



223 McIver Street, Sanford

Sanford



Community Development Plan

**Rehabilitating the Past
Planning for the Future**



THE WOOTEN COMPANY

ENGINEERING | PLANNING | ARCHITECTURE

July 9, 2008





CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

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CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION I – INTRODUCTION

Section I – Introduction

Introduction

Having a range of affordable housing opportunities in healthy, vibrant neighborhoods is essential to providing a high quality of life for all residents of a community. The City of Sanford as a whole is benefiting from a thriving economy and a strong rate of population growth. But some of the city's older residential neighborhoods are starting to show signs of decline evidenced by an aging and deteriorating housing stock and a less obvious but still vexing problem of deteriorating public infrastructure. Working within these declining neighborhoods to stabilize property values and to increase homeownership is one of the primary goals for City leaders.

Located in Lee County, North Carolina, the City of Sanford is just 45 miles southwest of the City of Raleigh, the state capital (Map 1). Sanford is within commuting distance of Raleigh and the Research Triangle Park and is experiencing significant growth due to this proximity to these major employment centers. Being a few miles further from Raleigh than other suburban communities, Sanford is more affordable than those communities closer to the greater Raleigh metropolitan area.

The 2000 Census reported that the City of Sanford had a population of 23,200. As of December 31, 2007, the City estimated the current population at 28,793 – a 24.1% increase in less than seven years. City planners estimate that by 2025 the population of Sanford will increase to approximately 50,000.



2308 Maybee Hill Drive

Rapid population growth has created a demand for new housing evidenced by the issuance of over 1,750 new residential construction permits within the City between 2000 and 2006. A strong housing construction industry is often indicative of a growing and economically prosperous community, but new housing is often too expensive for low and moderate-income families.

Purpose and Intent

The purpose of a Community Development Plan (CDP) is to inventory and assess current community development needs in order to target specific areas of need for special assistance. The CDP identifies current needs, projects future needs, develops strategies to meet identified needs, and proposes a phased implementation plan to address housing deficiencies. The Sanford CDP is intended to be a planning tool for City planners and elected officials to use in addressing community-wide housing needs. One of the key goals of the planning process is to focus efforts in securing state and federal grant programs to be paired with local funding to develop and/or redevelop within these target neighborhoods.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN **SECTION I – INTRODUCTION**

Identification of Study Areas (Map 1 Location of Study Areas)

At the beginning of the planning process, seven study areas were identified. Each of these seven areas has a high concentration of low and moderate-income households and deteriorating housing stock. As available, information on specific public infrastructure and facility needs are also incorporated in the discussion of each of the study areas.

Locations of the seven study areas – East Sanford, Fields Drive, Harkey Road, Jonesboro, Jonesboro Transition (Maybee Hill), San-Lee Drive and West Rose Street - are shown on Map 1. More detailed information on each of these study areas is included in Section III Housing Needs Study Areas.



