

**City of DeLand**

**Update for the  
Downtown DeLand Redevelopment Plan**

Prepared for:  
City of DeLand Community Redevelopment Agency



**Herbert • Halback, Inc. (HHI)**  
&  
**Real Estate Research Consultants, Inc. (RERC)**



Data provided by the City of DeLand

June 2005  
Adopted June 6, 2005

- 1.0 INTRODUCTION ..... 2**
  - 1.1 DeLand and Redevelopment Planning .....2
  - 1.2 Brief History of DeLand.....2
  - 1.3 Summary of Accomplishments .....3
  - 1.4 Planning Process.....6
- 2.0 EXISTING CONDITIONS ..... 8**
  - 2.1 Land Use .....8
  - 2.2 Zoning.....10
  - 2.3 Downtown Historic District .....11
  - 2.4 Transportation.....12
  - 2.5 Infrastructure.....12
  - 2.6 Parking.....13
- 3.0 REDEVELOPMENT PLAN OBJECTIVES ..... 14**
  - 3.1 Redevelopment Constraints and Opportunities .....14
  - 3.2 Downtown Redevelopment Objectives .....15
  - 3.3 Downtown DeLand Conceptual Master Plan .....20
  - 3.4 Proposed Land Development Guidelines .....23
- 4.0 IMPLEMENTATION STRATEGY..... 27**
  - 4.1 Role of CRA in Implementing “Cornerstone Projects” .....27
  - 4.2 Redevelopment Programs .....28
  - 4.3 Tax Increment Financing .....29
  - 4.4 Other Funding Sources.....31
  - 4.5 Capital Improvement Plan and Preliminary Costs.....33
- 5.0 NEIGHBORHOOD IMPACT ASSESMENT..... 34**
- 6.0 ADMINISTRATION ..... 35**
  - 6.1 Redevelopment Powers.....35
  - 6.2 Relocation Procedures.....35
  - 6.3 Duration of the Plan .....35
  - 6.4 Plan Modification .....36
  - 6.5 Severability .....36
  - 6.6 Safeguards, Controls, Restrictions or Covenants .....36

## 1.0 INTRODUCTION



In 2004, the City of DeLand retained the planning team of Herbert-Halback, Inc. (HHI) and Real Estate Research Consultants (RERC) to prepare an update to the Downtown DeLand Redevelopment Plan. This document represents the culmination of planning efforts involving City officials, stakeholders and concerned citizens. The purpose of this Plan Update is twofold; it provides both a vision for the future of downtown DeLand, as well as, a practical and flexible framework to guide redevelopment activities for the City. This plan update acknowledges previous redevelopment efforts and achievements and seeks to improve upon these assets. Specific goals for the Plan Update include: an inventory of current conditions, the identification of issues and opportunities, and the development of a redevelopment program, including a capital improvement and implementation plan. The vision for this Plan Update is as follows:

*Downtown DeLand is a vibrant community where business, government and commerce come together to create a livable community where people can live, work, and play.*

### 1.1 DeLand and Redevelopment Planning

The City of DeLand is a small to medium sized city of nearly 24,000 people located forty miles northeast of the Orlando metropolitan area, along the I-4 corridor. DeLand is historic by Florida standards; established in 1882 the City boasts an established downtown core and a neighboring university. The City has a lengthy history with downtown redevelopment having been a pioneer in revitalization efforts. In the state of Florida, DeLand was one of the first five cities to utilize the "Main Street" approach to revitalization, a grassroots community driven program promoting economic development within the context of historic preservation. In February 1984, the DeLand City Commission established a Community Redevelopment District in downtown DeLand along with a Tax Increment District (TID) to provide funding support for revitalization. A Downtown Redevelopment Plan was created in 1985 to guide the City's redevelopment activities and projects in the historic downtown. Since the 1985 redevelopment plan, two updates have been undertaken, one in 1991 (not adopted) and another in 1994.

This Plan Update recognizes that redevelopment in DeLand is transitioning from stimulating initial redevelopment efforts to creating a better balance of land uses and, ultimately, a more sustainable community. Previous redevelopment plans focused on aesthetic improvements such as streetscape and façade improvements. Activities and programs also focused on the identification and protection of the City's historic, yet underutilized, building stock. DeLand's challenge now is to create a redevelopment plan that focuses on systemic change that will transform the character of downtown, making it more attractive to residents and diversify its retail, business, and cultural environment.

### 1.2 Brief History of DeLand

The area, which was to become the City of DeLand, was originally founded by Henry A. DeLand, a wealthy businessman from New York. DeLand first arrived in the area in 1876. He found the natural surroundings so impressive he decided to invest heavily in the formation of a new community. He offered financial incentives for new settlers to the area and donated many of his own



Pioneer Park

financial and land resources. Along with the official incorporation of the City, Stetson University was founded in 1882 with the financial help of the University's namesake, John B. Stetson.

The City of DeLand grew to prominence in the late nineteenth and early twentieth century. In 1880, DeLand was linked by rail to the Jacksonville, Tampa, and Key West rail lines and in 1888 the Volusia county seat was moved from Enterprise to DeLand. The growth of DeLand, however, was soon eclipsed by the fast growing City of Orlando to the south. Throughout the twentieth century the prominence of DeLand in central Florida was overshadowed by Orlando. As a result of development pressures to the south, DeLand grew at a leisurely pace into a community based around a historic downtown and Stetson University.

### **1.3 Summary of Accomplishments**

This Plan Update revises and effectively replaces the Redevelopment Plan for downtown DeLand adopted in 1994. Since the Redevelopment Plan primarily represents a tool to guide decision making with respect to redevelopment efforts, a summary of past accomplishments is useful in assessing the progress made since the previous Plan was adopted as well as the identification of problem areas and uncompleted projects.

The Redevelopment Plan, created in 1994, listed twelve proposed capital improvement projects with itemized cost schedules. The following summary of those projects identifies the current status and progress made since 1994.

The 1994 Redevelopment Plan called for streetscape improvements within the tax increment district. These improvements included such upgrades as street parking, uniform landscape materials, uniform street furniture and pedestrian amenities. Many of these improvements have been made along Woodland Boulevard and Indiana Avenue since 1994. There are, however, large gaps still in the downtown pedestrian network along prominent roads in the Downtown Redevelopment District. Stakeholder meetings identified pedestrian streetscape improvements along New York Avenue to be a top priority in creating a more cohesive pedestrian environment. Other roadways that were suggested for streetscape improvements include Florida Avenue, Rich Avenue, Georgia Avenue, and Alabama Avenue.

The second capital project listed by the 1994 Redevelopment Plan was the creation of a downtown central plaza. This project has not yet been realized. Discussion concerning this project is now focused on the placement and the location of the plaza. Many feel that an adequate central plaza project can be integrated into the construction of the new city hall government complex.

The 1994 Redevelopment Plan identified projects aimed at improving the parking situation in downtown as an important element in revitalization efforts. Public opinion gathered in recent workshops and stakeholder interviews confirmed the sentiment that problems associated with parking continue to be an issue facing downtown. The 1994 Redevelopment Plan suggested a number of short term and long term remedies to the parking problem. The plan recommended reconfiguration and beautification of existing lots, a uniform signage program, increasing the overall number of spaces and surface parking lots, a parking garage and a resolution to problems associated with parking availability created by the County Administration Center. Many of these recommendations have not come to fruition. Parking and the problems associated with parking (perceived and real) continue to be a problem to be addressed in revitalizing downtown.



Indiana Avenue

Public mini-parks were the fourth item to be listed in the plan. Small public parks were envisioned as a method to beautify and capitalize on many of the vacant areas within the Downtown Redevelopment District. Pioneer and Bicentennial Parks attest to the success of these parks in the overall enhancement of downtown DeLand.



Painters Pond

The 1994 Redevelopment Plan cited improvements to Painter's Pond as the fifth capital improvement project. The plan suggested that the area could serve as a park in addition to a stormwater retention pond. A jogging and exercise course, picnic facilities and an outdoor gathering place (e.g. amphitheater) were proposed improvements. Although many enhancements have been completed at Painter's Pond including a walking path, benches, trash receptacles, pedestrian lighting and a decorative mural, current stakeholders still identified Painter's Pond for further redevelopment. Many felt the pond and surrounding park to still be underutilized.

The sixth capital improvement project identified by the 1994 Redevelopment Plan was the Fish Building Project. The landmark Fish Building on the northwest corner of New York Avenue and Woodland Boulevard was donated to the City by the Bert Fish Foundation. The City was awarded a State Historic Preservation matching grant to aid in the renovation and has since completed a successful restoration of the historic structure. The building has been adapted to house ground floor retail and a second story restaurant. The City has been successful in leasing many of the tenant spaces available in the building.



Fish Building

The Athens Theater was listed as the seventh capital improvement project. The 1994 Redevelopment Plan reported that the Athens Theater was in a state of deterioration and previous attempts to acquire the building failed from a lack of funding. The non-profit Main Street DeLand Association was able to acquire the Athens Theater in February 1998 for the purpose of restoring and operating the theater. The Main Street DeLand organization has since sold the theater to the Sands Theater Center, a locally based performing arts organization. The exterior has been meticulously refurbished and returned to its original 1921 appearance. Work has been underway with monies from several Volusia County ECHO (Environmental, Cultural, Historical and Outdoors) grants. The Athens Theater will be the main stage for the Sands Center and a 1920s style multi-purpose venue for films, musical events and community programs.

The 1994 Redevelopment Plan identified projects administered by the Main Street DeLand Association (i.e. the Façade Grants Program) as the eighth capital improvement project. The Main Street DeLand Association is a non-profit advocacy dedicated to the revitalization of DeLand. The ongoing Façade Grants Program continues to be administered by the Main Street DeLand Association and provides a matching grant of up to \$2,500 to downtown property owners and merchants for rehabilitation of building façades. Additional funding for programs administered by Main Street DeLand is provided by local and state governments, businesses, memberships and the voluntary contributions of individuals. The Main Street DeLand Association has been a successful and powerful influence in downtown redevelopment. This non-profit organization was awarded the Great American Main Street Award in 1997 by the National Trust for Historic Preservation; a national recognition of achievement in revitalizing downtown DeLand. The Main Street DeLand Association has helped to raise ground-floor retail and office spaces to a near fully occupied status, spur private downtown investment, as well as coordinate the restoration of historic buildings and façades.

A new City Hall Government Complex was listed by the 1994 Redevelopment Plan to be the ninth capital improvement project. The Redevelopment Plan reported that as a result of revised federal regulations, the existing DeLand City Hall Complex was out of compliance with the Americans with Disabilities Act (ADA) mandating all government structures be handicap accessible. Since the 1994 Plan, the City of DeLand has decided to construct a new city hall housing all Departments currently housed in both the existing City Hall and the City Hall Annex as well as make additions to the existing firehouse. The new city hall complex is currently in the final stages of planning with construction scheduled to begin in 2005.

The tenth capital improvement project in the 1994 Redevelopment Plan identified the need to revitalize underutilized historic structures in DeLand. Currently, the Main Street DeLand Association in collaboration with the City's Community Development Department manages a program to provide funds for redevelopment. Eight buildings were given primary consideration due to their respective locations and prominence within downtown. Of the eight, five have been, or are in, the process of being successfully restored: (the Fish Building, the Athens Theater, the Landmark Hotel, Martin's Furniture, Clark's Furniture). Two buildings (the Poppa Jay's building and the YMCA) have been demolished with the aid of CRA funding. New construction has taken place and tenants have been found for these parcels. The Putnam Hotel is the only property from this list that remains underutilized. The program has thus largely been successful in meeting its goals. Other important structures, however, remain vacant and underutilized in downtown DeLand and further efforts to revitalize historic structures should continue.

