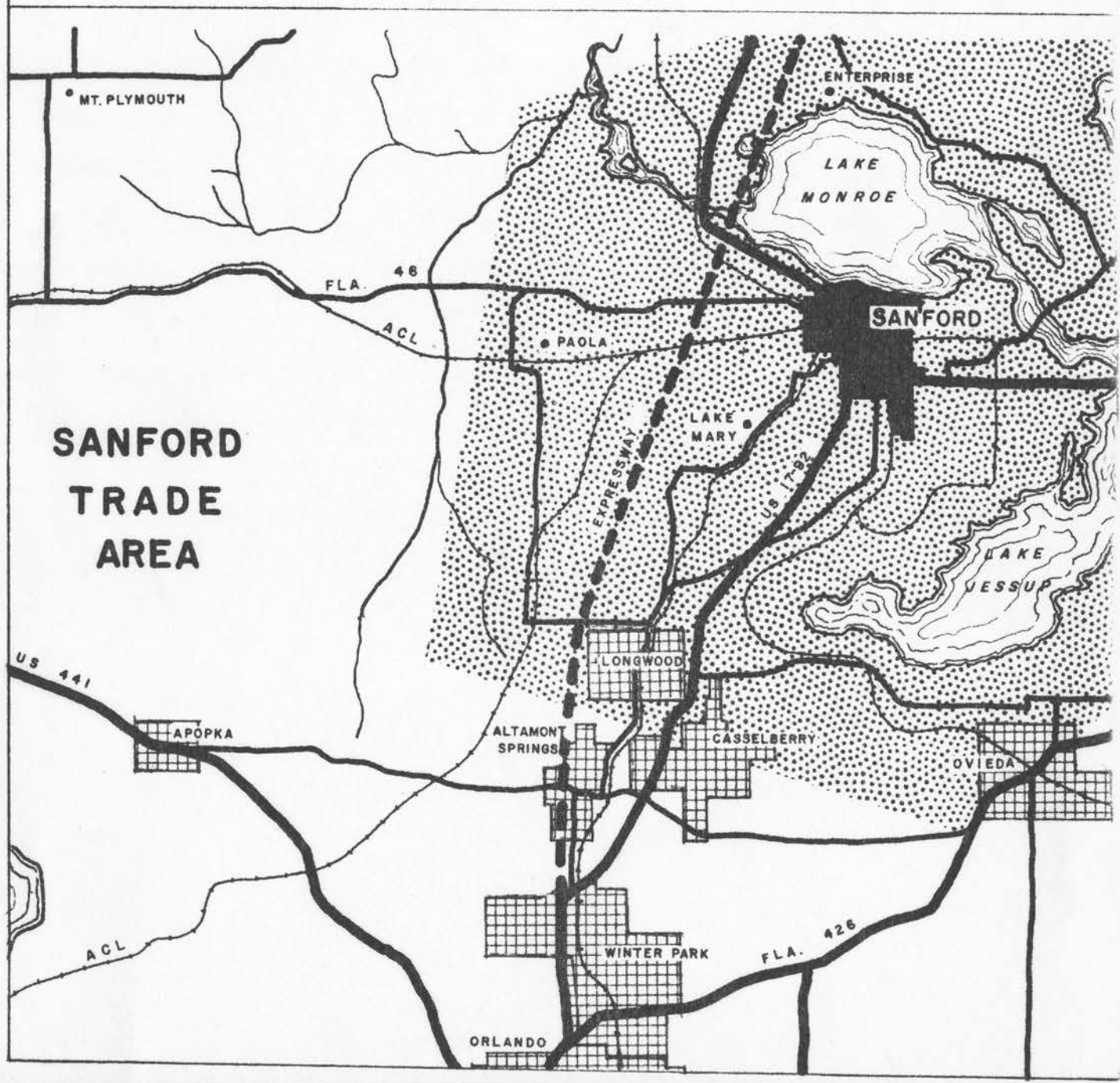
Today, its location only 19 miles from Orlando, a growing industrial and trade center, is the primary fact of the city's economic future. See Figure 1.

POPULATION

Table 1 is a record of population growth of Seminole County and Sanford from the time they first entered the Federal Census.



REGIONAL LOCATION



SANFORD TRADE AREA

TABLE 1

Year	Sanford	Seminole County
1890	2,016	
1895	1,517	
1900	1,450	
1905	2,822	
1910	3,570	
1915	4,998	9,453
1920	5,588	10,986
1925	7,262	14,738
1930	10,100	18,735
1935	10,900	22,192
1940	10,217	22,304
1945	12,497	24,560
1950	11,935	26,883
1960	19,017	54,757

Growth over the years was slow, but since 1950 there has been an acceleration of growth reflecting the expansion of governmental (defense) activities at the Sanford Naval Air Station and the general economic growth of Central Florida.

REGIONAL POPULATION GROWTH

Since 1950 the population of the State of Florida increased by 77 per cent; Central Florida increased 92 per cent; Seminole County increasdd 104 per cent. Therefore, the growth of Seminole County is commensurate with the growth of the Central Florida economic region as a whole.

TABLE 2 POPULATION CHANGE

Area	1950	1960	% Change
Florida	2,771,305	4,897,257	77
Central Florida	478,958	918,971	92
Seminole County	26,883	54,757	104

Since 1950 Sanford embarked upon a period of dynamic growth. Considerable area was annexed and developed with new homes, business and industry, reflecting a population increase of 60%. The County has shown a greater rate of growth than

that experienced within the corporate area of Sanford, because considerable growth has taken place on the fringe, but also because a large area of southern Seminole County has been brought within the Orlando urban area and shared in that growth. However, the largest single factor to influence Sanford's growth was the expansion during the past ten years of operations at the Sanford Naval Air Station, which brought some 2500 military and civilian personnel into the area.

DISTRIBUTION OF THE POPULATION

In 1950 the average population density of Sanford was 3½ persons per acre but the 1960 increase in population, with some increase in corporate area, brought about an average density of about 4.9 persons per acre. The population is not, however, evenly distributed throughout the corporate area. There is considerable vacant land in sizable areas of poor topography with drainage problems or areas not serviced by utilities, plus many vacant lots and parcels throughout the city.

CHARACTERISTICS OF THE POPULATION

Since 1950 rapid changes have taken place in the population characteristics. In 1950 the population was 51.5 per cent white and 48.5 per cent non-white, compared to about 78 per cent white and 22 per cent non-white for the state as a whole. This reflected the large numbers of non-white agricultural workers living in the city. Estimates for 1960, based upon school enrollment and limited data of the federal census indicate a relative decline in the non-white population, which now comprises about 42 per cent of the total.

During the past ten years, as the population doubled, there was an influx of younger, white families. This reflected the expansion of the Sanford Naval Air Station, the expansion of manufacturing in the Sanford area, some economic

integration with the Orlando Metropolitan area. Undoubtedly the 1960 Census will reflect substantial gains proportionately of younger families with more children, all of which will require emphasis in planning for such things as recreational and school facilities.

TABLE 3 AGE CHARACTERISTICS - 1950

Age	Sanford	%	Florida Urban	%
Under 5 years	1,251	10.3	174,984	9.3
5 - 19 years	2,646	22.1	355,221	19.3
20 - 64 years	6,999	58.8	1,118,599	62.1
65 and over	1,042	8.8	165,082	9.3
Total	11,935	100.0	1,813,890	100.0

TABLE 4 EMPLOYMENT BY INDUSTRY GROUP - 1950
(U. S. Census)

Industry	Sanford	% of The Total	Florida Urban	% of The Total
Agriculture, forestry, fisheries and mining		17.5		4.8
Construction		4.0		9.1
Manufacturing		6.1		10.1
Transportation, Communication, and Public Utilities		10.6		9.1
Wholesale and Retail Trade		31.1		26.8
Finance, Insurance, or Real Estate		2.6		4.7
Business, repair and professional services		11.0		12.2
Personal, Entertainment, and Recreation Services		10.4		16.2
Public Administration		3.4		5.6
Other		3.3		1.5
Total Employment	5,009	100.0	699,810	100.0

Table 3 indicates the population age characteristics of Sanford in 1950 compared with Florida's urban population as a whole. The age distribution is about average for the City of Sanford.

Table 4 indicates the employment characteristics of Sanford in 1950 compared to Florida's urban population as a whole. Particularly significant is the large percentage of Sanford's employment in agriculture, 17.5 per cent, compared to 4.8 per cent for the Florida urban population. Manufacturing, as a factor in Sanford's employment in 1950, was low compared to the state as a whole, but by 1960 manufacturing undoubtedly has registered gains in Sanford's employment status.

ECONOMY

The economy of most cities is based upon the production and distribution of goods and services, but the total of all activities that contribute income to support an urban population comprises the urban economy. Economic opportunities spring from resources of the area, advantages of its location, and quality and quantity of its people. In turn, new job opportunities attract more people and the two factors tend to perpetuate each other.

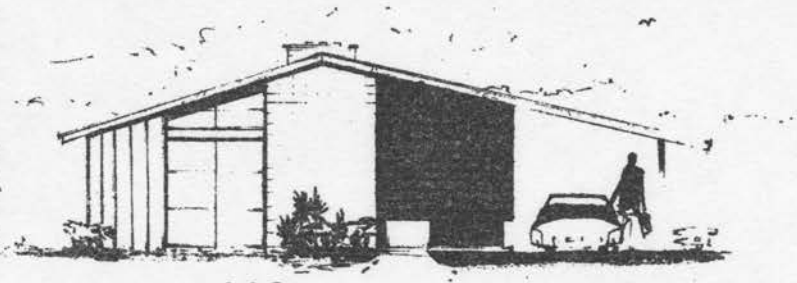
There are many types of basic activities that bring people and money into an area. Manufacturing and agriculture does this by exporting goods and produce. Tourism brings people into the area and by the provision of various services, recreation, and entertainment they are induced to add to the circulation of money and thus to the economy. Military activities bring people into the area, creating many additional jobs in servicing. These basic activities contribute directly to the growth of the community and support a wide range of service activities such as retailing and wholesale trade, construction, finance and real estate, recreation and entertainment. Figure 2 illustrates the direct and indirect effect upon the economy of any growth in basic activities.

Employment data supplies some interesting comparisons that reflect trends in the economic development. Table 5 indicates not only a substantial expansion of the overall economy of Seminole County but some changes in emphasis, notably from agriculture to military and industrial activities. Agriculture, government (military), and manufacturing are the basic industries, and as these increase there will be a general increase in all other activities of the Sanford economy.

THE EFFECT OF 100 NEW JOBS IN A BASIC INDUSTRY ON THE COMMUNITY

174 MORE WORKERS

296 MORE PEOPLE

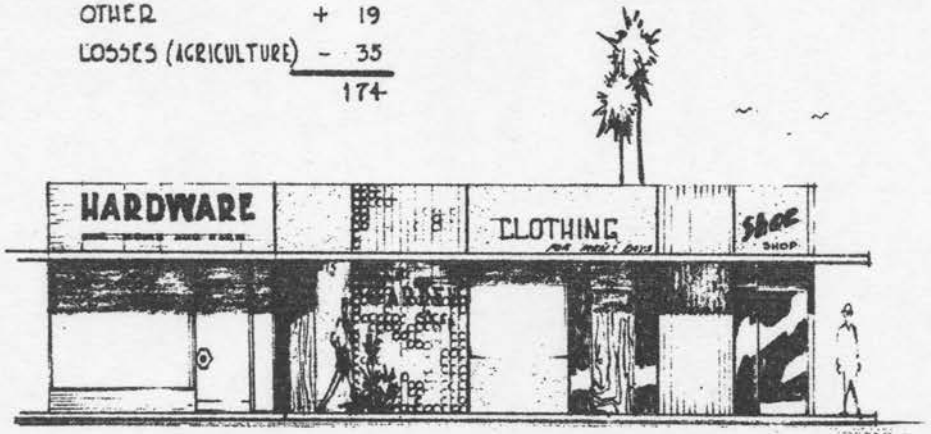


MANUFACTURING	+ 100
TRADE	+ 38
CONSTRUCTION	+ 25
PROFESSIONAL	+ 14
TRANS.-COMM.-UTIL.	+ 13
OTHER	+ 19
LOSSES (AGRICULTURE)	- 35
	174

112 MORE HOUSEHOLDS

107 MORE PASSENGER VEHICLES REGISTERED

$ 590,000	MORE PERSONAL INCOME
$ 360,000	MORE RETAIL SALES
$ 270,000	MORE BANK DEPOSITS



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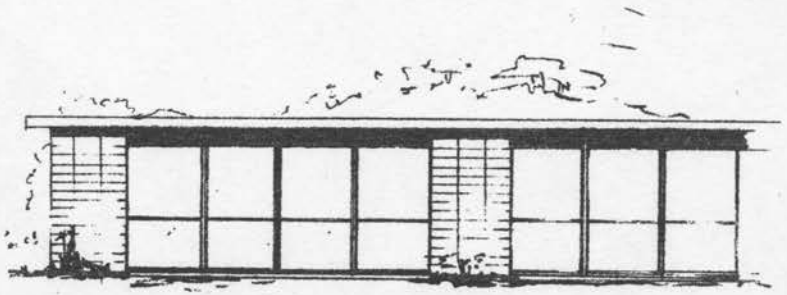
MORE RETAIL ESTABLISHMENTS



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MORE CLASSROOMS

Source: U.S. CHAMBER of COMMERCE

TABLE 5 EMPLOYMENT BY INDUSTRY
IN SEMINOLE COUNTY, 1950 and 1959*

	1959	%	1950	%
Employed Labor Force	15,293	100.0	10,178	100.0
Agriculture, forestry	2,500	16.4	3,121	30.6
Government - Military	2,500	16.4	-----	-----
Manufacturing	1,900	12.4	664	6.5
Construction	1,522	9.9	540	5.3
Retail and Wholesale Trade**	2,400	15.7	2,535	24.9
Finance, Insurance, Real Estate	380	2.5	205	2.2
Services & Entertainment**	1,143	7.5	1,574	15.4
Government - Administration and Education	568	3.7	502	4.9
Transportation, Communication, and Utilities	678	4.4	776	7.6
Other**	1,702	11.1	261	2.6

*The above table must not be interpreted too literally in making comparisons, because of different sources and differences in classification. The 1950 data are from the 1950 U.S. Census, 1959 data are estimates of the State Employment office.

**If the same system of classification were used, 1959 data for employment in trade and service activities would be 40 per cent higher than for 1950, and the "Other" category would be correspondingly smaller. The State Employment office classifies as "Other" all persons who are self-employed regardless of the activity, which practice differs from that of the U.S. Census.