Map 1: Location of Study Areas *City of Sanford* Community Development Plan



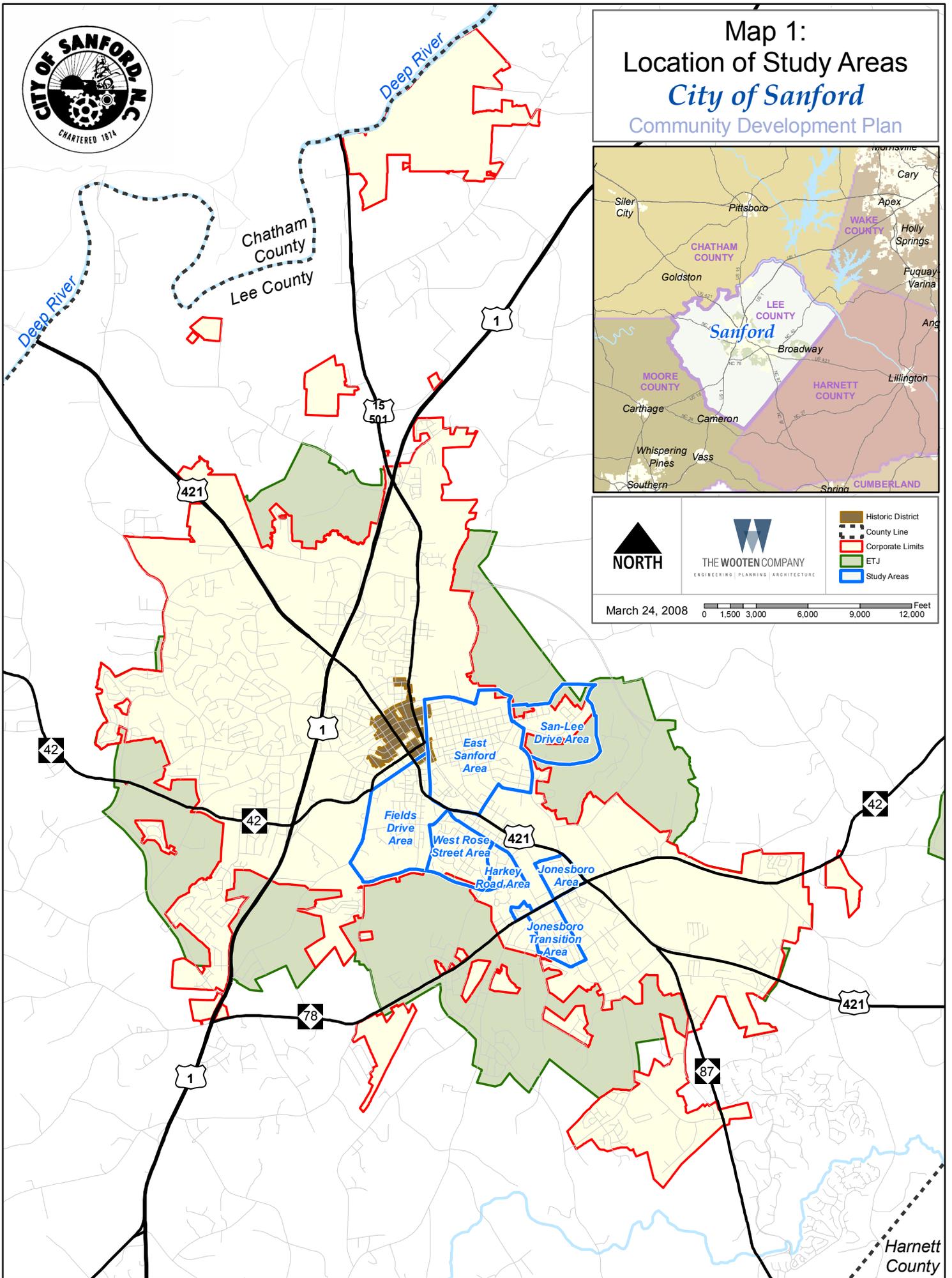
NORTH

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- Historic District
- County Line
- Corporate Limits
- ETJ
- Study Areas

March 24, 2008

0 1,500 3,000 6,000 9,000 12,000 Feet





CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

Section II Housing Inventory

Housing Inventory

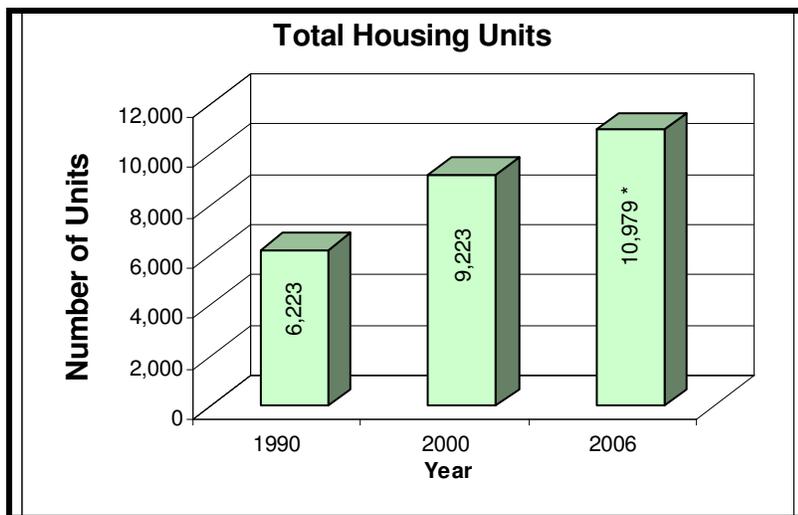
An adequate inventory of quality, affordable housing is one of the many challenges that the City of Sanford will face over the next several decades. As growth continues, housing demand will continue to increase. New residential construction, for the most part, is occurring on the outskirts of the City while older housing stock located in the core of the City has been neglected or abandoned.