The 1994 Redevelopment Plan called for enhanced pedestrian amenities in key locations in the Downtown Redevelopment District as the eleventh capital improvement project. Recommended enhancements included benches, planter boxes, specialty lights, street trees and bicycle racks. Many of these improvements have taken place along Woodland Boulevard and Indiana Avenue. Flower planters have been installed as well as benches, street trees, and trash cans. Tables with chairs have been installed at Pioneer Park and restaurants along Indiana Avenue provide outdoor seating for customers. According to current stakeholders and public responses many important areas in DeLand, however, could still benefit from similar improvements. For example, pedestrian lighting could be added throughout the Downtown Redevelopment District including Woodland Boulevard and streetscape improvements should be targeted for New York Avenue, Rich Avenue, Florida Avenue, and Alabama Avenue.

The final capital improvement project listed in the 1994 Redevelopment Plan included the removal of parking meter poles in downtown DeLand. The Main Street DeLand Association succeeded in persuading the City to remove the parking meters, seen as an obstacle to flourishing retail.



Putnam Hotel



Street Planters along Woodland Boulevard

## 1.4 Planning Process



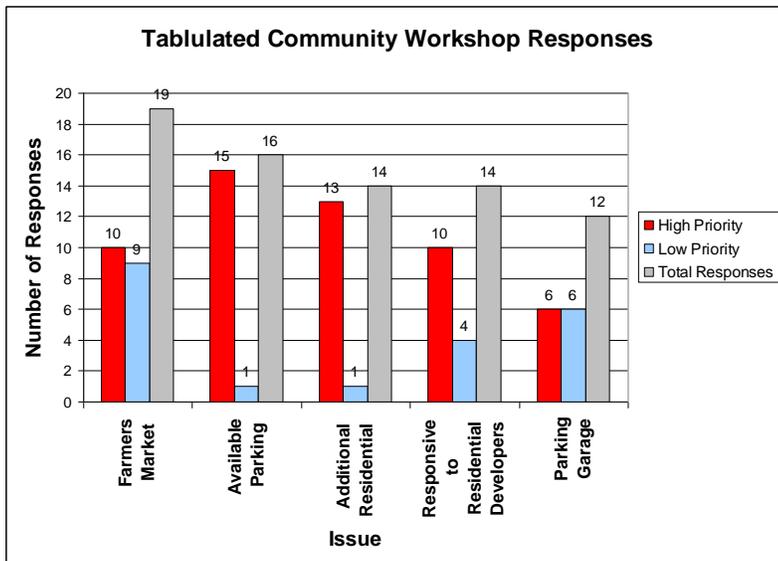
Community Workshop

Work on the 2005 Downtown Redevelopment Plan update began when the City of DeLand contracted the planning team of HHI and RERC. The City of DeLand provided a basic framework for the Plan Update which included a number of key elements: an analysis of current conditions, a revision of the previous plan's goals and objectives, the identification of opportunities and constraints, the identification and ranking of projects, cost projections and an analysis of funding sources. The planning process was based on activities to address each of these elements.

The first step in the preparation of the Plan Update was to collect and analyze current and past data relating to the physical, economic and social environment of downtown DeLand. Data collection and analysis included such activities as an assessment of the 1994 Redevelopment Plan, an evaluation of the downtown area and interviews with stakeholders. To generate enthusiasm and momentum for the Redevelopment Plan Update an administrative kick-off and public workshop were conducted by City staff and the planning team.

The community workshop was held concurrently with the Downtown DeLand Merchants Association meeting on November 15, 2004. Forty-three people registered and took part in a community visioning prioritization exercise. Participants were asked to identify those issues and opportunities they believed to be most important to the improvement of downtown DeLand with the aid of an Existing Conditions Map (see figure 1). The Existing Conditions Map illustrated the overall urban dynamics of the Downtown Redevelopment District including the general land use pattern. The map highlighted important landmarks, activity centers, civic and cultural spaces, the location of surface parking, and vacant and underutilized space. Using the map as a springboard to spur ideas for future improvements, participants were asked to identify and categorize issues and opportunities according to a high or low priority. Participant responses were then gathered and tabulated according to the highest number of responses (Table 1). Participants strongly supported increasing the amount of available parking, increasing residential density, being responsive to residential

Table 1: Summary of Top 5 Workshop Responses



Source: Community Workshop 1/15/05

developers, the need for a parking garage and a farmers market. Several topics received fewer overall responses and can be characterized by a wide array of issues addressing general and specific concerns such as pedestrian lighting, increasing the variety of businesses, adaptive reuse and public restrooms. These responses reflect a high level of interest in making downtown DeLand a more diverse community with increased housing, pedestrian friendly streets and a lively shopping and entertainment district.

The community workshop was considered a success. According to City staff, attendance was excellent, far above the usual turnout. The workshop provided a valuable opportunity for the expression of public opinion and accomplished the primary goal of identifying issues and opportunities to be addressed in this Plan Update.

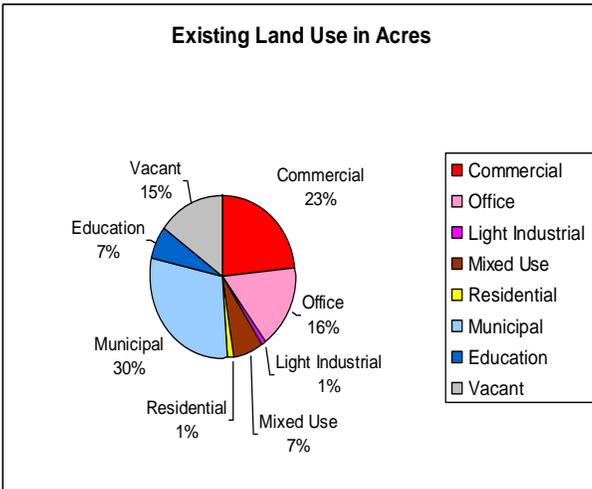
The second step in the planning process was to prepare the actual Redevelopment Plan Update. This

step included the creation of an issues and opportunities matrix, the identification of redevelopment projects and conceptual plans and an update to Tax Increment Financing (TIF) revenue forecasts. The final step in the planning process includes the submission of the Plan Update for review and approval by the Community Redevelopment Agency (CRA) and the City Commission.

Figure 1: Existing Conditions Map



Table 2: Proportion of Existing Land Use



Source: City of DeLand and Volusia County

## 2.0 EXISTING CONDITIONS

Since the creation of the Downtown Redevelopment District in 1984 downtown DeLand has seen many improvements. More can be done to improve the overall livability, attractiveness and vibrancy of the downtown district. The following inventory examines the existing physical conditions of downtown, as well as, the regulatory guidelines that shape downtown DeLand. This inventory is helpful in adequately assessing the redevelopment progress to date and identifying further needs. An analysis of current conditions is an important step in determining issues and opportunities, as well as, redevelopment scenarios described later in this Plan Update.

### 2.1 Land Use

The following land use analysis is based on a combination of data provided by the City of DeLand, Volusia County department of Geographic Information Services as well as the Volusia County Property Appraiser. Eight land uses were categorized and mapped (see figure 2 on page 10). The size of each of the land use categories was then calculated. The analysis yielded an approximate picture of the current land uses within the Downtown Redevelopment District. Surface parking lots consume a tremendous amount of land within the Downtown Redevelopment District, however, parking as a separate land use designation, was not calculated separately since it is generally part of commercial or government properties. Surface parking lots amount to roughly 20% of the land area in the Downtown District. Eleven percent is private and nine percent is public. While there is a perception that parking is a problem in downtown, it is more than likely due to the reliance upon surface parking lots and the location of those parking lots with respect to commercial and government uses.

Table 3: Existing Land Use Acreage		
Existing Land Use	Acres	%
Commercial	21.75	23%
Office	15.19	16%
Light Industrial	0.75	1%
Mixed Use	6.19	7%
Residential	1.38	1%
Government	27.64	30%
Education	6.14	7%
Vacant	13.56	15%
<b>Total</b>	<b>92.6</b>	<b>100%</b>

Source: City of DeLand & Volusia County

The existing land use pattern is overwhelmingly based around four land use categories: government, commercial, office, and mixed use. Together these land uses total more than 75% of the Downtown Redevelopment District and define the character of downtown DeLand.

Government land uses are interspersed throughout the district and constitute 30% of land uses. Heavy concentrations of government uses are located

along West Rich Avenue and West Indiana Avenue. The Volusia County Administration Building, the old county courthouse, the old county jail, and the city hall annex make up a cohesive block of publicly owned buildings and parcels stretching from New York Avenue to Church Avenue. Other substantial publicly owned buildings and property include the DeLand library and Painter's Pond.

Commercial land uses, the second largest category follow a more defined pattern, largely located along Woodland Avenue. These establishments are generally comprised of ground floor specialty retail (e.g. novelty gift shops, antique stores and hardware stores). Many downtown restaurants and taverns are similarly located along Woodland Boulevard. An issue worth noting is that while many of the commercial buildings along Woodland Boulevard are occupied on the ground floor, many of the upper floors of these buildings are vacant and underutilized.

Land uses devoted to office spaces comprise 16% of the total land uses within the Downtown Redevelopment District. According to the existing land use map, office space is widely interspersed throughout the Downtown Redevelopment District.

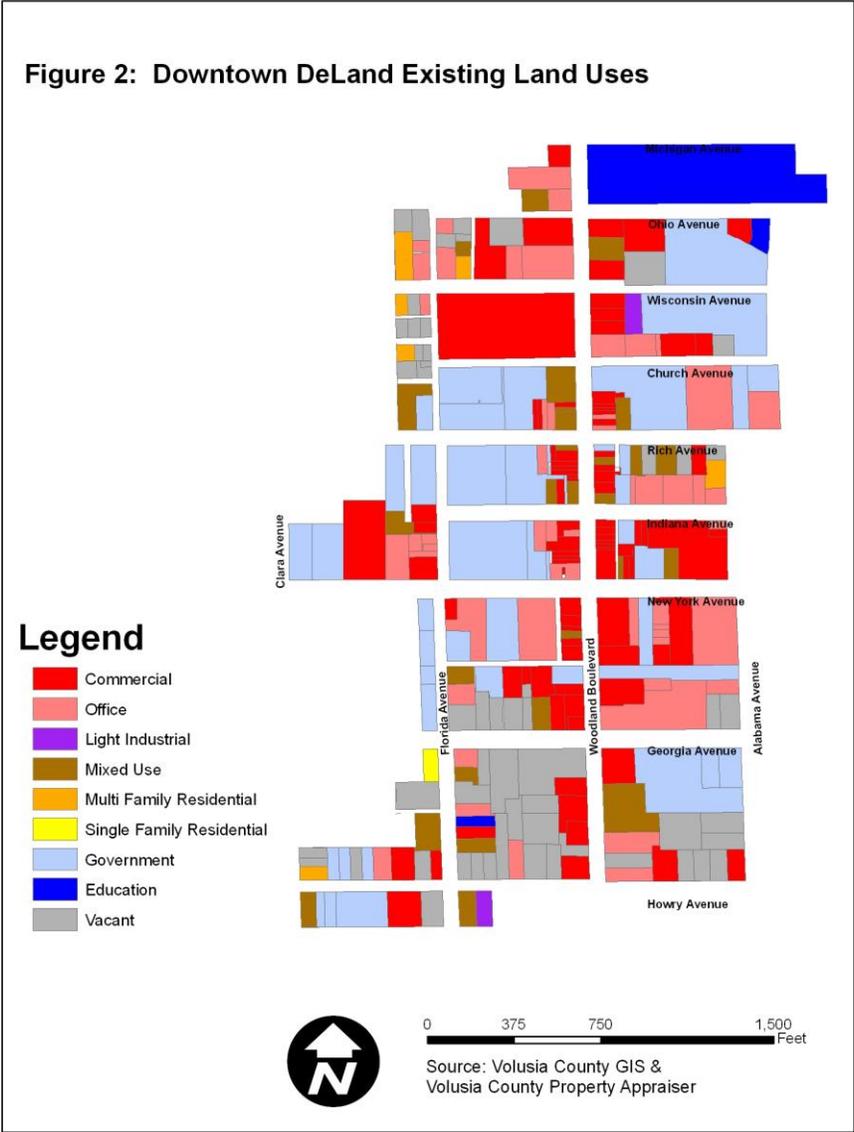
The mixed use land designation denoting a combination of housing, commercial and office space is generally found along the main thoroughfares including Woodland Boulevard, Florida Avenue and Rich Avenue. Many of these mixed land uses are located in historic buildings incorporating ground floor commercial spaces with office or residential spaces located in the upper floors.