A comparison of sources of personal income, (Table 6), however, reveals that military activities in just a few years have become the prime contribution to the economy. Agriculture and military activities employ about the same number of persons, but the income contribution is much higher from the latter. Actually, the contribution from agriculture is somewhat higher when the allied processing

and distribution activities are considered, but the indirect effects of military activities likewise increase.

Manufacturing activities have registered a healthy gain in employment and personal income during the past nine years, which reflects to some extent the over-flow into Seminole County of industries related to the Orlando industrial growth.

TABLE 6*
SOURCES OF PERSONAL INCOME IN SEMINOLE COUNTY - 1957

		% of Total
Total Personal Income	$47,616,000	100.0
Manufacturing	1,957,000	4.1
Agriculture	5,336,000	11.3
Construction	2,496,000	5.2
Transp., Communications, Utilities	4,426,000	9.3
Finance, Insurance, Real Estate	1,082,000	2.1
Retail and Wholesale Trade	7,275,000	15.3
Services; professional and business	3,876,000	8.2
Government	15,359,000	32.3
Unclassified by industry	5,809,000	12.2

*State Economic Studies No. 11, 1959,
Bureau of Economic and Business Research,
University of Florida

AGRICULTURE

Since the beginning of Sanford's history, agriculture has been the chief source of employment for its residents and for many years was the prime source of income. Income is provided directly to a large number of agricultural workers resident in Sanford, and indirectly through retail, wholesale, service, and processing activities related to agricultural production. The mainstay of Seminole County agriculture is truck farming, mostly celery and cabbage, but citrus follows as a close second, and horticultural specialities, such as turf and ornamentals, are an important third ranking crop.

TABLE 7 AGRICULTURAL SUMMARY
OF SEMINOLE COUNTY - 1958*

Total land area in Seminole County	205,440 acres
Land area in farms	182,305 acres
Per cent of total land area in farms	89 per cent
Total number of farms	785

Activity	Units or Acres	Value of Production
Vegetable Crops	5,585 acres	$ 5,228,884
Citrus	15,539 acres	4,299,625
Horticultural specialities	392 acres	1,715,904
Dairy	1,600 cows	874,526
Livestock	14,490 acres	223,668
Poultry	39,500 birds	155,691
Bee Keeping	3,119 colonies	28,071
Forestry	78,621 acres	17,365
Field Crops	1,390 acres	15,526
Total Value		$12,559,260

*Seminole County Agricultural Agent

MILITARY ACTIVITY

There are over 2,200 military personnel based at the Sanford Naval Air Station plus over 250 civilian workers. Because there are no housing facilities on the base, some 1,300 military families live in off-base housing, thus making a substantial contribution to the economy in construction, retail trade, and service activities.

Although military activity is the prime contributor to employment and personal income in Seminole County, it cannot be considered fundamental to the economy. Much money is brought into the area, but no product is produced locally and no particular development of local resources is required. The stability of this activity is almost solely dependent upon policies formulated on a national and international level, and its permanence is subject to very serious doubt. The eventual loss of this activity would have very serious repercussions

on the local economy until such time as normal gain in other activities, mainly manufacturing, could compensate with additional employment.

MANUFACTURING

Manufacturing is the fastest growing industry in the Seminole economy; it is essentially a development of the past ten years. The industrial plants consist mainly of the "light" industrial groups, such as sewing, assembly, and electronic activities. These are plants that use very little local raw materials and contribute mainly to the economy through payrolls. Harcar Aluminum, York Manufacturing, Allen - Orlando, Dynatronics, and Dearborn Electronics are notable examples.

TOURISM

Tourism is reflected in retail trade activities rather than in a single activity by which its impact may be measured. Only in recent years has Sanford begun to be identified with tourism, but in the future tourism should contribute more.

RETAIL TRADE

Sanford lies close within the Orlando retail trade orbit. Inasmuch as Orlando is the regional trade center of Central Florida with the greatest concentration and variety of retail establishments, Sanford's position is one of a "convenience" goods center within the Orlando Metropolitan Area.

Table 8 indicates the percentage of total retail sales that are distributed among the various types of retail activities. Convenience goods establishments such as food, eating and drinking, gas stations, and drugs are especially important percentagewise to the economy of Sanford and Winter Park, whereas they are generally smaller percentages of the total retail sales of Orlando, the regional shopping center. General merchandise, apparel, and automotive establishments figure prominently in the retail sales of Orlando, and this reflects the influx

of shoppers from beyond the corporate limits of the city and even from beyond Orange County.

TABLE 8
DISTRIBUTION OF RETAIL SALES BY
AREAS OF THE ORLANDO STANDARD METROPOLITAN AREA
(Sales Management - Add 000's)

Type of Establishment	Seminole County	Sanford	Orange County	Orlando	Winter Park
Total	$37,042	$29,523	$363,160	$277,083	$25,956
Food	30.6%	31.8%	21.5%	16.6%	32.3%
Eating and Drinking	4.7%	3.4%	6.3%	5.6%	7.2%
General Merchandise	5.8%	6.6%	15.9%	19.9%	2.1%
Apparel	4.4%	5.5%	6.5%	8.0%	3.2%
Furniture, Household	5.7%	6.3%	5.4%	6.2%	5.8%
Automotive	17.8%	16.4%	18.7%	22.4%	1.8%
Gas Stations	9.8%	8.8%	8.6%	5.3%	31.3%
Lumber, Build., Hardware	4.5%	4.5%	7.4%	6.4%	5.2%
Drugs	4.2%	3.9%	3.1%	2.9%	4.8%
Other	12.5%	12.8%	6.6%	6.7%	6.3%

When Sanford's retail standing is evaluated according to the relationship of sales, buying power, and population, a healthy retail position is revealed despite the loss of some sales to the Orlando market. See Table 9. Seminole County has 17.2 per cent of the population and 11.2 per cent of the buying power of the Orlando Standard Metropolitan Area, but benefits from only 9.2 per cent of the retail sales. On the other hand Sanford has 6 per cent of the population and 6.2 per cent of the buying power but benefits from 7.4 per cent of the retail sales of the metropolitan area. The ratio of retail sales to buying income is about average for the City of Sanford but much lower for the County as a whole, which fact reflects the large population in Southern Seminole County that is so convenient to Orlando.

TABLE 9

RETAIL TRADE RANKING OF AREAS IN THE
ORLANDO STANDARD METROPOLITAN AREA - 1958

Sales Management	S.M.A.	Seminole Co.	Sanford	Orange County	Orlando
Total Retail Sales (000's)	$400,202	$37,042	$29,523	$363,160	$277,083
% of S.M.A. Total		9.2%	7.4%	90.8%	69.3%
Effective Buying Income (000's)	436,564	49,052	27,162	387,512	161,557
% of S.M.A. Total		11.2%	6.2%	88.8%	37.0%
Ratio of Retail Sales to Effective Buying Income	.916	.755	1.087	.973	1.714
Population (1960)	317,412	54,757	19,017	262,655	86,880
% of Total		17.2%	6.0%	82.8%	27.4%

CHAPTER 3

FUTURE TRENDS, PROJECTIONS AND GROWTH AREAS

Changes in defense technology have created uncertainty surrounding the permanence of many air bases, and the eventual loss to the community of the Sanford Naval Air Station must be recognized. In anticipation of this the community must prepare to provide other employment locally.

Tourism can be encouraged by taking advantage of the recreational, particularly water, resources of the area. Some retirement activity undoubtedly can be promoted by the development of more suitable recreational facilities for older citizens.

As Sanford becomes more and more an integral part of the Orlando industrial complex, its opportunity for growth will be twofold. First, good transportation facilities, particularly when the Interstate Highway is completed, make the City convenient as a bedroom community for many people working in Orlando, and second, many industries can be attracted to the favorable sites located in Seminole County that are also convenient to the Orlando area.

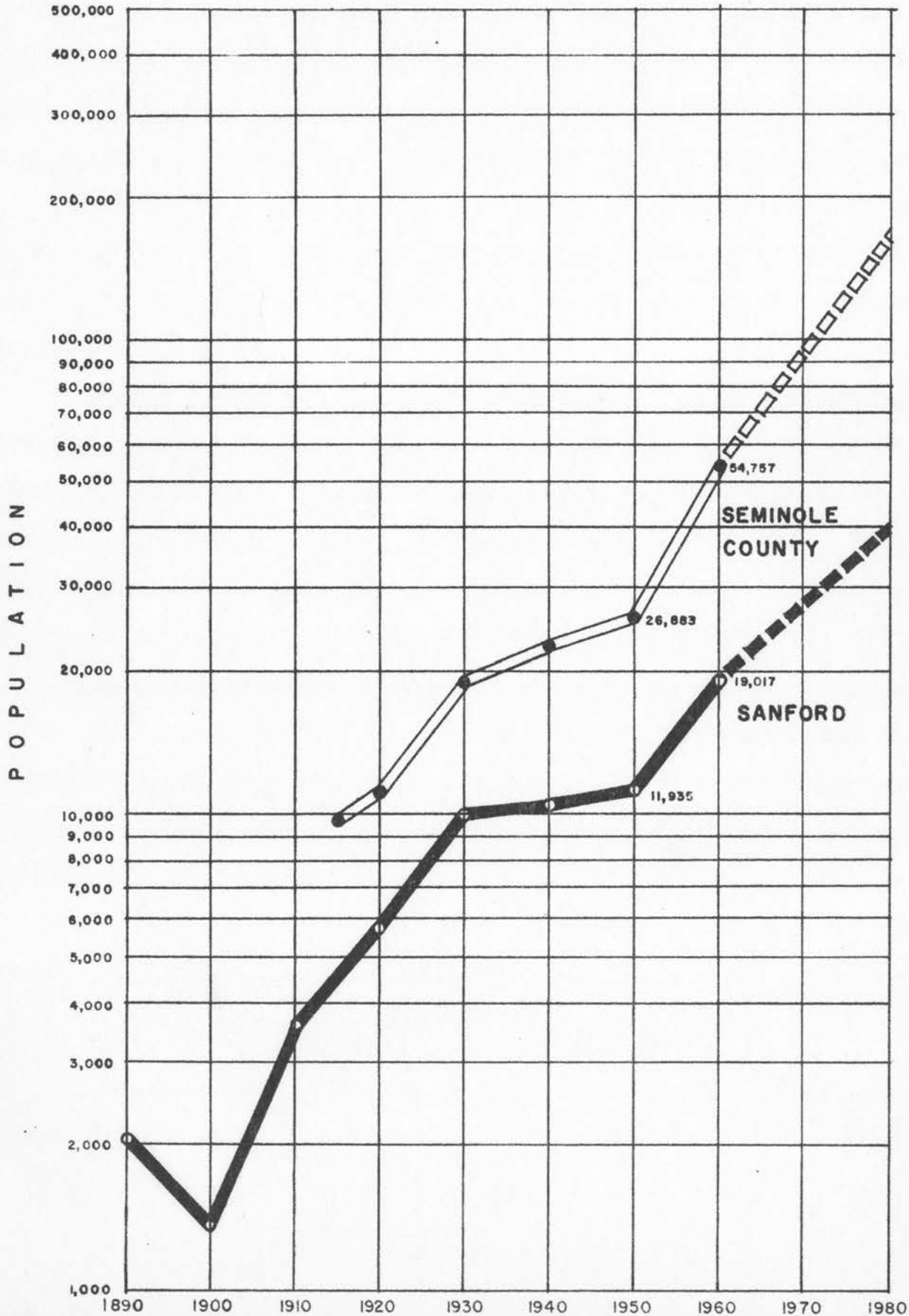
Figure 3 is a projection of the population of Sanford and Seminole County for the next twenty years. In ten years Sanford should have a population of 29,000 and in twenty years a population of 40,000, assuming no obstacles to annexation. The population of Seminole County should increase to 90,000 by 1970 and possibly 150,000 by 1980.

What will be the nature of this population growth and where will the growth occur?

TRENDS IN THE CHARACTERISTICS OF THE POPULATION

The 1960 U. S. Census shows the age characteristics of the Sanford population to have made some shifts toward a younger population. In 1960, 37.4 per cent of

SANFORD
AND SEMINOLE COUNTY
POPULATION TRENDS



the total population of Sanford is less than eighteen years of age, compared with 32.4 per cent of the total in 1950 that were under twenty years of age. The category 65 years and over remained about the same, 8.7 per cent in 1960, compared with 8.8 per cent in 1950. With the continued expansion of the economy with emphasis on industrial growth, the population should continue to develop youthful characteristics.

Persons per household also increased, from 3.19 persons per household in 1950 to 3.27 persons per household in 1960, compared with 3.33 and 3.37, respectively, for the county.

Because of the expansion of the economy during the past ten years based upon military activities and industrial growth, there was an influx of predominantly young, white families that resulted in a decided shift in racial characteristics of the total population. In 1950, 48.5 per cent of the City's population was non-white but by 1960 this percentage had decreased to 34.7 per cent, compared with 44.4 per cent and 24.7 per cent, respectively, for the County.

Although the non-white population of Sanford did increase in absolute numbers from 5789 persons in 1950 to 6654 persons in 1960, the percentage gain was only about 15 per cent, compared to the total population gain of 60.7 per cent. This trend is expected to continue because of the decreasing importance of agriculture to the economy. Technological changes, resulting in a decreased need for hand labor, will add to this trend. The non-white population of Sanford, although resident within the City, is mainly employed in agriculture in the surrounding areas of the County. By 1970, when the population of the City approximates 29,000, probably 7600 persons or 26 per cent of the total will be non-white.

