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Sanford, Florida Comprehensive City Plan Vol. 2

George W. Simons Jr.

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SANFORD, FLORIDA
COMPREHENSIVE CITY PLAN
January, 1961
Revised
March, 1961

VOLUME TWO

MAJOR STREET PLAN
NEIGHBORHOODS AND AREA TREATMENT
PARKS AND RECREATION
COMMUNITY FACILITIES
CENTRAL BUSINESS DISTRICT
CAPITAL IMPROVEMENTS
PLANNING PROCEDURES
AESTHETIC VALUES

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For and under General Direction of the Florida
Development Commission and in collaboration with
the Zoning and Planning Commission of Sanford,
Florida.

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701 of the Housing Act of 1954, as amended.

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CHAPTER 1
THE MAJOR STREET PLAN

Either by plan or through piecemeal development every city evolves a system of through streets that provides the structural framework of the city. These few streets bear the heaviest volumes of traffic and include the state and federal highways passing through the city. Usually these through streets are developed according to the exigencies of current traffic conditions and too seldom reflect an overall approach to the total needs based upon the future land use pattern.

The costs of street construction and widening are so great that City, State and County resources are severely taxed to keep up with the ever increasing growth of traffic volumes. Very often each street widening project requires costly purchases of right-of-way, often necessitating the acquisition of some buildings. Probably in no area of planning are the savings to a community so great as might be realized eventually through the application of intelligent foresight in anticipating future needs for major streets. Sufficient right-of-way should be reserved for the major through streets anticipated through the relatively undeveloped areas by mapping future right-of-ways or applying setbacks along those streets already platted.

THE EXISTING STREET PATTERN OF SANFORD

The existing street pattern of Sanford is an extension and modification of the original gridiron system established in the Henry Sanford site plan of 1870. This plan established right-of-ways of 82 feet running southward from Lake Monroe, and the east-west streets were laid out on a right-of-way of 66 feet. Basically this was a good plan, superior to the needs of that day for horse and buggy traffic. If it had been extended into areas subsequently subdivided a better through street system would be possible today. Its principal defect, like all gridiron plans, is that all streets tend to receive the same emphasis, ignoring topographical and

land use features. During subsequent periods of development the same foresight was lacking and extensions South of Thirteenth Street were platted on right-of-ways of only 50-60 feet. Nearly 95 per cent of the platted streets within the corporate limits are improved.

In the existing framework of through streets, 8 arteries carry the major portion of the traffic flow: French, Park, Sanford and Mellonville Avenues in a north-south direction; and First, Thirteenth, Twentieth, and Twenty-Fifth Streets in an east-west direction. Of these, only five (Park Avenue, Sanford Avenue, French Avenue, Twentieth Street, and Twenty Fifth Street) extend continuously through the entire corporate area.

Figure 1 is a map of traffic flow on state roads through the City of Sanford for a 24 hour annual average period in 1960.

French Avenue (U. S. 17-92) carries by far the heaviest volumes of traffic, and this is particularly pronounced at the confluence of U. S. 17-92 with Orlando Drive. At a point just south of this intersection some 17,000 vehicles pass each 24 hour period. Flow north of the intersection of French Avenue with 26th Street decreases to some 11,000 vehicles, which suggests some 6,000 vehicles pass this section of Orlando Drive. The surface interchange at French Avenue and Orlando Drive functions well, as does the surface interchange with Seminole Boulevard. North of 26th Street volumes steadily increase again to between 14,000 and 15,000 vehicles between its intersection with 19th Street and its intersection with 13th Street. North of 13th Street volumes decline steadily to some 12,000 vehicles near the intersection with 1st Street, and then drop abruptly north of this inter-
section.

1960 - 24 HOUR ANNUAL AVERAGE TRAFFIC FLOW

(ON STATE HIGHWAYS)

LAKE MONROE

COMPREHENSIVE CITY PLAN
SANFORD, FLORIDA

PREPARED BY
GEORGE W. SIMONS 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

SCALE



SOURCE - FLORIDA STATE ROAD DEPT.

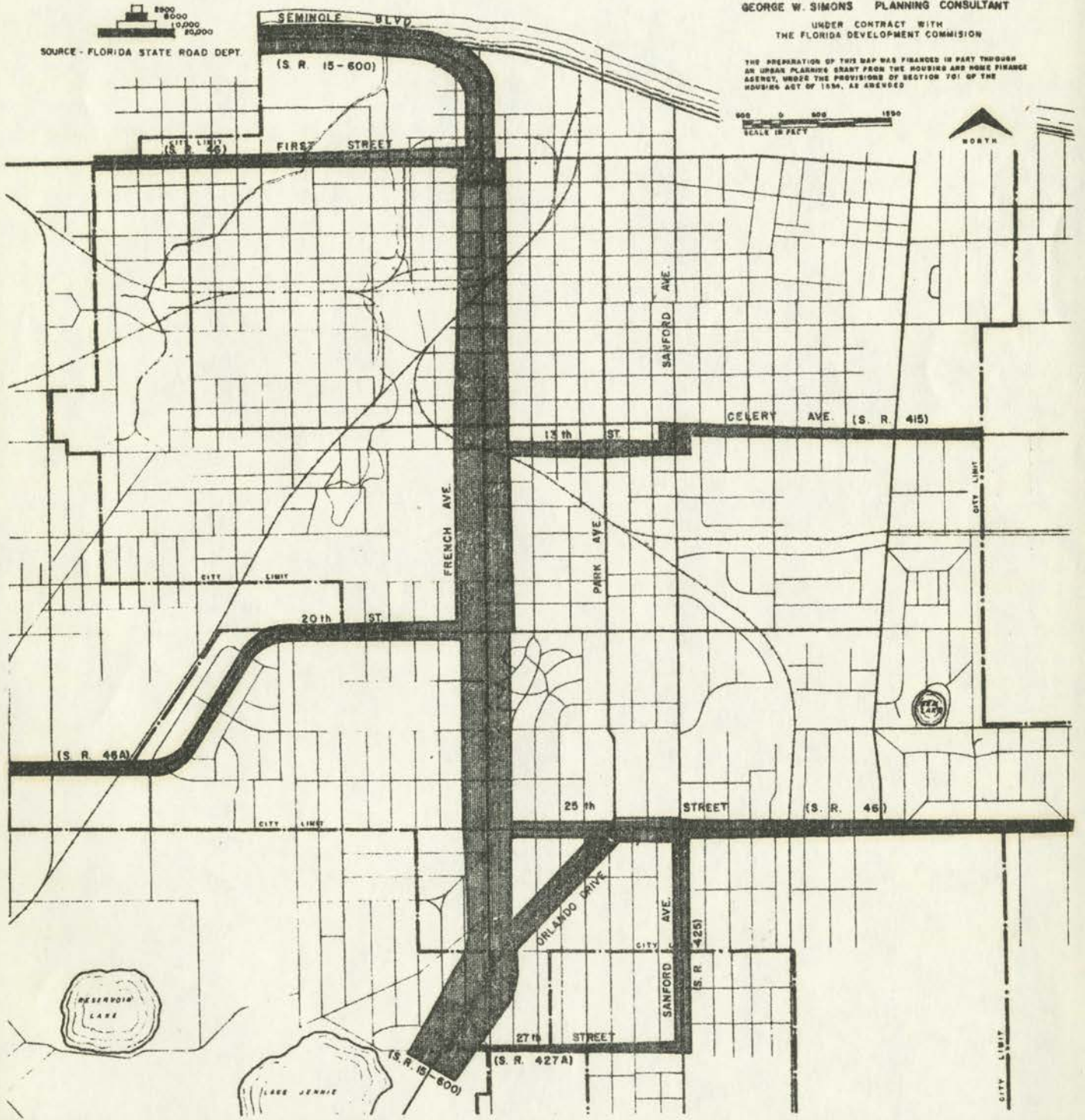
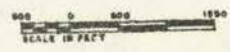


FIGURE 1

This data on French Avenue demonstrates the individual planning required for each street at such time as it is improved. Traffic volumes may vary widely, depending both upon diversions of traffic onto or off intersecting traffic arteries and upon changes in land use of abutting properties. A street once properly designed for a predicated traffic volume and flow may not continue indefinitely to function well over all segments. Continuing study of traffic flow data may reveal the necessity, for example, of eliminating curb parking in certain areas and converting this space into moving lanes or into turn lanes.

French Avenue (U. S. 17-92) is one of the most heavily traveled highways in Florida. Because of this traffic and the recent improvement of this street to accommodate the load, a considerable amount of strip commercial development has taken place. This commercial development generates much additional local traffic, which is generally a slower moving traffic making many stops and turns; considerable congestion results. Maneuvering into curb parking spaces, turns into the many driveways for service and into off-street parking lots, and intersection conflicts are the major causes of congestion resulting from this strip commercial development. These causes plus an increasing number of traffic lights will continue to reduce the capacity of French Avenue to move traffic swiftly and safely, until finally it may degenerate as a traffic artery to the condition of Orange Blossum Trail in Orlando.

Fortunately, through traffic will be served within a few years by the limited access Interstate Highway Number 4 west of Sanford, and most of the north-south traffic not desiring to stop in Sanford will by-pass the City. When this happens, French Avenue will be reduced to a street serving local traffic, and some of the pressure for strip business will be relieved. Very likely some of the twenty or

more filling stations located there will be converted to other uses. Interstate Highway Number 4 will have an interchange with First Street, in addition to the one with U. S. 17-92 (Sminole Boulevard, extended) now under construction. These interchanges will provide convenient access to Sanford for that portion of the traffic desiring to stop.

Another revealing feature of the traffic flow map is the abrupt increase of State Road 415 (13th Street - Celery Avenue) at the jog where it intersects with Sanford Avenue. This reflects the combined traffic flow of both 13th Street - Celery Avenue with Sanford Avenue and clearly demonstrates the congestion created when jogs are permitted to develop where two major streets intersect. Although this problem is not critical at this time, it merits study and a solution is proposed in figure 3, page 8.

THE PROPOSED MAJOR STREET PLAN

Figure 2 is the Major Street Plan proposed to serve the ultimate urban area as developed in accordance with the Land Use Plan proposed in Figure 6, page 29 of Volume I. The object of the Major Street Plan is to single out certain streets and routes at strategic intervals for development as heavy traffic arteries.

The widest right-of-ways proposed are those intended as primary and secondary arteries moving traffic over relatively long distances. In addition to these a great many additional collector streets may be developed within the major street framework to feed traffic from neighborhoods into the arterial system. All of the streets of the major street plan are proposed on right-of-ways of not less than 80 feet, except for several located in the downtown business district that are not feasible of widening.

MAJOR STREET PLAN

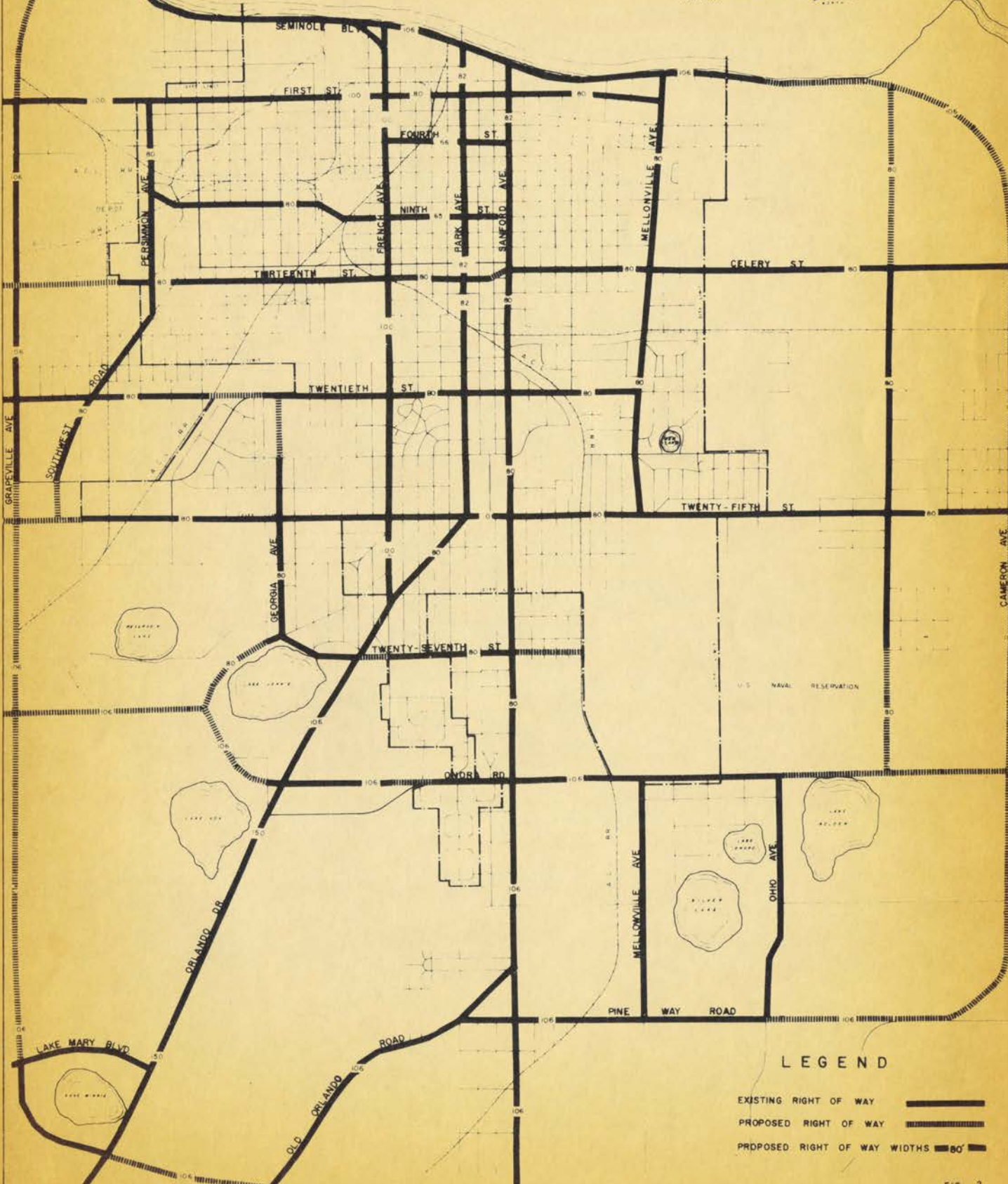
COMPREHENSIVE CITY PLAN
SANFORD, FLORIDA

GEORGE W. SIMONS PLANNING CONSULTANT
 UNDER CONTRACT WITH
 THE CITY OF SANFORD DEVELOPMENT COMMISSION

THE PREPARATION OF THIS PLAN HAS BEEN FINANCED BY THE CITY OF SANFORD THROUGH THE RECEIPT AND PAID TO THE CITY OF SANFORD UNDER THE PROVISIONS OF SECTION 196 OF THE CONSTITUTION OF THE STATE OF FLORIDA.



LAKE MONROE



LEGEND

- EXISTING RIGHT OF WAY
- PROPOSED RIGHT OF WAY
- PROPOSED RIGHT OF WAY WIDTHS 80'

MAJOR STREET PLAN

CLASSIFICATION OF ROUTES AND RIGHT-OF-WAY WIDTHS PROPOSED

LAKE MONROE

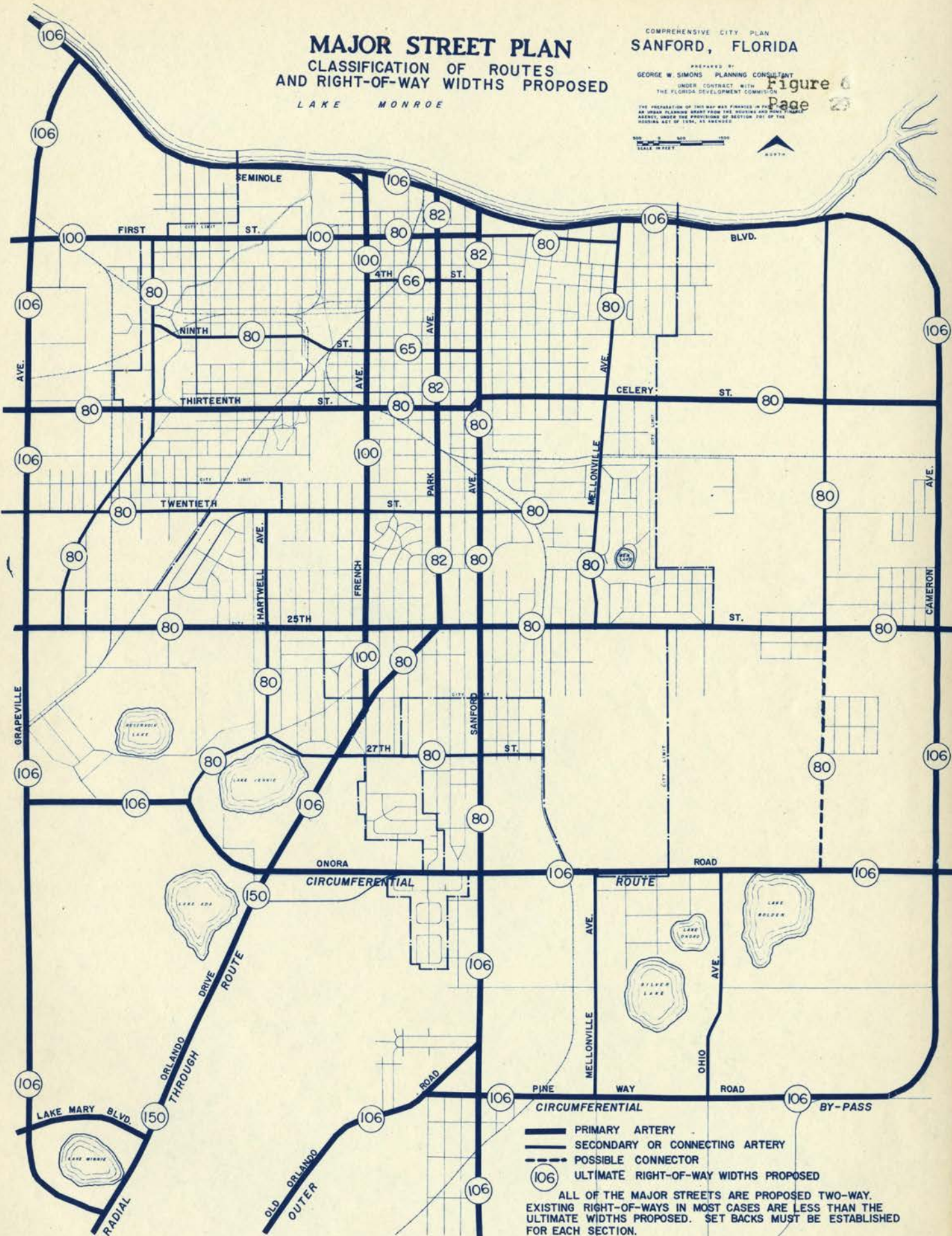
COMPREHENSIVE CITY PLAN
SANFORD, FLORIDA

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Figure 6
Page 23



As often as possible existing right-of-ways were selected for elements of the Major Street Plan. In general it is desirable to have major through streets located about one mile apart, although it may be desirable to have additional short, secondary streets in areas of concentrated commercial and industrial development. Fourth Street is an example of the latter as proposed in Figure 1.



Where existing streets are not continuous, it is necessary to project an extension through undeveloped areas. These extensions can be easily provided at such time as the area is developed. Where there are off-sets in the alignment of major streets, these must be overcome for the development of a safe, convenient through street. Figure 3 provides an example of how off-sets can be eliminated to best advantage; this example is Thirteenth Street and Celery Street at the intersection with Sanford Avenue.

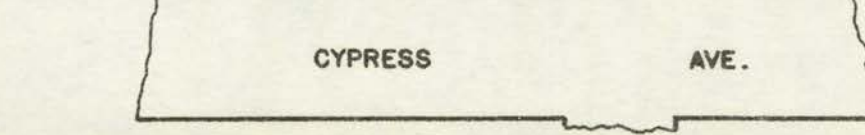
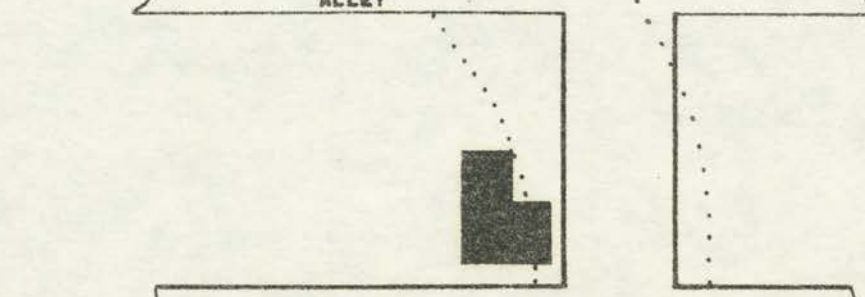
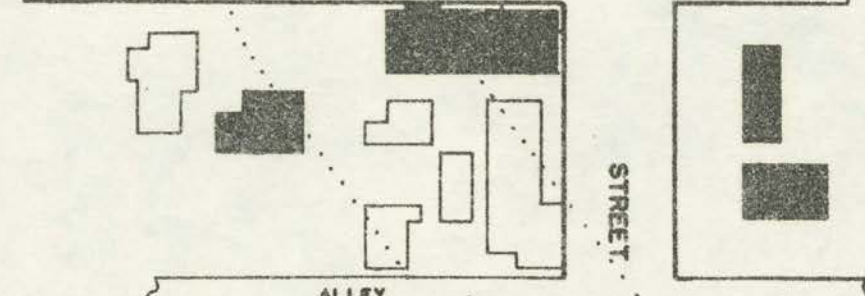
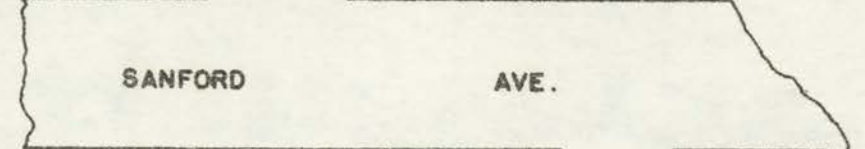
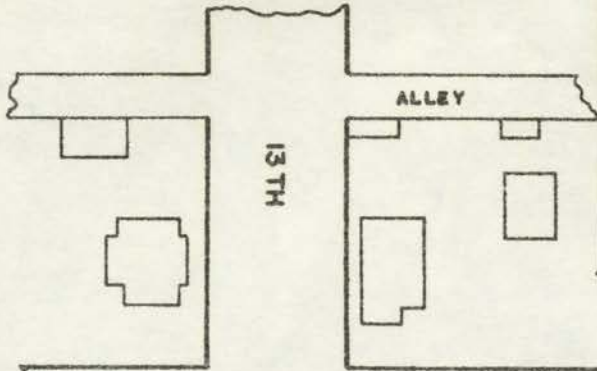
One of the principal innovations added to the existing system is the system of circumferential streets within and around the urban area. It is desirable to provide a number of circumferential routes to enable traffic to by-pass the congested center of the city. Generally, as one approaches the center of a city the congestion on streets increases, and considerable relief can be provided if means are available for traffic to by-pass the center. Proposed as through and relatively long trip traffic arteries, these circumferentials should be designed as high quality traffic carriers.

In the plan proposed for Sanford, an outer circumferential is proposed on the west, utilizing Grapeville Avenue and an extension thereof. Seminole Boulevard is extended for the northern link and connects with Celery Street on the east for the diversion of traffic to and from the east coast. Cameron Avenue completes the best route on the east for a tie-in with Onora Road on the south.

DEVELOPMENT PLAN



EXISTING INTERSECTION AT 13 TH AND SANFORD.

DWELLINGS 
COMMERCIAL 



DEVELOPMENT PLAN

PROPOSED INTERSECTION AT 13 TH AND SANFORD.

DWELLINGS 
COMMERCIAL 

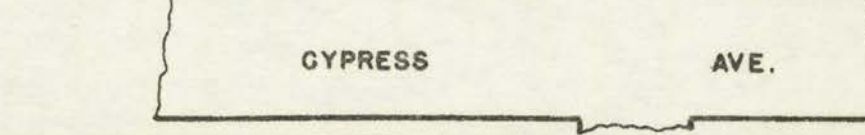
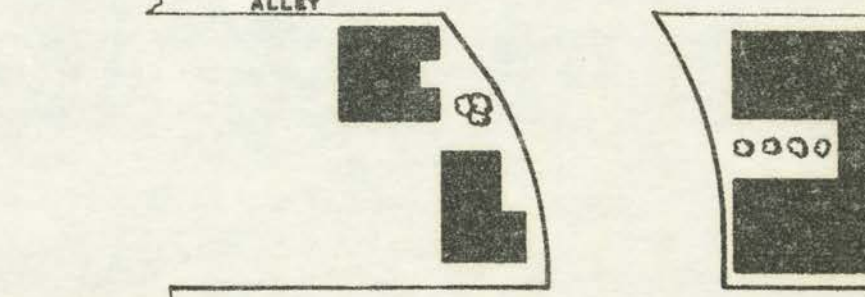
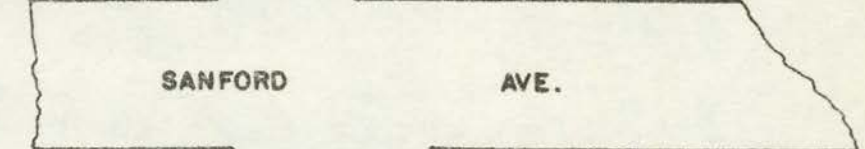
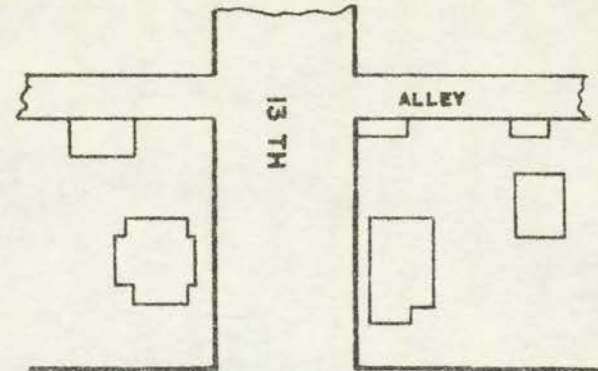


FIG 3

An inner circumferential around the Central Business District is also provided by the existing street system. Fourth Street is the principal street of this inner circumferential that requires improvement at this time. It should be widened between French Avenue and Sanford Avenue to provide good access to off-street parking lots serving the Central Business District.