Educational land uses comprise 7% of the land in the downtown district. Stetson University located on a large parcel in the north eastern area of the Downtown Redevelopment District constitutes a large majority of this area.

Residential land uses excluding units found in mixed use, comprise only 1% of the overall of land use.

Fifteen percent of the parcels in the Downtown Redevelopment District are vacant. Many of these parcels are located towards the periphery of the Downtown Redevelopment District, away from the Woodland Avenue commercial corridor. For example, a large tract of continuous vacant space can be found south of Georgia Avenue and to the west of Woodland Boulevard. Another concentration of vacant lots is located along north Florida Avenue. Smaller vacant lots can be found

**Figure 2: Downtown DeLand Existing Land Uses**



Source: Volusia County GIS &  
 Volusia County Property Appraiser

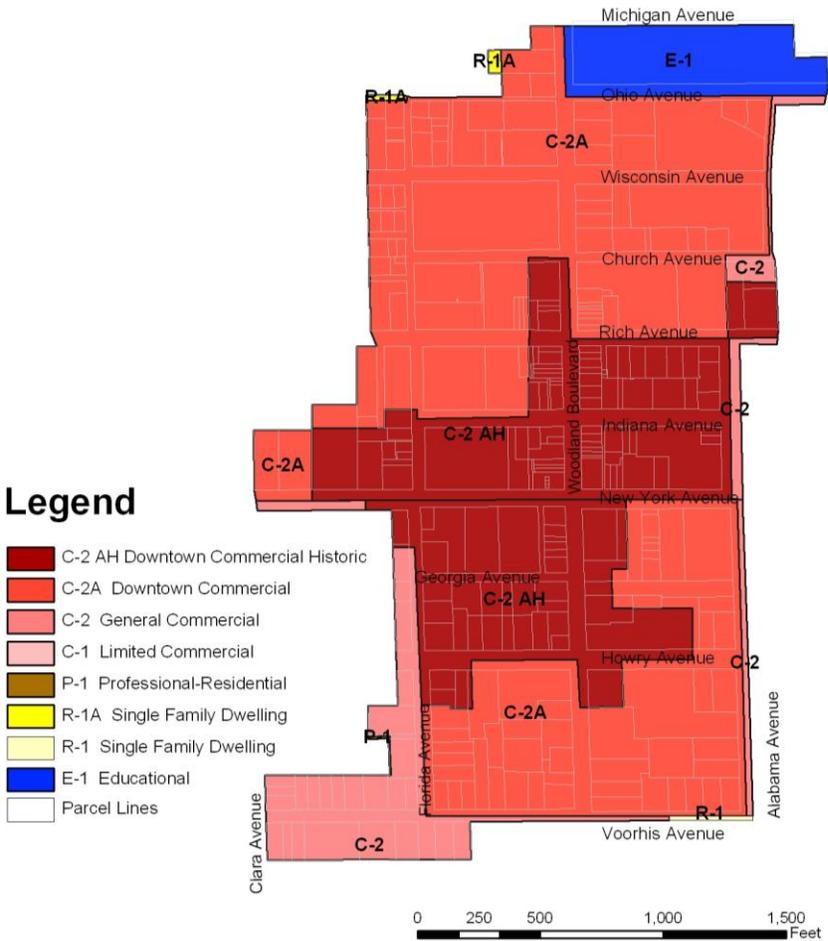
interspersed throughout the Downtown Redevelopment District.

Currently, the land use pattern is unbalanced in downtown DeLand. Government, commercial and office uses, combined, account for nearly 70% of the total. Residential and mixed land uses account for a much smaller proportion of land uses creating a Downtown Redevelopment District centered on business related activities. The absence of a large proportion of mixed uses and residential units limits the amount of evening activity. This large imbalance noted in both of the earlier Redevelopment Plans continues to foster a single use downtown with little nighttime activity, contrary to the desires of community leaders. A better mix of residential would improve the overall business climate within the District as well as decrease the dependency on customers that are only present Monday through Friday during daylight hours.

**2.2 Zoning**

Zoning regulations reveal the development pattern the City of DeLand would like to see in the Downtown Redevelopment District (see Figure 3 below). The downtown district is almost exclusively zoned for commercial and residential land uses. The zoning categories, however, differ with respect to the desired density and intensity of commercial and residential.

Figure 3: DeLand Zoning Map



The commercial and historic core of the Downtown Redevelopment District centered on the intersection of Woodland Boulevard and New York Avenue is zoned as C-2AH. This zoning designation is designed to promote historic preservation while fostering the economic development of the Downtown DeLand Historic District. The Historic District is designed to create incentives for infill development and redevelopment of existing commercial lease space while maintaining the historic character of Downtown DeLand.

To the north and south of the historic core are large segments of the Redevelopment District zoned as C-2A, which similar to the preceding C-2AH description encourages a mixture of land uses including infill development and redevelopment. Small portions of the Downtown Redevelopment District to the southwest and northwest are zoned as C-2 or a general commercial district and small areas located in the north are also zoned for education and single family residential land uses.

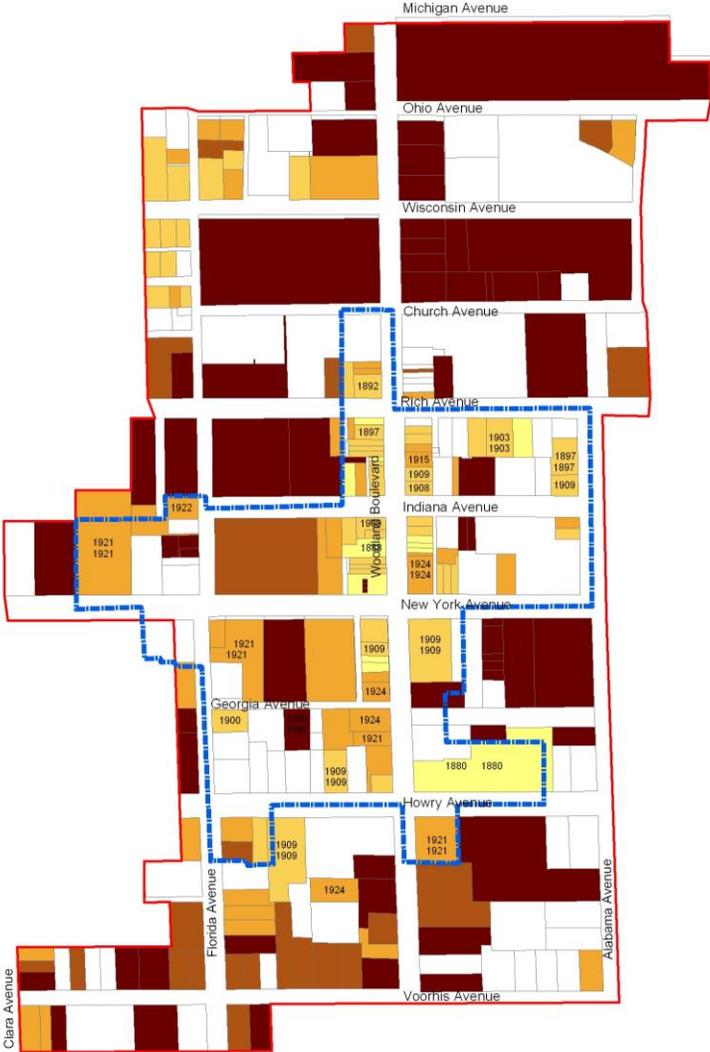
Source: City of DeLand GIS



### 2.3 Downtown Historic District

The City of DeLand is centered around a downtown core composed primarily of buildings dating from the late nineteenth century and early twentieth century (see figure 4 below). The City of DeLand established the Downtown DeLand Historic District to protect and preserve many of these buildings. In 1987 the district was listed on the National Register of Historic Places. The district is roughly bounded by Church Avenue to the north, Howry Avenue to the south, Florida Avenue to the west and falls half a block short of Alabama Avenue to the east. It encompasses approximately 300 acres and contains 68 contributing structures.

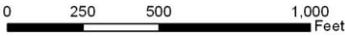
Figure 4: Historic District and Property Map



**Legend**

- Year Built**
- 1880 - 1890
  - 1891 - 1910
  - 1911 - 1925
  - 1926 - 1950
  - 1951 - 2001

- Historic District
- Downtown Redevelopment District



Source: City of DeLand GIS,  
 Volusia County Property Appraiser



## 2.4 Transportation

The downtown redevelopment district is centered on the two major arterials in the City of DeLand, US Highway 17/92 and SR 44. US 17/92 provides access to downtown from the north and south while SR 44 provides access to the east and west. Major collectors in the Downtown Redevelopment District include Clara, Rich, Howry, Voorhis, Florida, Alabama and Amelia Avenues.

In 1992, the City submitted a request for a Special Transportation Area (STA) for the DeLand Central Business District (CBD). The STA affects US 17/92 and SR 44 and establishes a Level of Service (LOS) standard to encourage development within the CBD. Although the STA district is larger than the Downtown Redevelopment District, the traffic circulation analysis performed for the STA provides a good indication of the roadway characteristics and LOS for the Redevelopment District.

US 17/92 is a two lane undivided principal arterial roadway. The section in the Downtown Redevelopment District contains six signalized intersections. Traffic circulation at the intersection of US Highway 17/92 and SR 44 during peak hours is heavily congested and problematic. Left and right turns from both directions are not permitted in order to improve the overall traffic flow. The result of this traffic management policy has been to improve conditions for through traffic, but there has also been a decrease in motorist maneuverability and increased confusion.

The City of DeLand deems the STA designation important to the development potential of downtown. An automobile bypass, which relieves heavy through traffic from the Woodland Avenue retail spine has been identified as one method of improving traffic within the Downtown Redevelopment District.

## 2.5 Infrastructure

The topic of infrastructure encompasses a broad range of services and utilities provided by the public sector from stormwater management to street maintenance and repair. According to the City's Comprehensive Plan, the City has established a routine maintenance schedule for the basic upkeep of infrastructure for the Downtown Redevelopment District. Although, the City of DeLand has maintained an overall adequate level of service provision for Downtown DeLand, the unique dynamics of Downtown necessitate further consideration.

Stormwater management has been cited as a problem along Florida Avenue, particularly where it intersects with Rich Avenue. Minor improvements have been made recently to alleviate some of the problems. As existing sites are redeveloped in this area, the problems will be less severe since the new construction will be built at higher elevations. Additional infrastructure upgrades can relieve current deficiencies and accommodate future redevelopment efforts to increase building densities and impervious ground cover. These improvements can be funded through the Stormwater Utility Fund rather than the CRA.

Along many streets in the Downtown Redevelopment District overhead utilities still litter the streetscape. Overhead utilities, including power lines, are simply aesthetically unpleasing; in many instances they clutter views with an unsightly and often untidy mess of wiring. Besides being unattractive, they may pose a potential safety hazard in the event of a storm or other disturbance causing downed power lines as well as causing a disturbance to street trees. Overhead utilities have already been buried along much of Woodland Boulevard in the Downtown Redevelopment District, with beneficial results.



Stormwater Drain

Burying overhead utilities should be a primary consideration in an attempt to improve the overall visual image of downtown, as well as addressing safety concerns.

## 2.6 Parking

A parking study undertaken in 2001 by the City of DeLand staff and a Stetson University intern analyzed the public and privately owned parking system in the Downtown DeLand Redevelopment District. An inventory of available existing parking spaces was completed and the number of parking spaces needed was determined by the total square footage of public and private workspace. The study concluded that more than 2,000 parking spaces would be needed to meet the requirements of the City's Land Development Regulations. Three specific properties were cited as major contributors to the parking problem, they include: Southtrust Bank, Volusia County Government Complex and Main Street Center.