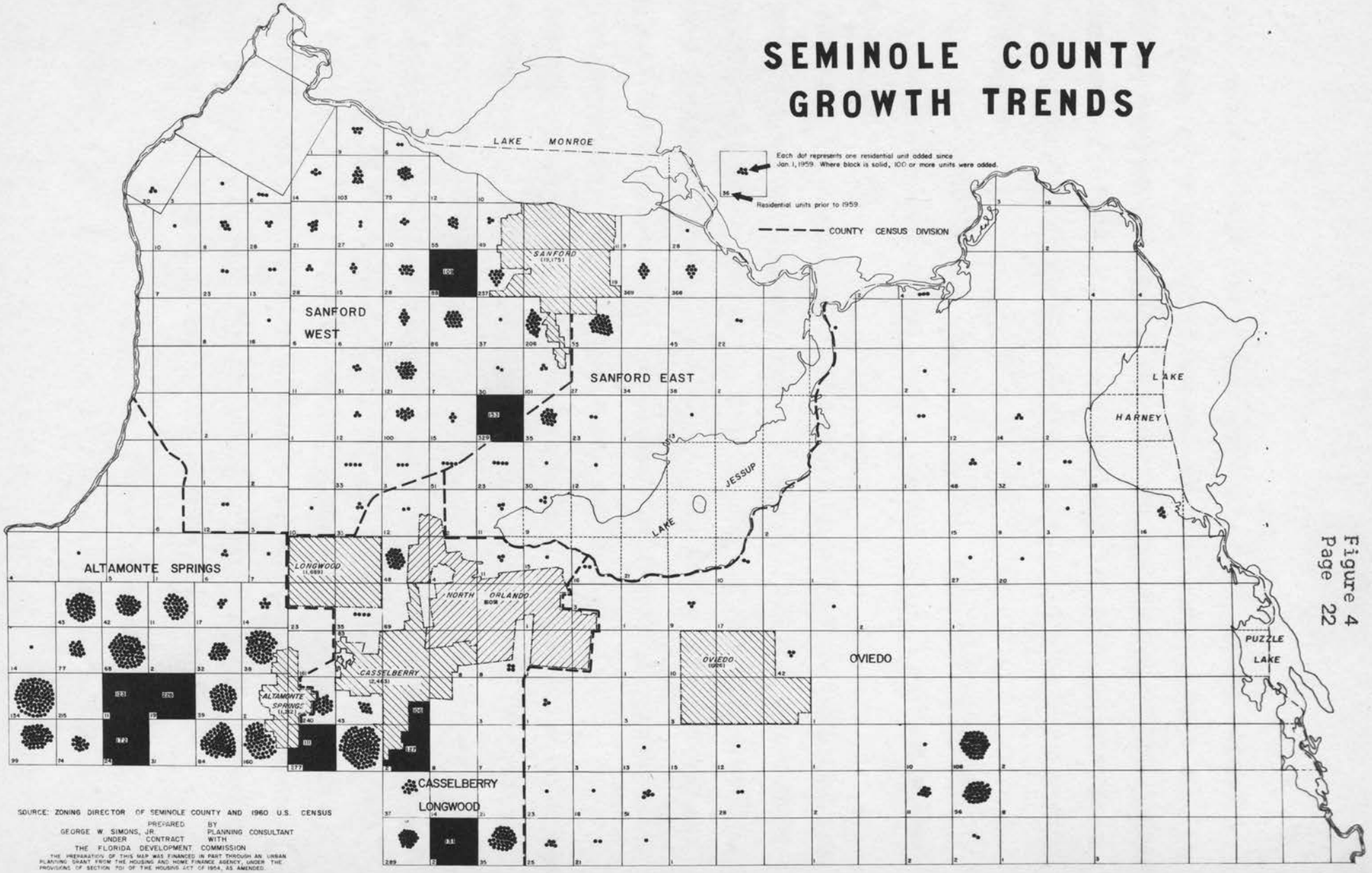


Figure 4
Page 22

GROWTH AREAS

Table 10 and Figure 4 illustrate two areas of strong growth in the County, although all other areas registered significant increases. Population increases during the past ten years were dominantly centered around the Orlando Urban Area and to a much lesser extent around the Sanford Urban Area.

TABLE 10 POPULATION GROWTH
IN SEMINOLE COUNTY FROM 1950 - 1960
BY CENSUS DIVISIONS

	1950	1960	% Increase 1950-60
Seminole County	26,883	54,947	104.4%
Altamonte Springs Division	4,973	7,943	268.8
Casselberry-Longwood Division		10,399	
Oviedo Division	2,677	4,806	75.9
Sanford City	11,937	19,175	60.7
Sanford East Division*	1,983	3,607	81.9
(Midway - Canaan)	(1,830)	(1,897)	———
Sanford West Division*	2,847	9,017	216.7
Other	638	———	———

* Excludes Corporate area of Sanford

The Census divisions of the above table are shown on Figure 4, which graphically illustrates recent trends in building permits outside incorporated places.

During the 1950-1960 growth period, Seminole County became a definite part of the Orlando Metropolitan area. This economic fact had an effect on growth over the entire County. Figure 4 shows an acceleration of growth since 1959 until the present (March, 1961) in that portion of Seminole County contained within the Orlando Urban Area.

In 1950 the Sanford urban area contained about 62 per cent of the total population of the County, and the southern portion of the County, centered around Altamonte Springs and Casselberry, had about 18 per cent of the total. But in 1960, the Sanford area had only 57.8 per cent of the total and the Altamonte

Springs - Casselberry area increased its relative position to contain about 33 per cent of the total. Nevertheless, the Sanford urban area continued to grow at a healthy pace. Growth of the unincorporated Sanford Urban area was more rapid than that of the incorporated City, as table 10 shows. 52 per cent of the growth took place outside the corporate area of Sanford.

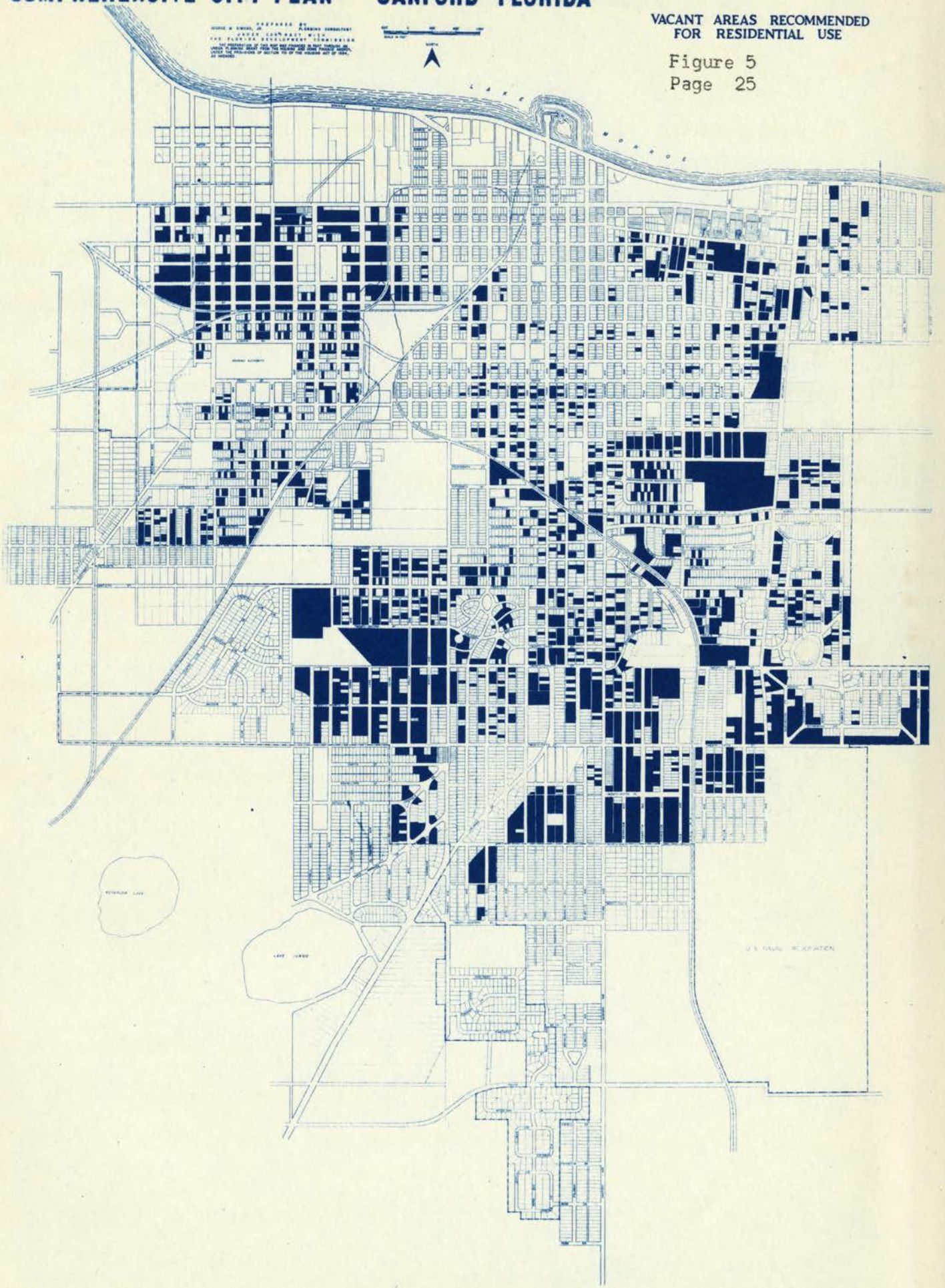
Improvement of 17-92 to a four lane artery has enabled the Sanford Urban Area to be more closely related to Orlando's growth. Possibly Sunland Estates is an example of a suburban subdivision related to both urban areas. Completion of the Interstate Highway between Orlando and Sanford should add considerably to this interrelationship, particularly in influencing growth to the west of Sanford, an area topographically appealing for development.

In summary, it appears that about 49,500 persons, or 55 per cent of the 90,000 population predicted for Seminole County by 1970, will live in the Sanford Urban Area. The corporate area of 1970 probably will have about 29,000 population. In 1980 approximately 75,000 population will live in the Sanford Urban Area, of which 40,000 population should be within the corporate area.

COMPREHENSIVE CITY PLAN SANFORD FLORIDA

VACANT AREAS RECOMMENDED FOR RESIDENTIAL USE

Figure 5
Page 25



FUTURE DEVELOPMENT WITHIN THE EXISTING CORPORATE AREA

Land use studies of the corporate area show some 981 acres of vacant land within the corporate limits, including all vacant lots and undeveloped tracts. Not all of this vacant land is equally suited for development, but in accordance with the Land Use Plan, about 800 acres, yielding a potential 3213 lots, should be allocated to residential use.

Figure 5 is a map of vacant areas within the city that are available for future residential development. The table that follows projects the development of these vacant lots and parcels over the next twenty years, according to neighborhood growth areas. See figure 9b Neighborhood Map, Volume 2, page 41b.

Calculations of the potential population are based upon the prevailing lot pattern and land use. Although the zoning might provide for a much higher theoretical population potential, particularly for multiple family and duplex zones, the Consultant is guided in his calculations by established development trends. Evaluation of the probabilities for population growth in these neighborhood areas are based upon projections for the total population, racial distribution, neighborhood characteristics, various factors that tend to impede growth in the various areas, and availability of land in competing growth areas, both inside and outside the City.

TABLE 11 GROWTH
PROJECTED WITHIN THE
EXISTING CORPORATE AREA

NEIGHBORHOOD	Undeveloped Lots	Population Possible	Projection of Lots Developed by: 1965	1970	1980	Projection of Population by: 1965	1970	1980
Sub Neighborhood A	106	350	20	30	40	66	99	132
Sub Neighborhood B	20	66	0	5	5	0	17	17
West Central	363	1198	30	80	200	99	264	660
Central	115	380	10	20	40	33	66	132
Mayfair	36	119	5	10	18	17	33	59
Wynnewood	887	2927	300	600	720	990	1980	2376
South Park	370	1221	100	200	300	330	660	990
Country Club Dreamwold	535	1765	285	400	450	940	1320	1485
Pinecrest	453	1495	50	155	350	165	512	1155
TOTAL WHITE AREAS	2885	9521	800	1500	2123	2640	4951	7006
Georgetown	94	338	8	13	21	29	48	76
Goldsboro	234	842	30	55	85	107	198	306
TOTAL NON-WHITE AREAS	328	1180	38	68	106	136	246	382
TOTAL ALL AREAS			838	1568	2229	2776	5197	7388

White Population - 3.3 Persons per household
Non-White Population - 3.6 persons per household

Table 11 reveals that vacant areas within the existing corporate area cannot accommodate all of the population growth. Following is an analysis of how much of the growth must take place in fringe areas, which must be annexed:

POPULATION INCREASE AS PROJECTED	1970	1980
White	8,879	20,825
Non-White	946	2,086
Total	9,825	22,911
POPULATION INCREASE TO BE LOCATED IN THE EXISTING CORPORATE AREA (1961)		
White	4,951	7,006
Non-White	246	382
Total	5,197	7,388
POPULATION INCREASE TO BE LOCATED IN AREAS TO BE ANNEXED		
White	3,928	13,819
Non-White	700	1,704
Total	4,628	15,523

FUTURE DEVELOPMENT AREAS OF THE CONTIGUOUS URBANIZED AREA

Obviously, a substantial portion of the future growth must take place in areas outside the present corporate limits. Figure 6 demarcates 6 growth study areas. These are areas best suited to accommodate the growth of the next several years and which lend themselves most readily to annexation. There are over 1,140 persons living today in these six study areas.