In the future it is likely that another congested commercial center will develop around the confluence of French Avenue, Orlando Drive, Park Avenue, and Twenty-Fifth Street of a magnitude to justify a by-pass system either to the east or west. Hartwell Avenue, Twenty-seventh Street, Sanford Avenue, and Twentieth Street will provide the necessary links. Hartwell Avenue should be extended between Twentieth and Twenty-second Streets.

THE LAKESHORE DRIVE

Seminole Boulevard provides one of the finest aesthetic and scenic assets of the City. Without this lakeshore drive Sanford would fail to benefit to the fullest extent the aesthetic enhancement bestowed upon the city by beautiful Lake Monroe.

Of greatest concern to the City should be the extension of this beautiful drive to the east for a connection with east coast traffic routes. This would provide a beautiful and more convenient means for traffic to approach the Central Business District without actually contributing to the congestion on the downtown business streets, such as First Street. Seminole Boulevard has ample opportunity for future widening for a wide, divided boulevard with beautiful plantings in the median. Such a boulevard as this is the achievement of many cities with similar geographical assets, although some (Chicago, for example) have had to expend large sums for their accomplishment.

PLANNING FOR MAJOR STREETS

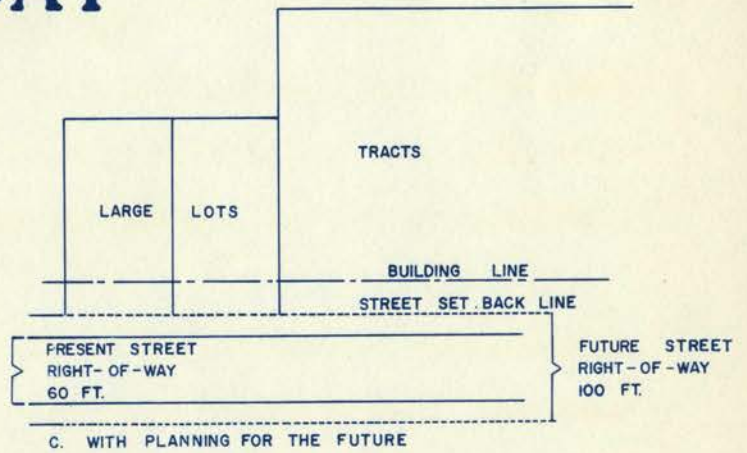
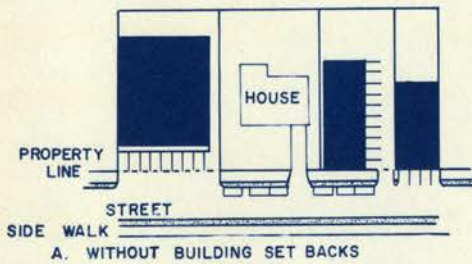
UNPLANNED

MAJOR STREETS TOO OFTEN EVOLVE WITH NO FORETHOUGHT. EXISTING 50 OR 60 FOOT STREETS DEVELOP INCREASING TRAFFIC VOLUMES ALONG WITH NORMAL GROWTH OF THE COMMUNITY. PROGRAMS FOR STREET WIDENING REQUIRE THE ACQUISITION OF ADDITIONAL RIGHT-OF-WAY, AND OCCASIONALLY THE CONDEMNATION OF ABUTTING STRUCTURES. WITHOUT PLANNING, STREET WIDENING MAY REQUIRE REMOVAL OF STORE FRONTS, ELIMINATION OF PARKING, AND COSTLY RIGHT-OF-WAY ACQUISITION.

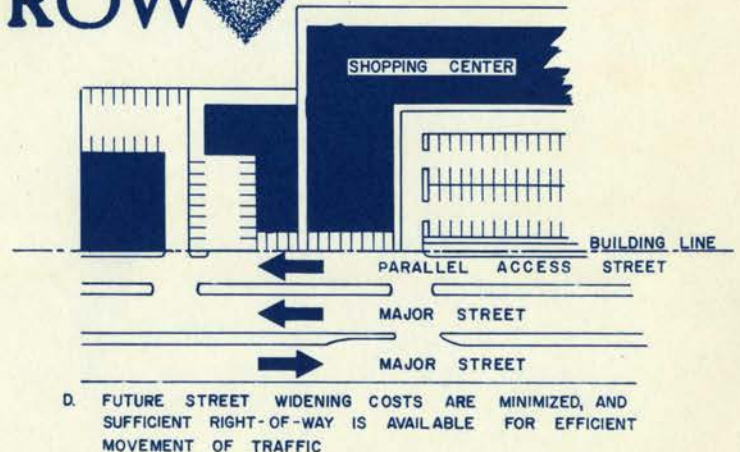
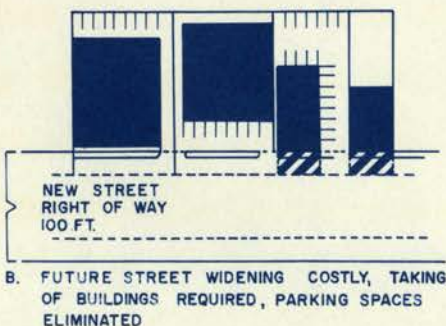
PLANNED

WHERE MAJOR STREETS ARE PLANNED, STREET SET BACK LINES SHOULD BE ESTABLISHED FOR FUTURE ACQUISITION OF RIGHT-OF-WAY. FURTHER, THE BUILDING LINE OFTEN SHOULD BE ESTABLISHED WITH AN ADDITIONAL SET BACK FROM THE FUTURE RIGHT-OF-WAY LINE. THIS WILL FACILITATE OFF-STREET PARKING AND FUTURE ADAPTATIONS ENABLING A FREE FLOW OF TRAFFIC. LARGE BUILDING LOTS ARE REQUIRED FOR MODERN COMMERCIAL SPACE REQUIREMENTS.

TODAY



TOMORROW



DEVELOPMENT OF THE STREET PLAN

Fortunately, not all of these improvements are needed now, but many are predicated on future expansion of the urbanized area. At various stages of growth various extensions of right-of-ways, widening and reconstruction of streets can be carried forward to satisfy current traffic conditions. It is most important however that right-of-ways adaptable to ultimate needs be reserved early.

Figure 2a is a generalized diagram indicating the function of each street proposed as part of the major street system. Primary arteries, as indicated, will usually carry the largest volumes of traffic, especially relatively long distance traffic. Secondary arteries will serve primarily as connecting links and will generally carry lesser volumes of traffic. However, some secondary arteries through congested areas - such as the Central Business District - may carry as much traffic as some of the primary arteries.

The Major Street Plan should be adopted officially by the City and County, and future state road projects, if any, should be coordinated with this plan. This plan should be the framework within which individual subdivisions are platted. If a major street is projected across the area covered by a proposed subdivision, reviewing authorities should require that the Major Street be recognized on the alignment and right-of-way width proposed.

SETBACKS FOR FUTURE RIGHT-OF-WAY ACQUISITION

Figure 2a suggests a minimum right-of-way of 100 feet up to 150 feet for most of the major arterial streets. 80 feet is proposed on all other major streets for ultimate right-of-way requirements. Not all of the right-of-way is suggested as street paving, as pointed out in Figure 4. On some streets there already exists 80 feet on the recommended right-of-way widths, but on many of the existing streets building set backs must be established to bring them up to standard. For

extensions through unsubdivided property where no street now exists, there should be no problem in establishing the minimum right-of-way widths proposed. Figure 3a, page 9a illustrates the advantages of recognizing the need for setbacks and applying them early.

The establishment of setbacks for future right-of-way acquisition is a subject for continuing planning. Each individual street shown on the Major Street Plan should be studied, and maps prepared of existing right-of-way compared with the future right-of-way desired. The difference represents the amount that should be restricted against building activity. Public hearings should be held before building setbacks are imposed for each section of street. Supporting evidence relating to the establishment of each line should be prepared by the Planning Department, utilizing aerial photographs and city subdivision maps; this information would consist primarily of the location of existing buildings with respect to existing street right-of-ways.

STREET CROSS-SECTIONS

The primary function of the great majority of streets is to provide access to abutting properties, and two moving lanes, usually with parking at the curb, are adequate. With growing traffic a few streets become clogged, especially state highways, and street widening increases the capacity to four moving lanes. In some cases six or eight moving lanes are provided plus parking, turn lanes, and a median strip.

Figure 4 suggests pavement design standards adapted to the needs of the next twenty years contemplated for Sanford. These designs are modified from standards found in widespread use; however, they must be viewed as general guides subject to further refinements in each individual application. Further, the suggested pavement standards represent the ultimate use practical for a given right-of-way, and in the early stages of area development a lesser pavement

standard may suffice. For example, a twenty-four foot pavement providing two moving lanes - without parking - will usually serve for many years without undue inconvenience to motorists. But when areas along the thorofare are developed, widening or reconstruction to higher standards can be economically accomplished providing the right-of-way has been reserved.

The efficiency of streets for moving traffic varies widely according to the design. Such features as curb parking, numerous driveways to abutting property, intersections, and turning movements should be minimized on the primary traffic arteries. Unfortunately, the selfish interest of abutting property owners often is brought to bear to modify the efficient design of traffic arteries - even of state and federal highways. Curb parking is provided at undue public expense, when this ought to be the responsibility and expense of the abutting property owner on his own property. Too many curb cuts are permitted, and most unfortunate of all too many state highways have no physical barriers to unlimited midblock left turns. French Avenue probably could be made more efficient by the construction of a three-foot "turtleback" concrete divider, separating north and south bound traffic lanes and eliminating mid-block left turns.

Figure 5 suggests various treatments for the development of abutting property in a manner that will not destroy the efficiency of major streets for traffic movement.

Example A indicates how quality residential areas may be developed using "reversed frontage" along major thorofares, fronting the houses on a quiet residential street. Homes can be screened from the noise and sight of highway traffic by heavy screen plantings along the rear of the lot and parkway of the thorofare. Example B indicates how commercial properties - when zoned - can be separated advantageously by a parallel service street that is separated from the major

SUGGESTED STREET CROSS-SECTIONS FOR SANFORD, FLORIDA

ML-MOVING LANE

P-PARKING LANE

PKW-PARKWAY

MED-MEDIAN STRIP AND LEFT TURN LANE AT INTERSECTION

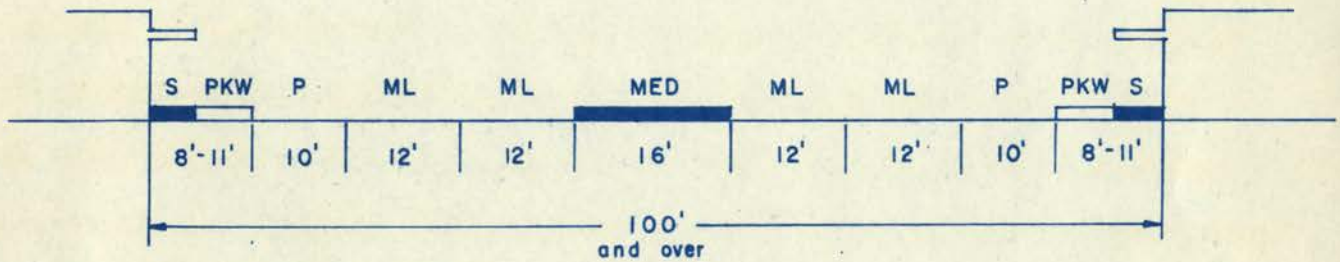
S-SIDEWALK

ML OR P-A LANE FOR PARKING OF SUFFICIENT WIDTH TO BE CONVERTED LATER TO A MOVING LANE

-A-

MAJOR ARTERIAL STREETS

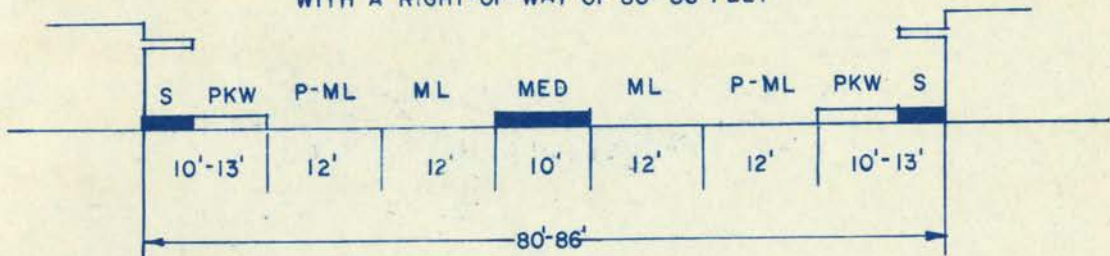
WITH A RIGHT-OF-WAY OF 100 FEET AND OVER



-B-

SECONDARY ARTERIAL STREETS

WITH A RIGHT-OF-WAY OF 80-86 FEET



-C-

COLLECTOR STREETS

WITH A RIGHT-OF-WAY OF 60-80 FEET

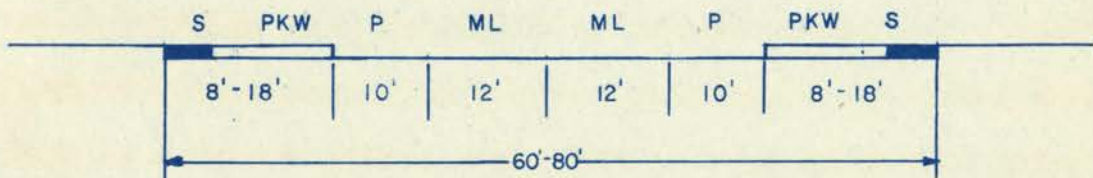
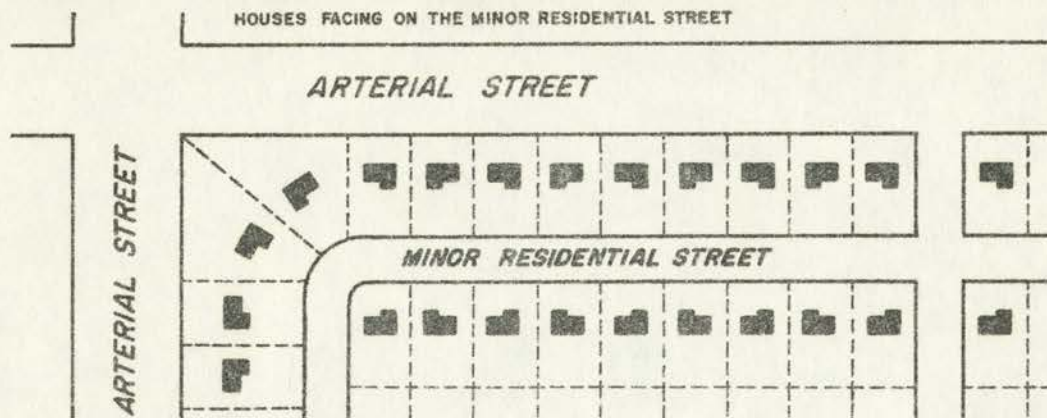


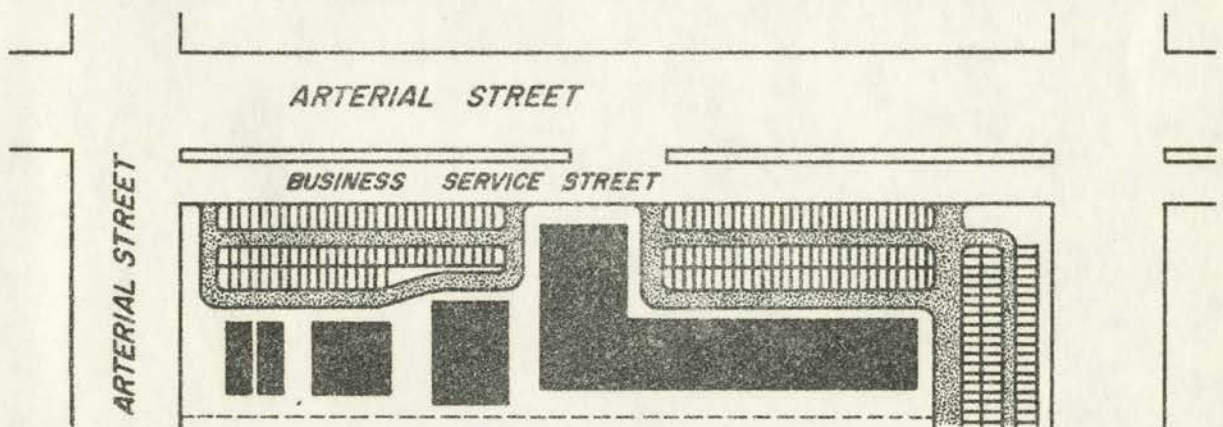
FIGURE 4

SUGGESTED TREATMENT ALONG ARTERIAL STREETS
IN SUBDIVISIONS AND COMMERCIAL AREAS

EXAMPLE "A" — RESIDENTIAL AREAS WITH REVERSED FRONTAGE

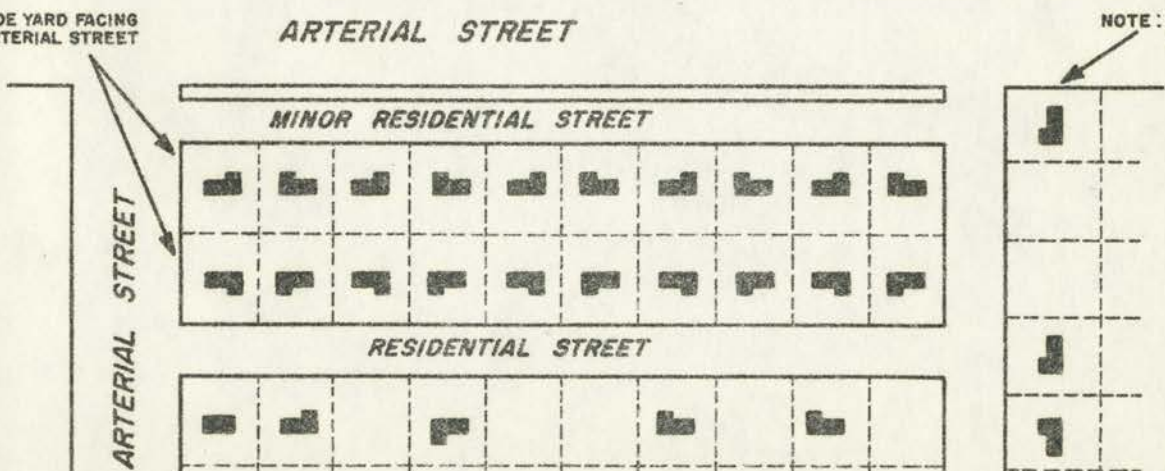


EXAMPLE "B" — COMMERCIAL AREAS WITH PARALLEL SERVICE STREET



EXAMPLE "C" — RESIDENTIAL AREAS WITH RESIDENTIAL SERVICE STREETS
PARALLEL TO ARTERIAL STREETS OR INTERSECTING ARTERIAL STREETS

NOTE: SIDE YARD FACING
ARTERIAL STREET



thorofare and has access only at restricted points. This design has the advantage of separating the slow moving traffic from the faster moving traffic and prevents the parking of vehicles from interfering with through traffic movements. Example C indicates another means of developing residential frontage along major thoro-fares, utilizing the parallel access streets.

STREET IMPROVEMENT PROJECTS

All of the major streets are important, but fortunately only a few need be improved at this time. According to future traffic and land developments, these can be improved according to a schedule spread over a period of the next twenty years.

1. Hartwell Avenue and the Onora Road Extensions West of Orlando Drive. These extensions are required to serve the new high school under construction. Standard B, Figure 4 is suggested as a guide.
2. First Street. A City - County project is required in widening First Street for an improved, primary connection with the Interstate Highway. Right-of-way must be acquired, and pavement standard example A, Figure 4 should be used as a guide between French Avenue and the Interstate Highway.
3. Thirteenth Street - Celery Street. The jog at Sanford Avenue in the alignment of this street should be eliminated. Thirteenth Street should be extended on the west to Grapeville Avenue and improved to the standard of example C, figure 4 between Grapeville Avenue and Cameron Avenue.
4. Fourth Street should be improved between French Avenue and Sanford Avenue as a service street to the Central Business District. Example B, figure 4 is recommended as a guide.

5. Twenty-Fifth Street. Reconstruct 25th Street between Sanford Avenue and French Avenue to standards suggested in example B, Figure 4. Improve the remainder on the east and west of this central sector to standard C, figure 4.
6. Seminole Boulevard should be improved and extended between Mellonville Avenue and connected with the eastern circumferential thorofare. Standard B, figure 4 is suggested.
7. Sanford Avenue should be widened between Seminole Boulevard and Onora Road to standard C, figure 4. South of Twenty-fifth Street, Sanford Avenue should be widened to Standard B, Figure 4, for ultimate needs, but this standard will not be required for many years.
8. Persimmon Avenue and Southwest Road should be improved to Standard C, figure 4.
9. Cameron Avenue (Eastern Circumferential). This improvement should be developed by stages: (a) Connection between Seminole Boulevard and Twenty-fifth Street on Standard C, Figure 4; (b) Connection between Twenty-fifth Street and Pine Way Road (extension) to Standard C, Figure 4. Ultimately this circumferential should be improved to Standard A, but a lesser roadway as suggested in Standard C should suffice for many years.
10. Pine Way Road (Southern Circumferential). This thorofare should be extended and improved to Standard C, figure 4, between old Orlando Road and Cameron Avenue. Ultimately this circumferential should be improved to Standard A, figure 4.
11. Connector between Orlando Drive (U. S. 17-92) and old Orlando Road. This connection should be developed now to Standard C, figure 4, ultimately to standard A
12. Grapeville Avenue (Circumferential). This section of the circumferential system is not needed now, but may be developed by stages as the area develops. Standard C, figure 4 is suggested for present development, but Standard A, figure 4 should be used as a guide for ultimate needs.

CHAPTER 2THE CENTRAL BUSINESS DISTRICT

The Central Business District of a community is a section of the City unique over all others in the marketing of services and goods. Its importance is dependent upon two major factors: (a) Its dominance in quality and character of goods and services and (b) accessibility to large numbers of people who can conveniently avail themselves of its goods and services. The first factor implies diversity and prestige and the second, geographical location, traffic circulation and parking.

In pre-auto days the Central Business District was the site of all marketing, financing and servicing. In the smaller cities it was a compact area into which most of the people walked from the surrounding residential sections and into which the farmers and those residing in the local trading area drove to shop. It was the center of community activity where friend met friend on the way to the Post Office or bank; it was the public forum wherein questions of all kinds were aired. In some cities the Central Business District is still like this only the hitching lot has given way to the off-street parking lot. With the advent of the automobile and good roads the marketing picture changed, slowly at first then rapidly.

In their growth process cities have grown from the center outward toward the city limits which in earlier days had a meaning but more recently expansion has broken the bonds of the city limits and sprawled into the adjoining lands of the County. Once decentralization started, activities and services within the Central Business District began to change. The little neighborhood corner store where a few convenience goods could be purchased first appeared. Then came the rush of promiscuous string businesses along the main travelled highways established on the theory that the best commercial sites were on thorofares where traffic moved the fastest, and more recently, the Neighborhood Shopping Center has entered the picture with its large area of parking facilities. With these successive developments in

site locations, the shopping habits of people changed as well as the function and character of the Central Business District. The Central Business District is now on the defensive; conscious of progress it must be adjusted to the needs of the time.

THE CENTRAL BUSINESS DISTRICT
OF SANFORD

Although the Central Business District of Sanford is not located centrally within the corporate area, it is still the heart and center of community life - the nucleus around which the economic, cultural and recreational activities of the community revolve. Within this relatively small area of some 47 acres (1.44 per cent of the corporate land area) is found the greatest concentration of retail outlets, banks, professional and other services. Within it are found also the principal offices of the City and County governments, the Civic Center and even the Zoo. Fronting on the broad expanse of Lake Monroe, the Central Business District is a functional area of multiple services and facilities.