Several solutions to the parking situation were suggested in the final report. Primarily, the study recognized the need for multistory parking facilities to help increase the amount parking in the most efficient way possible. Three specific approaches addressing the parking issue were presented in the final report. One suggestion was to continue a policy to waive parking fees in the Historic District. A second suggestion was the establishment of an enterprise fund, which would require land uses generating the need for more parking to pay into an enterprise fund. Funds generated would then be used to purchase extra parking capacity. The third and final suggestion was the establishment of impact fees for each property with a parking deficit. Collected impact fees would then be used to increase parking availability.

It is important to note that the recommendations made by the parking study were based on the suggested parking standards found within the City of DeLand's Land Development Regulations. These regulations stipulate a certain number of parking spaces based on the square footage of land use activity. These parking standards may not accurately take into account the unusual dynamics of a historic downtown, particularly the higher cost of land in urbanized areas and the need for a pleasing pedestrian environment. Additionally, urbanized areas, particularly downtowns, typically do not require as many trips to be made by car as in more suburbanized areas where land uses are more spread out.

Instead of acres of prime real estate being devoted to surface parking lots spread out around the City, parking should be incorporated into new development wherever possible such that it is part of the building structure and not a surface lot. Parking standards should also include not only a minimum amount of parking but a maximum amount of parking for new development. Such a strategy will encourage more trips to be made by alternative means such as walking or biking as well as discourage retailers from providing excessive parking that creates a less desirable walking environment.

During stakeholder interviews it appeared that the location of existing parking was more of a problem rather than the amount of available parking. There are several impediments present in downtown that affect the perceived lack of parking. These include a lack of parking in some areas of downtown, particularly in the southwest portion of downtown, as well as an increased amount of automobile oriented land uses that incorporate drive through facilities on South Woodland Boulevard.



Parking lots on Florida Avenue

The Plan Update will need to address this issue by balancing the need for parking and the impediments that serve to increase parking demand and discourage walking trips in downtown.



Orlando's Downtown Circulator "Lymmo"

Several nearby cities have developed parking regulations that address some of the problems addressed in the parking study. These cities include Winter Park, Orlando, Gainesville and others around the state and the country. Techniques include limiting drive through facilities and uses, particularly on key corridors like Woodland Boulevard, establishing maximum parking standards, creating a parking authority to manage the public parking supply, waiving parking requirements in certain districts, adopting standards that encourage bicycling and walking, including bicycle parking requirements, performance standards and the like. Several cities have developed creative solutions that lower the demand for parking that include valet parking, circulators/shuttles, structured parking, increased enforcement, etc.

The City of DeLand has long range plans of improving parking capacity in downtown through the construction of an Intermodal Transit Facility and the Alabama Greenway. Funding is being provided through grants from Volusia County's ECHO grant program. According to the City of DeLand's 2004 budget, the completion of the design and the award of the construction contract for the Intermodal Transit Facility and the Alabama Greenway is priority for the overall improvement of circulation and connectivity. The Intermodal Transit Facility would provide commuters with a park and ride facility south of downtown. A shuttle bus circulator could transport commuters from a parking lot to downtown destinations. The proposed Alabama Greenway would be a bicycle and pedestrian facility designed to improve non-vehicular transportation alternatives as well as continuing to accommodate automobile traffic. Construction is expected to begin 2005 for portions of the greenway.

### 3.0 REDEVELOPMENT PLAN OBJECTIVES

This section of the Plan Update is a summary of the issues and opportunities identified during the planning process. These issues help frame the recommendations and will become the foundation for the implementation plan located in Section 4.0 of this document.

#### 3.1 Redevelopment Constraints and Opportunities

The goal of the January 11, 2005 public workshop, site visits, stakeholder interviews and meetings with the steering committee was to identify the opportunities and constraints that will impact the continued redevelopment of downtown DeLand. Workshop attendees participated in a prioritization exercise to help determine which items were the most critical in developing the Plan Update. The following matrix is a summary of these issues and opportunities expressed by all the participants throughout the planning process. The items below are not weighted by importance or in any particular order. Section 3.2 Downtown DeLand Redevelopment Objectives begins to address issues based on the areas of most concern or opportunity by the planning participants.

Table 4: Issues and Opportunities Matrix

	<b>Opportunities</b>	<b>Issues</b>
<b>Residential</b>	<ul style="list-style-type: none"> <li>• Increase residential density – lofts, condos, 2<sup>nd</sup> floor above retail</li> <li>• Responsiveness to residential developers</li> </ul>	<ul style="list-style-type: none"> <li>• Need more residents in downtown to support downtown growth</li> <li>• Most 2<sup>nd</sup> Floor residences do not meet building codes</li> </ul>

	<ul style="list-style-type: none"> <li>• Grants for 2<sup>nd</sup> floor residential conversion</li> <li>• Encourage residential incentives</li> <li>• Promote adaptive Re-use of vacant buildings</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of support retail for residences</li> <li>• Reduction of parking spaces as a result of new development</li> </ul>
<b>Commercial / Retail</b>	<ul style="list-style-type: none"> <li>• Encourage mixed use</li> <li>• Become a regional destination</li> <li>• Incorporate retail into parking structures</li> <li>• Expand business hours</li> <li>• Recruit merchants to support downtown vision</li> <li>• Hire full time marketing specialist</li> <li>• Evaluate/identify needed retail</li> </ul>	<ul style="list-style-type: none"> <li>• Business turnover</li> <li>• Inadequate services or businesses to support a residential base</li> <li>• Lack of variety and strategic marketing plan</li> <li>• Need shoe/clothing stores, deli, grocer, dry cleaning, etc.</li> <li>• Need more retail, less office</li> </ul>
<b>Vacant/Underutilized Land</b>	<ul style="list-style-type: none"> <li>• Create a Farmers market</li> <li>• Restore Putnam hotel</li> <li>• Adaptive reuse of vacant/underutilized properties</li> </ul>	<ul style="list-style-type: none"> <li>• Vacant buildings</li> <li>• Athens Theatre needs to be open</li> </ul>
<b>Parks &amp; Open Space</b>	<ul style="list-style-type: none"> <li>• Convert a portion of the Georgia Avenue parking lot to a multi-use park/open space or stage area</li> <li>• Increase visibility of the Georgia Avenue parking lot</li> <li>• Build a plaza / band shell</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of gathering place</li> <li>• Inadequate space for special events</li> </ul>
<b>Parking</b>	<ul style="list-style-type: none"> <li>• 'Market' parking to community</li> <li>• Parking garage</li> <li>• Motorcycle parking; senior parking</li> <li>• Provide proper signage</li> <li>• Provide bicycle racks</li> <li>• North/South merchant parking lot for long term parking</li> <li>• Balance parking requirements with redevelopment needs</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of available public parking</li> <li>• Parking tickets are not a deterrent</li> <li>• Parking not located conveniently</li> <li>• Lack of visible parking</li> <li>• Lack of parking for business owners</li> <li>• Perception of parking garages as dangerous places</li> <li>• Lack of bicycle parking</li> </ul>

### 3.2 Downtown Redevelopment Objectives

To help define the redevelopment objectives of the Plan Update, the planning team incorporated the DeLand MainStreet mission statement. The mission statement is as follows:

*Support and enhance the continuing economic development of downtown DeLand while protecting and promoting its historic heritage.*

The effectiveness of any plan is ultimately measured by the community's ability to implement it. The plan, however, must be such that it challenges not only making physical improvements, but to do so in such a manner that inspires pride, ownership and some degree of risk taking. DeLand's downtown has a history of making difficult choices and successfully carrying them out. Although this plan encompasses the next 20 years, as we look over the next five to ten years, there are very important strategic opportunities that should be addressed regarding future redevelopment. The following is a list of the key redevelopment objectives for Downtown DeLand.

- Advocate for the development of the appropriate size and location of Volusia County's programmed new administrative space
- Leverage the publicly-owned real estate assets found in the numerous surface parking lots into higher density public and private uses
- Stimulate investment to activate the upper floors of underutilized buildings, especially along Woodland Boulevard
- Create opportunities for new residential products through incentives and land assembly
- Protect the urban scale and historical character
- Create a civic destination around two historically significant buildings – the Athens Theater and the Putnam Hotel
- Stimulate mixed use infill developments along main pedestrian corridors



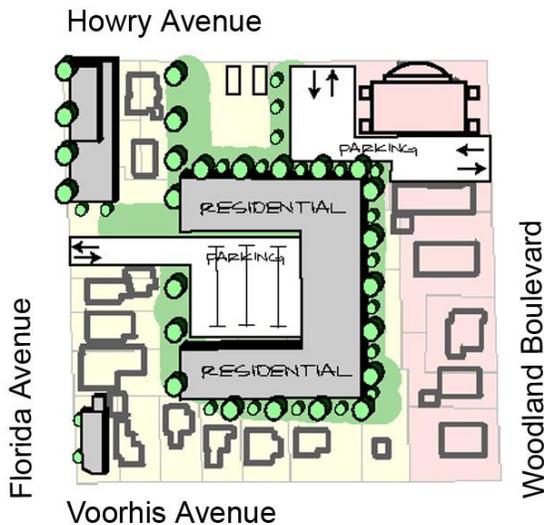
Howry Avenue Looking West

As noted above, the development objectives relate to a variety of land uses. These include residential, hospitality, office, retail, restaurant, civic, parking and entertainment. A survey of the area along with the assessment of publicly-owned real estate has identified a number of underutilized sites in strategic locations that can be catalysts for new development. Within the land use categories listed above, these are as follows:

**A. Residential** (for sale and rental products)

1. The western two-thirds block bound by Georgia, Florida, and Howry Avenues and Woodland Boulevard is highly underutilized (see picture at left). Development of a three/four story apartment or condominium complex with surface parking on interior of block appears feasible. This site could accommodate 75-100 units; combining townhouse units with stacked flats.
  - Impediments: Land assembly/ownership.
  - Assets: Well located within existing urban fabric and reinforces sustainability of retailers along Woodland Avenue.
  - Market Potential: Sales ranges from \$125,000 (1 BR) to \$250,000 (3 BR); assessed valuation \$10M - \$13M.
2. The interior block bound by Howry, Florida, Voorhis Avenues and Woodland Boulevard is underutilized (see figure 5). Site is not as accommodating to development as #1 above due to lack of frontage and scale of existing homes. Again, 75-100 units could be developed with sensitivity to adjacent structures.
  - Impediments: Land assembly, ownership, lack of frontage.
  - Assets: More residential character, proximity to Woodland Boulevard.
  - Market Potential: Similar to scenario #1 with assessed valuation in \$10M - \$13M range.
3. Other potential residential developments relate to adaptive reuse of upper floors of commercial buildings along Woodland, New York, Rich and Church Avenues. Church Avenue may have added potential for new residential development between Woodland Avenue and Alabama Avenue.

Figure 5: Residential Mixed Use Development Alternative





Rendering of Northeast Corner of Florida and Rich Avenues

Figure 6: Mixed Use Residential/Civic Uses with Parking Garage

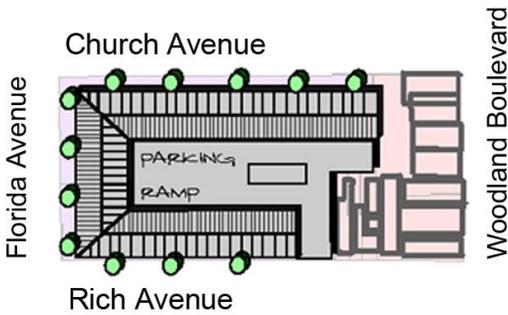
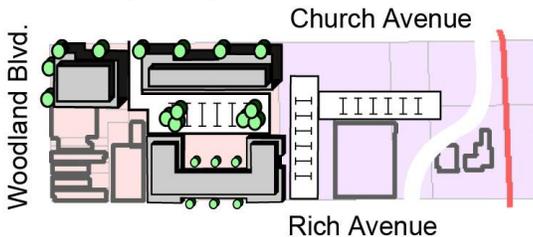


Figure 7: Mixed Use Residential/Civic Uses with Parking Garage



- Impediments: Upper floors are more costly to comply with building and fire codes – sprinklers, elevators, fire exits, etc. There are tax breaks and other incentives that can be used to offset some of the costs of restoring historic buildings and bringing them up to current code. The State is currently in the process of adopting an Existing Buildings Code to help address some of these issues and provide alternative means of compliance. It is expected to be unveiled the first of July, 2005.
- Assets: Location in the heart of downtown, high ceilings, historic architecture.
- Market Potential: Unknown without specific building/unit count.