An evaluation of these areas is provided to determine the growth trends expected in each. In general terms predictions can be made, based upon various physical, economic, and cultural influences and according to the growth expected for the entire urban area. Some of these influences are:

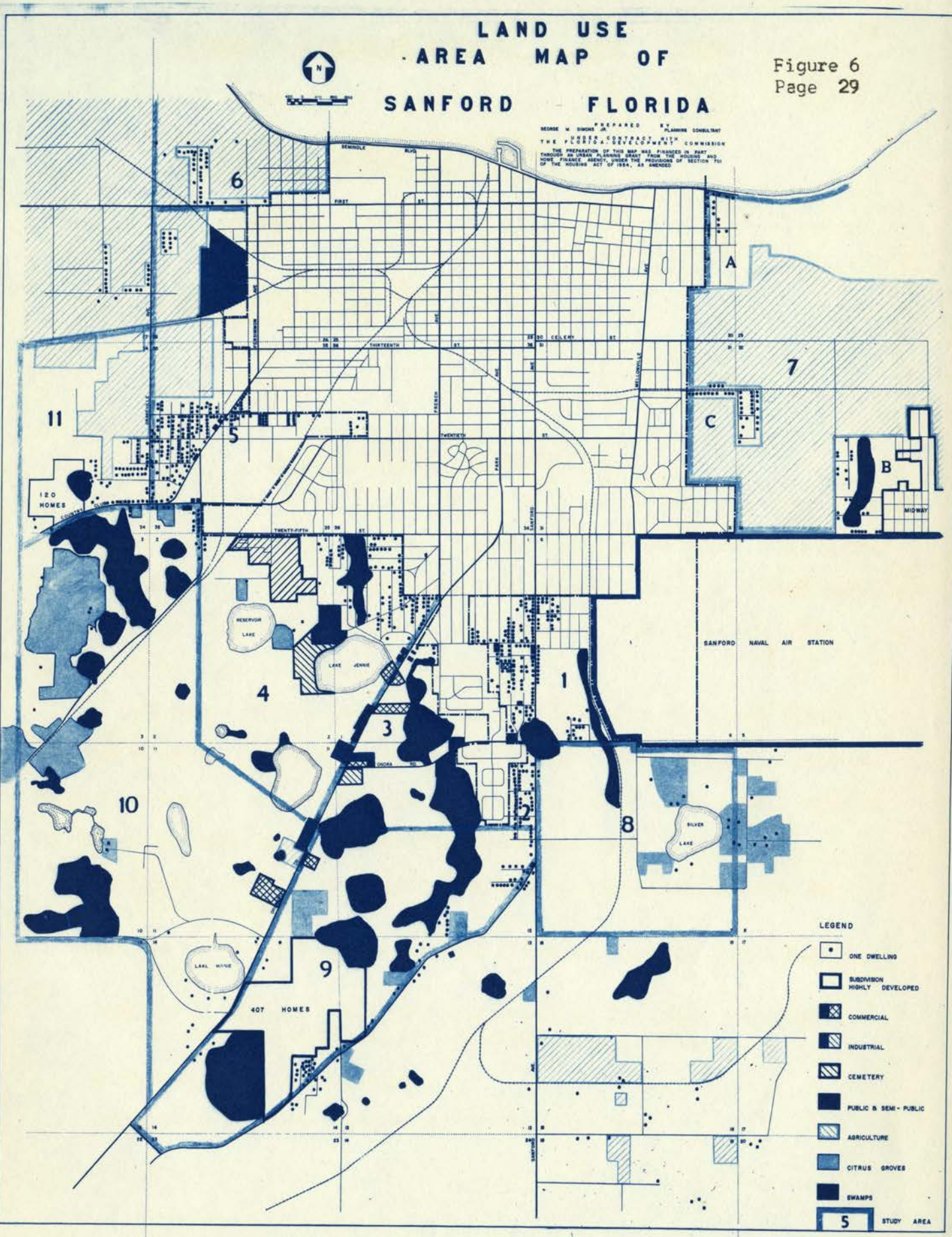
Topography - level or rolling; well drained or swampy; desirability as building sites.

Land Use - high yield agricultural and citrus or low yield forest and pasture.

Character of Adjacent Development - proximity of low grade commercial or heavy industrial uses or substandard housing areas.

Accessibility via good highways.

Availability of Public Services - schools, utilities.


LAND USE
AREA MAP OF
SANFORD FLORIDA
PREPARED BY
GEORGE W. SIMONS JR. PLANNING CONSULTANT
UNDER CONTRACT WITH
THE FLORIDA DEVELOPMENT COMMISSION
THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED
SEMINOLE BLVD.
FIRST ST.
THIRTEENTH ST.
CELERY ST.
TWENTIETH ST.
TWENTY-FIFTH ST.
FRENCH AVE.
PARK AVE.
SANFORD AVE.
MELLONVILLE AVE.
120 HOMES
RESERVOIR LAKE
LAKE JENNIE
SANFORD NAVAL AIR STATION
SILVER LAKE
LAKE MINNIE
407 HOMES
MIDWAY
A
B
C
1
2
3
4
5
6
7
8
9
10
11
LEGEND
ONE DWELLING
SUBDIVISION HIGHLY DEVELOPED
COMMERCIAL
INDUSTRIAL
CEMETERY
PUBLIC & SEMI-PUBLIC
AGRICULTURE
CITRUS GROVES
SWAMPS
5 STUDY AREA

However, such predictions are extremely hazardous and subject to much doubt as to validity. At best an estimate can be made of what should be, rather than what is likely to take place. There are no planning controls adequate at this time to insure the best use of land. Regardless of our efforts toward zoning and subdivision regulation, we are unable to apply these planning controls effectively to prevent premature development. The City can, however, encourage the most orderly development by supplying water, sewers, and other services only to those areas that logically should develop at a given time and can be served economically.

Table 12 is an evaluation of the six growth study areas, indicating present land uses, existing population, land uses planned on the general land use plan, the potential population that can be accommodated, and a schedule of probable population development. However, such predictions are extremely hazardous and subject to change. Although all these factors may point to the advisable development of some areas over others, there are other factors which are difficult to control and which fluctuate, such as availability of land, its price, promotion and financing.

The population growth projected in annexation areas 1 - 6 indicates these areas will provide for the City's growth until 1970. But by 1980, if the City is to reach 40,000 population, additional area must be annexed. By 1980 annexation areas 1, 2, 3, 4, and 6 should have about 7883 population. This means about 5,936 persons of the white population growth must be accommodated in additional growth areas, areas 7, 8. 9, and 10, and 11. Area 5 will provide for all of the future growth of non-white population.

TABLE 12
SIX GROWTH STUDY AREAS
OF THE SANFORD URBAN AREA

EXISTING LAND USE	Area 1	2	3	4	5	6
Residential	39	15	1	32	58	12
Business & Industry	5	—	20	12	52	
Agriculture	—	—	—	13	182	208
Public Uses	18		10	109	—	—
Vacant	150	13	256	616	244	—
(Swamps)	(25)	(1)	(85)	(33)	—	—
Water	—	—	—	118	—	—
Total Area in Acres	212	28	287	800	536	220
EXISTING HOUSES	149	45	3	111	212	37
LAND USES PLANNED						
Residential	167	27	100	590	325	—
Business & Industry	9	0	59	45	187	220
Public Uses and Open Spaces	18	0	14	114	24	—
Area of Low Potential	18	1	85	33	—	—
POTENTIAL POPULATION						
Lots per acre	4	3	3.5	3.5	4.5	—
Total Lots possible	668	80	350	2065	1460	—
Persons Per Household	3.3	3.3	3.3	3.3	3.8	—
Population	2204	264	1155	6814	5550	—
PROBABLE POPULATION						
1960 (Existing)	492	149	10	366	762	122
1965	1000	175	300	1066	1112	150
1970	1400	200	612	1566	1462	150
1980	1763	220	900	5000	2222	150

Area No. 1. This is an area of medium potential in accommodating some of the immediate growth. Topography is flat with no major drainage problems. About 60 per cent of the total study area is subdivided, but only about 35 per cent of these lots are developed.

Within the area that is subdivided and partly developed there are 146 homes, 60 per cent of which are valued at $6,000 or less (homestead exempt), about 20

per cent at $7,000 to $9,000 and 20 per cent at $10,00 or over. This area is lacking in street improvements, except for Sanford Avenue. City water serves the area and city sewers could be extended without difficulty when sufficient development makes this economically feasible. This is an area of metrogeneous housing, a mixture of old and new, small and medium, a number of small non-residential uses spot the area, and tight zoning controls are necessary to encourage an improvement in development.

The entire area lies between an existing residential area of the City and the Naval Air Station. Because of the prevailing development in the area, this will be a growth area for small homes, grossing about 4 lots per acre in the unsubdivided portions and about 3 lots per acre in the subdivided portion.

Some 80 acres of vacant land is available for subdivision into small lots for low priced single family homes. About 4 houses per gross acre will result, and houses will range in value from $8500 to $11,000. Plans are underway for subdividing about 57 acres of this area to provide some 225 homes, valued at $8,000 to $9,000.

There are two natural drainage areas of swampy character in this area; one is strategically located for filling and development with commercial uses at the intersection of Sanford Avenue and Onora Road.

Area No. 2. This is a small area contiguous to the City of about 28 acres, containing some 45 homes. The area is about 60 per cent developed and could be readily served with city services. There is no significant amount of commercial development in the area, and the best use is indicated as residential. About 30 per cent are valued at $6,000 or less, 45 per cent at $7,000 - 9,000, and 25 per cent at $10,000 - $12,000.

Area No. 3. This is a large area, containing some 287 acres, about 109 acres of which are suitable for residential development. At the present time

there is little development of this area other than some 20 acres used for various types of business and industry, located on U. S. Highway 17-92. About 85 acres in swamp should be retained as a natural drainage area and not be developed. The area could be served readily with sewers and water, and has a good potential for accommodating about 350 homes or more plus considerable commercial development along the highway. Homes should fall in the medium price range - $12,000 to $15,000.

Area No. 4. This is the area of best potential for residential development accommodating much of the future population growth of the City. There are some 800 acres, of which some 590 acres are suited for residential use to accommodate a potential growth of 6800 population. The area is well suited topographically for development; it contains several natural drainage areas, lakes and swamps.

Within this area is located the new high school and a junior high school is planned on the same site. The area can be readily served with water; sewer service will require trunkline extensions to be added as the area is subdivided. Because the area is accessible to U. S. 17-92 and 25th Street, two major developed traffic arteries, and relatively free of blighting land uses, it is considered to be the area most suited for development during the next ten years of growth. The few homes existing in the small developed areas range mostly in the $8,000 to $11,000 price range, but future developments should reach the $12,000 to $16,000 price range.

Area No. 5. This is an area of about 536 acres, of which some 58 acres is already developed with residential uses. A large portion of the undeveloped area is in agricultural use, but there remains some 244 acres of unused land readily available. Most of the existing development is of a heterogeneous character, predominantly low value homes of which many are substandard. Approximately 25

per cent are valued at $7,000 or more, the remainder are valued at $6,000 or less. However, recent trends indicate much of the future housing will be in small subdivisions ranging in value from $8,000 to $9,000.

There is more suitable land for development in this area than can be utilized during the period of projected growth, and the northern part of this area is indicated for industrial development.

Area No. 6. An area of low potential for residential development but well located for industrial development. There is no industry in this area at this time, but this is a logical expansion of an area of the City that is developing with small industry. Advantages for industry are: level land of good topographic conditions for large site developments; excellent highway access with convenience to a major interchange of the Interstate Highway and frontage on U. S. 17-92 and State Route 46; access to Lake Monroe and the St. Johns River for large service. Very little of the land is developed at this time.

OTHER GROWTH AREAS OF THE SANFORD URBAN AREA

Beyond these six growth areas that are contiguous to the City are several non-contiguous urbanized areas that will ultimately become a part of the City of Sanford. At this time, however, it would be premature to schedule the annexation of these areas to the City.

7. SANFORD EAST

This is a large area to the east of the City, north of the air base, which is predominately agricultural. Because of the continued, although declining, importance of agriculture, this area will not develop as readily as some others into an urban pattern. Inasmuch as there is no shortage of lands much better suited for residential development, it is recommended that public policies be directed toward continuing the agricultural use of this area.

There are two sections of this study area which are partly urbanized:

7a. An area North of Celery Avenue located in Section 30. This is an area contiguous to the City and partly subdivided, but very sparsely developed. There are about 174 vacant lots, which according to development standards of the area would accommodate 87 high value homes in addition to the 18 existing homes. An additional 45 acres of vacant area is well situated to provide for some additional 135-150 homes of medium value. This is an area that could be readily served when development proceeds on an economical basis with more dense settlement.

7b. Midway - Canaan Area. This is a non-contiguous, unincorporated settlement east of the City, containing a population of 1897 persons in 1960. Growth has been slow during the past ten years, because it is a non-white housing area accommodating farm workers. Because this is an area of notoriously poor housing conditions serving the needs for farm labor in this area, the growth potential is small. Other development will be impeded in its advance toward this area.

8. Silver Lake Area. This is an area of approximately one square mile, located in Section 7 south of the Air Base. This is an area of level, pasture land in the western part and woodland and orange groves in the eastern part around Silver Lake. The potential for development is considered low at this time. Because of the surrounding influences, this will be an area of low cost homes on lots netting $3\frac{1}{2}$ - 4 homes per acre in the western part. Larger lots and larger homes might develop in the eastern part in the Silver Lake section. Based upon population projections, the growth should be slow, not resulting in the annexation of any of this area for 5 years or more.

9. Sunland Area. This is an area already dominated by the Sunland Estates subdivision, an area of 407 medium value homes. An additional 123 homes are planned in this subdivision. This subdivision is connected with the

sanitary sewer system of the City of Sanford, but it has its own water distribution system.

In addition to the Sunland Estates Subdivision. this study area has about 68 low to medium priced homes scattered throughout the area.

Because of the character of the Sunland Estates Subdivision, this is considered to be an area of good potential for continued growth. Wooded land is accessible with good topographic conditions for residential development. Little of the land is used for agriculture or citrus. Two factors, however, may affect the rate of future growth. U. S. Highway 17-92 is developing a strip commercial-industrial character that may adversely affect future residential development in areas contiguous thereto. The continued expansion of Sunland Estates may be impeded on the north by swamp areas. Most of the area can be served economically with sewers and water, where adequate development takes place.

10. This is a large area of good development potential, although it is beyond the area suggested for immediate development. Of good topographic conditions, the area is largely undeveloped. Quality subdivisions should develop in the future to accommodate part of the urban area growth. The area cannot be served readily with sewers, but trunk line extensions could connect with an existing force main from Sunland Estates. Most areas could be served with water when the new well field is developed in the Country Club area to the west. Septic tanks and small sewer plants might serve for development in the immediate future, particularly for the smaller subdivisions.

10a. A small subdivision of 31 homes is located around Lake Minnie, and this area appears to have a good growth potential for medium priced homes, but this is the only area of substantial development in this entire growth area.

11. This area has a medium growth potential, but it is not recommended for annexation at this time. There is a subdivision in the western part of 120 medium priced homes, and this development will probably continue at a moderate rate. There is available vacant, wooded land of good topographic characteristics in the western part. In the east is an area of agricultural land partly developed with about 55 low cost homes. This is an area of medium growth potential for low price homes.

CHAPTER 4
LAND USES AND THE LAND USE PLAN

Land is a basic resource of the city; its use must be conserved. In the course of building a city, land is consumed for various purposes in varying amounts, but generally the consumption is proportional to the population increase.