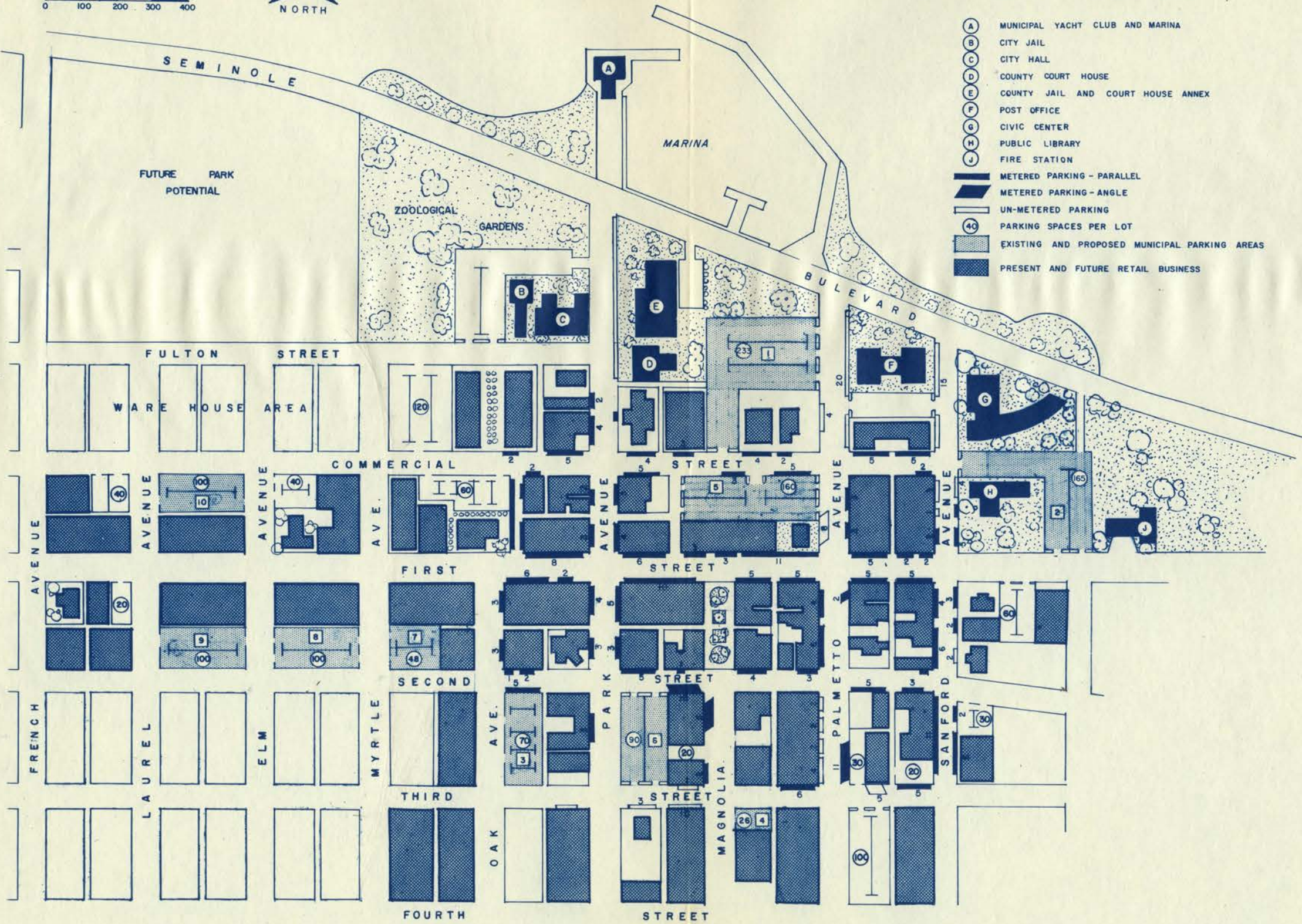
The Central Business District encompasses roughly the area shown in Figure 6 wherein 150 or more business, servicing enterprises and governmental establishments furnish employment to approximately 1,000 employees and employers daily - a sizeable contribution to the local economy. The Central Business District has always been a substantial contributor to the city's tax income but in the past 15 years the taxes produced by the Central Business District in relation to the total real estate taxes produced by the city as a whole declined from 15.8 per cent in 1945 to 14.2 per cent in 1959. This may be explained in part by the development of decentralized businesses.

As a commercial and servicing area, the Central Business District is readily accessible from all parts of the city and its adjacent retail trading area. The pivotal point of pedestrian and vehicular traffic is currently the intersection

PROPOSED DEVELOPMENT CENTRAL BUSINESS DISTRICT SANFORD, FLORIDA



LAKE MONROE



- (A) MUNICIPAL YACHT CLUB AND MARINA
- (B) CITY JAIL
- (C) CITY HALL
- (D) COUNTY COURT HOUSE
- (E) COUNTY JAIL AND COURT HOUSE ANNEX
- (F) POST OFFICE
- (G) CIVIC CENTER
- (H) PUBLIC LIBRARY
- (J) FIRE STATION
- [Pattern] METERED PARKING - PARALLEL
- [Pattern] METERED PARKING - ANGLE
- [Pattern] UN-METERED PARKING
- (40) PARKING SPACES PER LOT
- [Pattern] EXISTING AND PROPOSED MUNICIPAL PARKING AREAS
- [Pattern] PRESENT AND FUTURE RETAIL BUSINESS

of First Street and Park Avenue. From this point along First Avenue and also along Park and Magnolia Avenues are diversified and competitive enterprises drawing people to work, shop, eat or transact business. And located midway between this focal point and the lake are the governmental offices of the City and County and the Civic Center.

Within the Central Business District there are some 215,000 square feet of floor area utilized by retail stores and shops and about 166,000 square feet by business and professional offices and financial institutions. Some 200,000 square feet of additional floor space is used by automotive sales and services and by governmental offices.

Despite its present accessibility and competitive advantages, the Central Business District is vulnerable to further decentralizing influences because of its geographical location on the northern rim of the city. Because of the trends of residential development and construction and the movements of the population within the city and beyond, the Central Business District is, with each succeeding year, becoming farther removed from the center of population. The incidence of business activities in the southern part of the city is testimony to this changing status.

The completion of the new Interstate Highway between Daytona Beach and Orlando will change the traffic volume movement through the City. Much of the traffic volume that once flowed through French Avenue will follow the new Interstate route to the west. The new highway may even encourage the establishment of new commercial areas near interchanges, for highway servicing.

Although not directly a decentralizing force, increased mobility enables more people to avail themselves of the shopping facilities of Orlando or Daytona Beach. The completion of the Interstate Highway will have a profound affect. Shoppers will be able to leave Sanford via the Interstate and be in the center of Orlando in less than 30 minutes.

As the City and its urban area become increasingly populated and developed, demands will arise for additional commercial outlets, professional and other offices. More small neighborhood shopping areas will appear to serve people living in the remote sections and possibly a community shopping center may result. But regardless of these decentralizing influences, the Central Business District ordinarily should remain the dynamic center in which more services can be rendered, more business can be transacted and more competitive factors can be evaluated than in any other section of the city. However, Sanford's Central Business District is threatened more than most because of the two factors already mentioned. These facts emphasize the necessity for some serious thinking over the future of the Sanford Central Business District and possibilities to maintain and even strengthen its position in the Sanford economy.

To continue as a center of economic prestige, value and strength, a number of things should be done. The Central Business District should be so rehabilitated and improved that it can compete with any shopping center regardless where located in defending its claim to the Sanford trade area. To do so it must be able to render all the services and offer the conveniences of the shopping center. Without such a program it is very possible that the Sanford Central Business District may flounder and eventually die.

AN IMPROVEMENT PROGRAM

Few Central Business Districts are situated in a more scenic environment than that of Sanford. The City is to be commended for the improvement of the water front, the Civic Center, and its other facilities. There is reflected here a keen appreciation of the beautiful and attractive. To preserve the prestige and tax advantage of the Central Business District, certain things should be done.

1. An active Central Business District Council comprised of downtown merchants and property owners should be created whose principal objective would be the upbuilding, improvement and attractiveness of the District.
2. The Central Business District Council should make an inventory of all structures within the District to determine (a) age, (b) physical condition, (c) need of repairs.
3. The Council should then develop a plan of Rehabilitation - investigating the possibilities and costs of (a) new store fronts, (b) office remodeling, (c) uniform marquees, (d) street plantings and adornments, (e) entertainment and (f) comfort station.

After the initial work gets well under way the Council can explore ideas and plans for promoting the popularity of the Central District - creating those situations that will focus attention on it and bring more people into it.

The Central Business District should be developed as an area of great attraction, easily reached and always with an abundance of off-street parking. Briefly, the Central Business District should be converted into a shopping center that challenges others to approach it in number and diversity of service and convenience of facilities, primarily parking. It is time for the Central Business District to take the offensive in a big way, to save itself.

GROWTH AND DEVELOPMENT OF CENTRAL BUSINESS DISTRICT

As a community grows in population, commercial uses increase in numbers and kinds. Some of the commercial uses will appear as neighborhood stores or even in shopping centers but regardless, the Central Business District expands proportionately.

A given number of people will absorb a given amount of floor space for retail services. In Deland for instance, 26.8 square feet of floor space was consumed per person within the Central Business District. Studies elsewhere have indicated

a need for 20 to 40 square feet of floor space to serve each resident of the city. In some cities 10 square feet per person in the central area seems reasonable. In Sanford there are about 12 square feet of retail floor area per person within the Central Business District.

On a basis of 12 square feet of retail floor space per capita within the Central Business District it is conservatively estimated that Sanford should have at least 360,000 square feet of floor space in retail business when the population reaches 30,000, which is some 70 per cent greater than at present. This would be a healthy increase. Most of this new expansion would take place on lands contiguous to the Central Business District as now defined. Already it is appearing along First Street westerly toward French Avenue. Particularly significant in pointing to the future is the current expansion of banking facilities in the downtown district. The new savings bank located on First Street is not only modern but a facility adding beauty for its architecture and landscaping in a commercial district sorely in need of modernization. The new commercial bank now under construction will accomplish the same thing, and the two together should stimulate a new confidence in the future of the area.

As this new construction is brought about, owners of properties within the present central area would be obliged to improve and modernize theirs. New improvements such as are now taking place will raise values of adjacent properties; tax assessments will rise, and it will not be economical for some properties to continue without modernizing to meet present customer desires for convenience and beauty. Gradually the whole area would take on a "new look" and once again establish its position of dominance in the community.

PARKING FACILITIES

Parking facilities are essential to the conduct of business. The commercial establishment or service that does not have adequate parking facilities conveniently located and easily accessible, will dry up. This is especially true in areas where there is an automobile to every two people and mobility is a potent factor in the life and affairs of the community. One of the forces drawing customers to the shopping center is the adequacy of parking facilities.

People driving into the Central Business District - or into any other commercial concentration - are of two kinds. There are the all day parkers who are employed within the District and who drive into the area in the morning, store their vehicle for the day and then drive home. There is also the short-term parker who comes into town to shop, go to the Post Office, to the bank, see the lawyer, doctor, a real estate broker or merely to meet friends and eat. These latter parkers seek storage for periods varying from one to three hours. The long time parker represented by the employer or employee, unless provided with a private storage space, usurps space that should be available only to the short term parker throughout the day. The short term parker is the more important of the two; he contributes to the income of the area and were it not for him the employer could stay home. Inadequate facilities mean a loss of business to all enterprises.

Two kinds of parking spaces are universally provided - curbside and off-street. The latter are divided between public and private. Curbside parking has come down from the days of the hitching post. Because curbside spaces are precious, they are now universally metered for varying periods of time. In the proximity of the bank, post office or public service buildings the time limits vary from 10 to 15 minutes; in the concentrated commercial areas the time limits vary from 30 minutes

to 1 hour and in areas on the fringe of the congested zone the time limit may be extended to 2 and even as much as 4 hours.

Meters are justified as means of forcing a turn over of parking spaces. Instead of occupying a single space for an entire day the meter enables it to be used a number of times per day, up to 8 or 10 times. When it is realized that more than 50 per cent of the motorists who come into the Central Business District remain less than 30 minutes and 70 per cent less than one hour, the value of the parking meter is seen. The greatest offender against the meter is the chronic nickel feeder by downtown employees and only rigid policing will break up this practice.

Not only should there be an adequacy of parking spaces but their location should minimize the distance between the parking space and store or office. Ideally the shopper would like to park always in front of the store where she makes her first stop; studies show that few motorists will walk more than 500 feet. In exceptional situations (larger cities) this distance may extend to 800 feet. In Sanford it is extremely important that the walking distance not exceed 500 feet, preferably 300 to 400 feet.

Fortunately, the rather wide downtown streets in Sanford afford ample opportunity for curb parking without excessive interference with traffic. However, with the increased growth predicated more use will be required of streets to the exclusion of some curb parking. This suggests the need for a number of small, well located off-street lots fringing First Street and adjacent shopping streets.

There is no mathematical formula by which the number of parking spaces required in the Central Business District can be determined. Much depends on the number and kinds of traffic generators encountered. Experience in many situations however has produced rules that have been accepted and applied rather generally, based on square footage of floor space for uses of different kinds.

When super markets and small neighborhood shopping centers were first established, a factor of 1:1 was employed, i.e. one square foot of parking space for every square foot of usable retail floor space. This factor was later superseded by a 3:1 ratio. For certain offices and service uses the factors vary as reflected in the Zoning Ordinance. The main point imparted by these data is that parking must be adequate and spacious.

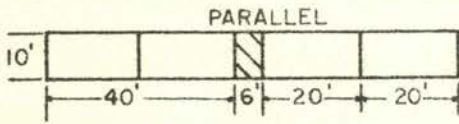
Before the days of tail fins and greater length, a parking space was much smaller in dimensions than today. Today the requirements of the compact car are making it desirable to allocate some off-street spaces to this type of car. Figure 7 shows a number of ideas for arranging parking lots for adequacy.

Because provisions for parking are being recognized as functions of local government, cities generally are increasingly acquiring parcels of land strategically located on which to establish off-street parking facilities. Sometimes this particular function is administered through the agency of a special entity known as an Authority, as in Orlando. It is also administered by the local government as at Jacksonville, Bradenton and Sanford.

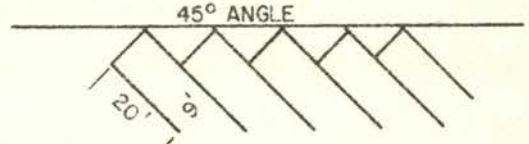
Lands for off-street parking facilities are often acquired with funds derived from the issuance of revenue certificates redeemable from parking revenues, which entails the use of meters or toll facilities. These funds finance land acquisition, improvements, cost of meters and administration. Income from meters must be sufficient to retire the bond principal, pay the interest, and finance operations. Occasionally, lands are leased instead of purchased, as in Sanford. This practice is all right if the need for the particular lot is only temporary and the lease is written for a period sufficient to protect the city's investment. Where a need is permanent, however, the city should own the land and control its use, benefiting from the income to help finance additional parking

DIMENSIONS AND ARRANGEMENT OF STALLS FOR AUTOMOBILE PARKING

CURB PARKING SHORT TIME PARKING WITH MAXIMUM CONVENIENCE

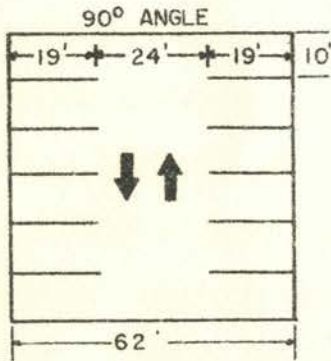


ADAPTABLE TO BUSINESS STREETS
WITH CONSIDERABLE TRAFFIC

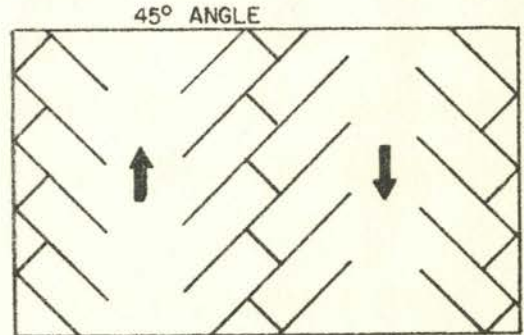


ADAPTABLE TO BUSINESS STREETS WITH
LIGHT TRAFFIC

OFF-STREET LOTS - SHORT AND LONG TIME PARKING ELIMINATING STREET CONGESTION AND PROVIDING MORE FACILITIES

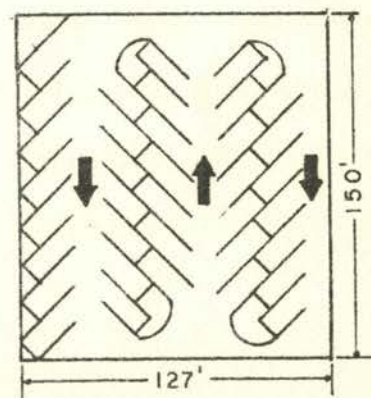
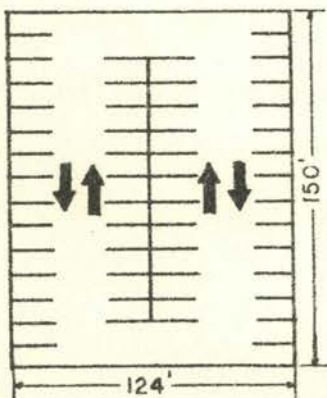


MOST ECONOMICAL OF SPACE, PROVIDING
TWO WAY CIRCULATING AISLES



MORE CONVENIENT BUT LESS ECONOMICAL
OF SPACE, ONE WAY CIRCULATING AISLES

SUGGESTIONS FOR LAYING OUT AN AREA APPROXIMATELY 124' X 150' FOR PARKING LOT



lots. When arranging leases for lots on a temporary or trial basis the City should insist on an option to buy the land at a specified price if a permanent need is indicated later.

STATUS OF PARKING

Parking facilities are currently provided in the Central Business District at curbside and off-street. There are some 533 curbside spaces of which 397 are metered and 136 unmetered. Augmenting the curbside facilities are 1,000 off-street spaces of which 424 are in public or city lots and 476 in private lots. There are therefore some 1,500 parking spaces located within the Central Business District, which on the basis of floor area devoted to retail uses is equivalent to 7 spaces per 1,000 square feet of floor space. At the moment this is a healthy situation, which explains why no serious parking crisis has arisen as in many other cities.

The city operates four off-street parking lots, two of which are owned and two are located on leased land. These four lots account for 424 of the off-street spaces of which only 70 are metered. The largest of the city facilities (lot #1) at the corner of Palmetto Avenue and Seminole Boulevard accommodates 233 spaces. It is located nearest to the First Street outlets - some 500 to 600 feet. Because this lot is not metered, has no time limit, and is quite far from the center of shopping, its principal value at this time is to accommodate downtown employees for all day parking. This facility is well utilized by long term parkers, and undoubtedly serves a very useful purpose in making available more curb spaces for the shopper. Probably better shopper use could be made of this lot if the more convenient spaces located at the south end were reserved for short term parkers. It may also be necessary at some future time to meter this lot. The second of the four off-street lots (lot #2) provides 121 spaces located adjacent to the

Civic Center, remote from the First Street shopping area. These spaces are un-metered also. Lot #3, located at Magnolia Avenue and Third Street, has 26 metered spaces for periods up to four hours. This facility is too remote for effective use by shoppers but does help during peak demand periods. Lot #4, located at Second Street and Oak Avenue provides 44 metered spaces for periods up to 4 hours. Although this lot is not as convenient as might be desired, its use in the future should increase to justify its development as a permanent facility.

The City is to be commended for the action it has taken toward the development of the existing off-street parking facilities. They, together with the curbside spaces, are performing a good service so that lack of parking is no impediment to downtown growth. Although no critical parking problem exists now the requirements of the future should be anticipated. Additional spaces will be required which must be satisfied through the development of off-street parking lots. Some of these sites can be anticipated now, particularly those most convenient to First Street, while others may be acquired in later years.

Additional lots suggested for acquisition are indicated in figure 6. Most of these are suggested to provide additional metered, short term spaces for the exclusive use of shoppers. To be effective, however, they must be located as close as possible to businesses to be served, particularly the present established business district. Although future growth of the business district seems indicated along west First Street, the City's responsibility for providing parking in that area will be minimized. Few businesses today will build without providing their own customer parking when sufficient land is available. The off-street parking provisions of the zoning ordinance require businesses to provide their own parking but for the Central Business District specifically excepted. In anticipation of

future growth, however, the city could justifiably acquire now at reasonable prices several lots fringing west First Street for employee and customer parking to supplement the private facilities to be developed adjacent to each business.

PARKING AND TRAFFIC RECOMMENDATIONS

The following recommendations are not all required at once, but many properties so indicated should be acquired at an early date:

1. Parking Facility No. 1 is recommended for permanent use but redesigned for more convenience to the shopper. This can be accomplished by closing Hood Avenue and making the south end of this street an off-street parking lot connected with the main, existing parking area. This redesign has the advantage of placing the lakeshore area back into park use, contributing to the beauty of the civic center. The section of this facility most conveniently located to the shopping areas should be metered and reserved for customer parking. About the same number of spaces would be provided in the redesign as at present.

2. Existing Parking Facility No. 2. as indicated on the Plan would be redesigned somewhat to permit a spacious orientation of a new library on the corner of Sanford Avenue and First Street. About 165 non-metered spaces would be provided, to service the civic center, library, fire station, and adjacent business areas, available to shoppers and employees.

3. Existing Parking Facility No. 3. should be made a permanent, city-owned facility, and for future growth probably should be extended to include the remainder of that half of the block, providing a total of 70 metered spaces available to shoppers and employees.

4. Existing Parking Facility No. 4. should be continued for the time being as a leased, metered facility, available to shoppers and employees.

5. Proposed Parking Facility No. 5. is suggested for immediate acquisition and development as a metered, short term lot for shoppers. This facility, placed to the rear of First Street stores and located along Commercial Street between Park Avenue and Palmetto Avenue, would accommodate some 160 cars.

6. Proposed Parking Facility No. 6. is suggested at an early date on the west half of the block bounded by Second Street, Third Street, Magnolia Avenue, and Park Avenue. This facility would be convenient to First Street and supplement facilities available to stores located on side streets south of First Street. About 90 spaces would be provided, and these should be metered, short term spaces for shoppers.

7. Proposed Facility No. 7. is suggested to the rear of property on the south side of First Street between Myrtle Avenue and Oak Street, serving future development. Property could be acquired now, developed later or used temporarily as free, unimproved, employee parking.

8. Proposed Parking Facilities Numbers 8, 9, and 10 are suggested for possible future acquisition and development. Although not needed now, the City should consider advance acquisition of some parking sites in the area of future expansion.

9. As a general rule it is good practice for a city to earmark all parking meter receipts for use exclusively in the parking and traffic program. This fund pays for site acquisition, improvements, operating costs, and it may be used to back revenue bonds issued for such purposes. This matter merits further study and consideration by the Sanford City Commission.

10. Oak Street should be extended on a straight alignment between Second Street and First Street, as indicated in figure 6 . This involves extending the street right-of-way on the west side through a railroad right-of-way that should be vacated in the future.

REDEVELOPMENT OF THE LAKE FRONT

The Lake Monroe water front is a priceless asset to the City of Sanford and particularly to the Central Business District. It is the front yard of the city just as Biscayne Park and Lake Shore and Grant Parks are the front yards of Miami and Chicago, respectively. This fact was recognized some years ago when both the city and county erected their buildings in this lake front area and more recently when the Civic Center was added in Mellon Park. The principal need of this park area now is expansion, consolidation and improvement.

The Grand Plan of a water front park contemplates the extension of the park area westerly to the west line of Myrtle Avenue by converting the right of way of this street into park space, from Fulton Street to Seminole Boulevard. Ultimately when the Industrial Park-Port Area is developed in the westerly part of the city, it will be possible and even desirable to relocate the storage tanks and other uses now located in the block between French and Myrtle Avenues to the new site and then, add that entire block to the park area. In anticipation of such a possibility, it would be advisable for the city to now explore the acquisition of existing open, vacant tracts within that block, either by purchase or adoption to purchase. In the enlarged park a new Zoological Garden could be developed amidst more spacious surroundings.

East of Park Avenue it is proposed to convert Magnolia Avenue into park uses as indicated in Figure 6 .

In front of the city a complete marina would be established with ramp facilities. On the pier a Yacht Club could be provided appealing to the users of the marina.

Additional land area along the waterfront could be created by land fill to add some landscaping between the lake and Seminole Boulevard, particularly in the vicinity of the Marina. These areas should not be used for parking.

BEAUTIFICATION AND MODERNIZATION

The improvement of the lake front park should be augmented by improvements within the Central Business District itself. Various additional means can be explored to give the downtown area a new look to enhance its beauty and attractiveness to shoppers, employers, and visitors.

Modernization of structures along harmonious lines would be most helpful or, if possible, the replacement of the old and obsolete with the new and more inviting. This type of improvement is not a function of the local government but it is a facet of the program in which citizens generally - more particularly businessmen and property owners - can participate. Property owners should band together to draw up modernization plans for the general enhancement of their own property values.

More open space of landscaped beauty is recommended. One means of accomplishing this is already being used by the two new banks under construction; buildings are set back eight to ten feet or more from property lines offering a landscaped area.

The City could develop at strategic locations small parcels of land for the planting of a small rest stop in various parts of the shopping district, upon which is placed two or three benches under a few trees. Small fountains, attractive pavement designs, and sculpture might be used to embellish these spots. The opportunity for such areas is limited and they should be selected carefully as to location - in order to provide attractive vistas.

One unusual opportunity of this type is available by merely closing one block of Magnolia Avenue between First Street and Second Street. This section of Magnolia Avenue is not necessary to traffic flow and could be adapted quite easily - with little expense - to a pedestrian mall of one block in length. If successful, this type of mall development could be expanded.

PUBLIC BUILDING ADDITIONS

As indicated in Figure 6, it is proposed to locate a new library of adequate proportions at the northeast corner of First Street and Sanford Avenue. To the east thereof is a new Central Fire Station. This site was selected for the library because experience proves that libraries should be located near the stream of pedestrian travel, to be most effective in their work. The fire station site was selected on First Street, 400 feet east of Sanford Avenue, in order to give the equipment an opportunity to move with less likelihood of congestion and intersection conflict.

This proposed Grand Plan (Figure 6) will add prestige, dignity and attractiveness to the Central Business District. It will be the means of bringing people into the center of Sanford and there come in contact with the possibilities of trade and service.

CHAPTER 3THE NEIGHBORHOOD AND AREA TREATMENT PLANS

The primary objective of planning is to make the city a good place in which to live - a place of economic opportunity, cultural growth, and good family life in a decent home environment. Because a city is usually noted for its peculiar position with respect to commerce, transportation, or industry the importance of developing a good residential community is often looked upon as secondary. By far the greatest single use of land in a city is residential, and the health, stability, and growth of these areas should be paramount in the physical planning of a city.

CAUSES AND ELIMINATION OF BLIGHT

As a city ages, change takes place in its residential areas, changes of uncertainty and instability regarding their future. Areas once proud and distinctive become obsolete and rundown. Commercialized uses begin to encroach on the area; large homes are converted to rooming houses or crowded apartments - often with inadequate facilities and conveniences. As the pride of home ownership is lost the rate of decline accelerates and blight sets in. Eventually many of these blighted areas reach the status of slums.

Slums are a social disease of the city. The symptoms of the disease are the substandard condition of the houses and the unkempt appearance of the area. The infection of the disease is a higher rate of crime, juvenile delinquency, welfare cases, and communicable diseases. The cost of the disease to the community is a proportionately higher expenditure of public funds on the area in services, policing and welfare, with a much lower yield of taxes.