An inventory of existing housing stock demonstrates that neighborhoods predominantly occupied by low and moderate-income families are the neighborhoods with the poorest quality housing stock. Homeowners with lower incomes often cannot afford to properly maintain their property and rental landlords often do not upgrade the rental housing stock because it is not cost beneficial when rental incomes are limited. With the great majority of the new housing stock constructed in Sanford priced beyond the means of low or moderate-income households, it is imperative that the existing housing stock be protected and rehabilitated for continuing occupancy.

Housing Characteristics and Conditions

The number of housing units in Sanford increased from 6,223 in 1990 to 9,223 in 2000 (US Census) (Figure 1). From 2000 to 2006, the Sanford planning department issued 1,756 permits for new housing units bringing the total number of dwellings to 10,979. According to the 2000 Census, 92.7% of the 9,223 housing units were occupied. The 2000 Census also reported that 58.6% of the occupied housing units were occupied by the homeowner – a lower percentage than the statewide average of 61.2%.

Figure 1: Comparison of Housing by Structural Type 2000 Census



Source: US Census, *2006 figure based upon permits issued since 2000.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

From 1900 to 2000, the number of vacant housing units increased from 488 to 681, an almost 40% increase. Vacant housing units have a greater chance of becoming dilapidated due to neglect, and the increase in abandoned dwellings, visible in the targeted low and moderate-income neighborhoods, is a major concern.



619 Scott Avenue



520 Oakwood Avenue

In 2000, the predominant housing type in Sanford was single-family detached housing which represented almost 65% of total housing units (Table 1). As expected in an urbanized area such as Sanford, there is a higher percentage (28%) of multi-family housing within the City than was present in Lee County. Both Lee County and the State as a whole had a greater percentage of manufactured homes than the City.

**Table 1:
Comparison of Housing by Structural Type
2000 Census**

Structural Type	Number of Structures	Percent by Jurisdiction		
		City of Sanford	Lee County	North Carolina
Single-Family	5,999	64.7%	66.9%	67.4%
Multi-Family	2,640	28.5%	14.9%	16.1%
Manufactured Home	634	6.8%	18.0%	16.4%
Other (boat, RV, van, etc.)	0	0.0%	0.0%	0.2%
Totals	9,273	100%	100%	100%

Source: US Census 2000 - SF3 Table H30.

According to the 2000 Census, the median year-built for housing in the City of Sanford was 1972; the statewide median was 1978 (Table 2). The majority of older housing stock within the City is located in low and moderate-income neighborhoods. In 2000, 29% (2,692 dwellings) of the total dwellings in the City were built prior to 1960.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

Dwellings built in 1960 or earlier often do not meet current building standards and therefore can require significantly more maintenance than homes constructed more recently. The 2000 Census reported that 641 (7.5%) of the 8,592 occupied housing units had more than one person per room – a statistic which is commonly used as a measure of overcrowding and is one of the factors used to identify substandard housing (Table 2). This rate of overcrowding in Sanford was almost twice the statewide average of 3.4% of occupied housing units having more than one person per room. The 2000 Census also reported that 63 units (0.7%) of the 9,273 housing units lacked complete plumbing and/or kitchen facilities.