**B. Mixed Use Developments (Office, retail, restaurant, entertainment)**

1. New mixed use development with residential, commercial, and civic uses combined with a parking structure fronting Florida Avenue between Rich and Church Avenues (see figure 6). Potential for three to four story townhouse/stacked flat configuration with approximately 64 units. Depending on the amount of residential on the site, 40,000 - 80,000 square feet of office space could be accommodated depending on building height. Other uses that could be accommodated on the site include retail and commercial uses. The site could accommodate approximately 330-660 parking spaces (i.e. 6 levels of parking with 110 spaces per level) depending on building height.

- Impediments: Limited by City/County willingness to develop site fully with mix of public/private uses. Commitment to locate and create a mixed-use development for County Administrative Center on this block.
- Assets: Well located, publicly-owned surface parking lot that is ideal for mixed use development and ample size to support parking needs. Ideal location for a variety of uses; revenue generator for City/County
- Market Potential (Residences only): For sale/rental developments would have a range of \$4M - \$7M in assessed valuation.
- Market Potential (retail/office only): Assessed valuation range would be \$2.5Million to \$4Million.

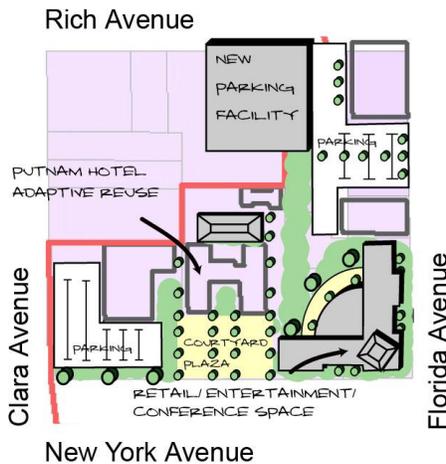
2. The southeast corner of Church Avenue and Woodland Boulevard is a development site that would serve as the northern terminus of downtown’s commercial core (see figure 7). The site could accommodate a two/three story structure with ground floor retail/restaurant/entertainment uses and upper floor office or possibly residential uses. Development could be part of a larger complex fronting Church back to Alabama. Current uses should be incorporated into any future redevelopment projects.

- Impediments: City parking lot is currently located on the site
- Assets: Location on Woodland Boulevard
- Market Potential: Assessed valuation in the \$1Million - \$2Million range depending on density and use.

3. The current parking lot and drive-in teller lanes for the South Trust Bank Building (now owned by Wachovia Bank) has great potential for a mixed use office/retail infill development. Site could accommodate 30,000 – 40,000 square feet of development in 3 to 4 story configuration.

- Impediments: Bank may not want to lose drive up teller access from Woodland Avenue. Wachovia Bank also owns a second site on New York Avenue about a half a block east of this site. It is not clear at this time which site will continue on as a bank.
- Assets: Would be a significant infill project balancing the urban frontage on both sides of Woodland Avenue from Georgia Avenue to New York Avenue. Would remove hostile conflict between pedestrians and vehicles in the block making entire area more pedestrian friendly.
- Market Potential: This mixed use development would have an assessed valuation in the range of \$2Million to \$2.5Million.

Figure 8: Putnam Hotel Redevelopment



### C. Hospitality

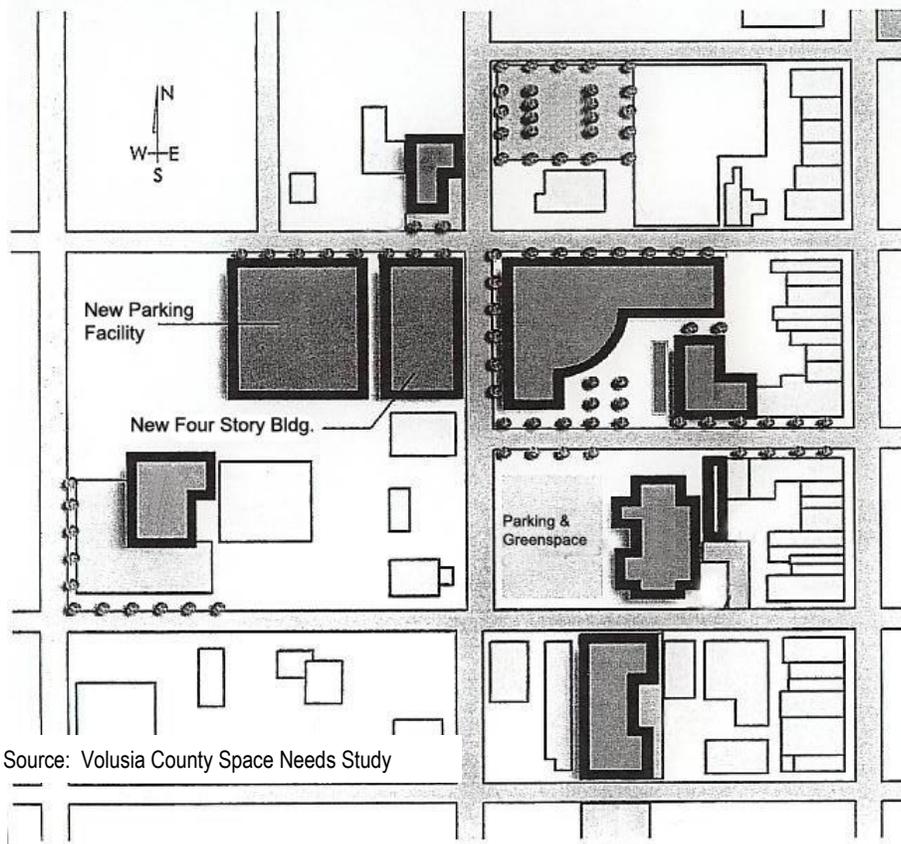
The City of DeLand has no public meeting space of any size to accommodate gatherings of more than 400 people for banquets or meeting space of the size and configuration that could handle small to medium size conferences or exhibits. Presently the largest space is north of downtown at the Holiday Inn DeLand with just over 5,000 square feet of meeting space. A long term vision could include the development of a conference center that would meet the growing needs of the community as well as restore a historically significant landmark to economic viability and create additional use to help sustain another. The development would be located adjacent to the Athens Theater and the Putnam Hotel and would require the assembly of several parcels. The concept could include the following (see figure 8):

1. Land Assembly: Acquire parcels between Athens Theater and Putnam Hotel to corner of Florida Avenue and W. New York Avenue. Total acquisition would provide over an acre of development site to the two adjacent parcels.
2. Putnam Hotel Redevelopment: Built in 1922, this hotel originally included 111 rooms, lobby and restaurant. The site consists of more than 60,000 square feet. Due to its age and state of repair, an extensive investment would be required to bring the hotel to a competitively marketable condition. Adding additional units along with refurbishment of existing ones to bring total in the 120-150 unit range could be a possibility. Connecting the hotel to a new 20,000 to 25,000 square foot meeting facility would add economic viability to hotel.
  - Impediments: Finding a buyer willing to invest in the redevelopment of facility.
  - Asset: Restore a historically significant DeLand landmark; eliminating the current marginal use; creating an anchor for a synergistic public/private civic/cultural complex that serves the entire community.
  - Market Potential: Assessed valuation of \$7.0M to \$10.0M.
3. New Conference Center concept could include a two story building that would consist of a 12,000 to 15,000 multi-purpose space that could handle 800 to 1,000 people for a seated banquet. The space would be divisible to accommodate variety of configurations. Additional 8,000 to 10,000 square feet of pre-function area, kitchen facility and storage area would also be needed to maximize use and flexibility.

- Impediments: Finding a developer or entity willing to partner with the City to develop the project and eventually operate and maintain it. Contamination issues with the Cook's property.
  - Asset: Combined with a restored Putnam Hotel and the Athens Theater, this cultural complex would be a unique blend of historic and contemporary structures that would serve the growing DeLand region for meetings, exhibits, weddings, civic functions as well as regional conferences.
  - Market Potential: The \$4 to \$5M. Further analysis is needed to determine the market potential for such a use, or other type of use on the site.
4. Athens Theater: This 1922 former vaudeville theater is in the process of being restored through the efforts the DeLand Main Street Program and is currently privately owned and operated. Funding for the renovation of the theater has been provided through Volusia County's ECHO grant program, HUD, and other state programs. The theater can accommodate both live theater and the cinema. Including the theater as part of the civic/cultural complex would significantly strengthen the market offerings, providing meeting space for training sessions, special promotional events and corporate activities. It would provide added revenue opportunities for the theater for daytime use, traditionally down time for such facilities.

#### D. County Master Plan

Figure 9: County Master Plan



Source: Volusia County Space Needs Study

In June 2003 Volusia County completed a space needs study to determine their best option for housing their expanding work force and County services (see figure 9). The needs study also addressed the consolidation of various County operations and the disposition of outdated and obsolete buildings. Two options were proposed. Option 1 is shown in Figure 8. This option calls for a new parking facility and a new four story building located on Rich Avenue immediately east of Florida Avenue at the site of the existing County parking lot and Elections/Risk Management building. Additionally, the property adjacent to the historic courthouse would be redeveloped as surface parking and green space. The County is currently in the process of determining the best location for their new four story building. Site assessments are being completed for the current Elections/Risk Management Site as well as the current site of the DeLand City Hall annex previously discussed (see figure 6). Volusia County should be seen as a key partner/developer in the future of downtown. Keeping County administrative and government activities in DeLand is very important