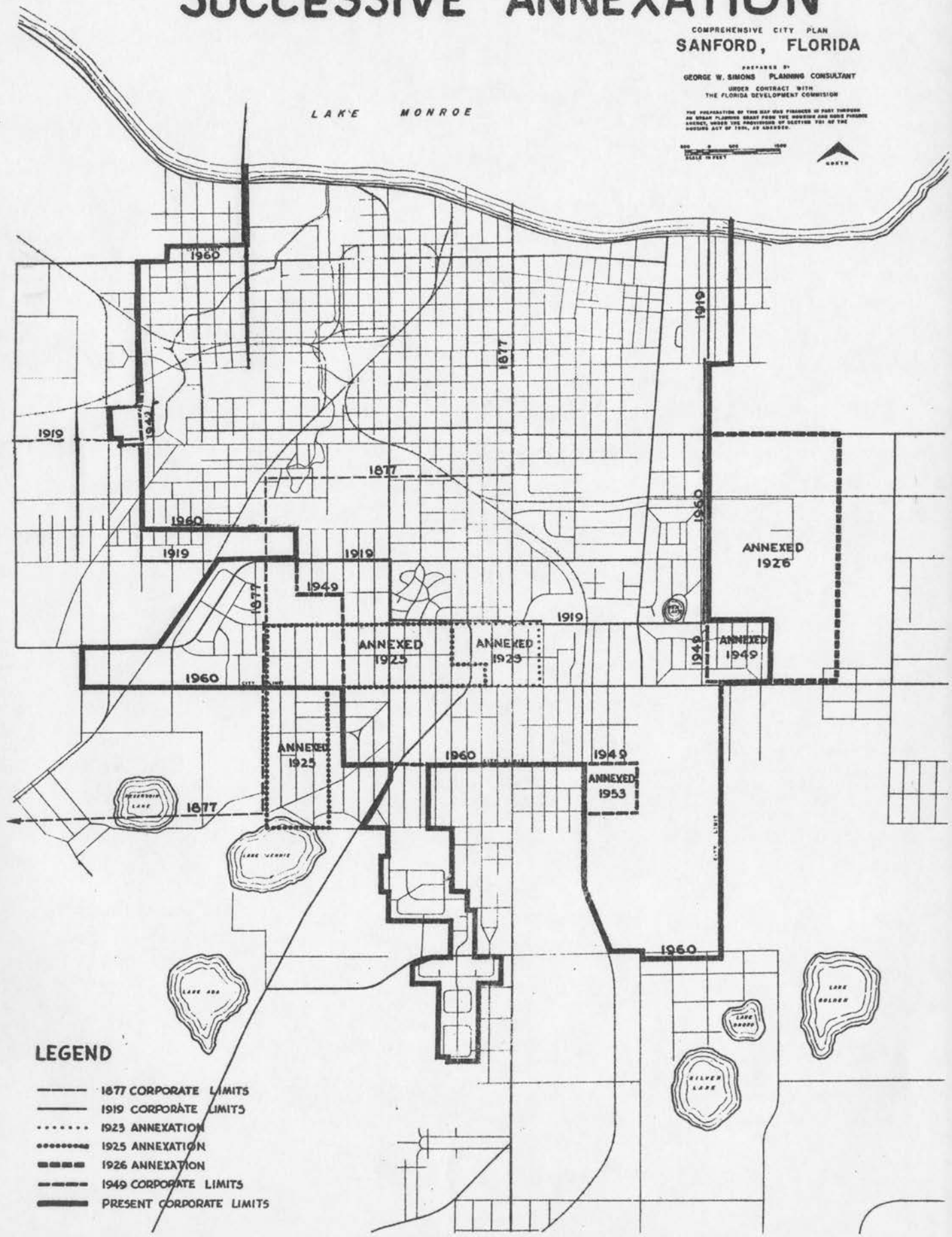
In the growth process a land use pattern was formed that is unique to Sanford alone, although in its broader aspects it is similar to that of many other cities. At the time of incorporation in 1877, Sanford had a population of 1,000 persons and a corporate area of 2,230 acres. Commercial and port activities were centered along the waterfront of Lake Monroe, around which were located the churches and homes. From this nucleus the present city evolved, and throughout the years of its growth the basic design has changed little.

Figure 7 shows the area expansion of the City by successive corporate annexations. In 1960, the corporate area of the city approximated 3,834 acres, of which some 506 acres is in Lake Monroe. Of the 3,328 acres of land area, about 30 per cent is vacant, about 10 per cent is occupied by the Naval Air Station and about 60 per cent is developed with the usual urban land use.

Based on a 1960 population of 19,017 and 2,027 acres of developed area, the land consumption rate is about 10.7 acres per 100 persons. Projecting this rate to 1980, when the population may reach 40,000, an additional 2,247 acres of land will be consumed. Assuming a major portion of the 1,300 acres of the present vacant area and land included in the Sanford Naval Air Station will be utilized, it appears some 1,500 to 2,000 acres of undeveloped land must be annexed to accommodate this growth.

To prepare for this additional consumption of land according to an orderly pattern, a Land Use Plan has been prepared as a generalized guide to indicate

SANFORD'S GROWTH BY SUCCESSIVE ANNEXATION



where the residential, commercial, industrial, and public areas should be located. As a basis for this plan a detailed land use study of the existing land use pattern was also prepared. Every parcel of property in the city was inventoried on a map drawn to a scale of one inch equals four hundred feet. Figure 5 is a generalized map of the existing land use pattern.

Table 10 shows how the various lands were used in 1960. By far the largest land requirements are for homes, some 44 per cent of the total developed area; about 40 per cent of the total developed area is in streets which is unusually high. However, many of these streets serve areas of many vacant lots, and as these vacant lots are utilized in the future the percentage of the total developed area devoted to streets will decrease to about 30 per cent. Commercial development requires about 3 per cent and industrial, transportation and warehousing requires about 6 per cent of the total.

EXISTING LAND USES GENERALIZED

COMPREHENSIVE CITY PLAN
SANFORD, FLORIDA

PREPARED BY
GEORGE W. SIMONS PLANNING CONSULTANT
UNDER CONTRACT WITH
THE FLORIDA DEVELOPMENT COMMISION

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

SCALE IN FEET 500 0 500 1000

NORTH

FIG. 8
page 24

LAKE MONROE

SEMINOLE BLVD.

FIRST ST.

PARK AVE.

MELLONVILLE AVE.

TWENTIETH ST.

FRENCH AVE.

TWENTY-FIFTH ST.

SANFORD AVE.

ORLANDO DR.

ONORA RD.

RESERVOIR LAKE

LAKE JENNIE

LAKE ADA

LAKE ONORO

LAKE HOLDEN

SILVER LAKE

LAKE MINNIE

CITY LIMIT

LEGEND

- COMMERCIAL
- INDUSTRIAL
- PUBLIC & SEMI-PUBLIC
- RESIDENTIAL - MULTIPLE FAMILY
- RESIDENTIAL - SINGLE FAMILY

TABLE 13
USES OF THE LAND AREA OF SANFORD

	Acres	% of Developed Area	% of Corp. Area
TOTAL RESIDENTIAL	896.4	44.2	
Single Family	810.5	40.0	
Duplex	61.3	3.0	
Multiple Family	24.6	1.2	
COMMERCIAL, RETAIL	62.1	3.1	
INDUSTRIAL, TRANSPORTATION	116.4	5.7	
Light Industrial	27.5		
Medium and Heavy Industrial	4.8		
Wholesaling and Warehousing	16.5		
Railroads	67.6		
PUBLIC AND SEMI-PUBLIC	146.9	7.2	
Institutional	16.2	4.3	
Parks and Recreation	60.7	2.9	
STREETS	805.1	39.7	
TOTAL DEVELOPED AREA*	2026.9	100.0	60.9
VACANT AREA	980.9		29.5
NAVAL AIR STATION	320.2		9.6
TOTAL CORPORATE LAND AREA	3328.0		100.0

Table 14 compares the land uses of Sanford with similar characteristics in other cities. This comparison demonstrates the broad similarities to be found in cities of this size but also it shows some differences that account for much of the individuality that distinguishes each. Some of the shortcomings are revealed in the land use pattern, for example, the small amounts of land used for the various public and semi-public uses such as parks, playgrounds, school sites, churches, and other public buildings and facilities in Sanford.

For comparison, figures are included on Orlando, which is the central city

of the Standard Metropolitan Area.

TABLE 14
LAND USES COMPARED BETWEEN SANFORD AND OTHER CITIES
(PERCENTAGE OF DEVELOPED AREA)

	Sanford	33 Satellite Cities*	Deland	Orlando
TOTAL RESIDENTIAL	44.2	42.0	47.2	51.8
Single Family	40.0	36.2	42.5	45.9
Duplex	3.0	3.3	2.5	2.5
Multiple Family	1.2	2.5	2.2	3.4
COMMERCIAL	3.1	2.5	5.2	7.5
TRANSPORTATION, INDUSTRY	5.7	12.5	1.3	3.4
STREETS	39.7	27.7	29.6	26.9
PUBLIC AND SEMI-PUBLIC	7.2	15.3	16.7	10.4
TOTAL DEVELOPED AREA	100.0	100.0	100.0	100.0

*Harland Bartholomew

THE GENERAL LAND USE PLAN

The General Land Use Plan is a plan of objectives for the guidance of officials and developers in making decisions for the future development of the area. It is a general picturization for orderly arrangement of the major streets, residential areas, commercial areas, industrial areas, parks and recreation areas, public buildings and community facilities.

The projection of population growth, as discussed earlier, indicates a future land consumption of some 2,300 acres to provide for 40,000 persons within the corporate limits by 1980. To determine how this land should be allocated to the various uses, the land use statistics were converted to the unit of acres per 100 persons. Table 15, for the purpose of comparison, also includes the consumption ratios of several other cities to demonstrate the validity of the method.

TABLE 15
LAND USES IN ACRES PER 100 OF POPULATION

	Acres per 100 persons			
	SANFORD	ORLANDO	DELAND	33 SATELLITE CITIES*
RESIDENTIAL	4.71	4.98	6.44	3.65
Single Family	4.27	4.41	5.80	3.14
Two Family	.32	.24	.34	.29
Multiple Family	.13	.33	.30	.22
COMMERCIAL	.32	.73	.68	.22
INDUSTRIAL	.61	.32	.17	.69
PUBLIC AND SEMI-PUBLIC	.77	1.01	2.27	1.33

In projecting the land use allocations it is desirable to make some adjustments in the present ratios of land use per population for Sanford to conform to the more desirable standards. Public and Semi-Public land uses normally should be around 1.3 acres per 100 population and commercial land uses probably shall be increased in the future to around 0.6 acres per 100 population. Table 16 is an estimate of the way these lands should be allocated, based upon these adjusted ratios.

TABLE 16
FUTURE LAND USE REQUIREMENTS

Classification	1980 Requirements for 21,000 Additional Population
Residential @ 4.7 acres per 100 persons	987 acres
Commercial @ .6 acres per 100 persons	126 acres
Industrial @ .6 acres per 100 persons	126 acres
Public & Semi-Public @ 1.3 acres per 100 persons	273 acres

Of course, the above prediction for land use consumption is based only upon the population of the corporate area and must be supplemented by additional development for the unincorporated urbanized area.

IMPLEMENTATION OF THE LAND USE PLAN

The Land Use Plan can be accomplished in a number of ways. First, its validity as a general guide must be recognized by all public officials in a position to affect policy regarding the various public works. Secondly, it must be followed as a guide by developers, and to ensure its application to land development the city's regulatory powers are exercised through zoning and subdivision controls. Many of the features are based upon economic realities that will control, but many other features require public acceptance and a great deal of cooperation within the community. The General Land Use Plan is shown in figure 9 .

THE ZONING TOOL

The zoning power is the most potent tool in carrying out the major objectives of the Land Use Plan. However, there are features that appear on the Land Use Plan which may differ on the Zoning Plan. To understand these differences one must look at the Land Use Plan as a broad, generalized guide for the entire urban area, which must be implemented over a period of many years through the employment of many planning tools. Zoning is only one of these tools; subdivision regulations are another.

On the other hand, the Zoning Plan is a detailed, legal control of land use that applies only to lands within the corporate area. The Zoning Plan is a short range guide treating conditions that exist today, although it does attempt to shape the city's development for the next five or six years. Step by step the Zoning Plan should attempt to implement the major land use objectives of the

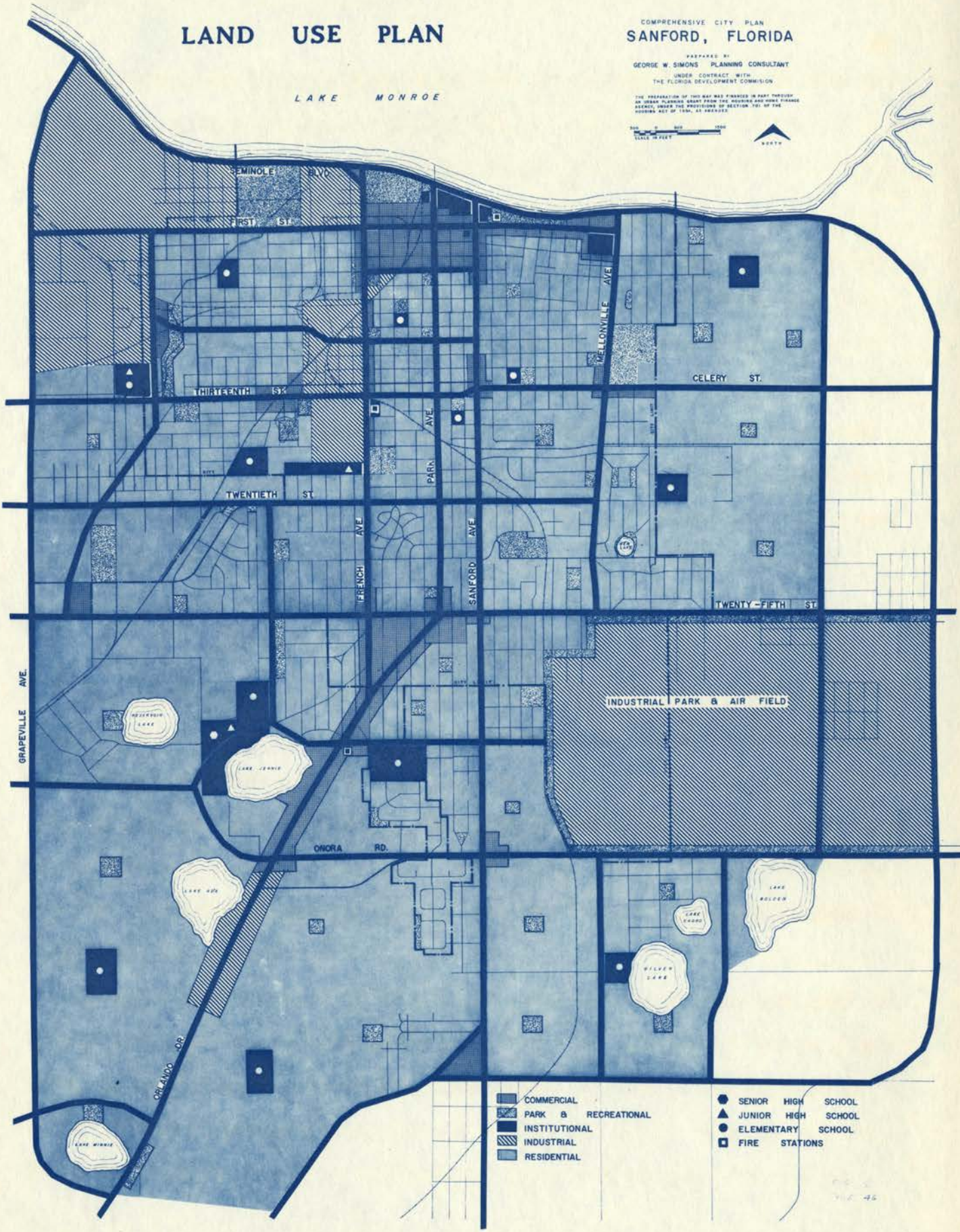

LAND USE PLAN
COMPREHENSIVE CITY PLAN
SANFORD, FLORIDA
PREPARED BY
GEORGE W. SIMONS PLANNING CONSULTANT
UNDER CONTRACT WITH
THE FLORIDA DEVELOPMENT COMMISION
THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED
SCALE IN FEET
NORTH
LAKE MONROE
SEMINOLE BLVD.
FIRST ST.
THIRTEENTH ST.
TWENTIETH ST.
CELERY ST.
TWENTY-FIFTH ST.
PARK AVE.
FRENCH AVE.
SANFORD AVE.
MELLONVILLE AVE.
GRAPEVILLE AVE.
ORLANDO DR.
ONORA RD.
INDUSTRIAL PARK & AIR FIELD
RESERVOIR LAKE
LAKE JENNIE
LAKE IDA
LAKE MINNIE
LAKE MONROE
LAKE ADAMS
WILSON LAKE
COMMERCIAL
PARK & RECREATIONAL
INSTITUTIONAL
INDUSTRIAL
RESIDENTIAL
SENIOR HIGH SCHOOL
JUNIOR HIGH SCHOOL
ELEMENTARY SCHOOL
FIRE STATIONS