Table 2: City of Sanford Housing Statistics 2000 Census		
Category	Number	Percent
Total Housing Units	9,223	100%
Average household size of Occupied Units (# of persons)	2.67	-
Total owner-occupied units	5,038	58.6%
Median Housing Age	1972	-
Owner-occupied housing units - built before 1980	3,460	68.7%
Total renter occupied units	3,554	41.4%
Renter - occupied housing units- built before 1980	2,053	57.8%
Average household size – owner–occupied	2.78	-
Average household size – renter–occupied	2.51	-
Homeowner vacancy rate	163	23.9%
Rental vacancy rate	369	54.2%
Vacant housing units	681	7.4%
Housing Units built prior to 1980	6,025	65.0%
Housing Units built prior to 1960	2,692	29.0%
Housing units lacking complete plumbing facilities	63	0.7%
Housing units lacking complete kitchen facilities	62	0.7%
Housing units with no vehicles available	972	11.3%
Housing units with no fuel or no standard fuel (gas, electricity, wood, solar, kerosene, coal, etc.) used	43	0.5%
Housing units with 1 or more occupants per room	641	7.5%
Number / Percent of Occupied Housing Units below Poverty Level	Number	Percent
Owner-occupied housing units	356	7.1%
Owner-occupied housing units lacking complete plumbing facilities	20	0.4%
Owner-occupied housing units with 1 or more occupants per room	42	11.8%
Owner-occupied housing units with public assistance income	0	0%
Owner-occupied housing units with Social Security income	149	42.0%
Owner-occupied housing units with no telephone service	23	6.5%
Renter-occupied housing units	1,093	31.0%
Renter-occupied housing units lacking complete plumbing facilities	22	0.2%
Renter-occupied housing units with public assistance income	145	13.2%
Renter-occupied housing units with 1 or more occupants per room	133	12.2%
Renter-occupied housing units with Social Security income	214	19.6%
Renter- occupied housing units with no telephone service	123	11.3%

Source: US Census (www.census.gov) and LINC (<http://linc.state.nc.us/>)

*Note: Information available for Lee County (www.ncruralcenter.org)

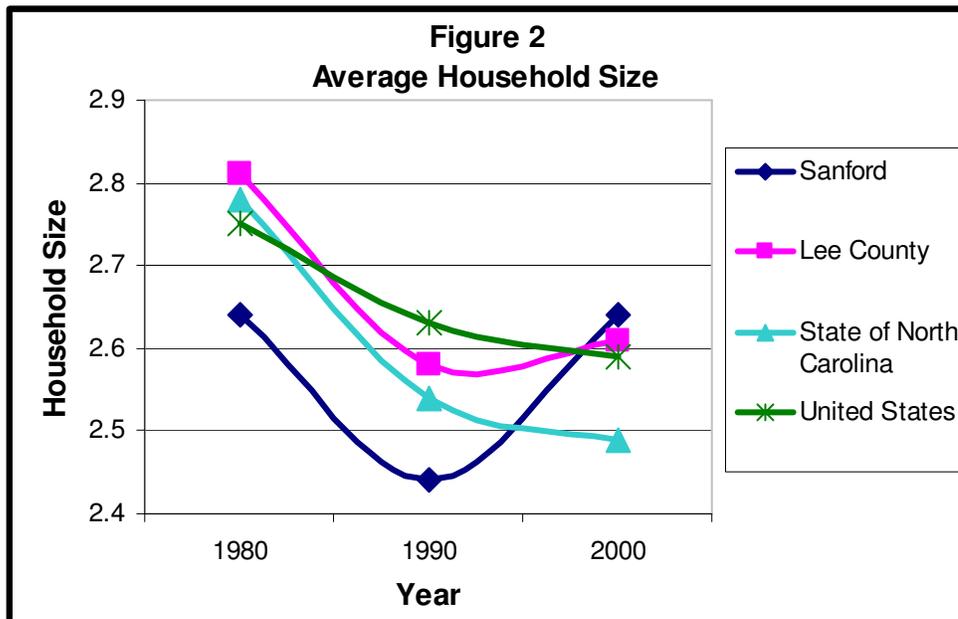


CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

Housing units that lack complete plumbing facilities or are overcrowded (more than one person per room) are generally determined to be substandard. In total, the 2000 Census reported that 685 (8%) of the occupied housing units were substandard (Table 2). Census data does not determine the condition of a housing unit beyond age, completeness of plumbing and kitchen facilities, type of heat, water source, and type of sewage disposal. Older homes often require updated plumbing, heating, and kitchen facilities to make the structure habitable. But in most cases, bringing an older home up to current building code standards is not cost effective, thus the private building market has little interest in rehabilitating older homes.

The 2000 Census reported 8,651 households within the City of Sanford. The Census defines a “household” as a person(s) residing in a dwelling either alone or with others related or non-related. A “family household” is defined as two or more persons who are related by birth, marriage or adoption and who live together as members of one family unit. In 2000, there were 6,057 family households (70%) in Sanford and 2,594 (30%) non-family households.