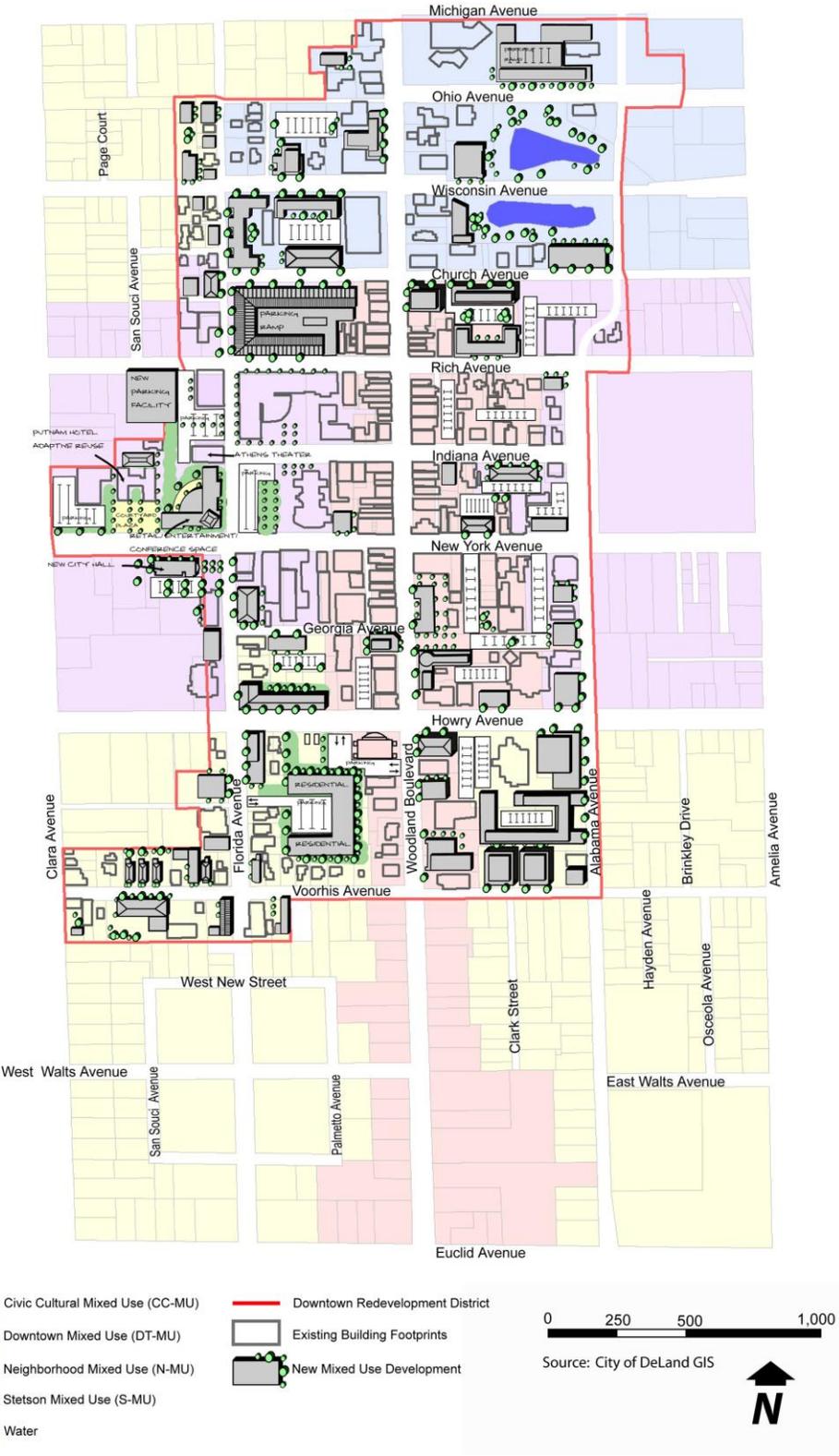
in terms of maintaining DeLand's status as the County Seat. Therefore, partnering with the County and supporting their efforts to accommodate their growing space needs is an important issue in the implementation of this Plan Update.

- Impediments: Funding for the new parking garage and four story building.
- Assets: Key activity center combined with the Athens Theater and Putnam Hotel block. Potential for public/private partnership, if parking facility is developed with commercial uses fronting Rich Avenue.
- Market Potential: Government activities would not generate any ad valorem revenues. There is some potential for generating revenue through parking fees.

### **3.3 Downtown DeLand Conceptual Master Plan**

Neighborhoods are considered the basic unit in city and urban planning. In order to create a sustainable neighborhood and thriving Main Street, a healthy balance of appropriate residential, nonresidential, activity centers and institutional uses is critical. The proposed *Downtown DeLand Conceptual Master Plan* shown on the following page sets the stage for the continued redevelopment of Downtown DeLand. This conceptual plan provides a graphic illustration of how the redevelopment strategies and opportunities discussed in Section 3.2 can occur. It is by no means prescriptive or meant to be the final say in how infill development and redevelopment can occur in downtown DeLand. The plan identifies three neighborhood centers and one generalized neighborhood district that more accurately reflect the character of their surroundings. The list beginning on page 22 includes a description of the neighborhood centers located in Downtown DeLand as well as key principles that can be found throughout all of Downtown.

Figure 10: Downtown DeLand  
 Conceptual Master Plan



#### **A. Downtown Mixed Use (D-MU)**

This center is defined as the community's historic core and 'community gathering place'. Not only is this a commercial and retail area, but also a vibrant destination place for the surrounding region. This district is located in the historic heart of the community's retail district along the Woodland Boulevard corridor between Voorhis and Church Avenues. This district is characterized by a mix of uses supporting downtown retail establishments such as grocers, clothiers, gift shops, jewelers, restaurants, nightclubs, and personal services located on the ground floors of buildings with residential and office uses on upper floors.

#### **B. Civic/Cultural Mixed Use (CC-MU)**

The Civic/Cultural center is defined as a neighborhood activity center serving the community's civic and cultural needs. This district is centered upon the governmental and cultural institutions located along Florida Avenue between Howry and Church Avenues. The intersection of Indiana and Florida Avenues is the focal point with Athens Theatre being the cornerstone development. This district is characterized by a mixture of uses supporting the civic and cultural uses found in the district.

#### **C. Stetson Mixed Use (S-MU)**

This area is a neighborhood transition zone between downtown and Stetson University. The area is characterized by mixed uses including lofts, retail, shops, & restaurants themed around DeLand's historic downtown and the University. The character of the area should become decidedly more pedestrian-friendly and provide an attractive transition between downtown and the Stetson campus. Housing styles would be higher density and complement the housing needs of the students attending the university.

#### **D. Residential Mixed Use (R-MU)**

Residential Mixed Use is defined as a neighborhood that encompasses the historical residential areas of DeLand. This district will allow a variety of housing styles and types that complement the downtown retail and civic districts. In addition to residential uses, live/work residences, office, and neighborhood commercial and services that complement the existing residential urban character are allowed.

#### **E. Parking**

Parking in the Downtown Redevelopment District should be incorporated into any new development or redevelopment, in such a way as to promote a safe and comfortable walking environment. Excessive amounts of parking in downtown areas often yields lower land-use densities and can consume a tremendous amount of land if it is not properly planned and managed. It can also make infill and redevelopment projects less feasible since it is more difficult to meet parking requirements on smaller lots common in historic downtown areas like that of Downtown DeLand. Structured parking allows for higher densities and more compact development to occur, allowing for a better mix of land uses. Since increased densities and a greater mix of uses is called for in the Plan Update, parking should be incorporated into structured facilities or located behind buildings and/or accessed from side streets. Parking facilities should be shared and serve several buildings in order to increase the walkability and reduce the number of curb cuts and driveways.



Example of Residential Mixed Use Development with Structured Parking in Orlando

## **F. Traffic Circulation & Connectivity**

The traditional grids of streets provide maximum access and mobility to, from and within the neighborhood. The street network reinforces and integrates the community with the surrounding City and region. Individual streets are classified as signature streets, side streets and residential streets. Signature streets are characterized by retail corridors and cultural areas where pedestrian activity is encouraged and given priority over other transportation modes. Side streets provide access to parking facilities and lower profile land uses such as offices and residential areas. Residential streets are primarily located within residential mixed use areas and allow for on street parking. Land uses are connected to each other in such a way as to allow for a greater mix of transportation modes including bicycling, walking, and transit. Through truck traffic is encouraged to use existing bypasses and alternatives to the Woodland Boulevard corridor through Downtown DeLand.

## **G. Institutional and Religious Uses**

Existing public, institutional and religious properties shall be retained and allowed throughout the Downtown District. These uses co-exist with the proposed Downtown Mixed Use, Civic/Cultural, Residential Mixed Use and Stetson Mixed Use districts and allow for public gathering spaces in the community.

## **H. Performance Standards**

Performance standards are developed that encourage the desired urban form of the community. Such standards will be applied during the development review process to encourage compatible developments adjacent to existing land uses. These performance standards will address building placement, height, and scale, as well as to encourage high quality developments that are sensitive to the existing urban form and pedestrian scale desired by the community.

## **I. Diversity**

Diversity of residents in Downtown DeLand is achieved by providing for a variety of housing types catered to an urban lifestyle. Housing types range from single family detached units to garden apartments to live work residences that accommodate people with different incomes.



### 3.4 Proposed Land Development Guidelines

This section of the Plan Update explores in further detail the proposed land development guidelines necessary to implement the *Conceptual Land Use Plan* for Downtown DeLand. The recommended regulatory framework is reflective of traditional neighborhood design principles that rely primarily on the urban form, i.e. building placement, scale, parking, walkability and connectivity. These guidelines were adapted from several model land development codes that specifically address infill and redevelopment. These guidelines seek to address the changes necessary to implement the *Conceptual Land Use Plan*. Key elements are outlined below to help guide the City's efforts to amend the City's existing Land Development Code.

#### A. Purpose and Intent

The purpose and intent of the *Conceptual Land Use Plan* for downtown DeLand is to provide for a complete downtown with efficient land use and cost-effective delivery of urban services. The provisions of this *Conceptual Land Use Plan* recognize the design challenges inherent in developing infill properties, and ensure that new development is consistent in character and scale with the established urban form of Downtown DeLand.

The specific objectives of this Plan Update are to

- Allow flexibility in housing location, type and density within the densities allowed by the Comprehensive Plan
- Provide flexibility in lot size, configuration and vehicle access to facilitate infill development
- Provide clear development standards that promote compatibility between new and existing development and promote certainty in the marketplace
- Encourage development of needed housing in close proximity to employment
- Promote preservation and enhancement through redevelopment of historic buildings
- Provide standards of "historic appropriateness" for redevelopment and alteration of historic buildings
- Encourage mixed use development to complement neighborhoods and provide housing close to jobs
- Encourage development and preservation of affordable housing through infill development.

#### B. Applicability and Location

In addition to the Downtown DeLand Redevelopment District, the proposed development standards are best applied to all areas designated C-2A, should these areas be expanded to include areas outside of the redevelopment district. Rather than expanding the Downtown DeLand Redevelopment Tax Increment District (TID), the area roughly bounded by Clara, Wisconsin, Amelia, and Euclid Avenues is appropriate for C-2A designation.



Example of Infill Development in Gainesville, FL

Redevelopment activities are already going on in the area just outside of the TID and by extending the C-2A district, redevelopment efforts can be strengthened and consistent with efforts that support the continued redevelopment activities within the Downtown DeLand Redevelopment District.

**C. Development Standards**

Table 5 below defines the specific design standards envisioned for each land use district proposed in the *Conceptual Land Use Plan*. The following standards are intended to apply in the C-2A and C-2H zoning districts. Where a particular standard is not addressed below, the provisions of the C-2A and C-2H standards would apply, otherwise these standards supercede any other regulations.

Table 5 – Downtown DeLand Development Standards				
Standards	Downtown - Mixed Use D-MU	Civic – Cultural Mixed Use CC-MU	Neighborhood Mixed Use (N-MU)	Stetson Mixed Use (S-MU)
<i>Building Height – maximum (feet)</i>	40'	75'	75'	75'
- Street façade maximum (1)	40'	40'	40'	40'
- cornice alignment (2)	yes	yes	no	yes
- height transition or step back required adjacent to existing development where applicable(3)	yes	no	yes	no
<i>Floor Area Ratio (floor space to land area)</i>				
- minimum (4)	1.0	1.0	0.2	0.5
- maximum	2.0	2.0	0.5	1.0
<i>Yard Setbacks (feet)</i>				
- front setback – minimum	0	0	0	0
- front setback – maximum	10	10	20	20
Standards	Downtown - Mixed Use D-MU	Civic – Cultural Mixed Use CC-MU	Neighborhood Mixed Use (N-MU)	Stetson Mixed Use (S-MU)
<i>Parking</i>				
- minimum	N/A	1/500sf	1/du or 1/1000sf	.75/du or 1/600sf
- maximum	1/500sf	1/300 sf	1/br or 1/400 sf	1/br or 1/300sf
<i>Residential Density (units per acre)</i>				
- minimum	25	25	25	25
- maximum	55	45	35	55

- (1) Building facades shall not exceed 40' in height adjacent to streets up to a depth of 20' from the property line where the maximum height shall not exceed that of the district.
- (2) Where applicable, cornices (e.g. building tops or first story cornices) shall be aligned to generally match the height(s) of those on adjacent buildings (see Figure 11).
- (3) Building height “transitions” or step-downs shall be provided adjacent to existing development and uses. See graphic.
- (4) “Floor area ratio” is the ratio of leasable floor space to land area. A “shadow plan” for future development may be used to show how a property or portion of a property could be developed at a higher density at a later date (see figure 12).