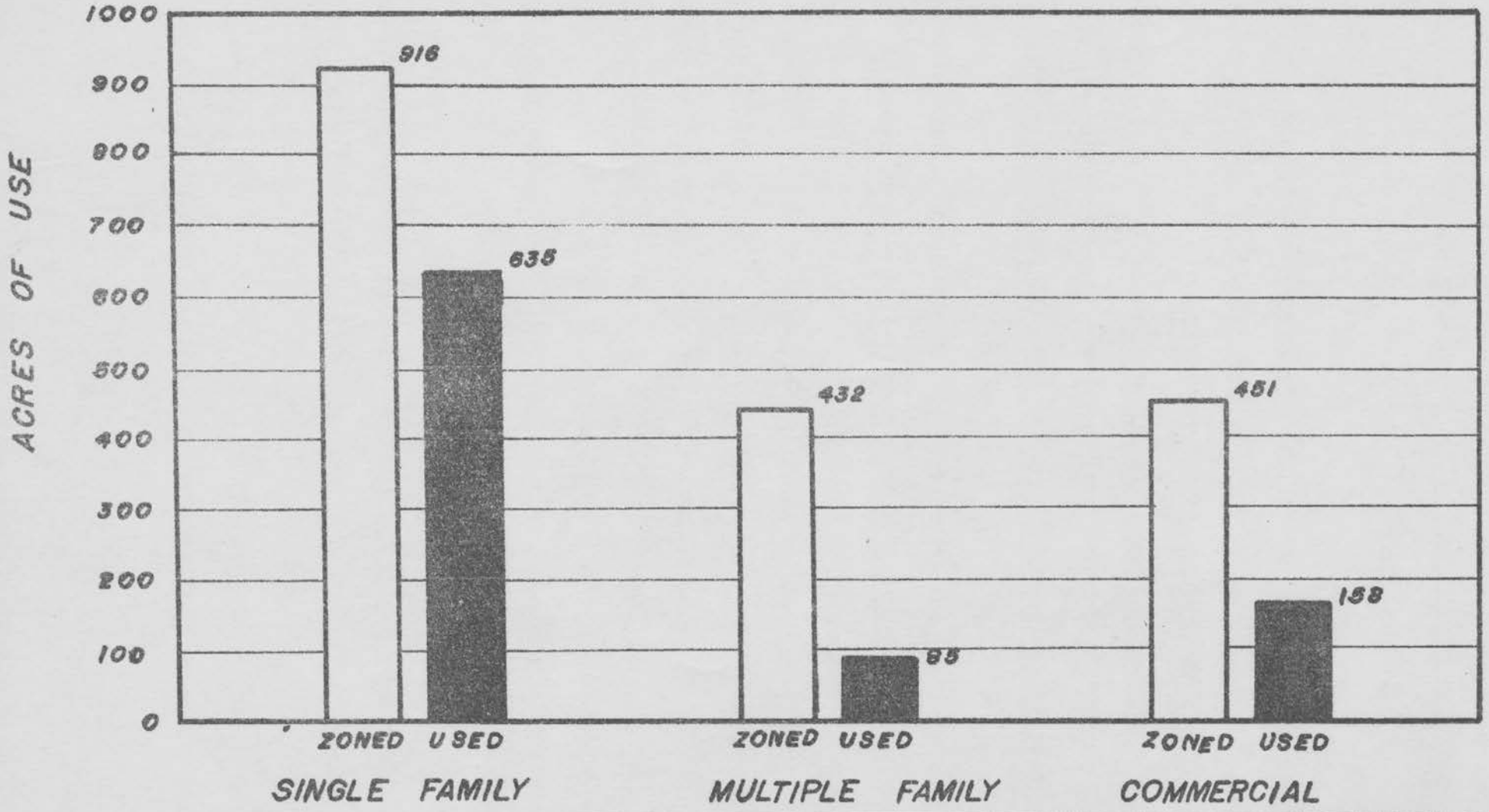
FIG 9
PAGE 46

Land Use Plan, insofar as it controls the amount and location of lands used for residential, commercial, and industrial uses.

There are certain limitations to zoning as a tool in effecting the Land Use Plan. Zoning cannot legally reserve future areas for parks, schools, and other public purposes. Zoning can seldom accomplish the redevelopment of substandard housing areas by rezoning for commercial or industrial uses. Zoning, however, can accomplish many additional goals besides those incorporated in the Land Use Plan. Some of these additional goals are: Lessening of congestion in the streets through off-street parking provisions, aesthetic improvement through sign regulation, the protection of property rights to light and air through the preservation of open space and control of building heights, the control of population density through lot size and lot coverage, etc.

Zoning is not new to Sanford. The first Zoning Ordinance was adopted in 1944 in which nine land use districts were created; three single family residential, four duplex and multiple family districts, and two commercial districts. Over the years the ordinance was amended many times, and six new districts were added.

The land use analysis, tables 15 & 16 should influence the development of a Zoning Plan over the years. The relatively small quantities of land required for industrial and commercial uses are demonstrated, and this information should caution officials in the most judicious selection of land for these purposes in order that the City might derive maximum benefit from the limited commercial and industrial development that is feasible. Figure is a comparison of how lands are zoned under the existing zoning plan in relation to how they are actually used.



LAND-USE ZONING COMPARISONS

The revised zoning ordinance,proposed by the Consultant, attempts to reduce the number of districts to eight and includes many refinements not found in the old ordinance. For example, off-street parking, swimming pool, sign, and automotible service station regulations are included. The Zoning Plan (map) attempts to bring the areas zoned for commercial uses more in line with realistic requirements with the least disturbance to the residential environment.

SUBDIVISION REGULATIONS

The second most useful devise for the implementation of the Land Use Plan is the control and regulation of subdivision developments. Through this device the City can require the recognition of the major street framework proposed. Subdivisions can be reviewed and suggestions made for the development of good residential street patterns with adequate provisions for drainage and utilities.

At the time preliminary plats are submitted for review, the Planning Board has an opportunity to recommend the provision of parks, playgrounds, and other sites for community facilities in accordance with the Land Use Plan. If necessary, the sites should be reserved for a reasonable period of time, two or three years, for purchase by the City or County.

Through the review of subdivision plats the Planning Board can make recommendations as to the suitability of various areas for subdivision. There are many vacant parcels distributed throughout the city about which some question exists as to their suitability for development.

The City adopted subdivision regulations in 1955 which require the review of subdivision plats by the Planning Board before approval by the City Commission.

These regulations have been helpful in controlling the quality of subdivisions, but they leave much to be desired in defining standards to be followed

by developers and by the Planning Board. Standards and specifications are left to the City Manager, subject to approval of the City Commission, but no standards are specified in these regulations for detailed guidance.

New subdivision regulations were submitted to the Planning Board for their review and adoption by the City. The proposed regulations list in detail various design standards relating to specifications and design of individual subdivisions and how the subdivision should conform to a larger neighborhood design or to the arterial street plan. Procedures and standards are defined in sufficient detail to provide adequate guidance.

Figures 11, 12 and 13 are illustrations of some of the major problems of subdivision regulation and suggest various treatments in the interest of the best development of the community. Through their study of these and other design standards and techniques the Planning Board will be in a position to assist developers and safeguard the best interests of the City.

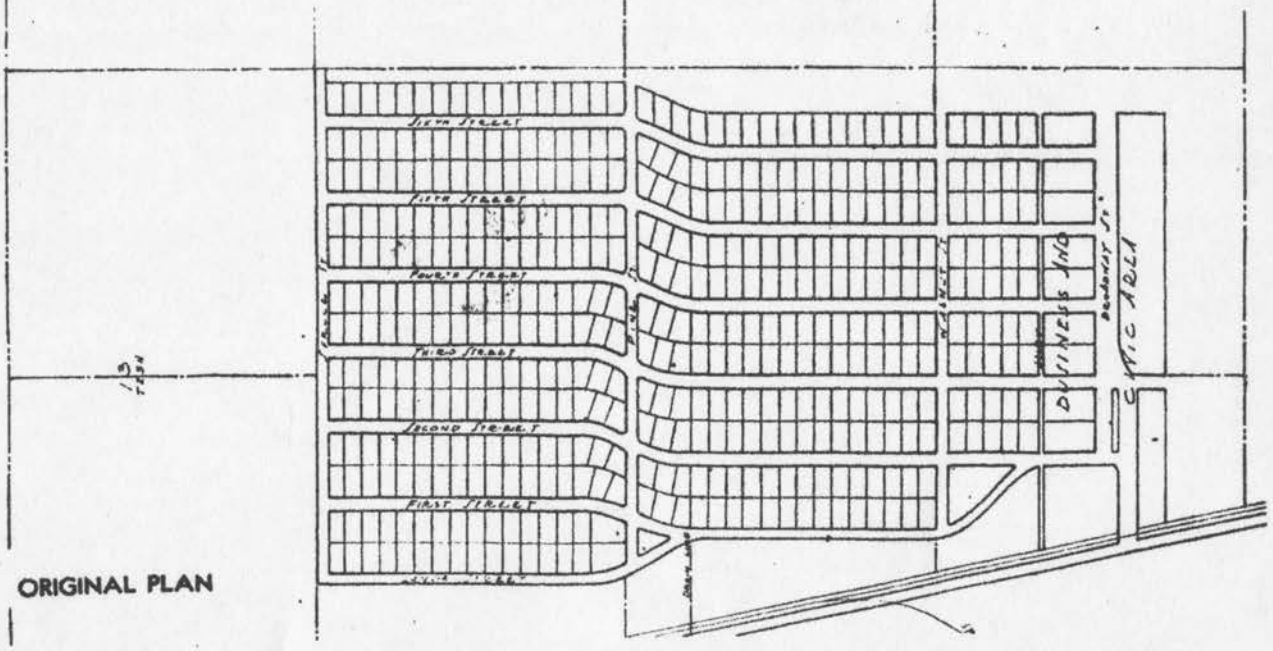
OTHER MEASURES OF IMPLEMENTATION

Various other components of the Comprehensive Plan, such as the Arterial Street Plan and the Community Facilities Plan, are related to and coordinated with the Land Use Plan. As each of these component plans--to be discussed in detail in subsequent chapters--are realized, the ultimate Land Use Plan will take form.

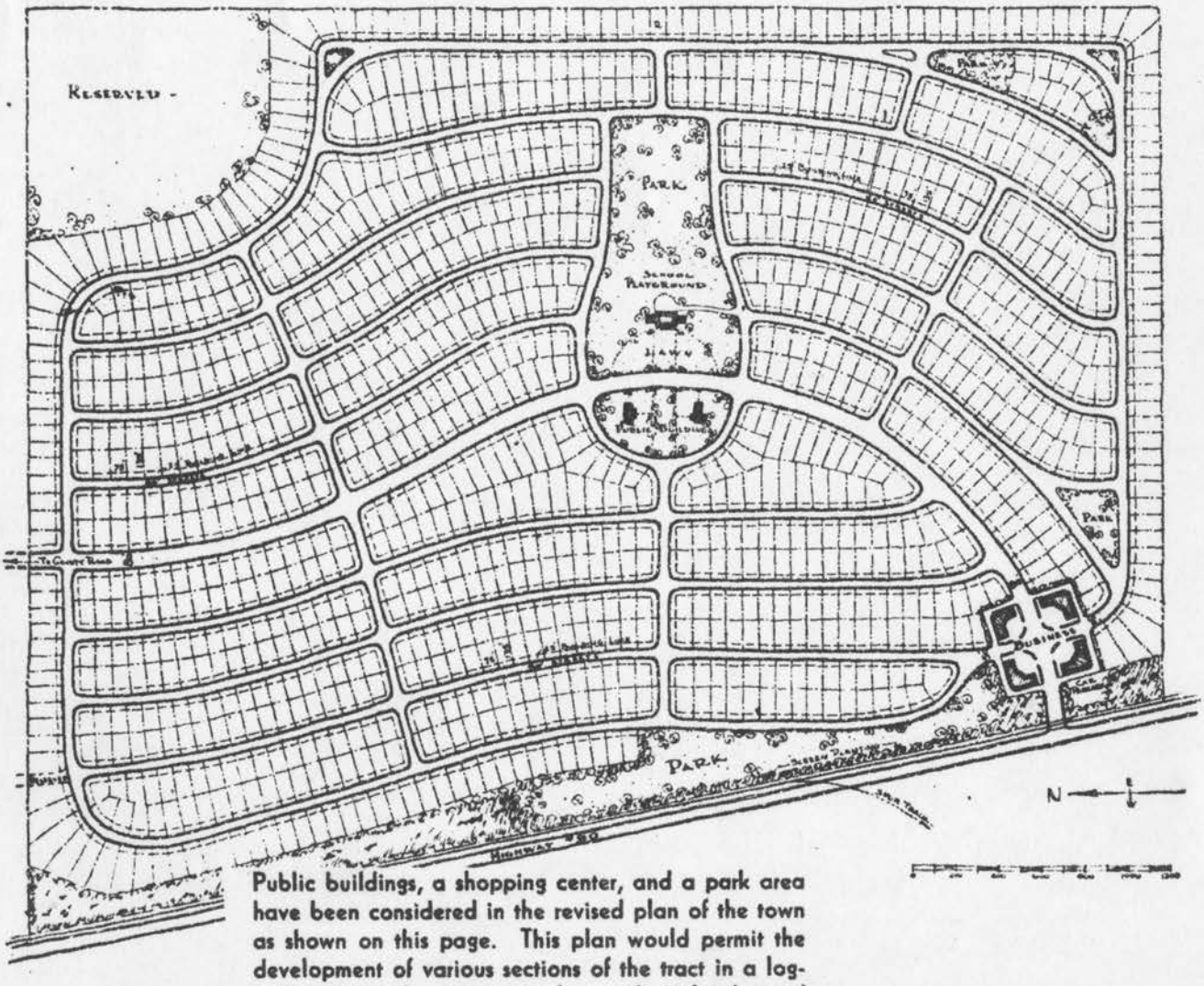
Various parts of these component plans can only be accomplished through the expenditure of public funds, either for the acquisition of right-of-way for major streets or for sites for parks and community facilities. The Land Use Plan is a valuable guide inasmuch as the necessity and desirability of various land purchases are revealed at an early date, while land is still available and relatively inexpensive.