The average household size for Sanford in 2000 was 2.67 persons. Statewide and national trends (Figure 2) show a downward trend in the average number of persons per household, but a steadily declining household size is not evident in statistics for the City of Sanford and Lee County.

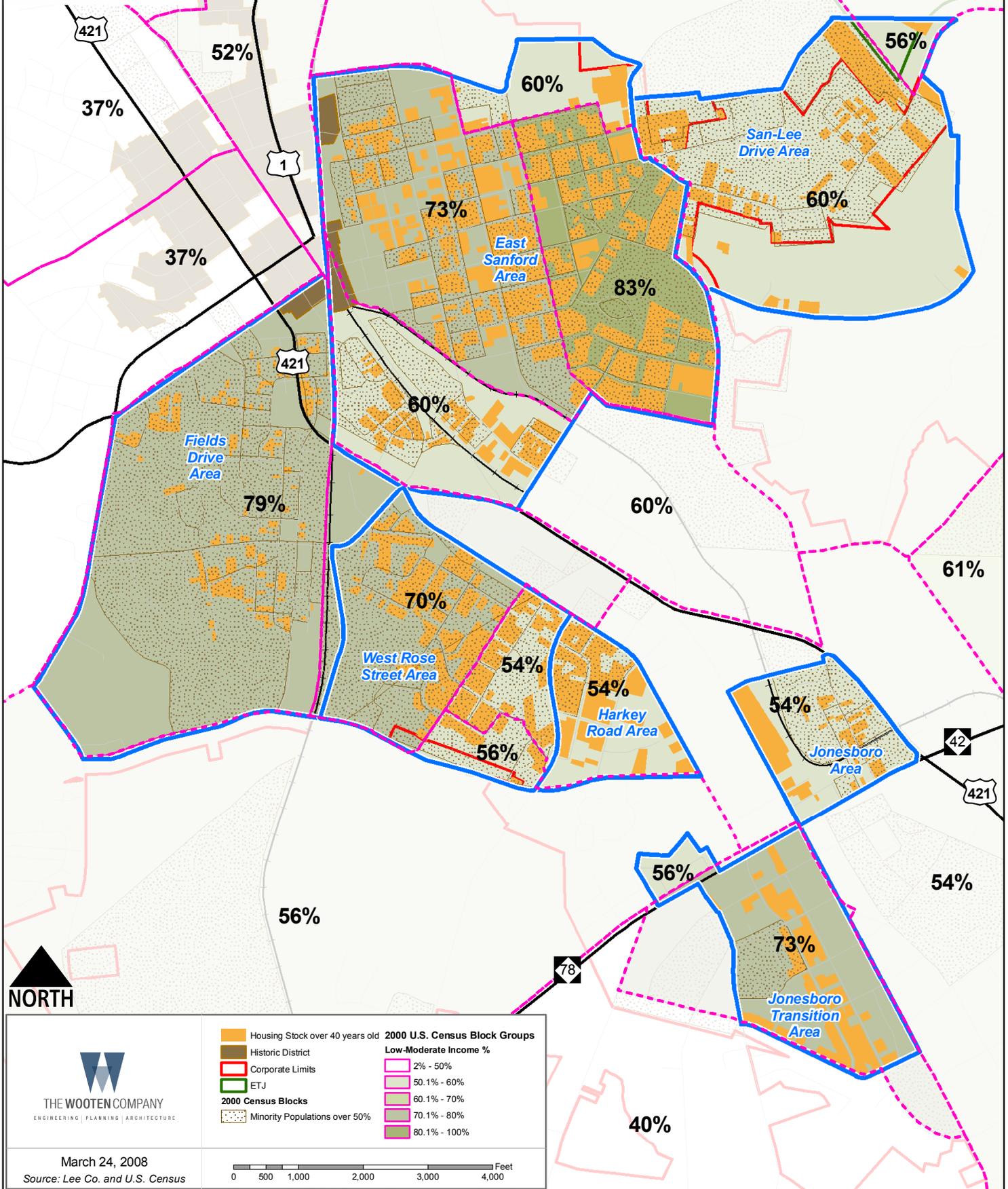


Source: US Census, 1980, 1990, 2000.

Low and moderate-income household neighborhoods are scattered throughout Sanford, but the 2000 Census statistics indicated especially high concentrations of below median household incomes in the \$12,000 to \$20,000 range. Housing assistance focused in these low and moderate-income neighborhoods is an ongoing need. (Map 2 Concentrations of Older Homes, LMI and Minority Concentrations).