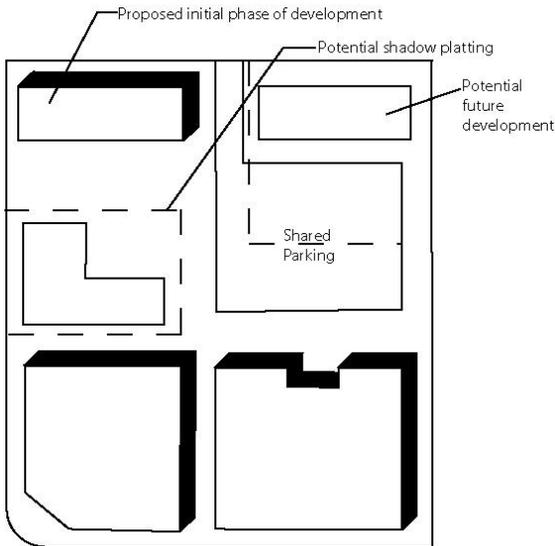
Figure 11: Height Transition

#### D. Key Design Objectives

In addition to the development standards described above, various design objectives should be incorporated into proposed infill development and redevelopment projects. Together, these objectives help to create a more livable, walkable, and higher quality development than might otherwise be realized with auto-oriented development.

1. Compact Development – Site layout is compact and enables future intensification of development and changes in land use over time.
2. Mixed Land Use – Where appropriate, land uses are mixed on-site or are mixed in combination with adjacent uses (existing or planned); the combining of land uses should promote easy access among stores and services by pedestrians.
3. Pedestrian Access, Safety and Comfort – Developments are accessible by direct, convenient, attractive, safe and comfortable system of pedestrian facilities. In addition, appropriate pedestrian amenities are also provided. The design of buildings supports a safe and attractive pedestrian environment.
4. Street Connections – Developments are part of a connected street system that serves vehicles, pedestrians and bicycles.
5. Crime Prevention and Security – Site designs, buildings, signs, landscaping parking and other elements provide a safe environment for customers, employees, occupants and adjacent properties.
6. Parking and Land Use Efficiency – A variety of methods are used whenever possible to minimize the amount of land developed as surface parking, including shared parking, on-street parking credit, reducing or waiving the minimum parking required, maximum parking standards, in-lieu fee for off street parking, structured parking incentives, and valet parking.
7. Creating and Protecting Public Spaces – Developments provide usable public space, and recognize and respond appropriately to existing or planned public spaces (e.g. parks, civic buildings and spaces, transit stops, sidewalks, plazas and similar spaces). Public spaces are “public” when they are within view of a street or other public space, accessible by pedestrians and can be occupied by people. Any development that may likely degrade public safety, or the function, comfort or attractiveness of a public space may be required to mitigate those impacts.
8. Pedestrian Scaled Building Design – Building facades are designed to a human-scale, for aesthetic appeal, pedestrian comfort, and compatibility with the design character of the district or neighborhood.
9. Performance Standards – Planned developments should be encouraged to help promote and incorporate the design objectives discussed herein.

Figure 12: Shadow Plan



Shadow Plans allow for transitioning to compact development

Performance standards can be used to determine the massing and scale (height, cornice heights, setbacks, building orientation, etc) of new developments particularly where compatibility between adjacent buildings and neighboring uses is a concern.

## 4.0 IMPLEMENTATION STRATEGY

The following programs and activities address specific redevelopment initiatives that have been identified in the Plan Update. The City and CRA will provide detailed funding, financing and management strategies in the annual work program that will describe the timing and components of the activities or improvements.

### 4.1 Role of CRA in Implementing “Cornerstone Projects”

The following is a list of specific ‘Cornerstone Projects’ called for in the Plan Update where redevelopment activities should take place and the role of the CRA in bringing them to fruition. These projects represent locations that have the greatest potential to help transform the redevelopment district into the mixed-use residential, civic, and commercial downtown destination the CRA and the MainStreet DeLand Association envisions.

#### A. Parking

- Revise parking standards
- Identify potential sites for structured parking
- Explore incentive programs for private development of structured parking
- Develop management program for parking enforcement, funding, and development.

#### B. Residential Infill Developments

- Assembly of parcels of land
- Preparation of Request for Proposals, developer solicitation and selection of developer
- Negotiating of Developer’s Agreement

#### C. Streetscape

- Prioritize corridors for streetscape improvements
- Provide seed money for grants
- Adopt capital improvement program

#### D. Upper Floor Activation

- Identifying specific impediments to code compliance for office/residential uses
- Developing incentive policies to assist in mitigating costs (sprinklers, elevators, fire exits, etc.)
- Identifying specific buildings that lend themselves to the most efficient use of incentive resources



Potential for Upper Floor Activation



Potential Infill Site on Howry Avenue

- Consult with Florida Redevelopment Association or Department of Historical Resources for technical assistance and support

#### **E. Other Infill Development Opportunities**

- Establish hierarchy of sites that have the best potential for leveraging private investment
- Highlight those infill sites on pedestrian corridors that would be most beneficial to the community if developed
- Identify impediments to developing these sites

#### **F. New County Office Building**

- Location of City/County-owned property on Rich Avenue
- Commitment to a public/private mixed use development
- Overview of architectural design and sizing of parking structure

#### **G. Conference Complex**

- Land Assembly
- Determining economic feasibility and marketability
- Analyzing economic costs and overall visibility
- Putnam Hotel development incentives
- Providing resources – hotel/resort tax

### **4.2 Redevelopment Programs**

The following programs can be used to help fulfill the redevelopment objectives of the Plan Update.

#### **A. Code Changes**

- Establish performance standards that support the *Downtown DeLand Conceptual Master Plan*
- Develop review criteria and a form-based code for downtown
- Revise parking standards for the downtown district consistent with the recommendations in the Plan Update
- Update Comprehensive Plan if necessary for consistency
- Encourage Planned Developments for the adaptive reuse and/or redevelopment of existing buildings as well as for infill projects.
- Establish hierarchy of streets that recognizes their functionality as signature streets, side streets, and residential streets.
- Establish sidewalk widths that range from 13 feet for signature streets and 6 feet for residential streets for the Downtown District.

**B. Extension of C-2A Zoning District to Amelia, Clara, and Euclid Avenues**

- Staff initiated zoning change
- Protection of existing residential areas
- Encouragement of mixed use
- Amend Future Land Use Map if necessary for consistency

**C. Land Assembly**

- Supports the vision, objectives and initiatives in this Plan Update
- Encourage acquisition and subsequent redevelopment by the private sector
- Provide control of real property of key redevelopment locations/cornerstone projects.

**D. Public-Private Partnerships**

- Leverage tax increment and other revenue sources
- Stimulate community interest and support
- Evaluate on a case-by-case basis for overall value and impacts that support the redevelopment objectives of this Plan Update

**E. Main Street DeLand Association**

- Partner to CRA in implementing, promoting, and encouraging redevelopment activities
- Façade Grants
- Support the businesses and retailers located within downtown
- Branding and Promotion of Downtown DeLand

**F. Developer Incentive Program**

- Leverage tax increment to attract private developers
- Structure incentives based on the increment produced by the development proposal
- Mitigate impediments to development



### 4.3 Tax Increment Financing

Among the most powerful tools associated with Part III Section 163, Florida Statutes, is the availability of tax increment financing to support a wide range of redevelopment initiatives. While tax increment is the single source of revenue enabled through the legislation, it is anticipated in most cases that a variety of revenue sources will be strategically assembled to meet the overall redevelopment objectives of this Plan. When used in conjunction with these other means of funding or financing, tax increment, in effect, leverages the dollars that might otherwise be available.

The base year for the CRA was set at 1983 assessed values for real property. At that time the assessed value for the entire district was slightly more than \$20 million. As of 2004, the assessed value was \$41.8 million, a \$21.8 million increase over the base year. Historically, the annual increase has averaged 3.73% each year, however, the district has experienced declining values in some years and double digit increases in others. The early 1990s was particularly difficult in terms of negative growth. However, the current three year average for the district is 6.53%, the result of a sharp increase beginning in 2002, when values increased by nearly 5% from 1.44% growth the previous year. It appears the district is on the upswing, one that is reflected throughout the state of Florida. The historical tax increment for the last 20 years is shown in Table 6.

<b>Table 6: Historical Tax Increment Revenues</b>			
<b>Tax Year</b>	<b>Taxable Value</b>	<b>Increase Over Base</b>	<b>Revenues All Sources</b>
1983	20,034,463		
1984	20,536,909	502,446	5,090.66
1985	25,108,013	5,073,550	52,232.96
1986	28,607,943	8,573,480	85,854.40
1987	30,288,859	10,254,396	130,596.91
1988	32,499,953	12,465,490	155,002.76
1989	32,443,712	12,409,249	170,304.35
1990	32,300,310	12,265,847	169,684.50
1991	31,142,925	11,108,462	152,523.07
1992	29,823,566	9,789,103	134,407.81
1993	28,305,803	8,271,340	116,837.23
1994	27,701,962	7,667,499	102,640.59
1995	28,625,517	8,591,054	115,645.21
1996	29,763,210	9,728,747	123,301.65
1997	30,635,711	10,601,248	134,672.50
1998	31,450,905	11,416,442	141,839.02
1999	32,265,525	12,231,062	150,544.45
2000	34,094,091	14,059,628	173,051.12
2001	34,583,434	14,548,971	179,455.88
2002	36,299,734	16,265,271	208,969.86
2003	38,750,011	18,715,548	246,232.04
2004	41,798,956	21,764,493	282,407.00
source: City of DeLand			<b>3,031,293.96</b>

**Table 7: TIF Forecasts for Downtown DeLand Redevelopment District**

Year	Taxable Value	Increase Over Base	Tax Revenue Collected
Base	20,034,463		
2004	41,798,956	21,764,493	282,407
2005	43,358,057	23,323,594	303,207
2006	44,975,313	24,940,850	324,231
2007	46,652,892	26,618,429	346,040
2008	48,393,045	28,358,582	368,662
2009	50,198,105	30,163,642	392,127
2010	52,070,494	32,036,031	416,468
2011	54,012,724	33,978,261	441,717
2012	56,027,399	35,992,936	467,908
2013	58,117,221	38,082,758	495,076
2014	60,284,993	40,250,530	523,257
2015	62,533,623	42,499,160	552,489
2016	64,866,127	44,831,664	582,812
2017	67,285,634	47,251,171	614,265
2018	69,795,388	49,760,925	646,892
2019	72,398,756	52,364,293	680,736
2020	75,099,229	55,064,766	715,842
2021	77,900,431	57,865,968	752,258
2022	80,806,117	60,771,654	790,031
2023	83,820,185	63,785,722	829,214
2024	86,946,678	66,912,215	869,859
<b>Total Projected Increment</b>			<b>11,395,498</b>

\*Projected revenues are based on a total millage rate of 13 mills and based on a 3.73% increase in assessed values within the TID  
Source: City of DeLand

For the purposes of this report the planning team chose to use the historical average of 3.73% to calculate projected annual increases in the assessed value of the district. This figure might be considered somewhat conservative, considering the recent trends (3 yr average of 6.53% and 4.22% for the past 10 years), but more realistic for the purposes of this Plan Update.

The actual tax increment revenue for the district is based on the millage rates for the various taxing authorities in Volusia County. Since millage rates vary from year to year depending on variety of circumstances, it can be difficult to predict what the millage rates will be in the future. Luckily, the district is fortunate enough to have 20 years of historical data that can be used to estimate future millage rates. The average historical millage rate within the district is 13.686 mills. For the purposes of this Plan Update revenue estimates were based on a millage rate of 13. By statute, the CRA can only receive 95% of the increment in the district. As of 2004, that amounted to \$282,407. If no additional redevelopment occurs within the district, the annual increment is expected to grow to just under \$900,000 by 2024 (see table 7). Over the next 20 years the increment is projected to amount to \$11.4 million.

The projected increased in assessed values that could be realized based on the redevelopment projects and programs contained in this plan amounts to an additional \$60.5 - \$73.5 million (see Table 8). This is based on 2005 dollar estimates. If these projects were built today, the increment available to the district would increase approximately 56% and translates to just over \$785,000 on the low end and over \$955,000 on the high end.