The Area Treatment Plan is a plan for developing and preserving good housing areas of the city. Treatment is suggested for some housing areas that are substandard; some must be redeveloped into either good residential properties or into commercial or industrial uses. Urban renewal projects may be necessary to accomplish the renewal of some areas of the city that are obsolete.

The planning of this proposed new town would make an unattractive development due to the monotonous rectangular street system. The plan does not consider the location of a shopping center, school, churches, and other features in relation to the rest of the community

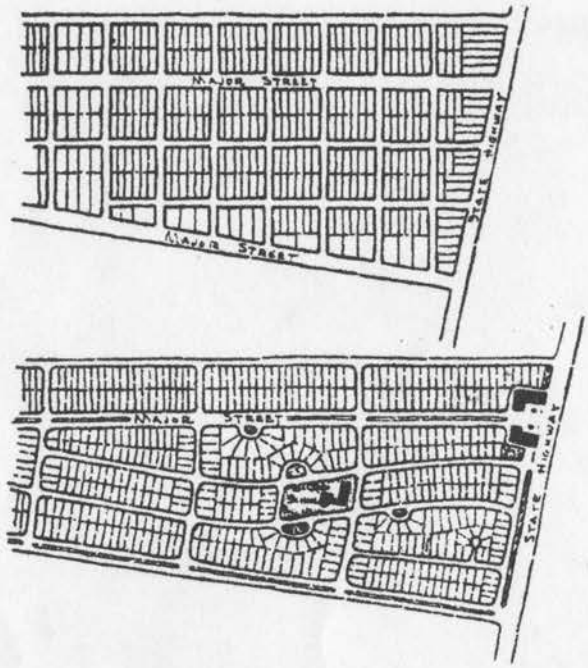


ORIGINAL PLAN



Public buildings, a shopping center, and a park area have been considered in the revised plan of the town as shown on this page. This plan would permit the development of various sections of the tract in a logical and orderly manner as the need might demand

SUGGESTED REVISED PLAN



BAD

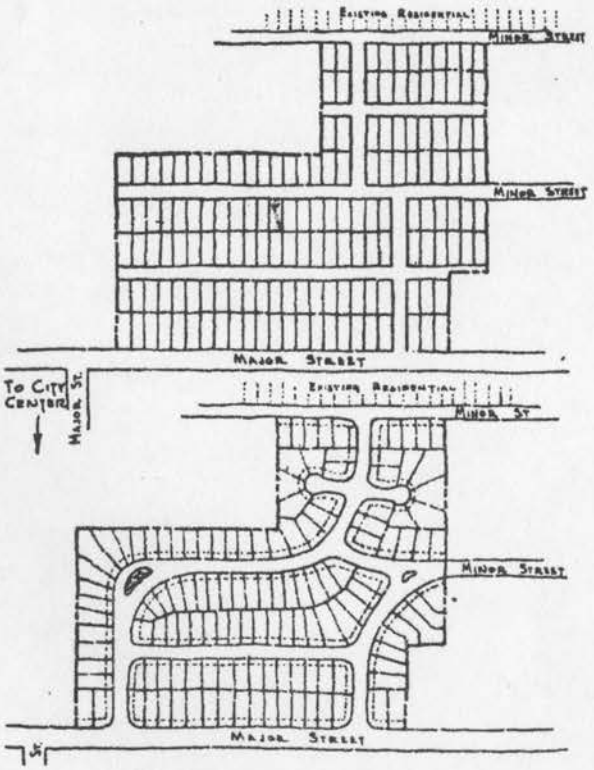
GOOD

SHORT BLOCKS ARE NOT ECONOMICAL

These sketches contrast two types of local street design—one, an example of the rigid gridiron pattern, the other planned to meet the requirements of local access and circulation.

Short blocks increase initial construction costs because of the large number of cross streets, and also increase traffic hazards and travel time through such districts. In the lower plan, better shaped lots are secured and those facing the State highway are protected by a park strip. This plan also provides a local shopping center and a school site.

The platting of suburban residential blocks up to 1,300 feet in length by two lot-depths wide, bounded by streets that are adjusted to topographic and traffic requirements is recommended as being most economical.



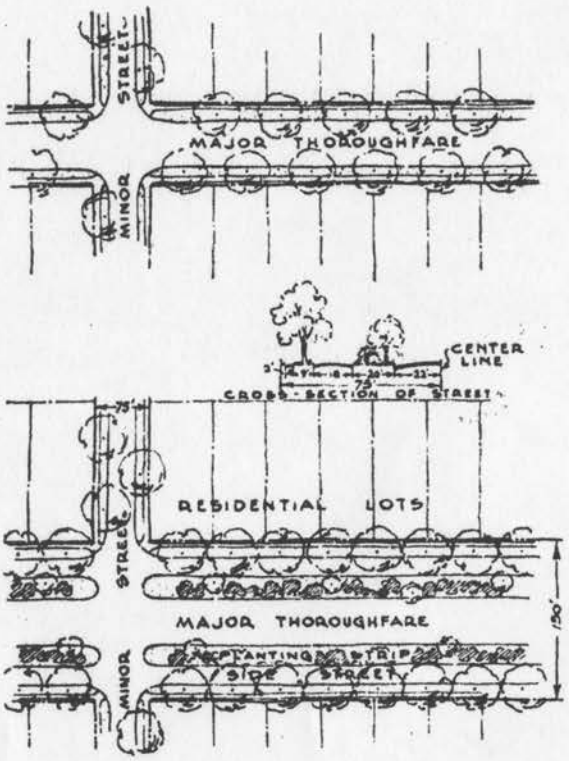
BAD

GOOD

TRAFFIC SHOULD FLOW TOWARD THOROUGHFARES

When traffic does not flow toward main thoroughfares, it causes an unnecessary use of local streets in order to reach the main traffic ways. This excessive use of residential streets causes an added expense of pavement construction and maintenance. Local streets that carry unnecessary traffic form definite hazards to pedestrians and children.

The street design of a subdivision should be carefully planned to provide for all traffic demands and at the same time create a street arrangement that will make an attractive neighborhood. This will generally produce fewer streets than one which cuts up the land into numerous rectangles without consideration of proper traffic routing. A monotonous street system of this type is generally extravagant, producing more streets than are needed.



BAD

GOOD

PROTECT RESIDENTIAL LOTS AGAINST MAJOR STREET TRAFFIC

When residential lots are located on a major thoroughfare, it is suggested that the through traffic be separated from local service by a planting strip about 20 feet wide.

An 18-foot local service roadway should be located inside of this planting protecting the residences against the noise and dust of traffic, and lessening the street dangers to children. Increase in the desirability of the lots will offset the cost of added street width and the planting of trees and shrubs will add to its attractiveness.

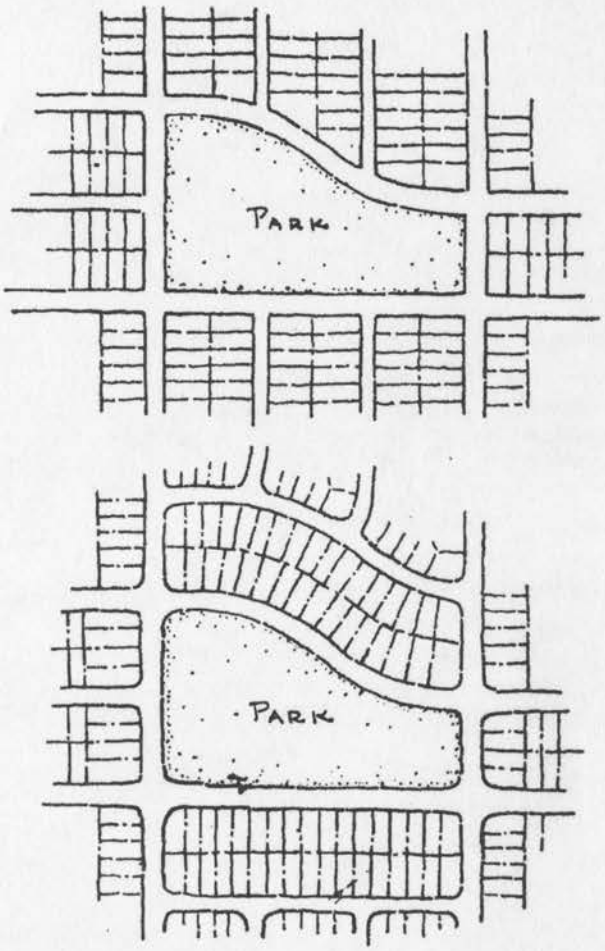
In the past it has been the custom of developers of subdivisions to set aside all property on main thoroughfares for business or apartments because of the belief that a major highway was not a suitable place for a private dwelling. The result has been spotted developments, with many vacant lots.

PLAN LOTS TO FACE DESIRABLE VIEWS

In laying out a subdivision the planner should take advantage of any natural or created beauty spot. Whenever possible lots should be so faced that houses will look out over the park rather than face on side streets.

Developers should give consideration to the arrangement of lots so that the proposed dwellings will not overlook neighboring rear yards, face undeveloped and unrestricted property, nor be exposed to the adverse effects of heavily traveled streets and adjacent nonconforming land uses.

Each lot within a new subdivision should not only constitute a good house site, but also be so planned as to size, shape, and orientation that it takes full advantage of such desirable natural features as views, the slope of the land, sunlight, prevailing winds, shade trees, and adjoining public spaces.



BAD

GOOD

CHAPTER 5
ANNEXATION

Much is said today about urban sprawl and the exodus to the suburbs. In the process, urban areas are created outside the City's jurisdiction but which to all intents and purposes are integral parts of the central city. Much of the new construction of recent years in the Sanford area has taken place in the fringe area, and this continuing development poses questions pertinent to annexation.

Generally speaking, annexation of adjacent areas is advantageous to the City and outside residents, even though the City assumes certain obligations and the property owner is obliged to pay new taxes. To the City there is the advantage derived from control of the surrounding area in guiding its growing along lines beneficial to the City as a whole. To the property owner there is the advantage of utilities, services, protection and many community facilities which bear no price tag. The resident becomes a part of the City and has a political voice in the affairs of the community.

Annexation generally occurs when people in the contiguous urbanized area decide they are willing to pay their proportionate share of the costs for city services. At best, annexation should take place before or at the time a contiguous vacant area commences development. Some developers and residents of these outer areas petition admission to the city to avail themselves of city utilities, mainly sewers and water, but also police, fire and refuse collection services. To others, the tax differential appears unattractive and they prefer to remain outside. Unfortunately, this trend is aided by financing policies of the Federal Government that assist in the development of subdivisions outside the city even though inaccessible to city services, protection and control. Many are developed beyond any political jurisdiction requiring adequate standards for engineering, utilities, and zoning and subdivision regulations.

Unfortunately, the trend today is to avoid community responsibility, both on the part of City officials and particularly on the part of residents in the fringe areas. Outside residents, not desiring to pay city taxes nevertheless enjoy many of the facilities provided by the City, which also provides them a place to earn a living. The city, on the other hand, in weighing tax income against cost of administration and service may be reluctant to assume new obligations, particularly in an area of low cost homes. As a result, we have today many gerrymandered corporate boundaries that fail to provide comprehensive jurisdictional boundaries for City administration and growth. Initially, annexation often costs the city money in the early stages and residents are dissatisfied with the progress made by the city in extending services and improvements. But as development continues and property is farily assessed, income balances the costs for areas taken as a whole.

If the premise is accepted that the fundamental goal of the City is to provide protection and services for an urban population, we cannot escape the responsibility of the City toward these urbanizing fringe areas. Otherwise these areas are left in a governmental vacuum, neither under the protection of the city nor under the administration of a County government legally constituted, organized, equipped or experienced to administer a program of urban services and protection.

The advantages derived from consolidation of the urbanized area with the City are many fold and are particularly applicable in the long run.

(a) Many services to the annexed area can be accomplished at a nominal rate, since the basic capital investment for land, buildings, equipment, and personnel already exists in the incorporated city of Sanford. The cost of enlarging police and fire protection and garbage collection is much less than establishing such services independently for each area.

(b) The annexed area can be immediately furnished the advantages of the City's regulatory functions. These include police and fire protection,

the application of building and housing codes and zoning and subdivision regulations, and planning jurisdiction that may avoid further losses in property values or excessive costs for capital improvement items that will ultimately be needed to serve the area.

(c) Refuse collection, library service, recreational services and facilities can be made available immediately.

(d) Other facilities and services, such as street improvements, storm drainage, sanitary sewers and water extensions will take longer but over a period of time can be extended to bring the newly annexed areas up to standard. Some areas may be in a position to obtain some of these improvements quicker than others, and priorities and costs cannot be apportioned equally. In assuming these obligations the City should plan a capital improvements program that schedules these extensions for each annexed area.