Map 2: Older Homes, LMI & Minority Concentrations
City of Sanford
 Community Development Plan



March 24, 2008
 Source: Lee Co. and U.S. Census



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

Housing Values and Affordability

The median housing value in Sanford in 2000 was \$86,100, 10.1% less than the statewide median housing value of \$95,800. The 2000 Census reported that the median rent in Sanford was \$384, 11% lower than the statewide median rent of \$431 (Table 3).

**Table 3:
City of Sanford Housing Income Statistics
2000 Census**

Category	Number	Percent
Median household income (% of NC average income)	\$34,804	88.8%
Per Capita Income	\$17,038	83.9%
Number of Households earning less than \$25,000/year	3,111	36.0%
Persons below poverty level (1999)	3,945	17.1%
Individuals under 18 below poverty level	1,424	36.1%
Earnings of full-time workers less than \$25,000 (1999)	3,307	45.8%
Persons 65+ years of age below poverty level	342	8.7%
Persons earning 50 % or less of poverty level	1,922	8.4%
Person earning 125-149% of poverty level	1,540	6.7%
Households with monthly owner costs over 30% of household income	930	20.8%
Households with gross rent over 30% of household income (1999)	1,188	33.4%

Source: US Census (www.census.gov) and LINC (<http://linc.state.nc.us/>)

The 2000 Census also reported the median household income for occupied housing units in Sanford was \$34,804 - 88.8% of the statewide median household income of \$39,061. In 2000, there were 1,409 households (16.3% of all households), totaling 3,945 people, where household income was below the poverty level (Table 3). In 2000, 36.0% of Sanford households had total household incomes of less than \$25,000 per year.

A common gauge for determining the affordability of housing is that monthly mortgage or rental payments do not exceed 30% of gross monthly income. The 2000 Census reported that 20.8% of homeowners and 33.4% of renters in Sanford were spending more than 30% of their household income on housing (Table 3).

Housing Trends and Demands

Housing demand is most strongly influenced by population growth. Since the 2000 Census, the population of Sanford has grown from 23,220 to a 2007 City estimate of 28,367 – a 22% increase (Table 4). The City anticipates this rate of population growth will continue over the next 20 years. The City currently estimates that by the year 2025, Sanford will have a population of approximately 50,000 people, more than double the 2000 population.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

**Table 4:
Population Projections**

	1990	2000	2007	2010	2015	2020	2025
Sanford	14,755	23,220	28,367	31,557	36,053	41,796	50,000
Change	-18	8,465	5,147	3,190	4,496	5,743	8,204
Growth Rate	-0.1%	57.4%	22.2%	11.2%	14.2%	15.9%	19.6%
Lee County	41,370	49,208	59,913	63,394	69,717	76,973	84,985
Change	4,652	7,838	1,285	2,940	2,873	3,342	2,979
Growth Rate	12.67%	18.95%	21.75%	5.81%	9.97%	10.41%	10.41%
State	6,632,448	8,046,491	8,968,800	9,349,175	10,022,722	10,709,704	11,398,300
Change	752,353	1,414,043	922,309	380,375	673,547	686,982	688,596
Growth Rate	12.8%	21.3%	11.5%	4.2%	7.2%	6.9%	6.4%

Source: US Census, NC State Data Center, Lee County and City of Sanford.

Building permit data provided by the US Census indicates that the City of Sanford issued 1,222 permits for new single family residential dwellings from 2000 to 2006; 910 units have actually been constructed (Table 5). There were 534 multi-family dwelling unit permits issued over the same time period. Since 2000, the City has averaged a combined total of 251 single family and multi-family residential dwelling unit permits per year. The average construction cost for a new home built within the last seven years is \$154,187 – well above the affordability capacity of low and moderate-income families.

**Table 5:
New Single Family Residential
Construction**

Year Built	Units	Average Assessed Value
2000	103	\$147,841
2001	109	\$155,653
2002	101	\$200,113
2003	131	\$140,524
2004	160	\$146,240
2005	151	\$155,731
2006	155	\$145,698
Total	910	\$154,187

The demand for new residential construction in Sanford reflects recent population growth. Based on City population growth projections (and assuming average household size remains unchanged at 2.67 persons/household), the City will need an additional 18,726 dwelling units by 2025. This represents a 70% increase over the 2006 estimate of 11,029 residential dwellings within the City.