**Table 8: Redevelopment Projected Impact**

Tax Increment	Low	High
Increase over Base	60,514,493	73,514,493
Gross Tax	828,201	1,006,119
95%	786,791	955,813

\*Based on 2005 Dollars

#### 4.4 Other Funding Sources

To supplement and leverage the funds available through tax increment revenues, the following sources can provide financial support for the implementation of the Redevelopment Plan Update. Their use and application is a function of specific project initiatives.

- The City/CRA may designate a business improvement district, with boundaries coterminous with those of the Community Redevelopment District. The purpose of such a district would be to raise revenue for downtown programs and activities geared towards improving the business climate through marketing efforts, façade programs and other “soft” programming.
- The City may issue General Obligation Bonds to finance a specific project outlined in the Redevelopment Plan Update with a referendum.
- The Florida Department of Transportation (FDOT) has a number of programs that could contribute funding for redevelopment efforts involving state highways. These include the Highway Beautification

Grants Program, The Highway Safety Grants Program, TEA-21, Local Government Cooperative Assistance Program and the Adopt-a-Highway Program.

- Criteria considered by FDOT for participation and scheduling is availability of matching community funding which the CRA provides. The City could approach FDOT regarding the impacts of the CRA and the possibility of FDOT as an additional funding source.
- The Florida Department of Community Affairs provides technical and financial assistance through such programs as the Community Development Corporation Support and Assistance Program and Emergency Management Preparedness and Assistance Competitive Grant Program.
- The Economic Development Administration of the U.S. Department of Commerce provides funding for public works projects that create permanent jobs or construction jobs through the Grants and Loans for Public Works and Development Facilities Program.
- Tourist Development Taxes/funds may be used to leverage funding for the redevelopment of the Putnam Hotel and the surrounding area.
- The City/CRA may borrow funds from various financing pools. Examples of these include the Florida Local Government Finance Authority and the Florida League of Cities Pools. The City would enter an Interlocal Agreement with the issuer describing the obligations of both parties throughout the term of the loan.
- The Florida Redevelopment Association serves as a clearinghouse for Main Street programs and CRAs. While they do not provide funding per se for capital projects, they can provide technical and legal support for redevelopment projects and initiatives. They also provide liaison assistance with state agencies and programs.



Florida Redevelopment  
Association Logo

Many of the sources listed also provide technical support such as expert advice, training or intern staffing for redevelopment initiatives. In addition to these public sources, the CRA shall investigate other state and federal redevelopment programs and funding opportunities involving the private sector to aid in implementing this Plan.

In general, some projects are more suited to the use of tax increment revenue than others. Usually, these revenues may be preserved for their ability to leverage other dollars, that they be applied to truly public facilities or services, that they be used for assemblages and or that they comprise a source of incentives for projects deemed most commensurate and supportive of the overall plan. Within these broad categories might be considered the acquisition of substandard or well located parcels that might fulfill some stated purpose, the financial support of open spaces, parking or like facilities and the direct support of as yet specified private projects if needed or desired.

Benefit assessments may be the source of funding for very specific improvements that benefit discrete activities, areas or properties. Among the improvements that can be funded through assessments are streetscape and parking. The assessment strategy can be married to tax increment to maximize impacts and results.



Florida Avenue Looking South

#### 4.5 Capital Improvement Plan and Preliminary Costs

The following is a list of preliminary capital improvements needed to support the implementation of the Plan Update.

- West New York Ave Streetscape from Woodland Boulevard to Florida Avenue
- East New York Ave Streetscape from Woodland Boulevard to Alabama Avenue
- Florida Avenue Streetscape from Ohio Avenue to Voorhis Avenue
- Rich Avenue Streetscape from Alabama Avenue to Florida Avenue
- Howry Avenue Streetscape from Alabama Avenue to Florida Avenue (in conjunction with redevelopment and infill activities)
- Georgia Avenue Streetscape from Woodland Boulevard to Florida Avenue
- Stormwater improvements along Florida Avenue from Wisconsin Avenue to New York Avenue
- Stormwater improvements along Rich Avenue from Woodland Boulevard to Florida Avenue
- Structured Parking near County Administration Complex
- Miscellaneous surface parking improvements for both public and private lots
- Land assembly for parking facilities and to implement cornerstone projects identified in the *Downtown DeLand Conceptual Master Plan*

The dollar amounts for capital projects are primarily based on past studies of similar projects. The projects and numbers listed have been used for budgetary purposes only and are considered to be relatively conservative. The recommended costs for the capital improvement projects include design and construction costs as well as costs for additional studies, data manipulation or research needed to implement each project. The costs generally do not include the costs of land or right-of-way acquisition and or consolidation. These projects and their costs are considered preliminary. The following table provides a preliminary list of capital improvements and their estimated costs.

Table 9: DELAND CRA PRELIMINARY CAPITAL IMPROVEMENT COSTS	
NAME OF IMPROVEMENT	
<b>Infrastructure &amp; Utilities</b>	
Stormwater on Florida Avenue	378,000
Stormwater on Rich Avenue	94,500
<b>Sub-Total Infrastructure &amp; Utilities</b>	<b>472,500</b>
<b>Multimodal Transportation</b>	
Alabama Greenway (enhancement)	30,000
Bicycle/Pedestrian Improvements	105,600
<b>Sub-Total Multimodal Transportation</b>	<b>135,600</b>
<b>Streetscape &amp; Parking</b>	
West New York Avenue	119,700
East New York Avenue	125,400
Florida Avenue	570,000
Rich Avenue	249,850
Georgia Avenue	57,000
Howry Avenue	252,700
Miscellaneous Surface Parking Improvements	250,000
New Parking Facilities	4,000,000
<b>Sub-Total Streetscape &amp; Parking</b>	<b>5,624,650</b>
<b>Land Assembly Program</b>	
Land Acquisition	4,000,000
<b>Sub-Total Land Assembly Program</b>	<b>4,000,000</b>
<b>PRELIMINARY TOTAL COSTS</b>	<b>10,232,750</b>

Note: These costs are order of magnitude estimates only and may increase when final design and other project related costs are finalized.

## **5.0 NEIGHBORHOOD IMPACT ASSESMENT**

The Redevelopment Plan Update is not expected to cause severe impacts to the Downtown Redevelopment District and DeLand neighborhoods in the immediate foreseeable future. This plan update represents in many instances a continuation of a lengthy history of redevelopment efforts through the CRA in downtown DeLand. However, this plan differs in the sense that it calls for a greater emphasis on transforming the character of Downtown DeLand with a greater mix of residential land uses.

The Downtown Redevelopment District contains a current mix of general land uses such as retail, office, institutional/government and residential. Presently, the main commercial corridor located along Woodland Boulevard is primarily composed of a historic core of small scale retail, taverns, professional offices, banks and restaurants. The residential component within the Redevelopment District is primarily located within areas surrounding the downtown historic/commercial core. Redevelopment planning efforts are focused on the improvement and strengthening of the existing downtown retail core. The Plan Update calls for the creation of residential units and additional housing as well as an increase in mixed use development to support the existing retail corridor along Woodland Boulevard.

Although some demolition or redevelopment may occur, redevelopment efforts are focused on outdated and underutilized properties, which do not contribute to the historic character or desired mix of land uses. Plans call for a systematic improvement through efforts aimed at creating identifiable neighborhoods based on contemporary desired land uses such as a Downtown Mixed Use (D-MU) core, a Civic/Cultural Mixed Use (CC-MU) activity center, Residential Mixed Use (R-MU) neighborhoods, and a Stetson Mixed Use (S-MU) transition zone.

Redevelopment programs may revitalize distressed areas through the introduction of a mixture of land uses such as retail, services and residential. Potential negative consequences of such mixed-use initiatives are limited, but with proper planning many of these consequences can be properly mitigated and the benefits of increased activity can be realized. Solutions to negative consequences, such as increased traffic congestion, should be sought in remedies previously stated as part of the Key Design Objectives discussed in section 3.4). A compact development pattern, which provides residents safe, and viable transportation alternatives, (e.g. pedestrian friendly streetscapes) along with convenient access to needed products and services, may reduce congestion and traffic. In short, no immediate adverse impacts to DeLand's downtown neighborhoods are expected, although some short term impacts could be felt by retailers impacted by streetscape improvements and other construction.

## 6.0 ADMINISTRATION

The annual funding of the Redevelopment Trust Fund will result from additional incremental taxes collected in the Redevelopment District by Volusia County and the City of DeLand. Such increment will be determined annually in an amount equal to 95 percent of the difference between:

- (1) The amount of ad valorem taxes levied each year by the County, exclusive of any amount from any debt service millage, on taxable real property contained within the geographic boundaries of the Redevelopment Area; and
- (2) The amount of ad valorem taxes which would have been produced by the rate upon which the tax is levied each year by or for the City and County, exclusive of any debt service millage, upon the total of the assessed value of the taxable real property in the Redevelopment Area as shown upon the most recent assessment roll used in connection with the taxation of such property by the City and County prior to the effective date of the ordinance providing for the funding of the trust fund.



### 6.1 Redevelopment Powers

The Community Redevelopment Agency (CRA) is authorized to exercise all of the powers conferred by Section 163, Part III, Florida Statutes, which are necessary and convenient to carry out and effectuate the purposes of this Redevelopment Plan. The CRA may appoint an advisory board to assist the Agency in evaluating redevelopment initiatives and carrying out redevelopment activities in the Downtown DeLand Redevelopment District. Currently, the CRA contracts with the MainStreet DeLand Association to assist in the implementation of the redevelopment programs and initiatives called for in the Plan Update. Additionally, the City's Community Development Department provides staff support for redevelopment activities within the District.

### 6.2 Relocation Procedures

The intent of the Downtown DeLand Redevelopment Plan Update is to create an economically sustainable, accessible and attractive downtown district that offers visitors and residents a high quality local and regional destination with a safe transportation network, pedestrian connections and public space and facilities in a manner that promotes a positive image for Downtown DeLand. Outright displacement of permanent residents is not foreseen since the goal of the Plan is to encourage more residents to move to downtown. If the relocation of permanent residents is required as a result of the development or redevelopment activities, the City and CRA shall consider assistance to minimize hardship to those being displaced. Displacement and property acquisition programs shall be in accordance with the City's Comprehensive Plan and the Goals, Objectives and Policies found therein.

### 6.3 Duration of the Plan

The redevelopment initiatives and work program described in this Redevelopment Plan funded through tax increment revenues shall occur within 20 years after the fiscal year in which this plan is approved or adopted, which is the time certain for completing all redevelopment financed by increment revenues.

#### **6.4 Plan Modification**

This Redevelopment Plan may be modified in a manner consistent with Florida Statutes 163.361. If the City of DeLand CRA deems that the DeLand Community Redevelopment Plan be amended, it shall make a recommendation to the City of DeLand. The agency recommendation to amend or modify a redevelopment plan may include a change in the boundaries of the Redevelopment Area to add land to or exclude land from the Redevelopment Area, or may include the further development and implementation of community initiatives. The City of DeLand shall hold a public hearing after giving proper public notice.

#### **6.5 Severability**

If any provision of the DeLand Community Redevelopment Plan is held to be unconstitutional or otherwise legally infirm, such provisions shall not affect the remaining portions of this Plan.

#### **6.6 Safeguards, Controls, Restrictions or Covenants**

All redevelopment activities under taken in the Redevelopment Area must be consistent with this Plan, the City's Comprehensive Plan and applicable land development regulations; all redevelopment plans will undergo review by the City and appropriate agencies.

Issues concerning restrictions on any property acquired for redevelopment purposes and then returned to use by the private sector will be addressed on a case-by-case basis to ensure that all activities necessary to perpetuate the redevelopment initiative are advanced in a manner consistent with this Plan and any amendment thereto. Such restrictions or controls would be expected to be in the form of covenants running with any land sold or leased for private use.