Probably the removal of the poor housing conditions will not eliminate the disease, but it is a major step in its control. Where slum clearance or urban renewal projects have been developed in sufficient quantity over a period of time

there is considerable evidence that the better living conditions available have nurtured a desire for a better life in general. Many of the occupants of public housing projects have advanced into better jobs and moved into good housing areas of the city. Many acquire their own homes.

These blighted areas - usually encircling the center of the city about its business district - pose continuing problems requiring various measures to stop the process of decay. Some can be solved most advantageously by redevelopment into other uses, but most of these should be continued as residential uses. Through redevelopment into standard housing or rehabilitation measures the causes of blight can be eliminated.

REHABILITATION MEASURES

The means most readily available for the rehabilitation of blighted areas is better enforcement of existing regulations, the zoning ordinance and the building code. This assumes, of course, that the zoning plan is adequate in design to prevent those promiscuous uses of land that spot zoning - or no zoning - permit to invade residential areas. Good housekeeping, street, and sidewalk improvements by the city and repair and clean-up campaigns by the citizenry will go far to restore the desirability of declining areas. One of the most potent weapons available is the application of a minimum housing code that provides minimum standards for health and sanitation and prevents the occupancy of inadequate dwelling structures. Such a code should be passed only after the public is made aware of the problem and is prepared to take strong action. Special enabling legislation will be required for Florida cities to enforce such an ordinance.

REDEVELOPMENT MEASURES

Few Florida cities at this time can engage in Urban Renewal Programs financed in part by the Federal Government. Either through a general enabling act or by a special act of the Legislature, Sanford should seek to obtain this authorization.

Through redevelopment programs, areas of substandard dwellings can be minimized and the land can be re-used in accordance with a new design for wholesome residential uses or a re-use of land for commercial or industrial uses. Rezoning from residential uses for commercial or industrial uses sometimes is effective for small areas strategically located, but this method is rarely successful in eliminated large substandard areas.

CONSERVATION MEASURES

The best means of eliminating blight from the city is in its prevention. Again, good zoning administration is of utmost importance, together with the application of the building code and a minimum housing code. Property owners in good residential areas can band together into Neighborhood Protective Associations and zealously guard the well being of their homes. Deed covenants, a private matter beyond the control of local government, are also very effective, particularly in the development of new areas.

SANFORD'S HOUSING CONDITIONS

Sanford has some outstanding residential areas of fine homes served by good streets, utilities and community facilities. The majority of Sanford's residential areas offer good residential environment of standard structures and healthful surroundings. These are the Conservation Areas. There are other areas - mostly older residential sections - that have begun to decline as desirable living areas. While structures are basically sound, they may not be as well maintained or provide all the modern conveniences, or their deficiency might simply be loss of pride reflecting a need for painting, minor repairs, and cleanup of the grounds. These are Rehabilitation Areas. Substantial areas of Sanford, however, are characterized by a very high incidence of substandard dwellings, poor streets, inadequate use of utilities, and lack of community facilities. These are potentially Redevelopment Areas, requiring replacement of individual substandard structures, remodelling

of others, or even razing of entire blocks and a complete redesign of the large sections from the ground up.

Unfortunately, much of Sanford's blighted areas accommodate a class of worker that must depend upon rental housing. Many are migratory workers who are used to no better accommodations in the many other places they temporarily live. Fortunately, this element of the population has not been growing significantly. As agriculture becomes relatively less important in the economy and agricultural lands are replaced by urban uses, the agricultural worker requiring housing inside the City of Sanford will tend to decline in number. Further mechanization may add to this trend.

Careless mixing of land uses - where business and industrial uses are permitted to encroach on residential areas - is another cause of blight common to Sanford. But the greatest cause of blight in Sanford's housing conditions is the structurally inadequate building that has taken place. Most of this took place prior to the time when the City enforced a building code, and today this cause is minimized.

According to the 1950 U. S. Census of Housing, 505 housing units in Sanford (13.2% of the total) were dilapidated and 1181 additional units (38.6% of the total) were without running water, toilet, or bath, although these latter units were not dilapidated. Accordingly, some 52 per cent of the city's total housing in 1950 was classified as substandard. This compares with the urban rate of the State as a whole as follows: 8.5% were dilapidated; 11.7% were without running water, toilet or bath although not dilapidated; or 20.2% of the total were substandard.

Of those housing units classified as sub-standard in the City of Sanford in 1950, 77 per cent were occupied by non-whites. Of the total of 1,604 units occupied by non-whites in 1950, about 81 per cent were classified as sub-standard.

Since 1950 considerable improvement in the housing picture has taken place. The population of Sanford grew from 11,935 persons occupying 3821 dwelling units in 1950 to 19,017 persons occupying some 5,733 dwelling units in 1960, including some 300 public housing units. Practically all of the 1,900 dwelling units added are standard at the present time, although the future of many of these is subject to question. Relatively, therefore, the importance of substandard housing in the total picture has declined, although the problem is still very great.

Since 1950 the work of the Sanford Housing Authority has taken effect, and about 300 public housing units accommodating some 1184 persons have been completed. Although these public housing projects were open ground developments and failed to eliminate directly any substandard areas, their effect has been to offer some alternative to those people who formerly had no choice for economic reasons but to rent the sorriest of housing accommodations. Undoubtedly the result has been a higher rate of vacancy in the substandard units, and some of these have been removed from the market by fire and others by condemnation under the building code.

Today there is no great problem of sub-standard housing in white occupied areas of the city. Through rehabilitation measures these problems can be overcome.

The major housing problem to be solved is in those areas of the City occupied by non-white persons. A good start has already been made through the agency of the Sanford Housing Authority, but much more remains to be done.

During the current planning program, field surveys were made of the two sections of the City containing practically all of the sub-standard housing - the Georgetown and the Goldsboro Neighborhoods. These surveys included a physical inspection of dwelling exteriors - not including an inspection of interiors -

therefore, a classification of standard or substandard is based upon degree of dilapidation. Undoubtedly, interior inspection (beyond the scope of a Comprehensive Plan Survey but a part of a Housing Survey) would reveal a much greater incidence of sub-standard conditions. Lack of plumbing, toilet and bath facilities in housing classified as not dilapidated or as border line cases was not apparent in the survey made, and these factors would undoubtedly result in many of these being classified as sub-standard. However, these are factors that can be remedied if the structure is otherwise sound. Figure 8 shows the results of this survey by blocks.

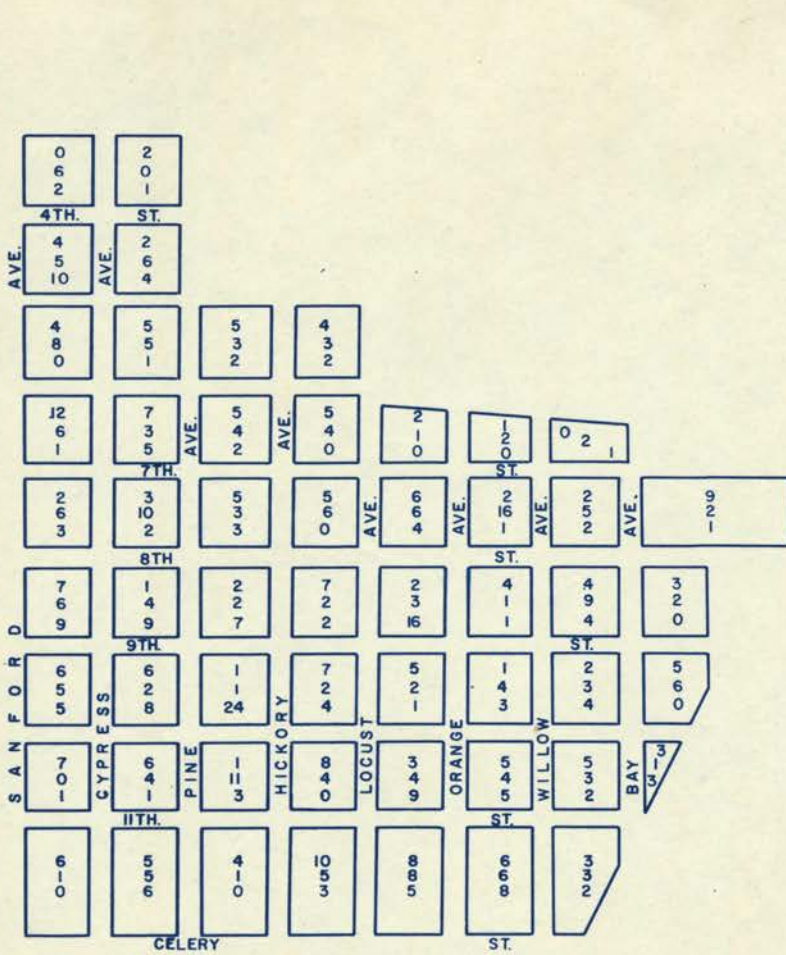
TABLE 1
HOUSING CONDITIONS IN THE
GEORGETOWN AND GOLDSBORO NEIGHBORHOODS - 1961

	<u>Georgetown</u>	<u>%</u>	<u>Goldsboro</u>	<u>%</u>
Total Dwelling Structures Inspected	628	100.0	836	100.0
Number Not Dilapidated	234	37.2	273	32.7
Number Dilapidated	198	31.5	227	27.1
Number Borderline, many of which could be brought up to standard.	196	31.3	336	40.2

AREA TREATMENT PLANS

Figure 9 is a map showing redevelopment areas of the Goldsboro and Georgetown Neighborhoods, and indicates the uses to be made of such redevelopment areas.

One substantial area of the Goldsboro Neighborhood is indicated for redevelopment into industrial uses. This is a small area separated from the rest of the Neighborhood by railroad tracts and industrial uses, containing a very high incidence of substandard dwellings. This area should be given detailed study for the possibilities of an Urban Renewal Project resulting in the complete redesign and redevelopment of the land for non-residential uses. This is the only redevelopment area suggested for commercial or industrial re-use of land. Other smaller sites would be redeveloped for public purposes, mainly neighborhood playgrounds,

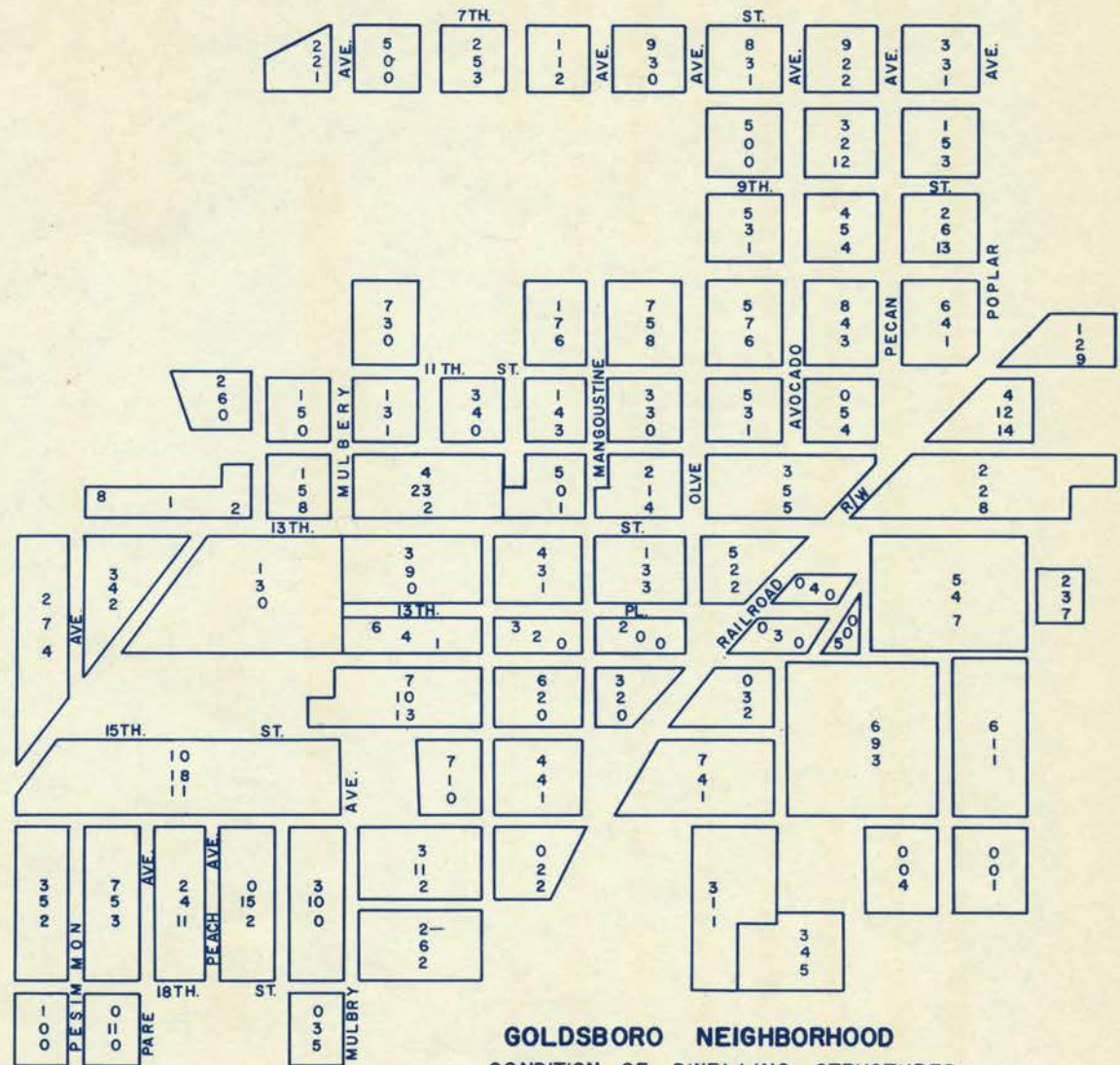


GEORGETOWN NEIGHBORHOOD

CONDITION OF DWELLING STRUCTURES

TOTALS

- 234 - STANDARD
- 196 - BORDERLINE
- 198 - SUBSTANDARD



GOLDSBORO NEIGHBORHOOD

CONDITION OF DWELLING STRUCTURES

TOTALS



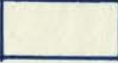
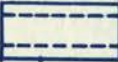
- 273 - STANDARD
- 336 - BORDERLINE
- 227 - SUBSTANDARD

GENERAL AREA TREATMENT PLAN OF THE GEORGETOWN NEIGHBORHOOD



400 FEET TO THE INCH

This plan illustrates general principals involved in area redevelopment and rehabilitation and is not intended as a final, detailed project plan.

-  REDEVELOPMENT AREAS FOR LOW DENSITY RESIDENTIAL USE
-  REDEVELOPMENT AREAS FOR HIGH DENSITY RESIDENTIAL USE
-  REHABILITATION AREAS NOT REQUIRING GENERAL REDEVELOPMENT
-  RECOMMENDATION FOR CLOSING OF STREETS TO EFFECT A REDESIGN

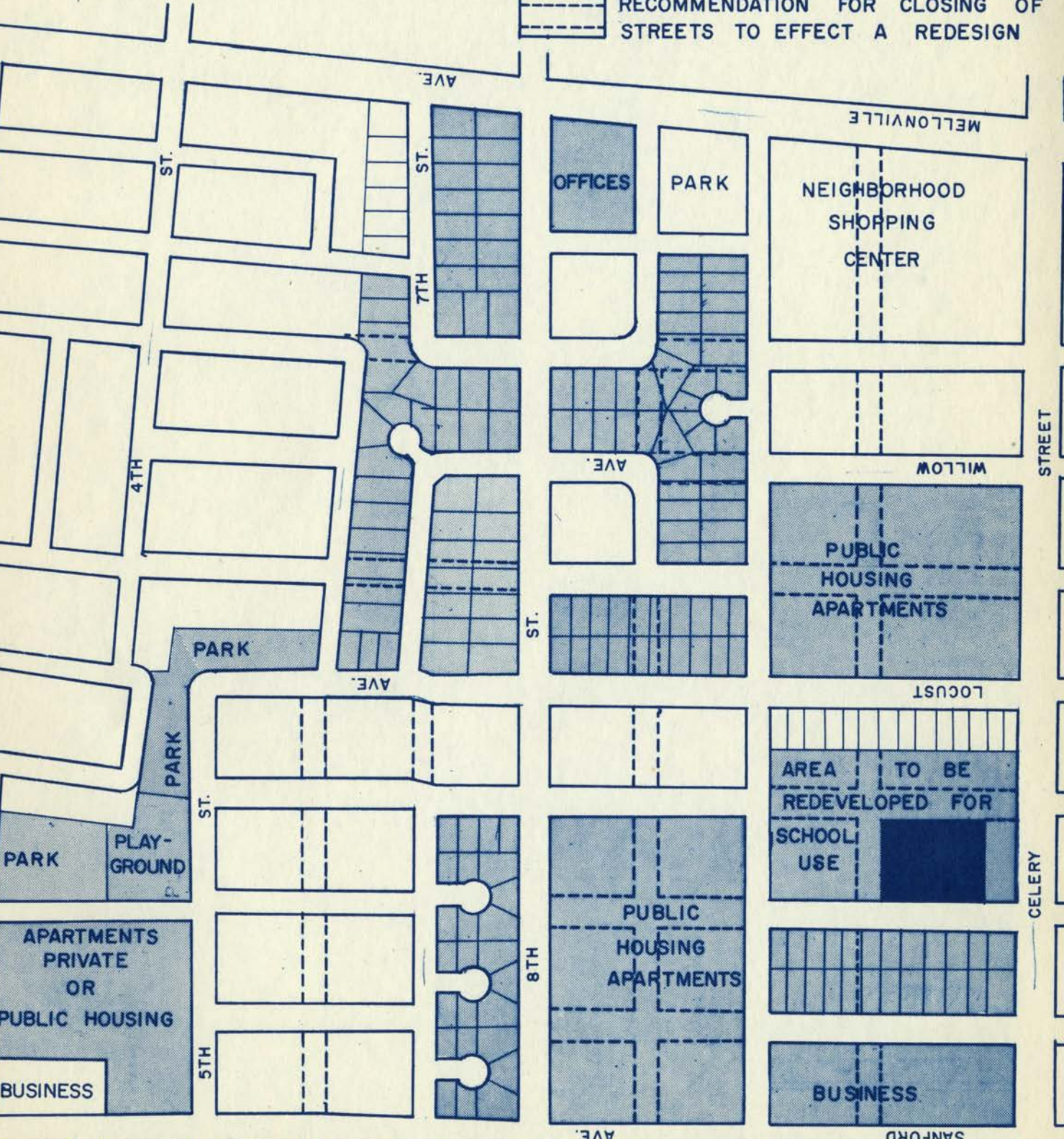
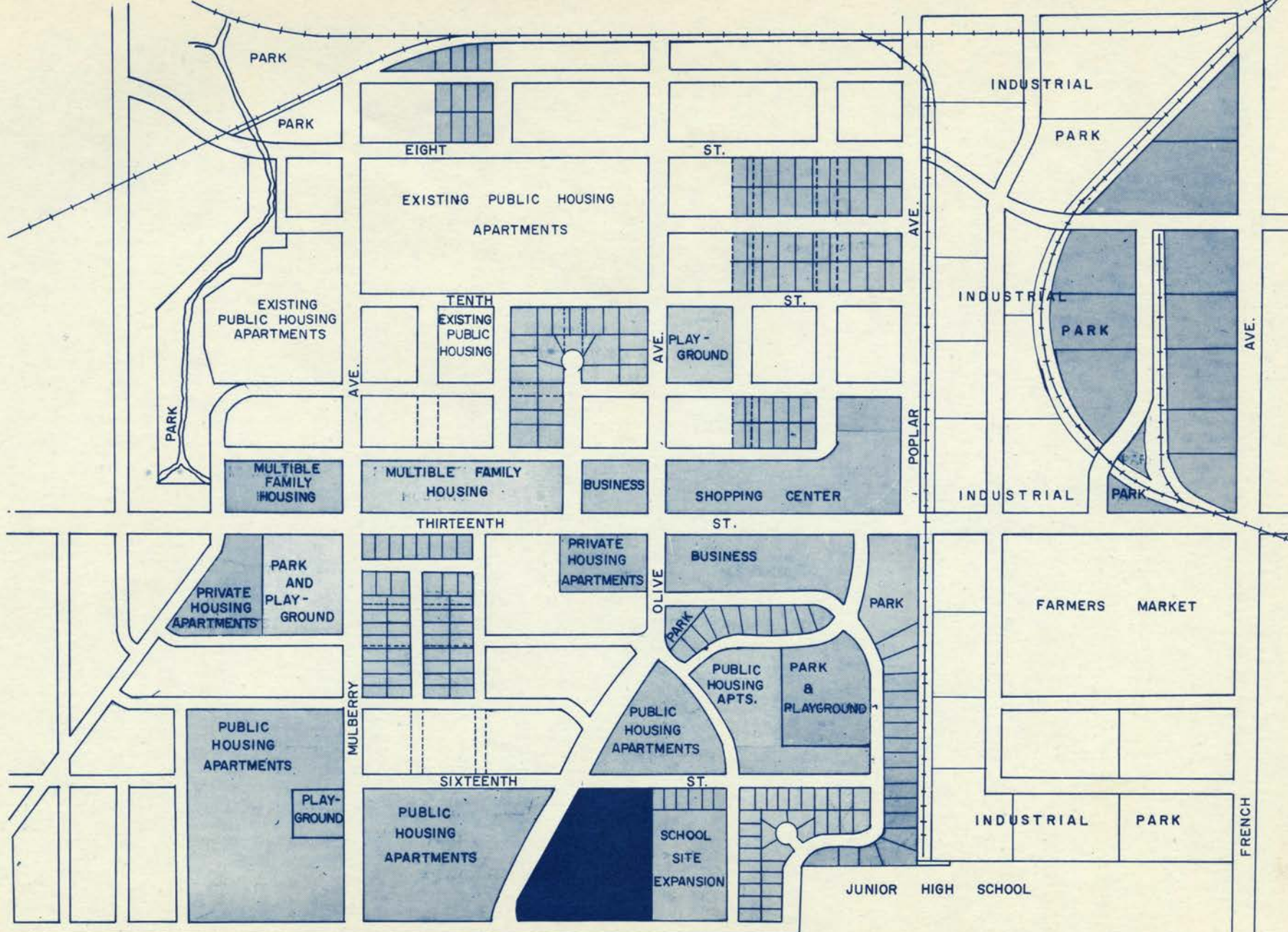


FIGURE 9A



GENERAL AREA TREATMENT PLAN OF THE GOLDSBORO NEIGHBORHOOD

This plan illustrates general principals involved in area redevelopment and rehabilitation, but is not intended as a detailed project plan.



- AREAS FOR REDEVELOPMENT INTO LOW DENSITY RESIDENTIAL USE
- AREAS FOR REDEVELOPMENT INTO HEAVY DENSITY RESIDENTIAL USE
- AREAS FOR REDEVELOPMENT INTO OTHER USES
- INDICATES CLOSING OF A STREET TO EFFECT A REDESIGN

parks, and schools. These uses also will justify Urban Renewal Projects.

Throughout the remainder of these two neighborhoods various measures will be required to improve the areas for residential use. Some redevelopment for housing on a block by block basis is required. When substantial areas are involved re-design of the street pattern creating longer blocks with few streets would be effective. Where the substandard housing is particularly concentrated - as indicated in figure 8 - additional public housing projects should be developed. No more public housing should be placed on open, unspoiled ground, but future projects should be used as an instrument to redevelop and replace existing slum areas.

Where substandard dwellings are spotty, individual public housing dwellings - either single family or duplex - could be employed as means of redevelopment without disturbance to adjacent standard properties. This type of individual lot redevelopment will enhance surrounding standard dwellings and improve the liveability of the immediate area. A street paving and sidewalk program would be especially beneficial to these areas.

The city should seek special legislation enabling the enforcement of a Minimum Housing Code. Together with the building code a Minimum Housing Code could accomplish much of the rehabilitation of through strict enforcement. . Such a code could prevent the rental of a substandard dwelling unit. The building code can be used effectively now to eliminate many sub-standard dwellings that are structurally dilapidated to the point that they are unsafe. The above mentioned survey revealed some 30 or more vacant, substandard dwellings that were physical hazards, and these should be demolished immediately. Some of these 30 have been condemned by the City.

THE NEIGHBORHOOD PLAN

Ideally, the City's residential areas should be divided into convenient planning units called Neighborhoods. A Neighborhood is a grouping of residential subdivisions which tends to have some identifying, homogeneous characteristics that separate it from other areas. It is a community service area of the city for a school, churches, playgrounds and parks.

Theoretically, a neighborhood planning unit includes a residential area large enough to be served by (a) one elementary school within convenient walking distance - usually one-half to three-quarters of a mile, (b) one or more neighborhood parks and playgrounds - within a quarter to one-half mile walking distance of all homes, (c) other community facilities, such as churches and community club buildings and (d) local, neighborhood shops, usually located on the fringe convenient to several neighborhoods. The ideal neighborhood must possess a strictly residential environment free of non-conforming commercial and industrial land uses that would be detrimental to convenient, safe, and healthy living conditions. The boundaries of a neighborhood should be any natural or physical barrier, such as water bodies, agricultural land, or major traffic artery that can offer some physical separation between neighborhoods.

SANFORD'S NEIGHBORHOOD PLAN

Sanford did not develop according to any plan for neighborhood groupings of its residential areas. The older areas fringe the business district and are cut through frequently by major streets and railroad spurs. Several distinctive residential areas are commonly recognized in Sanford, however, as homogeneous residential areas with some common identifying characteristics. The Mayfair, Georgetown, and Goldsboro Neighborhoods are examples.

Figure 10 is a map proposing a number of neighborhoods, insofar as the

NEIGHBORHOOD PLAN

COMPREHENSIVE CITY PLAN
SANFORD, FLORIDA

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

THE PREPARATION OF THIS MAP HAS 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 1949, AS AMENDED.