(e) The annexed area will become a legal part of the community of which it is already an economic part. Further it will benefit by being a part of a city large enough to enjoy a sound financial condition. The reduction of fire rates, for example, will offset considerably the added increase in property taxes.

What are the costs of the City in serving annexed areas and how are these costs paid? What are the costs to residents of annexed areas who wish to become a part of the City and what do they receive?

TABLE 17

EFFECT OF ANNEXATION
(Annual Costs)

	PRIOR TO ANNEXATION		AFTER ANNEXATION	
	$10,000 Home	$15,000 Home	$10,000 Home	$15,000 Home
City Property Tax (1)	----	----	$ 51.60	$107.40
Operations (12 mills)	----	----	14.40	51.60
Debt Service (6 mills)	----	----	37.20	55.80
Fire Insurance (2)	15.00	22.50	7.00	10.50
Refuse Collection	24.00	24.00	12.00	12.00
Water (3)	42.12	42.12	32.40	32.40
Sewage (4)	50.00	50.00	24.00	24.00
Utility Tax	----	----	26.00	26.00
TOTAL	$131.12	$138.62	$153.00	$212.30
NET COST TO BE INSIDE CITY			21.88	73.68

(1) Assessments at approximately 62 per cent of value. $5,000 homestead exemption must be allowed against the millage for operations, but not for debt service.

(2) Concrete Block Homes, assuming 100% coverage; the rate is $.70 per $1,000 value for concrete block homes inside the City and $1.50 per $1,000 rate for homes outside. Frame homes are charged $2.20 per $1,000 value inside, $7.00 per $1,000 value outside.

(3) Including 30% extra charge for out-of-city residents.

(4) Assuming an average annual cost of $50.00 to maintain a septic tank, grease trap, and drain field.

The disadvantages of annexation are practically non-existent to the fringe area, taken as a whole. If residents realistically assess the protective and non-material as well as direct benefits derived from their taxes, they will see and realize considerable value. The above table illustrates the net cost of being in the City. After allowing for the direct benefits from the various services, a $10,000 home pays no more than $21.88 per year and a $15,000 home pays no more than $74.00 per year. For this net cost the resident receives all of the additional benefits not calculated in the preceding table, such as police protection, street lights, mosquito and other health controls, recreational and cultural facilities,

street maintenance, zoning, building, and planning regulation, etc. This is a small price to pay for the security, protection of property, and facilities offered, for which no dollar value can be assigned.

The costs of City Government in providing all of this protection, services, and facilities are found in the 1960-61 Budget of the City of Sanford. Based upon the 1960 Federal Census of 19,175 population within the city, some per capita costs are indicated also.

TABLE 18
1960-61 BUDGET CITY OF SANFORD

EXPENDITURES

% of Total		Expenditure for General Operations	Per Capita*
100.0	$751,312.10	TOTAL GENERAL OPERATIONS	$39.18
17.7	134,188.00	Police Protection	6.99
15.8	119,165.00	Fire Protection	6.21
13.7	104,041.86	Street Maintenance	5.44
11.7	88,112.00	Parks, Recreation, Zoo	4.59
8.8	66,073.54	Refuse Collection	3.45
8.8	66,131.00	Maintenance of City Plant	3.45
7.1	53,585.00	Other Services, Maintenance	2.79
6.5	45,491.00	Administrative, Finance, Municipal Court	2.37
9.9	74,523.70	Miscellaneous	3.89
		Expenditure for Debt Service	
	$260,750.00		13.59
		Expenditure for Utilities	
100.0	$330,989.25	TOTAL	12.26
	133,635.25	water	
	76,657.25	Sewers	
	93,277.75	Reserve	
	8,586.50	Paid to General Government	

* Based upon 1960 Census, 19,175 population

In general the cost of general operations of the City Government, assuming an average of 3.5 persons per family, is $137.13 per family per year; debt service amounts to $47.57 per family per year and utility service costs an average of $42.96 per family per year.

Not all of the cost of government is paid in direct property taxes and in service charges. The following table indicates the sources of taxes and revenues collected by the City for general operations and administration (excluding the utility budget and debt service).

TABLE 19

COLLECTIONS

1960-61 BUDGET CITY OF SANFORD

% of Total	Revenue		Per Capita
100.0	$751,312.10	TOTAL GENERAL OPERATIONS	39.18
34.5	259,636.00	Ad Valorem Tax	13.53
15.9	120,000.00	Utility Service Tax	
15.8	119,000.00	Cigarette Tax	
9.2	68,000.00	Refuse Collection	
5.8	44,000.00	Fines and Forfeitures	
5.3	40,000.00	Privileges and Franchise	
3.9	29,383.00	Road and Bridge Fund	
9.5	71,293.10	Miscellaneous	

Only 34.5 per cent of the cost of City governmental operations and administration is paid from a tax against real estate. This is very significant when considering the effects of homestead exemption as a factor in annexing certain low cost housing areas. Based upon the 1960-61 Budget the cost of government - that should be paid in the form of ad valorem taxes averages $13.53 per capita. Since the total cost of general operations averages $39.18 per capita, taxes on real estate pay only one-third of the total. Therefore, the value of homes, as a factor in annexation, has little to do with two-thirds of the cost of City government operations and administration.

To determine if a housing area will pay its fair share of ad valorem taxes requires a comparison of the ad valorem taxes that would be averaged per capita from the annexed area with the $13.53 now averaged for each person in the City population.

As the City expands in area, number of housing units, commercial services, and population there will be a corresponding increase in income to the City from many of these miscellaneous tax sources, such as the cigarette tax, utility service tax, power franchise, refuse collection tax, etc.

Some areas outside the City now served by City water and sewerage pay 30 per cent over comparable rates applied within the City. Annexation results in a loss to the utility budget for this service, but the 10% utility tax applied on utility bills of customers within the City compensates to a considerable degree for this loss, as the utility tax applies to all other utility services such as telephone, sewerage, water, and gas.

Refuse collection, while provided as a service, is paid out of a refuse collection tax levied for this purpose on every residential customer. Therefore, this service is self-supporting, costing about $12.00 per home per year. The utility tax yields about $26.00 per year per home. The electric franchise, $10.50 per year per home.

To the City, however, there are some disadvantages to annexation resulting from costs for capital improvements necessary to serve the area. Most of these disadvantages are of a short run and disappear as the urbanizing area approaches its potential for development. Annexation usually obliges the City to substantial capital improvements to be extended over night. Some, such as street lights and signs, can be provided in a matter of months but others, such as sewers, storm drainage, streets, and water, may require years.

Whether or not an area can be annexed economically, in terms of service charges collected and its ability to pay for capital improvements, depends not so much on the value of homes but primarily on density of dwellings and other structures. For areas only partially developed it is essential to determine as far as possible future prospects for additional development to an urban standard that will justify the improvements and make the services economical.

DETAILED ANNEXATION STUDIES

The scope of annexation studies required in a Comprehensive Plan do not result in individual analysis in detail for each annexation area. However, some generalizations are required to guide the scheduling of individual annexation studies, and the general picture for each area follows this discussion. At the time each annexation is proposed, in order to avoid unnecessary cost hazards, the City should carefully assess each urbanizing area to determine its suitability for annexation at that particular time:

(1) Is the area suited to the proposed development?

(2) Is the area unsuited for subdivision because of local topographical or other physical conditions which might result in excessive problems to the city for storm drainage and other utilities?

(3) Because of existing physical, economic and other conditions, does the area have a low development potential such as would make the extension of utilities and the provision of other municipal services uneconomical?

(4) Is the area sufficiently contiguous to the existing City as to be properly within the economic and cultural orbit of the community. Further, could utility mains, police and fire protection be economically extended at this time?

(5) What would be the immediate costs to the community to extend protectection, services,and minor capital improvements compared with the anticipated ad valorem taxes and revenues from all other sources?

(6) What are the long range capital improvements required to service the area compared with projected tax contribution from all sources, based upon anticipated growth?

(7) What is the value to the community as a whole derived from bringing the area under the jurisdiction of the City in order to guide its development?

The capital improvement costs involved are as follows: some are minor and can be provided immediately without difficulty, while others are major and will require long term financing and scheduling to fit the needs of each area and financing ability of the City as a whole. These are estimates based upon conditions in 1961.

(A) Minor capital improvement costs:

(1) Street Name Signs @ $20.50 each (useful life 10 years).
(2) Street lights are provided by Florida Power and light Company at an annual rental to the City, including electricity, of $18.00. No capitalization costs result to the City.

(B) Major capital improvement costs:

(1) Street surfacing and drainage including curb and gutters @ $8.10 per lineal foot for a 24 foot residential street. The City should only be obligated to maintain existing streets, either in their improved or unimproved condition. Over a period of years annual appropriations for street improvements over the entire city would result in paving of many streets. Streets could be paved and paid by special assessment on abutting properties, if streets improvements are desired sooner.

(2) Water lines @ $2.60 per lineal foot for a 6" main and $.75 per lineal foot for a 2" lateral.
Water extensions should be financed through the sale of revenue bonds paid by the monthly water collections.

(3) Sewers @ $3.20 per lineal foot for 8" trunk line extensions and $2.60 per lineal foot for laterals. Extensions to sewers, when feasible, should be financed from the sale of revenue bonds paid by the monthly sewer service charges.

(4) Fire protection for fringe areas south of the City will require a branch fire station for most satisfactory protection and lower insurance rates. However, the unit capital cost will be negligible when applied to the total area to be served.

(5) Neighborhood parks and recreation facilities. The facilities, though desirable, are not required immediately upon annexation, and form a part of the City's overall long range capital improvement program.

(6) Sidewalks are not essential capital improvements, though usually desirable. These can be paid from special assessments against abutting property, when desired.

The financing of the major capital improvements, such as streets, storm drainage, and parks create a problem for a City already behind in capital improvements. City residents and city officials may object to the city assuming new obligations. Fortunately, many of the new subdivisions are being developed with the major capital improvements related to that particular section of homes and the immediate capital improvement costs of annexation will be small. However, such problems as storm drainage, trunk line sewers, major connecting streets, water mains, and parks still are major cost items facing the city.

An evaluation of the various growth areas was included in Chapter 3. Six of these are recommended for early annexation and are indicated on Figure 14. Following is a discussion relating to the annexation of these areas:

Area 1.

This area will provide for considerable growth of low cost homes. It is an area that can readily be served by city services although this will involve considerable capital expenditures in those areas already subdivided but only partly developed. Because these old subdivisions lack streets and sewers, it will cost the city in the short run more than is received in taxes, but in years to come the improvement of the area and its growth will justify the expenditure. New subdivisions in this area will about pay their way from the beginning. Because this area is nearly surrounded by the City, the area should come under the land use control of the City, and is in need of City services and protection; annexation is recommended at an early date, either piecemeal or all at once.

SANFORD'S GROWTH AND RECOMMENDED ANNEXATIONS

COMPREHENSIVE CITY PLAN
SANFORD, FLORIDA

PREPARED BY
GEORGE W. SIMONS PLANNING CONSULTANT
UNDER CONTRACT WITH
THE FLORIDA DEVELOPMENT COMMISION

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED

SCALE IN FEET 500 0 500 1000

NORTH

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1960
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1960
1949
1877
1960
1960
1960

ANNEXED 1926
ANNEXED 1925
ANNEXED 1923
ANNEXED 1949
ANNEXED 1925
ANNEXED 1953

RESERVOIR LAKE
LAKE JENNIE
LAKE ADA
LAKE MONROE
LAKE BOLDEN
SILVER LAKE
TEN CAPS
CITY LIMIT

LEGEND

- 1877 CORPORATE LIMITS
- 1919 CORPORATE LIMITS
- 1923 ANNEXATION
- 1925 ANNEXATION
- 1926 ANNEXATION
- 1949 CORPORATE LIMITS
- PRESENT CORPORATE LIMITS

Area 2.

This is a very small area highly developed with residential uses. It will be readily served with utilities, and immediate capital needs would not be burdensome. Street improvements would be required over a period of years. Because this area is small, annexation would not be burdensome to the City and this area would pay its way over a period of years.

Area 3.

This area is largely undeveloped, but should be annexed to give the City control of an area with good commercial and light industrial growth potential. Medium price houses, which are likely to occupy part of the area, will impose no great burden on the City. Utilities can be readily supplied. Annexation of the entire area is recommended immediately.

Area 4.

This area of great potential growth should develop with medium priced homes in subdivisions that will provide most of the capital improvements. Sewers can readily be supplied many acres at this time, particularly those in the vicinity of the High School and areas in close proximity to Highway 17-92. There are good opportunities for commercial and light industrial development along the Highway, with subdivisions to the west. Not all of this area need be annexed at once, but the initial annexation should take in the existing developed areas and south to include the school property. It is recommended, however, that the entire area be annexed to give the City control of its development.

Area 5.

This area is proposed for annexation to give the City control of the future growth area for many of the new subdivisions accommodating the non-white population. This area is large enough to provide for all of the growth anticipated over the

next twenty years. In the northern section, a substantial part is designated on the Land Use Plan for industrial development, and it would be especially beneficial for the City to control the entire area to prevent the usual mixing of industry and non-white housing, which has led in the past to the development of so many blighted neighborhoods in our cities. Sewers and water can be extended without difficulty, because the area is contiguous to the existing corporate area and has already a substantial number of water and sewer customers. Because of the low value of most of the existing homes, this area will not pay its way. Many capital improvement costs will be involved, particularly street and sidewalk improvements. Because of these capital outlays it probably will not be feasible to annex the entire area at once, but section by section the area should be annexed for control as soon as services and facilities can be extended.

Area 6.

This area is proposed for annexation because of its potential for good industrial sites. It should be controlled by the City to prevent the area becoming spotted with low value, small subdivisions that will destroy much of the usefulness of the area for industrial development.

Areas 7, 8, 9, and 10 are areas that eventually might become a part of the City but substantial annexations into these areas are not recommended at this time.

With more dense development, area 7a could be readily served and should be annexed. No efforts to encourage growth and annexation in area 7 as a whole should be encouraged at this time. The land's best use is in agriculture.

Area 9 has considerable development at this time, primarily in the Sunland Estates Subdivision, but the developed portions are not contiguous to existing development in the City. Annexation would be premature at this time, but in

anticipation of future annexation the City should attempt to serve water and sewer customers in this area whenever economically feasible.

Area 10 has a good potential for development, but annexation at this time is premature. Again, as the area develops in part, the developments could be made water and sewer customers, whenever economically feasible, in anticipation of future annexation.