SCALE IN FEET



- ▲ EXISTING PARKS - SITES NOW OWNED
- △ PROPOSED PARKS - SITES TO BE ACQUIRED
- EXISTING ELEMENTARY SCHOOL SITES
- PROPOSED ELEMENTARY SCHOOL SITES
- ▲⁵ NUMBERS ARE KEYED TO THE PARK RECOMMENDATIONS DISCUSSED IN CHAPTER PAGES

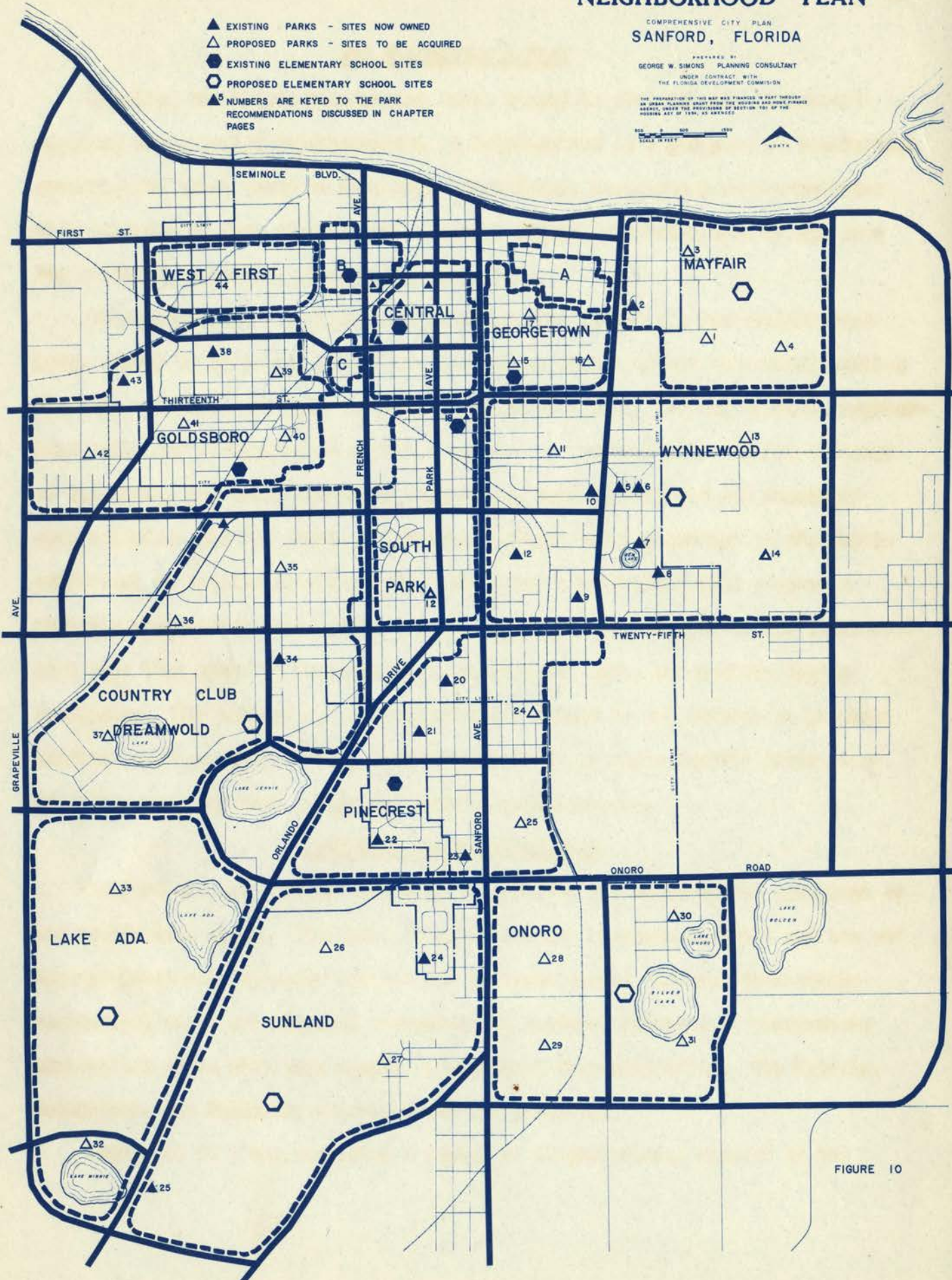
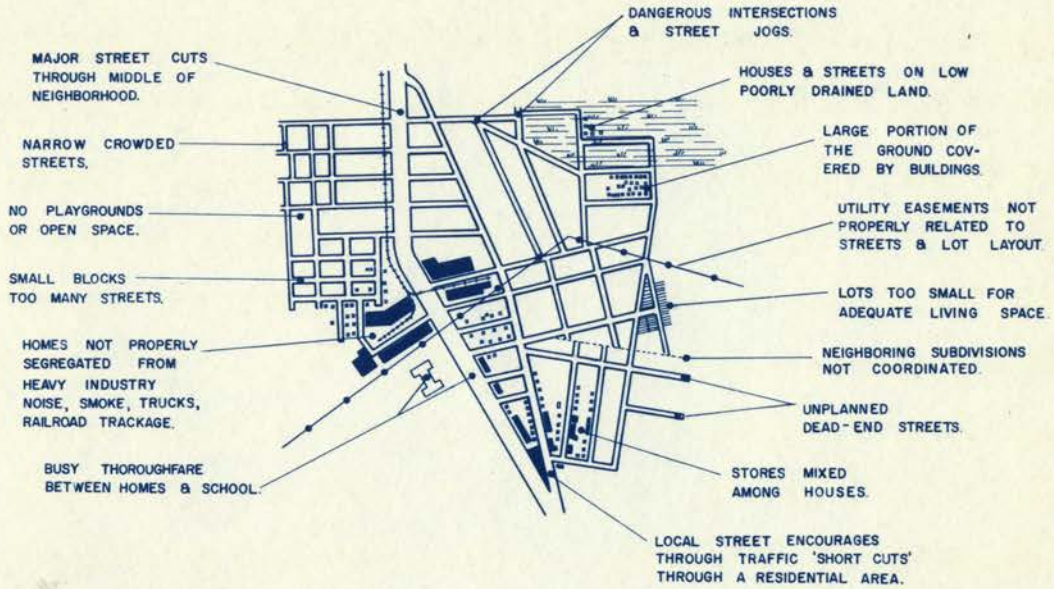
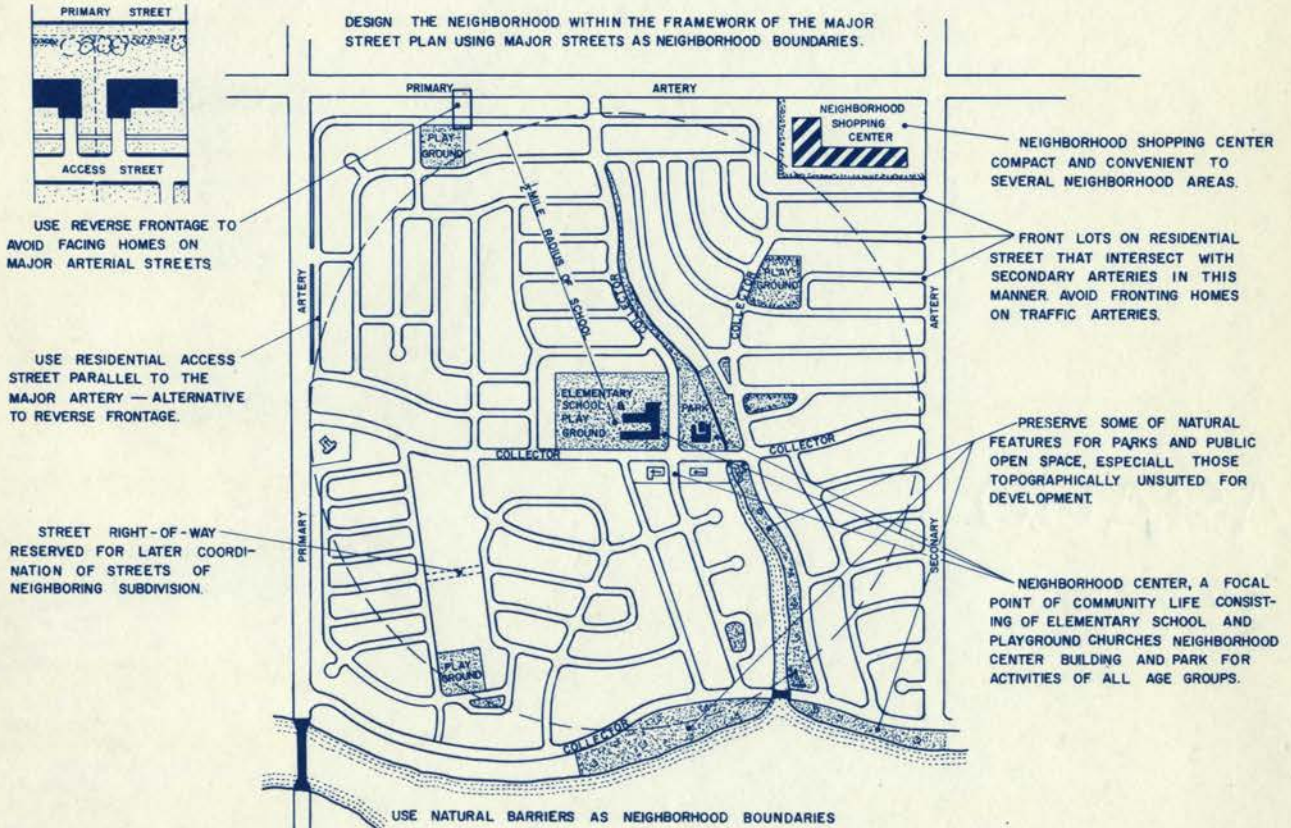


FIGURE 10

POOR NEIGHBORHOOD ENVIRONMENT



DESIGNING GOOD NEIGHBORHOODS



neighborhood planning concept may be practical in Sanford. In few cases is it possible to reach the ideal as already defined, because of the large number of major streets and railroad spurs that provide physical separations dividing the city's residential areas into many fragmented units. Further, the schools are not spaced in such a way as to promote neighborhood identification. However, by carving out the several neighborhood service areas it is possible to approach the ideal in a number of cases and impart to the others many of the desirable features that neighborhood standards for planning parks and recreation areas can offer.

Most of the neighborhood service areas proposed can justify an elementary school when the area is developed near its potential. However, the elementary school in one neighborhood would not be the same size as in another neighborhood. Some fragmented areas - indicated as sub-neighborhoods on the map - are too small to justify an elementary school in the ultimate development plan, although two of these sub-areas are conveniently served at this time by small schools.

MAYFAIR NEIGHBORHOOD

This is one of the most homogeneous neighborhood areas found in Sanford. It is separated from other residential areas of the city, comprised of single family homes with an estimated population of 780. There is ample opportunity for this healthy neighborhood to expand to a size and population to eventually justify an elementary school, although the need is not indicated in the near future. One small neighborhood park is located on Elliott Avenue, and two properties are indicated in Figure 10 for acquisition. This is a Conservation Neighborhood.

GEORGETOWN NEIGHBORHOOD

About 2,270 non-white persons live in the area known as Georgetown. This neighborhood has a small elementary school, but the site should be expanded to provide more recreation area. Other than the small school playground the entire

neighborhood lacks parks and recreation areas. This neighborhood as a whole is a Redevelopment Area, although some parts can be rehabilitated without complete redevelopment. (See pages 38 through 42). Redevelopment projects should include the development of several small neighborhood parks and playgrounds (3-4 acres), and tot lots of one half acre. The approximate areas are suggested in figure 10. A street paving and sidewalk program would be especially beneficial to those sections of the neighborhood requiring only rehabilitation. Those areas requiring complete redevelopment should be redesigned on a modern, neighborhood street plan that would eliminate many through streets and create super blocks, as indicated in Figure 9. Land coverage by structures should be decreased, providing much more open space. The entire area is adequately served by City sewers and water.

WYNNEWOOD NEIGHBORHOOD

Potentially this area could result in one of the largest complete neighborhood units in Sanford. Ample area is available for expansion of population plus adequate sites for an elementary school, neighborhood parks, and playgrounds. Although the growth rate is slow, there are presently some 300 children of elementary school age, sufficient to justify the acquisition of a school site. A centrally located school site is suggested in Figure 10, also some park sites. Some areas lack sewers. Twentieth Street should be continued east of the City Limits to serve the proposed school, but the extension should be on a collector street design intended to discourage its use for fast moving traffic. This is a Conservation Area.

CENTRAL NEIGHBORHOOD

This is an old neighborhood established when the city was first developed. Today it is a multiple family area containing a population of some 1,680 persons. If the trend continues toward multiple family conversion of properties, the ultimate population could be several times higher. Many of the older homes are being

renovated into two or three family dwellings. Although stable at present, some signs of neighborhood deterioration are evident and the area is potentially a Rehabilitation Area. The neighborhood has a grammar school and adequate parks.

SOUTH PARK NEIGHBORHOOD

This neighborhood is similar in characteristics to the Central Neighborhood, but the area is not as old. It is, however, an area of older homes with new homes scattered through the area. Some 1,600 persons live in this neighborhood; a large amount of vacant land adds considerably to the growth potential. Except for a few duplex dwellings scattered along Park Avenue and in the vicinity thereof, this is a single family area. This is a stable residential neighborhood classified as a Conservation Area. Careful Zoning administration, zealously guarding the residential quality from commercial encroachment along Park Avenue and French Avenue, is required to protect this area. Park Avenue in particular should be preserved as a residential street, or this entire neighborhood may suffer. A primary school and recreation site serves the area, located in the north end. However, one additional park and recreation area should be obtained in the south end. See Figure 10.

PINECREST NEIGHBORHOOD

This is one of the newest neighborhoods in Sanford containing mostly young families. It contains a modern elementary school on a large, adequate site, and the areas served by sewers and paved streets. This is a Conservation Area, the health of which should be preserved by good zoning administration. Only a small part of the potential neighborhood is located within the corporate limits. Annexation of the area would place all of this growing area under one zoning jurisdiction to control the best development consistent with the Neighborhood Plan. There are several small park sites in this neighborhood that can be developed, and two additional small sites of $3\frac{1}{4}$ acres each are proposed for acquisition.

WEST FIRST STREET NEIGHBORHOOD

This is the most sparsely populated neighborhood area in the city. Containing some 1,350 persons, the area has been slow to develop because of location factors and its future potential is considered low. The area qualifies as a Conservation Area, but a number of improvements are required to up grade the area. Sewers are not available to all areas and many streets should be paved. Good zoning administration is of great importance if the area is to be preserved: (1) the widening and improvement of West First Street will create pressure for strip business development and this should be resisted. Eventually, all of that area lying between First Street and Seminole Boulevard might be required for industrial development, in which case the property on the north side of W. First Street might be rezoned at a later date for industrial and business uses. The industrial development area should be designed for access and frontage primary on Seminole Boulevard and connecting streets therewith, rather than frontage on First Street. Ideally, a buffer open space should separate the residential properties from the adjacent industrial area.

This area is served by a primary school located in the adjacent sub-neighborhood B. This school is located on an inadequate site for expansion, and the school plant is considered obsolete. The low potential of this neighborhood does not justify a new school planned for the near future in this neighborhood. However, if a future development trend takes place, a centrally located site for a future elementary school is suggested in figure 10 for acquisition.

GOLDSBORO NEIGHBORHOOD

This is the largest non-white neighborhood in the City, containing approximately 3,920 persons. A much larger population could be accommodated, but the growth rate is expected to be slow. The neighborhood is well served by an elementary school and a high school, both with adequate recreational area. The neighborhood

however is a blighted area, containing many areas suggested for Redevelopment. The remainder are areas for Rehabilitation. (See pages 38 through 42). One sub-neighborhood area is suggested for redevelopment into commercial and industrial uses, but the best use for most of the area is residential.

Unfortunately the neighborhood is cut through by a number of railroad spurs, and adjacent property in the past has been looked upon as industrial potential. Careful zoning administration should protect the Neighborhood Area from further non-residential encroachment. In time many of the non-conforming uses should be redeveloped. One redevelopment project suggested is to select an area along 13th Street, presently occupied by sub-standard dwelling and business structures and rebuild into a modern Neighborhood Shopping Area.

Many redevelopment housing areas are located in this neighborhood. Some would lend themselves to projects for public housing. Others might be private housing for single family occupancy.

An extensive street, sidewalk, and sewer program is suggested to upgrade properties for residential use. In recent years a few modern single family dwellings - owner occupied - have been constructed in the area. Unfortunately, these are usually surrounded by blighted properties preventing the expansion of any prestige housing areas for non-white occupancy. It is suggested that some small scale redevelopment projects expanding these better single family (owner occupied) areas would be very appropriate.

Redevelopment projects should particularly strive to lessen the ground coverage of structure, creating more open space on each lot along with a number of small parks, playgrounds, and tot lots. A number of small, one-half acre tot lots could be developed now in areas of greatest congestion.

This neighborhood has the greatest potential for growth of any neighborhood in Sanford. The development of the new High School should be an important stimulus to the area. This high school site is large enough for the addition in a few years of a Jr. High School and an elementary school. The City should annex considerable property in order to control the ultimate neighborhood area. Sewers must be extended, streets must be paved for access to the new school.

A number of platted parks exist in subdivisions outside the city but recommended for annexation. These are indicated in figure 10, and other sites recommended for acquisition are also included.

SUB-NEIGHBORHOODS A, B, AND C

These are three small residential areas that do not fit into a neighborhood plan. All are too small to justify planning as a complete neighborhood unit, and one is suggested for redevelopment into non-residential uses.

Sub-neighborhood A might be absorbed ultimately into the Georgetown Neighborhood although at the present time it has no affinity with that area.

Sub-neighborhood B will continue as a small residential area cut through by major streets and without any great potential. Potentially this is a Rehabilitation Area.

Sub-neighborhood C is an area of sub-standard houses suggested for an urban renewal project. Such a project would involve total elimination of dwelling structures and redesign of the area for industrial and commercial uses.

SUMMARY

Figure 10 provides an ultimate redevelopment guide for the approach to a Neighborhood Plan. Various neighborhood service areas are created, but the attainment of this plan will be slow for some areas. Development trends will be the guide as to how soon some of the parks, recreation, and school sites

suggested in Figure 10 should be developed. However, there will be little cost to the community by acquiring many of these sites long before their development is required. Potentially, great savings to the city are possible in serving all of its residential areas with these facilities if sites are reserved now.

CHAPTER 4

COMMUNITY FACILITIES

Area growth is accompanied by the inevitable necessity and demand for additional services and community equipment. More children require more schools and playgrounds; the increasing numbers of oldsters and retirees require recreational facilities of varying types including neighborhood community centers; library services must be expanded and more fire stations built and equipped. These community facilities are in addition to the requirements of such capital improvements as streets, water supply, sewerage and electric power.

PARKS AND RECREATION

Recreation is no longer confined to a corner sand lot. Recreation economically is big business; its related activities and developments account for more than ten per cent of the Gross National Product. "Since 1945 recreation demands have increased beyond all estimates. National prosperity, family mobility and abundant leisure time have created a complex leisure phenomena that will have a lasting influence on American life styles." ("Urban Problems and Techniques").

Parks and recreational facilities as essential parts of the urban pattern contribute immeasurably to the building of good citizenship among the youth of the community and also, cultivate an improved civic consciousness among adults and visitors. This is especially true in those communities identified with any aspect of tourism or retirees. Here are needed a diversification of facilities to satisfy the demands.

EXISTING PARK AND RECREATION AREAS

Table 2 discloses that some 138 acres are currently devoted to park and recreation purposes in Sanford, including school recreation areas. Most of the plots are relatively small, considerably less than the recognized standard minimum of 3-6 acres. The largest multiple purpose area is Fort Mellon Park of

some 24 acres and the second largest is the Pinecrest Playground of 11.0 acres. Of the aggregate 138 acres 41 per cent are located at schools.

According to standards of the National Recreation Association and the National Park Service, a city should have at least one acre of park and recreation land per 100 of population. On this basis, Sanford should have 190 acres of land allocated to parks and recreation use at this time and when the population reaches 40,000 there should be 400 acres. It is the differential between the acreage of this day and 400 acres that must be acquired and developed for the future.

Figure 11 illustrates the distribution of the various park and recreation facilities and further the locations of additional proposed facilities to meet the needs of the future. An examination of an early map of Sanford indicates that the developers then were park conscious when four blocks on Park and French Avenues at 4th and 9th Streets were designated as City Park plots.

TABLE 2

EXISTING PARK AND RECREATION AREAS
Sanford, Florida

Baseball Park	28.0 acres
Fort Mellon Park	24.0 acres
Fourth and French	1.5 acres
Fourth and Park Playground (City Park)	1.6 acres
French Avenue and Ninth Playground	1.4 acres
Goldsboro Recreational Area (non-white)	5.0 acres
Lake Gem Playground	3.6 acres
Ninth and Park Playground	1.4 acres
Pinecrest Playground	11.0 acres
Speer Park	1.6 acres
Wynnewood Playground	0.7 acres
Zoo	<u>1.5 acres</u>
	71.30
<u>School Playgrounds</u>	
Southside Primary School	1.6 acres
7th Street Grammar School	1.6 acres
Pinecrest Elementary School	20.0 acres
Seminole High School	30.0 acres
Westside Primary School	1.5 acres
Georgetown School (non-white)	<u>2.0 acres</u>
	56.70
Total	-----138.0 acres

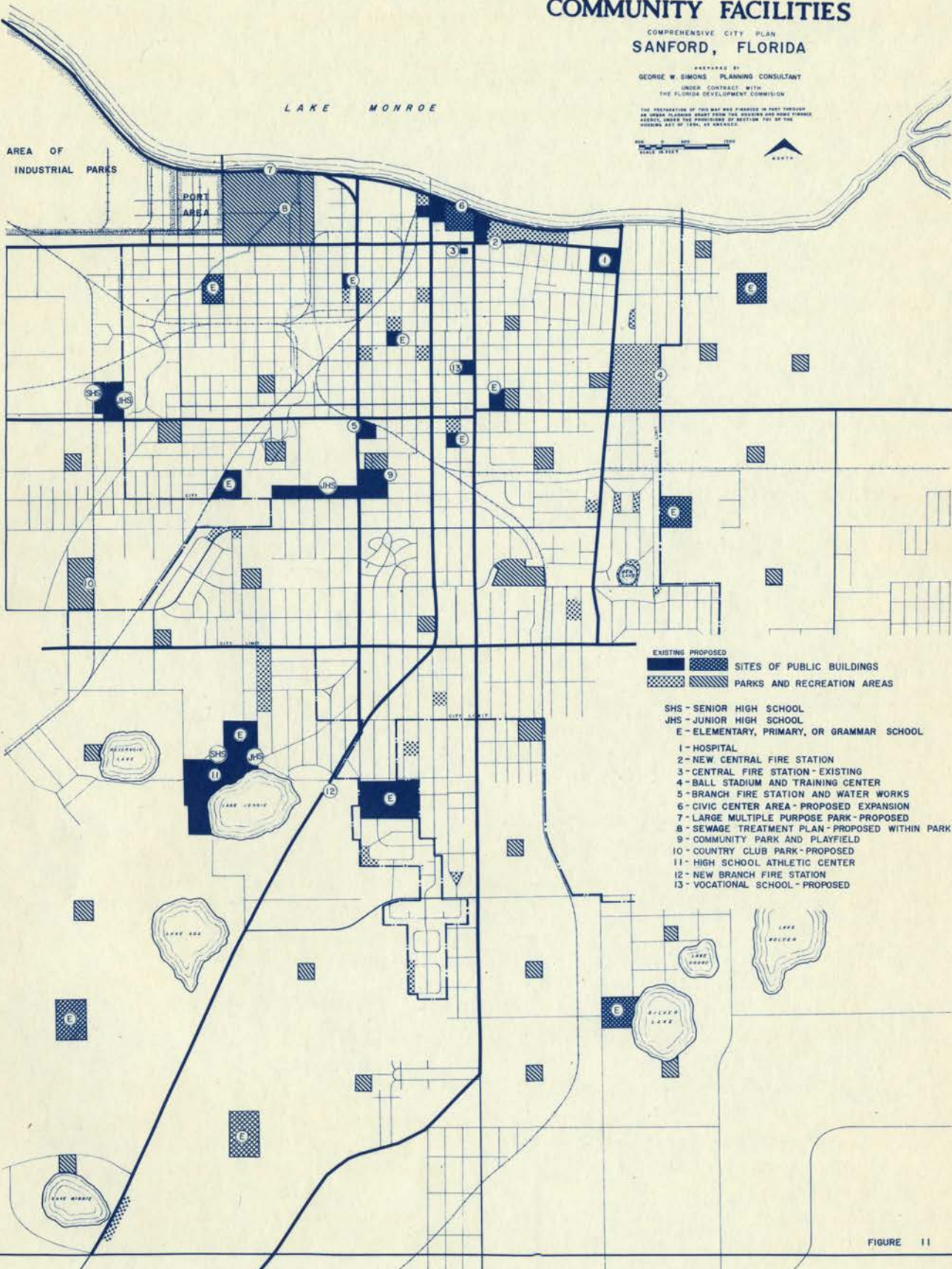
COMMUNITY FACILITIES

COMPREHENSIVE CITY PLAN
SANFORD, FLORIDA

PREPARED BY
GEORGE W. SIMONS 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 JOHNSON AND JOHNSON FOUNDATION, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

SCALE IN FEET



EXISTING PROPOSED
 SITES OF PUBLIC BUILDINGS
 PARKS AND RECREATION AREAS

- SHS - SENIOR HIGH SCHOOL
- JHS - JUNIOR HIGH SCHOOL
- E - ELEMENTARY, PRIMARY, OR GRAMMAR SCHOOL
- 1 - HOSPITAL
- 2 - NEW CENTRAL FIRE STATION
- 3 - CENTRAL FIRE STATION - EXISTING
- 4 - BALL STADIUM AND TRAINING CENTER
- 5 - BRANCH FIRE STATION AND WATER WORKS
- 6 - CIVIC CENTER AREA - PROPOSED EXPANSION
- 7 - LARGE MULTIPLE PURPOSE PARK - PROPOSED
- 8 - SEWAGE TREATMENT PLAN - PROPOSED WITHIN PARK AREA
- 9 - COMMUNITY PARK AND PLAYFIELD
- 10 - COUNTRY CLUB PARK - PROPOSED
- 11 - HIGH SCHOOL ATHLETIC CENTER
- 12 - NEW BRANCH FIRE STATION
- 13 - VOCATIONAL SCHOOL - PROPOSED

FIGURE 11

PLAYFIELDS

In addition to the above there are a number of small plazas, parkways, and park areas having an aggregate acreage of 10.3. Among these are Elliott Park, Bel Avenue # 1 and 2, Lilly Court, Hibiscus Court, Lake Front Parkway and the triangle at 25th and Park Avenue.

A comprehensive plan of park and recreation areas should be based upon the diversified needs of all the people and their geographical distribution. The plan as developed should also be in accord with policies defined by the City Commission as to how the various areas and facilities may be provided and used. Where playgrounds are located by the city on school sites or the facilities on the school site are utilized by the city there must be an understanding between the City and the Board of Public Instruction as to the extent of each others responsibilities and liabilities.

CLASSIFICATION OF RECREATION FACILITIES

The National Recreation Association has not only established standards for recreation needs but has classified facilities according to the service rendered.

1. Playlots are often installed for the youngest children of the neighborhood of pre-school age. Sites of 2,000 to 5,000 square feet can be located intra-block or within Neighborhood Park or recreation areas, or as parts of housing developments. The equipment in such lots consists generally of swings, sand boxes, teeters, etc.
2. Neighborhood Playgrounds are designed primarily for the activities of children of the grade and junior high school ages. It is probably the best known and most widely distributed of recreation areas. These areas should be well drained sites of 3 to 6 acres, spaced at least one mile apart in reasonably well built up sections, thereby providing service areas of one-half mile radius. Within the Neighborhood Playground is space for varied activities and programs - Neighborhood Playgrounds are often coordinated with the recreation facilities of the Elementary or Junior High School. They are also often included as portions of the larger Playfield.
3. Playfields constitute the largest and most important kind of facility for active recreation, especially for teen-agers and adults. It is usually an area of at least 10 to 12 acres but sometimes as large as 20 acres. It provides facilities for all sorts of games and major sports

NEIGHBORHOOD PLAYLOT

AN AREA INTENDED FOR ACTIVE RECREATION FOR PRE-SCHOOL CHILDREN. ITS MAJOR USE IS AS A SUBSTITUTE FOR BACK YARDS WHERE PLAY OPPORTUNITIES ARE RARELY AVAILABLE, SUCH AS IN CONGESTED DISTRICTS AND IN THE APARTMENT DEVELOPMENTS.

THE SIZE OF A PLAYLOT SHOULD BE ABOUT 1,500 TO 5,000 SQUARE FEET. ABOUT THE SIZE OF AN AVERAGE SINGLE FAMILY RESIDENTIAL LOT.

A PLAYLOT SHOULD BE LOCATED ONE TO EACH BLOCK IN CONGESTED AREAS - ONE FOR EVERY 300-700 PEOPLE.



LARGER HOME GROUNDS
NEARBY CHILDRENS NURSERIES
PLAYLOTS

NEIGHBORHOOD PLAYGROUND

AN AREA FOR ACTIVE RECREATION FOR CHILDREN 5 TO 15 YEARS OLD. IT MAY, IN ADDITION, PROVIDE A SMALL AREA FOR THE EXCLUSIVE USE OF PRE-SCHOOL CHILDREN, AND FACILITIES WHICH MAY BE USED UNDER CERTAIN CONDITIONS BY YOUNG PEOPLE AND ADULTS.

THE SIZE OF A PLAYGROUND SHOULD BE 3 TO 7 ACRES. THE SITE SHOULD NOT BE LOCATED ALONG HEAVILY-TRAVELED STREETS OR RAILROADS. CHILDREN SHOULD BE ABLE TO REACH THE SITE WITHOUT BEING EXPOSED TO ANY SPECIAL HAZARDS.

CHILDREN SHOULD NOT BE EXPECTED TO WALK MORE THAN 1/2 MILE TO REACH A PLAYGROUND.



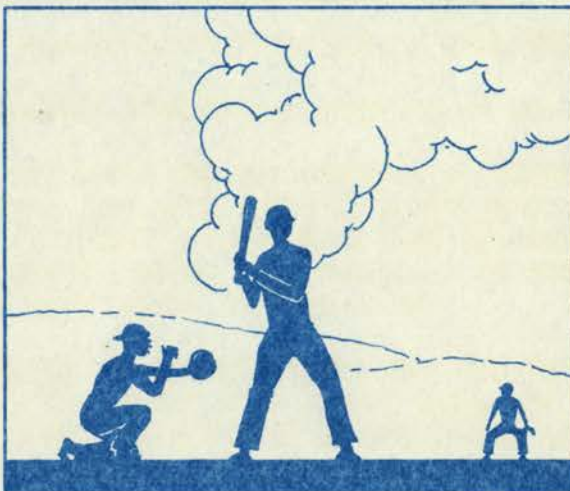
PLAY AREAS IN PARKS
SWIMMING POOLS
HOME GROUNDS
ZOOS
BOY & GIRL SCOUT CAMPS
SCHOOL PLAYGROUNDS
PLAYGROUNDS FOR ATHLETICS
COMMUNITY CENTERS
OUTLYING NATURALISTIC PARKS
MUSEUMS

NEIGHBORHOOD PLAYFIELD

AN AREA FOR ACTIVE ORGANIZED PLAY FOR OLDER CHILDREN AND ADULTS, AGES 15 AND OVER. A SMALL SECTION SHOULD BE DEVELOPED AS A CHILDRENS PLAY AREA.

THE SIZE OF A PLAYFIELD SHOULD BE 10 TO 30 ACRES.

PLAYFIELDS SHOULD BE LOCATED WITHIN 1/2 TO 1 MILE WALKING DISTANCE FROM EVERY HOME.



NEIGHBORHOOD PARK

AN AREA FOR PASSIVE RECREATION FOR ALL AGES. A RELATIVELY SMALL NEIGHBORHOOD PARK AREA AND PRIMARILY INTENDED TO PROVIDE AN ATTRACTIVE NEIGHBORHOOD SETTING AND TO AFFORD A PLACE FOR QUIET, PASSIVE RECREATION.



SCENIC DRIVES
PLAYFIELDS
SWIMMING POOLS
NEIGHBORHOOD PARKS
COMMUNITY CENTERS
LARGE PARKS
RESERVATIONS - FOREST PRESERVES
MUSEUMS & ZOOS
FISHING & BOATING
BRIDLE & NATURE TRAILS

for old and young. The Playfield is designed to provide for baseball, tennis, basketball, volleyball, soft ball, track events, etc. One Playfield for each 20,000 of the population is considered the standard.

In addition to the foregoing area provisions for the various types of facilities there are other essentials to be considered included in the parks and recreation plan. For the older people in the population provisions must be made for conveniently located shuffle board courts, lawn bowling courts and shelters for domino, card or chess games. Community buildings including gymnasium facilities or assembly hall, meeting rooms and often kitchen equipment, are desirable and are provided in many cities. In such structures - one for each 20,000 of the population - group meetings can be held, as well as classes in the arts and crafts. Community structures are erected within a park or large recreation area. In the Civic Center or the lake front Sanford already has a facility of this kind. The Marina with its attendant facilities are a part of the overall recreation plan.

PARKS

Parks are also of varying kinds. There is the small park planted principally with shrubs and plants, equipped only with a few benches for passive recreation in an environment of beauty. The small park is often found as a triangle or small plaza at street intersections in residential areas. No active recreation is permitted in such small beauty spots that contribute principally to the aesthetic enhancement of the neighborhood.

Features of the small park with plantings can be introduced into larger parks or even into the active recreation park. Mellon Park is a good example of the multiple purpose park where the beauty of the planted area is correlated with facilities for active recreation.

There is also the large park of 100 or more acres, preferably a wooded area that can be developed in various ways. It can become a bird sanctuary, an arboretum or an area wherein native trees and shrubs are cultivated. Much of a large park can be provided with pools, ponds and lagoons with aquatic fowl and then another portion can be developed for such active sports as tennis, baseball and such relaxing sports as lawn bowling, shuffle board and putting greens. Finally an enlarged zoo could also be transplanted into the large park as in Audubon Park at New Orleans, Livingston Park at Jackson, Mississippi or Grant Park at Atlanta. Centered in the large park are the formal gardens with central community building. Such parks provide interesting outing places for home folks and too, they attract many visitors. Such a large park could be developed along the lake front in the western part of the City.

COMPREHENSIVE PARKS AND RECREATION PLAN

As stated earlier, the major concern in anticipating the needs of the future is the acquisition of properly located land parcels of adequate size and condition for park and recreation use, prior to the advance of development. Too frequently have essential and valued pieces of land been lost because some advance thinking was not done.

Today Sanford is known to have some 118 acres of park and recreation land. At least 75 or more acres are needed now to conform to the standards universally accepted. When the population reaches 40,000 persons it is known that Sanford should have nearly 300 acres more of land in parks and recreation facilities. Where will these acres be found and will they be found where needed? Today it may be advisable to purchase a parcel of 6 acres in a wholly undeveloped area for future playground purposes because the trend of construction advance is heading that way. It may even be advisable to acquire some vacant lots in subdivisions in which the F. H. A. did not require recreation areas. These are

questions that should be considered.

The National Recreation Association has stipulated how much land should be acquired for facilities of different types. They have stated further how and where such facilities should be located and how they should be correlated to the neighborhood pattern.

Figure 10 page 44 shows the location of existing and proposed parks, recreation areas and school sites serving the neighborhoods. On it also are outlined the various neighborhood cells into which the corporate area can be divided. The proposed uses and sites may be identified as follows:

NEIGHBORHOOD PARKS AND PLAYGROUND

Mayfair Neighborhood

1. This site is proposed for acquisition easterly and adjacent to the baseball stadium. From 3-5 acres should be acquired and developed as a neighborhood playground serving this section of the existing residential area plus future development.
2. Elliot Park is a dedicated park and should be continued as a neighborhood park.
3. This site is proposed for acquisition and development as a neighborhood playground of 3 - 4 acres serving the existing area plus future development.
4. A site of 3 - 4 acres is proposed for advanced acquisition as a playground serving future development.

Wynnewood Neighborhood

5. and 6. Bel Aire Parks are dedicated parks that should be continued as neighborhood parks.
7. Lake Gem Park is an existing park around a small lake and is better suited as a neighborhood park than a playground.
8. Wynnewood Playground is an existing property satisfactory for use as a tot lot but too small for development as a full neighborhood playground.
9. Sanford Park Playground is a desirable site for a small neighborhood playground in a landscaped area. The property is city owned.
10. Speer Playground is satisfactory as a small neighborhood playground for this section of the neighborhood but if a larger property can be acquired (Site 11)

for a playground in this section this property could be used to better advantage as a landscaped park.

11. This site is suggested as a more centrally located playground serving this portion of the Wynnewood Neighborhood. A site of 3 - 5 acres should be acquired.

12. Rose Court Playground and Park. The city owns about five acres of land in this location which, after a small amount of fill, could be transformed into a very good neighborhood playground in a landscaped park. Additional vacant area could be added to make this a sizeable park of 10 acres or more.

13. and 14. are proposed sites for future acquisition serving an area of future growth and annexation.

Georgetown Neighborhood

15. This neighborhood has only a small recreation area on the school grounds, which is inadequate in size and should be expanded. Site 15 is proposed as an urban renewal project to expand some area contiguous to the school property.

16. Site 16 is suggested as a 3 - 5 acre neighborhood playground. Vacant property exists in this area that could be obtained. However, in lieu thereof an urban renewal project might be undertaken to replace a sub-standard dwelling area in this vicinity with a playground property.

17. Another urban renewal playground project is proposed in this vicinity.

South Park Neighborhood

18. This is an existing school playground serving this portion of the neighborhood.

19. Franklin Terrace playground is proposed for acquisition to serve this section of the neighborhood without access to any playground. A site of $3\frac{1}{4}$ acres should be acquired, serving the Franklin Terrace and Pine Heights Subdivisions.

Pinecrest Neighborhood

20. and 21. Woodruff Park No. 1 and No. 2 are two areas platted as parks in Woodruff Subdivision, aggregating some 3.0 acres. It is suggested that No. 30 be developed as a neighborhood playground and No. 21, which is close to the Pinecrest School playground, be developed as a landscaped neighborhood park.

22. and 23. are small public properties well located to serve as small neighborhood playgrounds.

24. 26th Street Playground is proposed on a site now used as a borrow pit. A large site of 4 - 5 acres should be acquired for development as a neighborhood playground within a landscaped area. Presently this site is outside the city.

25. This site is proposed centrally located to an area of future expansion of the city. A site of 4 - 5 acres should be acquired.

Sunland Neighborhood

24. and 25. These are two existing park and recreation areas located in the developed portions of this potential neighborhood.

26. and 27. are sites proposed for early acquisition to serve this rapidly growing area. These areas are presently outside the City.

Onoro Neighborhood

28, 29, 30 and 31 are sites proposed for future acquisition serving this potential neighborhood. The area is presently outside the City.

Lake Ada Neighborhood

32 and 33 are proposed as parks and recreation sites serving this future neighborhood of good growth potential.

Country Club - Dreamwold Neighborhood

34. Dreamwold Park. This area of about 8 acres of wooded land, located outside the City, is a dedicated park. It is well located to serve as a park, community center, and playground. One area should be developed as a neighborhood playground and the other should be improved as a park with family-type facilities. A center building for adult and teenage use could also be located here.

35. Pinehurst Park is proposed for immediate development as a neighborhood park and playground to serve this area of the city. This facility could be developed in an area now owned by the city and used as a borrow pit. It should be 5 acres in size.

36. A small playground of $3\frac{1}{2}$ acres is proposed for immediate development, serving this area of many young children.

37. This site of 4 - 5 acres is proposed for future acquisition to serve this portion of this neighborhood, which has a good development potential.

Goldsboro Neighborhood

38. An existing neighborhood playground is located in the public housing project and serves a very useful purpose for this part of the neighborhood.

39. 40. and 41. are general locations proposed as Urban Renewal Projects for the elimination of sub-standard dwellings and redevelopment of the area into playgrounds and parks of 3 - 5 acres each.

42. This site is proposed as a site of 3 - 5 acres that could be acquired in an undeveloped area, serving this portion of the neighborhood.

42. Crooms Academy has a playground serving this section of the neighborhood.

West First Street Neighborhood

44. This site should be acquired for early development as a park and playground of from 5 - 7 acres offering the future possibility of developing the site into a small elementary school for this neighborhood.

CITY-WIDE PARKS AND RECREATION AREAS

Figure 11, page 54 indicates the location of City-wide recreation facilities. Key numbers below identify sites on the map.

6. Fort Mellon - Civic Center Park. The future of this park should be more and more that of an area for passive recreation and beauty spot. The more active recreational forms should be developed in the various neighborhood areas. This park should be expanded as much as possible to include all of the downtown water front area as an attractive setting for public buildings.

7. Large Park. A large park of some 100 acres should be developed in the lake front west of the City. The City now owns some 40 acres of property used for land fill and the additional area needed could be used for the same purpose. This park would be the major park of the city, offering a diversity of features for recreation and relaxation. It should be primarily a natural park, but with recreation and picnic facilities located in various portions. The zoo also might be located here as an alternative to the plan proposed in Figure 6, page 18.

9. Community Park and Playfield. The old Seminole High School recreation site located on the east side of French Avenue should be retained as a community playfield. Adjacent vacant property could be acquired to enlarge this as a major park and recreation center serving the older sections of the city.

10. Country Club Park. Presently outside the City, this site is used as a borrow pit and could be reserved for a future recreation and park facility.

11. The New High School site will provide a community athletic center with stadium and playfield facilities, serving the south end of the urban area.

MUNICIPAL PUBLIC UTILITY SYSTEMS AND SERVICES

Electric Power and Light

Sanford and Seminole County are completely served by the facilities of the Florida Power and Light Company and the Florida Power Corporation. The plants and equipment of these respective companies are adequate to meet all domestic and industrial needs of the area.

WATER SUPPLY

The water supply of Sanford is derived from a series of eight comparatively shallow wells, each 130 - 170 feet in depth, installed originally during the 20's. Six of these wells are located along U. S. 17-92 south of the city, three at points westerly of this group and one at the station site at 13th Street and French Avenue.

The average daily water consumption for 1960 approximated 1.5 million gallons. The month of maximum pumpage was October 1959 with 50.7 million gallons. According to the report recently presented to the city on Water Supply, the average daily consumption will increase to 3.74 million gallons in 1970 and 6.11 million gallons in 1980. It is estimated that the average daily per capita consumption will approximate 135 gallons. Now it is less than 100 gallons.

Because of its hardness and hydrogen sulphide content, the present supply as delivered from the well field is aerated and chlorinated.

To keep space of the city's needs and those of developed areas that will come into the corporate area in the next ten or more years the water supply source will need expansion. New wells must be drilled and those in the area southwest of the city in the vicinity of the Mayfair Inn Country Club.

The water distribution system of Sanford serves the city comprehensively and as needed, additional lines can be added.

SEWERAGE AND SEWAGE DISPOSAL

With the exception of scattered sections located principally in the western part of the city between Third and Eighteenth Street, west of Oleander Avenue, the developed areas of the city are accessible to and served by sewerage. Figure 13 is a map showing areas of the City that are not sewered. By overlaying this information on a land use map one can see the extent of planning required for the extension of sewers into these areas.

AREAS NOT SEWERED

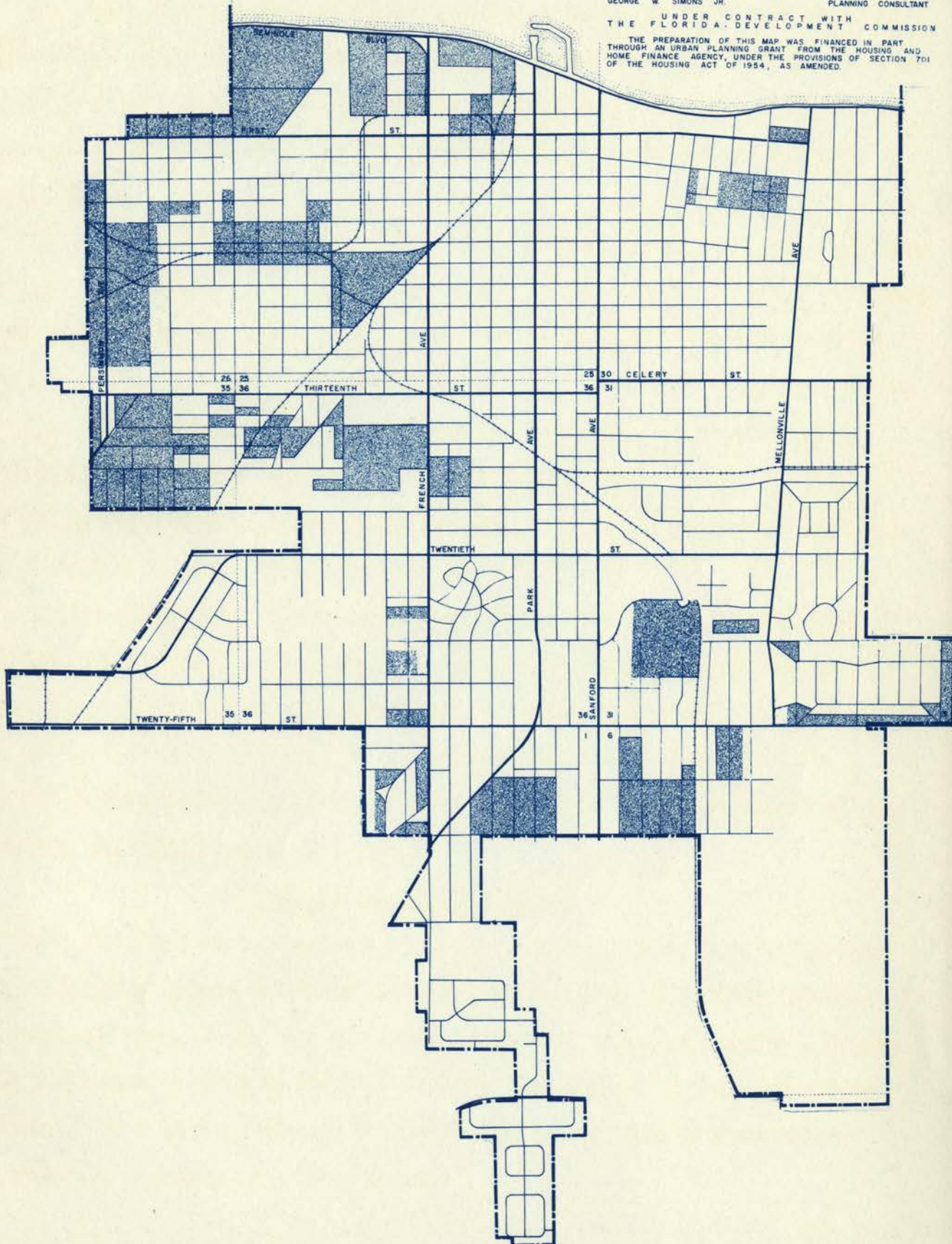


SANFORD

FLORIDA

PREPARED BY PLANNING CONSULTANT
GEORGE W. SIMONS JR.
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.



The need for sewer extensions is not the same for all areas. Some are undeveloped, others are sparsely developed, but one has a considerable existing population to be served.

1. The area south of Thirteenth Street and West of Oleander Avenue. This is the largest area of the city that is not sewered but has a substantial amount of development. There are 173 housing units existing and 96 vacant lots. Sewers should be extended into this area. The Planning Department should attempt to coordinate these extensions, however, with a plan for ultimate redevelopment of sections of the Goldsboro Neighborhood. Possibly some of the existing streets should be vacated or redesigned, and the redevelopment plans for ultimate population density should be prepared before sewer extensions are undertaken.

2. Area between Mangoustine and Shephard Street and between Fourteenth Street and Sixteenth Street. This is a small area containing some 24 housing units not sewered. Again, sewer extensions should be coordinated with a plan for ultimate redevelopment of the general area.

3. Many of the remaining areas are small and involve only a few homes in each, many of which could be served by short extensions from existing sewers. However, the remaining large areas are very sparsely developed, such as the one north of First Street and West of Popular Avenue, and it would not be economical to extend sewers into these areas at this time.

As a result of extensive surveys in 1952 by the Angas Company, the combined sanitary and storm sewerage system was converted into a sanitary sewer system, after which many new sanitary sewer lines were added. Prior to that time, about 1946, Smith and Gillespie prepared plans for a Sewage Treatment Plant, but nothing was done toward its consumation. At the present time the need for a treatment plant is being considered and evaluated in terms of future growth expected for the City.

Sewage Treatment is an essential capital expenditure that should be contemplated without delay. Lake Monroe is a relatively shallow body of water which is being used increasingly for boating and other aquatic recreation. Because of these activities and the necessity to clean the lake water, a sewage treatment plant acceptable to the standards of the State Board of Health should be installed as soon as financing and plans can be prepared. In order to minimize pollution of

the lake water Federal funds can be sought for aid in developing a suitable treatment plant.

STORM SEWERS

There is a separate system of storm sewers providing ample drainage facilities within the City at this time. As some of the vacant areas develop - providing a greater percentage of run-off surfaces - minor local drainage problems may occur. However, these may be solved as they arise and no major problems within the existing corporate area are anticipated. The main areas where these local drainage problems are anticipated are areas such as Goldsboro, where future run-off may greatly increase with the paving of streets. Storm drainage can be provided with each street improvement project.

Outside the corporate limits in the fringe urbanizing area, many future drainage problems are expected to arise, unless preventive measures are taken. At the present time the urban fringe is very sparsely settled, except for a few subdivisions approximating 100 per cent development. Drainage is accomplished through irrigation canals, a few natural water courses, and many small and large drainage basins (swamps and lakes). These facilities are adequate for an agricultural and semi-developed state as now exists, but as the various areas fill up with subdivisions, problems will arise in periods of above average rain fall. As these areas approach 100 per cent development, about forty per cent of the land surface will be covered with run-off surfaces. During extreme rain fall conditions, all that nature has provided may be overtaxed. Flash floods will result and even worse. Subdivisions should not be permitted to develop during dry years in low areas that are known to have served as temporary, natural drainage basins. This has been the unfortunate experience within the past two years in some areas of Florida, and we should remain keenly alert to this problem in the future.

Much of the urbanizing area of Sanford is relatively flat. As the Land Use Map shows, however, there are many natural drainage basins in the form of swamps and lakes. These natural drainage areas should be defined on an official map protecting these areas from subdivision. Further, an engineering study should be undertaken jointly by the City and County to determine the necessity for a system of interconnected storm drainage channels connecting a number of these swamps and lakes to be used as temporary water retention basins.

PUBLIC BUILDINGS

As a city grows in area, population, and complexity the need for expanded governmental services and facilities increases also. Larger plants and administrative buildings may be required, and with the increase in population it may become economical to offer new facilities not practical for the smaller city.

Sanford has kept abreast of its growth in providing adequate public buildings for most of its needs, and in several respects a superior position is evident. When the City was small, one fire station was adequate, but several years ago Sanford met the challenge of its growth and provided a well located branch fire station nearer the present geographical center of the city. For a city of its size Sanford has an outstanding community center building (the "Civic Center") which is a multiple purpose structure, constructed several years ago. Much credit is due the city fathers of the nineteen twenties for their foresight in building a City Hall that has served a growing city until the present and should be adequate with minor interior alterations for the next ten years. Likewise, the city has a very attractive, modern hospital on a site allowing future expansion.

It is not sufficient merely to provide for the space requirements of public buildings. They should be attractively displayed to provide community symbols. The architecture for public buildings should be carefully considered toward that end. Monuments to the City of each period are much to be preferred to the economy inspired boxes often built to provide minimum requirements. Sanford compares very favorably with other cities in the design of its public buildings. To fulfill their opportunity as public symbols public buildings should be carefully located. Spacious sites with attractive vistas should be sought. Groupings of civic building into a "civic center" especially contribute to the aesthetics of the community, such as suggested in the plan of Figure 6, page 18 of Volume II.

FIRE STATIONS

The National Board of Fire Underwriters suggest in their rules that no part of a built up residential area be farther removed than one and one-half to two miles from an engine company.

The present central fire station is considered inadequate and a new headquarters and central station is proposed on First Street about 400 feet east of the intersection with Sanford Avenue. This location will enable equipment to move freely with a minimum of congestion resulting from traffic at this intersection. This station will provide an engine and ladder company for the Central Business District and surrounding residential areas.

The branch station is well located on French Avenue near Thirteenth Street. Because of the strategic location adjacent to a prominent north-south artery and an important east west artery, this station can serve all of the present corporate area not served by the central station.

According to future expansion predicated mainly in a southerly and south-westerly direction, a site should be purchased for a future branch station located on French Avenue somewhere between Onora Road and Twenty-seventh Street.

In the more distant future it may be necessary to locate another branch station in the western part of the city, should the western expansion intensify. Tentatively, a site along west Twenty-fifth Street is indicated.

Although fire stations are designed primarily with functional requirements in mind, ample examples demonstrate that fire stations can be attractive and harmonious structures, such as the existing branch station.

LIBRARY REQUIREMENTS

Standards of the American Library Association suggest that library facilities should be provided at the rate of one-half square foot of floor area per person of the population to be served. At this time Sanford can justify a library of 10,000

square feet; however, local population characteristics justify a reduction to some 7,000 square feet for today's needs. Projecting future growth to 1980 indicates a need for about 17,000 square feet in the main library. This projection justifies initial construction of 10,000 square feet, which will accommodate considerable future growth. The design of the main library should provide for future expansion. A well located site is indicated in Figure 6, page 18 of Volume II. This site fits into a civic center grouping of public buildings, yet is in the main stream of pedestrian traffic and convenient to the main shopping street of Sanford.

As Sanford expands, particularly the surrounding urban area, consideration should be given to making the Sanford Library a facility to serve the entire County. This suggests planning for a larger facility providing participation is accepted by the County both in the initial investment and in future operations. County participation in operations is practiced in neighboring Orange County and enables residents outside Orlando to use superior facilities than would otherwise be available. Membership fees should be charged users who are not residents of the City, unless County participation is forthcoming.

Branch libraries may be considered in the future, perhaps ten years hence, if the City and County should undertake a joint library program. Until then, remote areas of the City and County can most effeciently be served through the use of bookmobiles. One bookmobile is recommended now to serve some of the more remote neighborhood areas of Sanford and adjacent urbanized areas of the County.

Bookmobiles have proven very successful in reaching children in the neighborhood areas. Many areas can be served frequently because the bookmobile can make many one or two hour stops at strategic locations or can circulate continuously with only brief stops, depending upon needs and changing conditions. One of the chief advantages of the bookmobile is flexibility in meeting new situations.

CITY ADMINISTRATION BUILDINGS

The City Hall was constructed in 1926 and it has served very well until the present. Because of the availability of the spacious second story, formerly used as an auditorium, future expansion can be accommodated by interior alterations. A municipal court and accessory offices are under development on the second floor. Additional office space can also be provided.

Adjacent to the City Hall is the County jail, which was recently traded to the City for use when the new County jail is completed. This building can be utilized for additional city jail facilities, when needed, and also for additional administrative offices.

Consequently no plans are indicated for a new City Hall in less than ten years. Probably the existing facilities even then could be remodeled and expanded.

Additional parking will be required, and some off-street spaces could be provided now to good advantage. The rear two-thirds of the grounds on one side of the City Hall could be developed with parking facilities to accommodate city employees, primarily policemen, inspectors, and others requiring in and out parking during the day. All day employee parking could be provided advantageously by purchasing a lot west of and adjacent to the old County jail. This facility could serve all public buildings located in this part of the Civic Center. The parking areas, especially the one on the City Hall grounds should be landscaped along the borders to screen large areas of unattractive asphalt filled with vehicles.

The grounds of the City Hall could be more effectively landscaped to enhance the beauty of the entire area.

POLICE HEADQUARTERS

The existing Police Headquarters and City jail are serving adequately at the present, and the newly acquired County Jail, located adjacent thereto, can be used to supplement existing jail and administrative needs. Some remodelling of these facilities is required to make them most satisfactory.

INDUSTRIAL POTENTIAL AND MAJOR INDUSTRIAL AREAS

It is estimated that Florida will have a population of more than 7.14 million persons in 1970. About 150,000 persons per year will move into Florida between 1958 and 1970 in addition to the natural increase of 900,000 births over deaths. Central Florida will experience the third largest increment of state growth in this period to 1970; the growth will approximate 13 per cent - an increase of 142,000. Central Florida here defined is Orange, Seminole, Lake, Polk and Osceola counties. This region it is estimated will have a population of 888,900 as against a 1960 population of 590,038. Whereas the non-agricultural employment in this region totalled 69,000 in 1950, 118,100 in 1958 it will aggregate some 260,000 in 1970. In 1950, this region had 10,500 persons engaged in Manufacturing; by 1958 this number had increased to 22,200. It is estimated that 55,000 persons will be engaged in Manufacturing enterprises by 1970.

These data, abstracted from the report of Arthur D. Little, Inc. to the Florida Development Commission in April 1960, reflect the industrial potential of the Central Florida region of which Seminole County and Sanford are a part. Tangible evidence is seen in Orange, Seminole and Brevard counties of industrial progress made during the past five years. These counties have not only become intimately identified with the national defense program but many other industries have been attracted to them. Because of the climate of this central area and its wholesome atmosphere for living, its productive agricultural and stock raising enterprises and its many other advantages, Sanford is in an excellent position to benefit by the industrial possibilities offered in this growth period.

Geographically, Sanford is more strategically located than any other city in the region. It has railroad outlets to north, south, east and west by which it can serve and be served. Terminal facilities and properties in Sanford are extensive.

Supplementing its unparalleled rail facilities, highways radiate in all directions. There is U. S. 17-92 north and south and State Roads east and west. Soon the Interstate will provide additional fast service to the north and south. Lake Monroe and the St. Johns River offer water facilities for barge service and light draft vessels to Jacksonville and the sea and an Air Port can give service by air. Few other cities in the State and no other in the Central region has such a combination of transportation facilities. The proximity of Sanford to the Orlando industrial area will be helpful; as the supply of sites in the Orlando area become scarce prospective industrialists will look north toward Sanford, the general conditions of which are most comparable to Orlando.

As to industrial sites, Sanford can offer a variety. Along French Avenue in the vicinity of the former Coast Line shops and the Farmers Market, there are open areas suitable for the modern industrial plant operated electrically on a site attractively landscaped. Plants manufacturing precision tools and instruments, electronic apparatus and the like would be ideally situated in such areas. To the west and north along the river west of the city are large tracts that could be utilized by the larger type of industry served best by the rail line. Plants in the French Avenue area would possibly be those more advantageously served by truck; although rail facilities are also available.

The area along the lake west of the city and extending south to First Street as well as other areas in the western section of the urban area could be developed advantageously into industrial parks. The planned industrial park is a planned counterpart of the landscaped and protected residential subdivision. Since 1950 the Industrial Park has appeared on the urban scene in a big way. Such developments of considerable standing are those in the Trinity Basin of Dallas, Texas; the Doraville industrial corridor east of Atlanta. The Dennis and Haines Street areas in Jacksonville.

The site of the Naval Air Station could be transformed readily into an outstanding industrial area whenever that site is available to the city. Transformations of this kind have been made in a number of places.

Lands comprising Industrial Parks are subdivided into tracts of varying sizes, serviced by rail and streets, city utilities and services. In such areas are found distribution warehouses, storage yards, small industries and other services.

All structures are architecturally attractive and are required to provide ample open yard space for landscaping and off-street parking. As a planned "community of industries", an industrial park provides the manufacturer or the wholesaler with a choice of sites laid out for modern plant construction and future expansion and on land protected from encroachment by other land uses. The whole concept of the industrial park is to afford industry a location where arrangement and landscaping help to create and maintain an efficient, pleasant working environment. The industrial park as now built is something that will not blight adjacent properties, even residential properties.

Sanford has transportation and other facilities and sites for industrial development. What else does Sanford have that industry seeks? The industry seeking a location explores deeper than transportation and sites - deeper even than taxes. Standing high on the list of requisites are things political, social, educational and spiritual. What kind of a city is Sanford - can the newcomer to Sanford feel that he belongs and will be accepted as a civic co-worker? That sounds like a foolish question but it means something to the man exploring the qualities of a city as an industrial home. What kind of schools does the community support and how do they rate scholastically? What kind of school plant is available and are the school authorities keeping step with the demands of their growing region? Is the city made up of good liveable neighborhoods where

a high percentage of home ownership prevails and wherein there is a deep sense of civic responsibility among the dwellers? What kind of government does the City have; what has been its record historically over the past generations? And then finally, is the city provided with good churches whose members are the leaders of the community's life and along with the spiritual life of the community, has the city provided adequately for the play and recreation of old and young? Are there enough playgrounds and parks? These are all questions the prospective industrialist investigates. That community which can give the best score will win. Sanford either has or can have all the fine qualities the prospective industrialist seeks. Through its Civic Center, as a center of cultural activity and its adjacent park, Sanford affords the place where people meet in Forum to participate in civic affairs. Through its churches and their affiliated activities Sanford stimulates and lifts the social and moral standards. Sanford needs more Playgrounds and recreation areas as recommended herein and also a new and larger library. The primary objective of the comprehensive plan is to point out ways to better community living, something the prospective industrialist or business man is looking for today.

The Land Use Plan indicates the locations and general extent of the industrial areas and opportunities contemplated for the Sanford area. How these areas are designed individually with respect to street, lot and block layout, rail lines, etc., is not properly a part of the Comprehensive Plan. However, by way of illustration, Figure 9b, page 41b includes a detailed layout of an industrial park proposed as a redevelopment project of a blighted residential area.

Caution is urged in allocating areas to industrial uses. The Land Use Plan indicates in general terms those areas considered harmonious with the expansion of the City as a good residential community. It is far too easy to become over-

optimistic about the area required for industrial development. At present only 6 per cent of the developed area is utilized. Unfortunately, the existing industrial properties are not grouped into two or three compact industrial areas, properly separated from the residential areas, but are scattered into many individual developments in many parts of the city, some in residential areas. Because of the excessive amounts of railroad frontage available in the Sanford area, which cut through many residential areas, there is a continuing temptation to permit the promiscuous spread of industrial development outside the areas best suited for its concentrated growth. This should be resisted.

SCHOOLS

The Comprehensive Plan does not encompass a detailed review and analysis of educational methods, systems or the details of school operation and services. The Plan is concerned only with the adequacy of the school plant, school grounds and site location.

The details of school planning are the responsibility of the Board of Public Instruction, usually assisted by the State Department of Education. However, future school needs should be included in the Comprehensive Plan for coordination with other elements of it, i.e., the Street, Recreation and Neighborhood plans.

In 1956 the State Department of Education prepared a School Plant Survey projecting needs for about 5 years. In January 1961 a new survey report was prepared to project needs over the next several years. These school Plant Surveys, prepared every four or five years, endeavor to determine priorities for new construction and indicate general locations.

The Comprehensive Plan, because of the broad scope and period of planning, indicates in general terms needs over the next 15 or 20 years, but with specific locations suggested for the neighborhood, elementary school sites. The object is to reserve elementary school sites centrally located in the future neighborhood service area. The advantage of this plan is that pre-determined school service areas are outlined for which the population potential can be estimated. The size of the school plant and its site must be planned for long range population requirements. Therefore, it is essential to reserve or buy adequate sites at the initial development stage, although only a portion of the site might be developed in the early stages. Recommendations for long range site acquisition and expansion are summarized in Figure 11.

For the first month of the 1960-61 school year the following school membership was recorded in the Sanford area:

<u>White</u>	<u>1-6</u>	<u>7-9</u>	<u>10-12</u>
Seminole High School			896
Seminole Junior High School		944	
Sanford Grammar School	345		
Southside Primary School	587		
Westside Primary School	159		
Pinecrest	927		
 <u>Non-White</u>			
Crooms Academy		541	439
Hopper Elementary School	279		
Goldsboro Elementary School	820		
Total White	2018	944	896
Total Non-White	1099	541	439

STANDARDS FOR SITE SIZE AND LOCATION

Ideally, each neighborhood should have its own elementary school. A universally recognized standard suggests that an elementary school be located within at least one-half mile walking distance of every home in built-up areas. For the more spacious modern areas of the city this standard can be expanded to three-quarters of a mile. If elementary schools are located near the center of the neighborhood service area, considerably more safety and convenience will be possible than where schools are located adjacent to a state highway, a common practice.

It is not practical to locate an elementary school in every neighborhood of Sanford, because some areas have a low development potential. These are discussed in Chapter 3 under individual neighborhoods.

Sites for elementary schools should be a minimum of ten acres for the smaller school plants intended for 360 to 480 pupils. The smallest plant usually recommended by the State Department of Education is 360 to 480 pupils, although plants as small as 180 pupil size are sometimes justified where the service area

is small and not readily served by another school. For larger school plants up to 720 to 840 pupils, which is the largest size recommended, sites of 15 acres are required. Recent site acquisitions in the Sanford area have been large and are well planned for future expansion. Site plans should be developed for each school, anticipating future expansion in such a way as not to encroach upon areas that should be reserved for recreational use.

Following are specific recommendations on some elementary schools, recommendations that are apparent at this time.

1. Hopper Elementary School (Georgetown). This site should be expanded considerably to provide 6 to 8 acres or more for new buildings and adequate recreation area. It will be necessary to close a street to add sufficient property. This project will probably qualify for "Urban Renewal" assistance.

2. Goldsboro Elementary School. This site should be expanded to 15 acres by adding area to the south or east.

3. Sanford Grammar School, located at Eighth Street and Myrtle Avenue, is considered obsolete for a modern educational structure. Because of the continued need for a school in this Central Neighborhood, consideration should be given to the possibilities of expanding the site across Elm Avenue to include the east half on the block bounded by Seventh and Eighth Streets. Possibly this school might ultimately be used to better advantage for the primary grades, transferring the grammar school to the old High School located at French Avenue and Eighteenth Street.

4. Southside Primary School, located at Magnolia Avenue and Fifteenth Street, is well located to serve this section and its facilities are adequate for a 600 capacity elementary school, except the site is too small. There are good possibilities for expanding the site by acquiring property to the east of Palmetto Avenue and closing this street. Together with the City Park used for recreation area sufficient area would then be available for needs of this area.

5. The Westside Primary is located on a very inadequate site that cannot be economically expanded. This school has a low potential and should not be expanded; plans should be made for its elimination, either by transferring its membership to the Sanford Grammar School (discussed in item 3 above as a primary school) or by possible replacement on a new site. The latter alternative is only a possibility if future development of the west First Street Neighborhood approaches its potential, which is considered remote.

6. The Pinecrest School is located on a very adequate site, fairly central to its potential neighborhood service area. Caution should be exercised in not overexpanding facilities at this site to provide for all of the population growth of the southern section of the Sanford Urban Area. The tendency of transporting

pupils to one large, elementary school center should be minimized where two or more medium size schools (480-640 capacity) can be justified. At least one additional elementary school in the southern sector is indicated at this time, and probably two will be needed within five years, as follows:

7. Sunland Elementary School (Proposed). A site of 15-20 acres should be obtained immediately central to the future neighborhood area.

8. Dreamwold Elementary School (Proposed). The existing High School Site is large enough to provide an elementary school site for this neighborhood. This school will probably be needed within five years.

9. The Wynnewood Elementary School and the Mayfair Elementary School proposed are contingent upon additional residential development to the east of existing developed areas.

10. The Onoro Elementary School is a long range proposal contingent upon future development.

Because Senior High Schools can be efficiently designed for as many as 1500-1800 pupils, the existing Senior High Schools in the Sanford area are sufficient for future needs. The site of the new Seminole Senior High School is adequate for future expansion, but the Crooms Academy site should be expanded to a 25 acre site allowing for future expansion of buildings and recreation areas.

Junior High Schools generally should be designed for 800 to 1200 pupils; 500 pupils should be regarded as the minimum desirable enrollment. Therefore, when the population of the Sanford area doubles, as is predicted by 1980, there will be a need for at least one additional junior high school.

The Seminole Senior High School site is adequate in size for expansion in a few years to include an additional Junior High School and also a new elementary school serving that area. The old Seminole High School has been continued at this time as a Junior High School and is well located for this purpose.

CHAPTER 6

PLANNING PROCEDURES AND IMPLEMENTATION

The presentation of the comprehensive city plan marks the end of the initial stage in the planning process during which the various elements and factors molding the plan were formulated, discussed and crystallized with the Zoning and Planning Commission. It signaled the beginning of the long range effort wherein planning as a municipal function would be established as a continuing operation with the basic plan as the guide.

Sanford has a Zoning and Planning Commission which acts as an advisory group to the City Commission. As the title implies, the emphasis is on zoning. Planning is many faceted, and zoning is really only one of several means of implementing planning. Because planning involves the use of land, a general Land Use Plan is devised. Zoning is one of the legal instruments of effectuating the Plan, and subdivision regulation is another.

But planning also involves the development and location of major thoroughfares, parks and playgrounds, schools, fire stations, and other community buildings and facilities. There may be a special need, as in Sanford, for Central Business District Planning or the redevelopment or rehabilitation of some neighborhood areas. These and other aspects of planning are equally deserving of the time and study of the Planning Commission.

Therefore, the Zoning and Planning Commission of Sanford should be defined and reconstituted as an Advisory Planning Board. A special legislative act, patterned after the standard Enabling Act recommended by U. S. Department of Commerce should be obtained. Such an act will legally establish planning as a function of government with a planning board given review powers in all fields of planning. In such an Act, "Zoning" should be dropped from the title of the planning body.

In order to de-emphasize zoning and to place the emphasis on planning, it is recommended that a Planning Board of seven be appointed, of which no more than three at any given time act as a zoning committee. This zoning committee would review all rezoning requests and provide other zoning studies necessary to maintain an up-to-date zoning plan and ordinance. This procedure would ensure a Planning Board comprised of at least 4 members who would think of the broader aspects of planning. Other functions, powers, and duties of the Planning Board may be defined generally as follows:

1. It should become familiar with the broad objectives of the Comprehensive plan and urge action by the proper political group. The Board should initiate studies resulting in more detailed plans.
2. Review and make recommendations on all decisions by other agencies, public or private, dealing with the subject matter of the comprehensive plan.
3. Review and act upon all subdivision plats prior to their adoption by the City Commission. The Board shall be guided in its procedure by the Sub-division Regulations adopted by the City Commission.
4. Prepare zoning regulations and review and make recommendations on all amendments thereto. Review and act on all special exceptions permitted under the zoning ordinance which require their review, acting upon the recommendations of the Zoning Committee.
5. Plans for public works, such as streets, utilities, parking facilities, parks and other community facilities, should be reviewed by the Planning Board for recommendations involving the coordination of these plans with the comprehensive plan.
6. Develop general plans and review all specific projects dealing with urban redevelopment where such a program is being undertaken by the City.
7. Prepare or review the capital improvements program based on the Comprehensive plan, and recommend a capital improvements budget each year to the City Commission.
8. Devise ways and means of public education to stimulate and stir to action the public consciousness. Endeavor to coordinate the thinking of various public groups with those of the governing body.
9. All proposed purchases or sale of city property should be studied by the Planning Board which should make recommendations regarding the effect of such action on the General Land Use Plan.

Annually the Planning Board should prepare a report to the governing body, for general distribution, reviewing their work of the year and outlining their proposals for the coming year. The capital improvements budget review and extension should be included in this annual report.

PLANNING STAFF

Obviously, the broad duties outlined above will require much background study and research that the individual unpaid Board members can not afford to give. For an effective job, some staff assistance is necessary. As a start, the City Commission has designated the Building Official as the director of the planning program.

In the beginning the services of other department personnel may be required from time to time. The Planning Official acts as the person responsible for files and records. He can initiate and direct special studies, field surveys, and prepare reports for the Planning Board and the City Commission. Some of the regular duties and studies recommended to the Planning Official are:

(1) Maintain the Land Use Map in an up-to-date condition. Each month building permits should be recorded on the land use map, and periodically field checks should be made to ascertain any other changes in land uses.

(2) Each year a building permit map should be prepared. On a blank base map all building activity of the calendar year should be recorded, showing the various land uses in the same colors as used on the existing Land Use Map. This annual building permit map will form a record for each year, enabling a study of trends of development. When time permits, similar maps could be prepared on previous years from the file of building permits.

(3) Prepare a street record atlas. This atlas should show all of the platted and developed streets of the City, indicating to scale the existing right-of-way, set backs established for ultimate right-of-way, street paving and condition, curb and gutters, sidewalks, curb cuts, traffic dividers, etc.

(4) Prepare an accident spot map with location of signal lights. After the development of such a map various problem points should be determined and studied; solutions should be recommended to the Planning Commission.

(5) The planning staff should have as many as 4 automatic traffic counters and with these make periodic checks on volumes of traffic flowing over various city streets. With 4 counters, extensive study of intersections will be possible.

(6) Prepare and maintain up-to-date maps on parking facilities and their use (turnover) for the Central Business District.

(7) Maintain a map of all city owned and other public owned properties, classifying them according to use or intended use if undeveloped.

(8) Re-zoning Investigations and investigations concerning appeals to the Board of Adjustment.

(9) Special Planning Studies. From time to time special projects will arise requiring detailed plans, perhaps for the purpose of implementing some phase of the Comprehensive City Plan. The planning staff should maintain records and research data of a scope preparing them to undertake special investigations, analysis and reports, whether on redesigning a portion of a neighborhood, preparing a traffic flow plan around the central business district, or a site plan for a playground.

CONSULTING SERVICES

The Comprehensive Plan has been developed through the assistance of consulting services. Implementation will be largely a matter of local responsibility. However, many of the broad plans of the Comprehensive City Plan will require detailed plans of implementation. Most of these can be prepared by the planning staff, but some will require the assistance of specialized consultants, such as engineers skilled in sewerage design. In order to sell parking revenue certificates it may be necessary to have prepared a feasibility report prepared by consultants specializing in parking studies. Traffic surveys may be required of traffic engineers, depending upon the scope and complexity of the study.

From time to time the services of Planning Consultants may be desired to assist in the detailed plans of implementation. The consultants' role in most cases could be limited to advising in the scope and procedure of the project and in evaluating the results. In some cases, such as an urban renewal project, the services of a planning consultant may be desired to prepare all of the plans and studies.

Periodically, every five to seven years, the zoning plan and ordinance should be re-studied to consider the need for modernization of the ordinance and modification of the map. The impartial review of a consultant is especially beneficial.

Because so much of the Comprehensive Plan and the scheduling of improvements is predicted on the amount and type of growth it is important that the economic and population analysis be maintained in a current condition. It should be a regular function of the planning staff, of course, to maintain current information that relates to this subject. Further, the staff may provide its own analysis and projections. However, this is a subject about which an outside Consultant's view point should be sought periodically. If the staff provides the basic data in an up-to-date condition the Consultant's task would be limited to a general review and evaluation every five years. By obtaining an outside Consultant's evaluation the tendency for exaggeration and over-optimism on this important subject, which is often the case with local reporting, can be minimized.

Because of technological changes, there is no assurance that the Comprehensive Plan will be valid ten years from now. Continuing consulting review, say every three to six months, would provide satisfactory review of the Comprehensive Plan and planning and zoning administration. On these periodic visits to the community the consultant could consult with the planning staff, meet with the Planning Board, and assist in citizen participation projects or public information meetings.

Regular visits, every two or three months, may be required in the beginning until the planning staff operation is functioning well. Afterward, visits every six months would be sufficient, but the Consultant could always be called for trips dealing with special meetings and unusual problems that will arise from time to time.

REGIONAL PLANNING

The growth of the Central Florida region has been dynamic and spectacular. It is spectacular in the amount of growth and dynamic in the new-inter relationship of areas within the region and the interplay of forces that promote the growth of the parts as well as the Orlando core.

It is none too early to establish an Orlando Metropolitan Planning Commission with a staff equipped for planning the Central Florida region. The people of Sanford and Seminole County should recognize their position in the Orlando Metropolitan area by participating in the regional planning programs instituted either by public or private groups. Preferably some member of the Sanford advisory planning board should serve on the regional planning body to provide coordination between the two.

PROCEDURE FOR ZONING AMENDMENT

Rezoning or amendment to the zoning ordinance can only be accomplished by the City Commission. However, the City Commission can be greatly assisted in arriving at a professional decision based upon the public interest, if relevant information is furnished by the planning staff and the zoning committee provides its evaluation of the request in the light of the comprehensive city plan.

The following procedure is recommended:

- (1) The applicant or property owner who desires a change in zoning should make a written application to the Zoning Committee for the specific change, the application to include:
 - (a) The signature of the owner, accompanied by a fee of \$20.00 to \$30.00 to defray cost of advertising and administrative expenses incident to the investigations and notification of adjacent property owners.
 - (b) The location and legal description of the property. The present use of the property. Present zoning.
 - (c) Zoning classification requested, and the specific use intended with a change in zoning.

(d) Statement of reasons for which the change of zoning is requested and any supporting evidence justifying such change.

(é) A statement that the sign to be placed on said property by the Planning Official of notification of a request for zoning change will be maintained until after the official public hearing before the City Commission.

(2) The planning official should post a notice on subject property advising of the rezoning application. The notice should be of suitable size indicating the zoning classification requested and date of the preliminary hearing before the zoning committee and, when determined, the date of the official hearing before the City Commission. Further, the planning official should notify by mail all property owners within 300 feet of the property requested for change of zoning, the date of the preliminary hearing before the zoning committee and the date of the hearing before the City Commission.

(3) The Planning Official should inspect the property and check the land use map to determine up-to-date information in convenient map form for study by the zoning committee and the City Commission. Of particular help would be land use maps of the area in color at a scale of 200 feet to the inch with zoning boundaries, existing and proposed, indicated on overlays, and possibly the location of buildings. Photographs are useful and can be conveniently collected today through the use of a polaroid camera. The Planning Official should furnish additional relevant information pertaining to street capacity for the change in traffic, availability of utilities to serve the uses permitted under a zoning change, and the planning official's evaluation of the merits of the request based upon:

(a) Consistency with the general objectives of the Land Use Plan and other elements of the Comprehensive City Plan.

(b) Is there a need for more land of the proposed classification, and can it be justified in the area on the basis of public convenience and necessity.

(c) Total effect of the change upon the livability of the neighborhood (if in a residential district) and upon abutting properties.

(d) Records of similar cases in the area and such other supporting evidence he finds pertinent to reaching a reasonable and equitable decision in the public interest.

(e) This report should be distributed to each member of the zoning committee a few days before the meeting at which the request is to be considered.

(4) The Zoning Committee of the planning board should hold a preliminary hearing to consider the application, giving full study of the report by the Planning Official and the supporting data presented. At this hearing the applicant or his agent may present any arguments, evidence, and testimony supporting his application; opposition from the public can make known their objections. The Zoning Committee should take the case under advisement, but as soon after the

hearing as possible, in many cases at the end of the same meeting, a recommendation should be reached. However, a decision may be postponed until the next meeting, if desired for due deliberation, or other data may be required from the Planning official. When a recommendation is reached, a report with supporting information, together with the Planning Official's report and testimony for and against the application should be forwarded to the City Commission.

The planning committee's report should include a recommendation for approval or disapproval and the reasons. If for approval, the recommendation should state whether or not the applicant's property is the only property similarly affected and what consideration was given to making the re-zoning application general in its effect on the entire area so affected in order to avoid spot zoning.

(5) Upon receipt of the advisory report from the zoning committee, the City Commission may consider the request. Amendment to the map or ordinance can be made only by the City Commission and only after public hearing.

To facilitate the processing of an application a form for "Application for Re-zoning" should be prepared, outlining the information desired from the applicant. A suggested form is offered as a separate item from this report.

BOARD OF ZONING ADJUSTMENT

The duties, membership, powers, and procedures of the Board of Zoning Adjustment are amply stated in the Zoning Ordinance proposed for adoption.

Because of the abuses experienced in this field, it is necessary to emphasize that a Board of Adjustment has no power to re-zone or amend the ordinance. The ordinance does give the Board the power to hear appeals when:

(1) It is maintained the administrative official (Planning and Building Official) is in error. This deals with interpretation.

(2) A special exception is authorized specifically under the terms of the ordinance and gives the Board the power to review such cases.

(3) A hardship would be imposed under an individual if a literal interpretation of the ordinance is imposed. However, the Zoning law, as authorized by the State Enabling Act, states certain limitations to keep variances consistent with the public interest and those of surrounding property owners and prohibits a variance to change the land use which in effect constitutes a re-zoning.

The City Commission has no jurisdiction in such appeals, but any person may appeal decisions of the Board of Adjustment to a court of record, and it is recommended that the Planning and Building Official be permitted to make such appeals where, in his professional opinion, he considers a decision of the Board to have been erroneous or the Board exceeded its powers by granting a change of land use which in effect constituted a re-zoning.

The Planning and Building Official should assist in the review of an appeal by posting legal notices on the property, notifying property owners within 300 feet of subject property, conducting field surveys, and preparing land use maps and photographs, when applicable. Although no report to the Board of Appeals is usually necessary, the Planning and Building Official is available for testimony when called.

Sample forms to be used in appeals processing are offered to the City, separate from this report.

OTHER PROCEDURES FOR IMPLEMENTING THE PLAN

Various phases of planning implementation have already been discussed, particularly in Chapter 4 of Volume I on the Land Use Plan. Zoning and subdivision regulations were discussed and illustrated in some detail. In the foregoing discussion the duties of the Planning Board were discussed at some length.

Other planning bodies, though not by the title, exist in the community. One in particular is the Board of Public Instruction, which plans for schools. Obviously, for the greatest success in planning, the activities of the City Planning Board and the County Board of Public Instruction must be coordinated.

The Chamber of Commerce functions in part as a planning body, specializing in commercial and industrial development. This body should maintain a keen interest in the work of the planning staff and the planning board. Also, the

City Planning Board should work with the Chamber of Commerce, the Downtown Merchants Association, and other groups in getting their assistance for the implementation of various phases of the plan which are not properly a primary function of the City.

The Housing Authority is another body having a planning function in the community. Although limited in scope this is an effective body for accomplishing one of the major features recommended in the Comprehensive Plan, the re-planning of two neighborhood areas.

In the future it may be practical to establish a Redevelopment Authority to accomplish urban renewal projects. A special legislative act, patterned after the Tampa Act, should be sought at the 1963 Legislative session.

It may be advisable to establish a Parking Authority for the development of more public off-street parking facilities. However, this step is not recommended at this stage, because it is believed the Planning Board and planning staff, advising the City Commission, can do an effective job. A parking authority's advantage, when the situation warrants, is an autonomous body independent of political control, with powers to finance improvements through meter income.

THE OFFICIAL MAP

Florida communities have no legislative authority to enforce an official map as such, although zoning and subdivision regulation accomplishes many of the objectives. Sanford could seek special legislative authorization to enforce the features of an official map, such map to indicate the major street right-of-ways, park acquisitions, drainage and flood control areas, and such other features of the Comprehensive plan that have been officially adopted and can be enforced.

Even without authorization to enforce an official map, the City should issue one for informational purposes. Many of the objectives could be accomplished through cooperative efforts, if the map is circulated making the objectives

known. The official map differs with other maps in the Comprehensive Plan report in that the official map would include only those features of the recommended Comprehensive Plan that have been officially adopted.

PUBLIC EDUCATION

In the final analysis the long run success of the plan will depend upon its acceptance by the Community as a living guide. To carry out the more difficult objectives will require an understanding by the public. The public official is understandably reluctant to spend tax money today for things that will not bear fruit for ten years or more, until the public accepts the wisdom of such measures.

It is recommended that this plan report, after review by the Planning Board, be reduced to a 10 to 20 page report, consisting mainly of the essential maps and illustrations with a minimum of text, for lithoprinting in volume. Such public informational reports are usually attractive in design, with color, to encourage reading and retention by those receiving them.

CHAPTER 7CAPITAL IMPROVEMENTS PROGRAM

Out of the foregoing studies, a need for specific projects is recognized to accomplish the needs of today and to anticipate many of the major needs of the future. It has often been found helpful as a guide to capital improvements budgeting to classify those needs that can be anticipated according to priority and time of scheduling, also possibilities for financing. A capital improvement as defined as a major improvement of a recurring nature to the physical plant of the city - as differentiated from ordinary repairs or maintenance. It includes expenditures for construction, replacement, major repair, addition or modification to public buildings, highways, bridges, parks, utilities or any expenditure for the purchase of land, buildings, structures, or major equipment.

Usually a moving timetable is devised - in the case of Sanford a six year period is proposed - which is periodically extended as the scheduled projects are completed and the need for other improvements is realized. Some projects are more essential than others, and on this basis a priority is assigned: A, B, or C. Some are more urgent than others: A number are needed today, while others, though desirable can be deferred until financing can be more advantageously arranged later. Some projects, however, cannot be postponed if they are to be accomplished at all; for example, certain properties particularly those for parks and recreation areas must be acquired while the land is still undeveloped, otherwise the opportunity might be lost forever.

Some projects can be effected under provision of the annual budget, but severe limitations will be encountered in following this procedure. Few cities, particularly those that are rapidly growing, can keep abreast of capital expenditures as they arise. Because most capital expenditures have a life of twenty

years or more and are designed to serve the future as well as the existing population, it is reasonable to seek long term financing. Bonds of various types can be issued, either general ad valorem, revenue, or special assessment.

Such major projects as sewerage and water distribution are planned in detail by engineers specializing in those fields. These detailed project plans result in bond issues at various stages, which may be either general or revenue bonds. Revenue bonds are used where customers pay a monthly charge sufficient to cover operation and administrative costs and debt service. Parking improvements may be financed through receipts of parking meters.

Streets and drainage facilities do not produce revenues; therefore, an ad valorem tax must be levied to pay for general bonds. However, in some cases special assessments may be feasible for financing such improvements. Parks and recreation areas, site acquisition and improvements, are financed through general obligation bonds or progressively by budgeting provisions. Likewise, most public buildings are financed through general obligation bonds, although revenue certificates against which the cigarette tax or other income is pledged are occasionally used for this purpose. In some cases public buildings, such as City Halls and possibly police and fire stations, may be financed by revenue bonds payable out of rents for occupancy.

Each year the Capital Improvement Budget should be reviewed, revised and projected another year. As the time comes to execute each project a more detailed cost study, based upon conditions at that time, will be required. The following list attempts to schedule projects that can be anticipated at this time, with particular reference to a 6 year program for those items most urgently needed. A number of projects are indicated in general terms for scheduling later than the six year program, but this list is more flexible and is not as complete.

I. UTILITY IMPROVEMENTS

The operation of the Utility Department, which provides for the maintenance and extension of water and sewer services, is handled in a separate budget. The cost of operations and Capital improvements for extensions are financed from service charges on water and sewers.

Following is a statement of Water and Sewer Utility Fund Bonded Debt, as of September 30, 1960.

	<u>Maturity</u> <u>Date</u>	<u>Balance</u> <u>9-30-60</u>
Refunding Bonds "B"	August 31, 1977	\$ 424,000.00
Water and Sewer Revenue Certificates		1,829,000.00
Original Issue	1959-1985	1,130,000.00
Pari Passu Issue	1964-1987	275,000.00
T O T A L		\$2,253,000.00

In 1977 about \$400,000 of the Refunding Bonds "B" must be refinanced.

The Capital Improvements program recommended includes the development of a new water supply. Engineering studies indicate a need for a new reservoir also, and the total cost of water improvements is \$300,000. These improvements should be financed through water service charges. An "A" priority is recognized for this expenditure, but it must be budgetted according to feasibility reports based upon present and projected earnings. Periodic extensions to water mains must likewise be scheduled and financed from water service charges.

A sewage treatment plant is recommended for the City of Sanford. In the opinion of this Consultant, Consulting Engineers, and officials of the State Board of Health this improvement is rated as a priority "A" improvement. Financing should be through revenue certificates backed by sewer service charges. The estimated cost of a primary sewage treatment plant of the size required is currently \$400,000. Possibly \$100,000 to \$120,000 (one-third of the total plant cost) may

be obtained from anti-pollution funds of the Federal Government. This improvement should be scheduled as soon as financing and plans can be made available. Extensions to the sewer system should likewise be financed through service charges.

II. GENERAL IMPROVEMENTS NEEDED

A. COMMUNITY FACILITIES

Following are general capital improvements that are needed, with a discussion of each item and a suggested priority:

1. Construct a new library on City property. 10,000 square feet recommended @ \$15.00 per square foot indicates a cost of about \$150,000. Priority B.

2. Construct a new central fire station on property already owned by the City. Priority A. Cost - \$45,000.

3. Acquire 2 acres of land in the vicinity of U. S. 17-92 and 27th Street and develop new branch fire station. Two acres are suggested to accommodate additional needs of city facilities as well as for a spacious site for the fire station.

Fire Station -	\$40,000;	Priority B
Site -	\$10,000;	Priority A

4. Remodel City and County jail buildings into modern police headquarters and jail, with additional administrative offices. This need is indicated in general terms for about \$30,000, although it could greatly exceed this amount, depending on the scope of construction. Priority B.

5. A new City Hall is not required at this time and a need is not indicated in less than seven to ten years. At that time a study of the existing facility can be made to determine whether additions and remodelling or a new building would be most satisfactory. Priority C.

6. A new City repair shop, though a desirable improvement, is not urgent and is not scheduled within the limits of the present program. Possibly in seven to ten years this facility can be justified. Priority C.

B. STREETS

1. Expenditures for street improvements should be made on an annual basis from current revenue. Street resurfacing of existing streets and widening and construction of elements of the major street plan could account for an annual expenditure of between \$25,000 and \$30,000 by the City at this time. Fortunately, many of the projects of the Major Street Plan involve State and/or County participation. Although the City and the surrounding urban area would benefit if all of the major street plan improvements could be effected now, it is beyond the means of the City and County out of current revenues.

Major street improvements projects are listed in Chapter I, page 14 and 15, of Volume II, in general order of priority. Some of these can qualify as secondary projects of the State Road Department. Others must be accomplished in stages by the City and County on an annual basis. It is suggested that the city utilize County Road and Bridge Funds, received annually from the County, for street improvements. In 1959 these funds amounted to \$20,171 and in 1960, \$21,381. In 1961 it is expected that over \$29,000 will be received by the City from these funds. As these funds increase over the years, in line with general population growth, a substantial amount of street improvements can be made. \$25,000 to \$30,000 per year will go a long way because the City performs its own street work. Priority A and B.

2. Street name signs should be provided in each years budget, for the continuing replacement and extension of signs, paid out of current revenues. 150 signs @ \$20.50 each would indicate an annual expenditure of \$3,075. Priority B.

3. Street lights should be added annually for extensions into newly annexed areas and into areas of the City without adequate street lighting. Street lights are installed by Florida Power and Light for an annual rental of \$18.00 each, including cost of electricity. Priority B.

4. Sidewalk extensions, should be financed through assessment of abutting properties. Priority C.

C. PARKING LOTS

Some \$200,000 could be effectively spent over the next 5 or 6 years for the acquisition and development of metered, off-street parking lots. These should be financed from meter income, which should be allocated for this purpose. Meter receipts can be increased by adding meters to part of the existing lot No. 1 and other un-metered curb spaces. Then, too, as new off-street metered lots are added meter income will increase. It would take several years for the annual parking meter receipts of approximately \$25,000 to \$30,000 to build up a fund sufficient to purchase and develop much parking. Therefore, it is recommended that these improvements be accomplished through the issuance of revenue certificates backed by parking meter income. Priority B.

D. PARKS AND RECREATION AREAS

1. To meet national standards for parks and recreation areas in relation to the present population, Sanford requires an additional 68 acres of land. The recommendations outlined in Chapter 4, of Volume II, total some 44-50 acres that should be acquired now, which would make a reasonable approximation of national standards for the existing corporate area. Total cost at present land prices - \$100,000.

Within the area recommended for annexation over the next ten years some 62-80 acres should be acquired as a minimum. Future subdivisions desiring annexation should be required to donate park sites to lighten the burden of the City. The remainder should be financed from current revenues. Priority A and B.

2. In addition to the above acquisitions, suggested mainly to provide the neighborhood park and recreation areas, some 60 acres of land in the northwestern

park of the city is recommended for acquisition in the development of a large City wide park. This acquisition should be adjacent to the existing city owned land fill area. The total area of about 100 acres would provide the City with enough area for a sewage treatment plant, a spacious zoo site for future development, and many other park and recreational facilities. Estimated cost - \$60,000 to \$100,000 for land acquisition. This land would serve for land fill projects and should be purchased piecemeal out of current revenues until the desired area has been acquired and filled. Priority A.

3. Improvements to the parks and recreation areas should be budgeted out of current revenues as funds become available. Because of the low C priority, the improvement of all of the recommended park projects will be delayed considerably. However, the undeveloped sites could be leveled and filled by city crews when time is available from other projects for minimum use as playgrounds. For major improvements, with recreation equipment for recreation areas and landscaping of parks, there will not be adequate funds available in the foreseeable future. Therefore, it is recommended that the Planning Board approach Civic Clubs to take as a project the equipping of various playgrounds and fund raising for the landscaping costs of parks. The Garden Club should be requested to take as projects the design and development of some of the parks.

4. Major recreation improvement items, such as a new swimming pool, yacht basin facilities, new zoo development, etc., will require bond issue financing if much is to be accomplished. Because of the low C Priority, these improvements must be delayed beyond the 6 year plan unless new tax funds can be obtained. Some of these projects could produce some income, such as berthing fees in the yacht basin, admission receipts to swimming pools, lease of concessions in the greatly enlarged zoo, but there will remain a sizeable net cost to be financed from other sources.

a. Because of the potential of Sanford as a waterfront recreation community, a yacht basin improvement of \$100,000 - \$150,000 is proposed. Priority C.

b. The City Zoo is a great and unique asset to the City of Sanford. It is recommended that a general redevelopment plan be prepared for a greatly enlarged zoological park, to be developed in stages as funds become available. About \$50,000 would be required at the initial stage. Priority C.

c. An additional swimming pool can be justified in the southwestern part of the City, probably in about ten years - Estimated cost \$100,000. Priority C.

5. Additional park acquisitions may be effected as "Urban Renewal" projects in two areas of the City.

E. URBAN RENEWAL

Sanford has some major problem housing areas that can best be handled through an "Urban Renewal" program assisted by Federal funds. Properties can be acquired and redeveloped, and the Federal Government will pay under present policy two-thirds of the net cost. Urban Renewal projects to solve Sanford's major problems must extend over the next twenty years. When enabling legislation is available to Sanford for Urban Renewal, Sanford should plan an expenditure of some \$200,000 to \$300,000 for its share of the first phase. Priority B, years 5 to 20.

III. FINANCING OF GENERAL IMPROVEMENTS

The City of Sanford has the following bonded indebtedness, which debts affect the prospects for additional capital improvements of the type grouped under Section II., General Improvements:

STATEMENT OF GENERAL BONDED DEBT
September 30, 1961

<u>Bonded Debt - General Obligation</u>	<u>Date of Maturity</u>	<u>9-30-60 Balance</u>
Refunding Bonds "A"	9-1-77	\$2,889,000.00
Refunding Bonds "C"	9-1-77	12,000.00
Refunding Bonds "D"	9-1-77	103,000.00
Refunding Bonds "E"	9-1-77	26,000.00
Paving Bonds	7-1-35	1,000.00
		<u>\$3,031,000.00</u>

Revenue Certificates

Public Improvements (backed by electric franchise income)	2-1-82	390,000.00
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These general obligation bonds date to a capital improvement program of the City of Sanford during the 1920's. Much of this debt came about as the result of default on special assessment bonds, which the Supreme Court of Florida ruled were a general obligation on the City of Sanford. Refunding bonds were issued, at an extremely low interest rate, but the schedule established will not retire the principal. In 1977 some \$2,200,000 to \$2,500,000 remaining principal on the Refunding Bonds "A", "C", "D", and "E" must be refinanced.

Recent general improvements, such as the branch fire station and civic center, were financed by the Public Improvement Revenue Certificates backed by income from the electric franchise.

FINANCING FROM CURRENT INCOME

At the present time some \$20,000 - \$25,000 of capital improvements are provided annually in street resurfacing and improvements, paid from current revenue, and this expenditure should be increased each year according to receipts from the County Road and Bridge Fund.

Some \$3,000 for street name signs, \$1,000 for improvements to parks and playgrounds are recommended on an annual basis with gradual increases from current revenues over the next six years.

\$25,000 to \$30,000 is recommended for allocation each year to the acquisition and development of off-street parking lots in the downtown area. This expenditure should balance parking meter income. If preferred, some \$200,000 in revenue certificates could be issued for immediate acquisition and improvement of parking lots, payable from meter receipts. Meter income should be replaced in the general fund, and an examination of the 1960 Audit of City funds indicates some \$29,000 annual surplus is available for this purpose.

BOND ISSUE FINANCING

In addition to the foregoing items, recommended from current revenues, some \$2,010,000 in capital improvements were included in the list of Section II; these must be financed through bond issues or greatly delayed.

As already shown, Sanford has a substantial general obligation bonded debt, for which a six mill ad valorem tax is levied. It is not, therefore, practical at this time to add to this general obligation debt.

The main opportunity for major capital improvements lies in the possibilities available for issuing revenue certificates backed by specific sources of income to the City, such as the electric utility franchise, the cigarette tax, the utility service tax, and parking meter receipts.

The Public Improvement Revenue Certificates, of which \$400,000 were issued in 1957 payable from income from the electric franchise, could be refunded in 1963 or thereabouts. The remaining principle will amount to about \$350,000. At that time some \$1,000,000 in Public Improvement Revenue Certificates backed by the cigarette tax and utility tax could be issued for the same amount, and no refinancing of the existing issue would be necessary. These would be sold in

increments, according to the need.

At such time as Sanford enters into an urban renewal program, tentatively suggested for about 5 years hence, means must be found to finance Sanford's share. One-third of any loss on land acquisition and reclamation must be paid by the City; the remaining two-thirds will be paid by the Federal Government, under present policy. On some projects there may be no loss, but on others, particularly when the land is converted to a public use, a net cost must be anticipated. Several means of financing can be explored at that time; revenue certificates from cigarette tax or utility tax, perhaps even general obligation bonds years hence when the burden of the present debt has been greatly reduced.

CAPITAL IMPROVEMENTS SCHEDULING

Following is a tentative schedule recommended for those capital improvements that might fit into a six year program. The years are indicated 1 through 6 for the period when such a program is started, rather than for any specific year. The preceding discussion under Section II indicates other needs in general terms that extend beyond the 6 year program. This list includes total costs for some items which begin but are not concluded within the 6 year program.

GENERAL CAPITAL IMPROVEMENTS
TENTATIVE 6 YEAR SCHEDULE

	Total	1	2	3	4	5	6
Library	150,000			150,000*			
Central Fire Station	45,000	45,000*					
Branch Fire Station							
Land Acquisition	10,000				10,000*		
Building & Equipment	40,000					40,000*	
City Hall & Municipal Buildings	30,000			30,000*			
Street Construction	174,000	27,000 ^x	28,000 ^x	29,000 ^x	30,000 ^x	30,000 ^x	30,000 ^x
Street Name Signs	18,000	3,000 ^x	3,000 ^x	3,000 ^x	3,000 ^x	3,000 ^x	3,000 ^x
Parking Lots	200,000	25,000 ^x	26,000 ^x	27,000 ^x	27,000 ^x	27,000 ^x	30,000 ^x
Parks & Recreation Land Acquisition	200,000	50,000*	50,000*				100,000*
Large Park and Land Fill Area	60,000		60,000*				
Small Park & Playground Development	16,000	1,000 ^x	1,000 ^x	2,000 ^x	2,000 ^x	5,000 ^x	5,000 ^x
Major Recreation Development							
a. Yacht Basin	150,000				25,000*	25,000*	
b. Zoo	100,000				25,000*	25,000*	15,000*
c. Swimming pool	100,000						
Urban Renewal	250,000					250,000**	
T O T A L	1,543,000						
Financing Methods							
* Revenue Certificates	650,000	95,000	110,000	180,000	60,000	90,000	115,000
**Not determined at this time	250,000					250,000	
x Current Revenue	408,000	56,000	58,000	61,000	62,000	65,000	68,000

CHAPTER 7AESTHETIC VALUES IN THE COMMUNITY

"Man does not live by bread alone"

A city is more than a place to work, to shop, or merely exist. It is the collective home of the people, and as such the City should provide for the spiritual as well as the material needs, for the aesthetic values as well as the functional.

Many cities are endowed with natural assets, but only a few distinguish themselves by preserving and displaying these gifts through civic art for all to enjoy. All cities, even those of unpretentious sites and small size, have the opportunity to enhance their appearance.

By providing attractive entrances to the City, wide tree-lined boulevards free of garish signs and billboards, a Florida city today could attain real distinctiveness, because it would be such a striking contrast to practically all others with polluted entranceways. Other means of achieving civic beauty is the development of beautifully landscaped, small and large parks as focal points of interest. Lake front drives and parkways and pleasing displays of buildings of architectural significance are means whereby a city can provide itself a front yard of community pride.

Unfortunately too few cities are able in the face of selfish interests to preserve many of their natural assets or to control the excesses of commercialism that blight the major thoroughfares and residential areas of a city. All too often the rights of free enterprise are construed as license, and the rights of the public interest are subordinated in the face of public apathy. In those few cities where the people have been aroused, means have been found through cooperation as well as regulation to accomplish a City of beauty.

CIVIC BEAUTY IN SANFORD

Long ago Sanford distinguished herself for the development of the lakefront drive, and the civic center grouping of public buildings provides another attractive feature that will expand over the years. Recently, at little expense, the City has instituted some very effective plantings in the traffic islands at the intersecting areas along French Avenue. These small planted areas, if well maintained, will produce striking results, and more embellishments of this type are recommended.

It is suggested that the original plans for adding a landscaped area along French Avenue on the Farmer's Market Property be followed; the present mass of asphalt is unattractive and could be improved with a few landscaping islands.

Sanford has several small parks in the older section that could be greatly improved. Two in particular, located at French Avenue and Ninth Street and French Avenue and Fifth Street, are well located for adding beauty along a major tourist thoroughfare. At present these two dedicated parks have few landscaping improvements. They should be kept free of buildings and preserved as open spaces.

Recently Sanford has been fortunate in obtaining new public, semi-public, and commercial buildings of architectural significance - the Civic Center (community building), the new County Jail, the Federal Savings Bank, the new Florida National Bank at Sanford, and several attractive churches. Significantly, all of these new buildings have setbacks to provide attractive planting areas.

SIGNS AND BILLBOARDS

Cities, counties, and states can control billboard and sign blight if they choose. The proposed Sanford Zoning Ordinance introduces a few measures of control and limitation, based upon the various use districts. For residential areas most signs and all billboards are eliminated altogether, and the size and height of signs are controlled in the commercial districts.

Sanford should enforce its ordinance prohibiting the erection of signs on public property, including street right-of-ways and parkways. Those already standing should be taxed on the basis of each square foot that projects into the public right-of-way, and notice of eviction should be served immediately for all signs to vacate public property at the end of one year.

While helpful, the foregoing measures are not enough. As a City that should encourage tourism and retirement Sanford could interject more beauty into its highway entrances. Through the cooperative efforts of businesses, civic clubs, the garden clubs, and property owners the billboard blight on U. S. Highway 17-92 could be eliminated. Further, it could be prevented from developing along First Street and other connecting arteries with the Interstate Highway interchange. The problem goes beyond the City limits; it is area-wide in scope. It is suggested that the Chamber of Commerce sponsor a drive to acquire advertising rights over a period of years along these entrance ways. The Planning Board should seek the participation of all business and civic clubs; possibly many of the advertising rights would be donated.



COMPREHENSIVE DEVELOPMENT PLAN

A BROAD, LONG RANGE PATTERN EXTENDING OVER A PERIOD OF TIME ANTICIPATING THE NEEDS OF THE ENSUING TEN TO TWENTY FIVE YEARS.