Source: Lee County tax records.

Where Will Growth Occur?

Current trends show new housing is being built primarily along the fringes of the urbanized area – a trend which can be expected to continue for some time. However, if transportation costs continue to rise faster than the general cost of living and people continue to show interest in living in neighborhoods that offer opportunities for a more healthy lifestyle, the real estate market will adjust to an increase in demand for housing within areas closer to downtown Sanford where residents will not have to rely solely on individual automobiles for transportation. Economically prosperous cities and communities throughout the United States are seeing older, blighted neighborhoods transition to meet urban housing demands. Although desirable from a



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

market and tax base perspective, gentrification, the process of renewal and rebuilding accompanying the influx of middle-class or affluent people into deteriorating areas, often displaces low and moderate-income residents from their established, familiar neighborhoods.

As a result, a gap emerges between the traditional low rents that an area of deteriorated buildings and low-income residents expect and the potential rents that the area could generate if it were completely rebuilt or renovated to its highest and best use. Larger cities are experiencing the construction of new high rise condos in the immediate proximity to the urban core. Just outside the urban core, older and sometimes historic neighborhoods that consist of detached single family dwellings are being restored and refurbished. As a result, low and moderate-income families are being displaced.

As gentrification begins, landlords quickly recognize the opportunity to evict low and moderate-income residents in favor of more affluent tenants who can afford higher rents. Landlords may be motivated to delay maintenance as a way to drive out low and moderate-income tenants. Real estate investors also move in to buy properties at discount prices, rejuvenating homes and selling them to higher income families for large profits.



The improvement of substandard dwellings and the clearing of blighted neighborhood conditions are often considered a sign of a vibrant growing urban economy. However, the redevelopment movement which demolishes blighted areas in favor of rehabilitating older homes or building new high rise condos results in a loss of housing that is affordable for low and moderate-income households. Neighborhoods which were once home to low income families become unaffordable and lower income residents are forced to move out and find alternative housing. Often these individuals and families are forced into fringe areas that do not provide public transportation which increases economic distress as access to employment and shopping is more difficult.

The gentrification process creates serious social conflicts. Existing property owners in older neighborhoods tend to benefit from the appreciating property values while low and moderate-income renters are displaced. Lower income households are forced to compete with other households for a decreasing supply of lower rent properties and established social contexts are destroyed leaving long established neighborhoods in transition.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

Development Ordinances

New land development within the City of Sanford is subject to local ordinances that regulate development. The Sanford Unified Development Ordinance (UDO) regulates the zoning of land, what uses are permitted within a specific zoning district, and how new sites, streets and lots are designed and constructed.

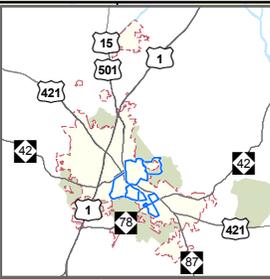
The Sanford UDO establishes thirteen (13) zoning districts that allow residential uses within the City corporate limits and extraterritorial jurisdiction. Zoning requirements for the most common residential zoning districts within older residential neighborhoods R-12, R-10, R-6, and MF-12 – are shown in Table 6.

Table 6: Zoning Districts Density and Dimensional Standards								
Zoning District	Min Lot Size (sq. ft.)	Max Density (Units/Acre)	Min Lot Width (in feet)	Min Lot Depth (in feet)	Max Building Height (in feet)	Min Front Setback (in feet)	Min Side Setback (in feet)	Min Rear Setback (in feet)
R-12 Residential Mixed District	12,000	3.5	75	100	40	30	12	20
R-10 Residential Mixed District	10,000	4	70	100	40	25	10	20
R-6 Residential Mixed District	6,000	7	60	100	40	20	8	20
MF-12 Multi-Family District	N/A	12	50	100	60	20	20	20

Source: City of Sanford Unified Development Ordinance.

The UDO also provides for two planned development options including Planned Unit Developments (PUDs) and Traditional Neighborhood Developments (TNDs). These two districts provide for a mix of residential and non-residential uses with unique dimensional standards based on the proposed development.

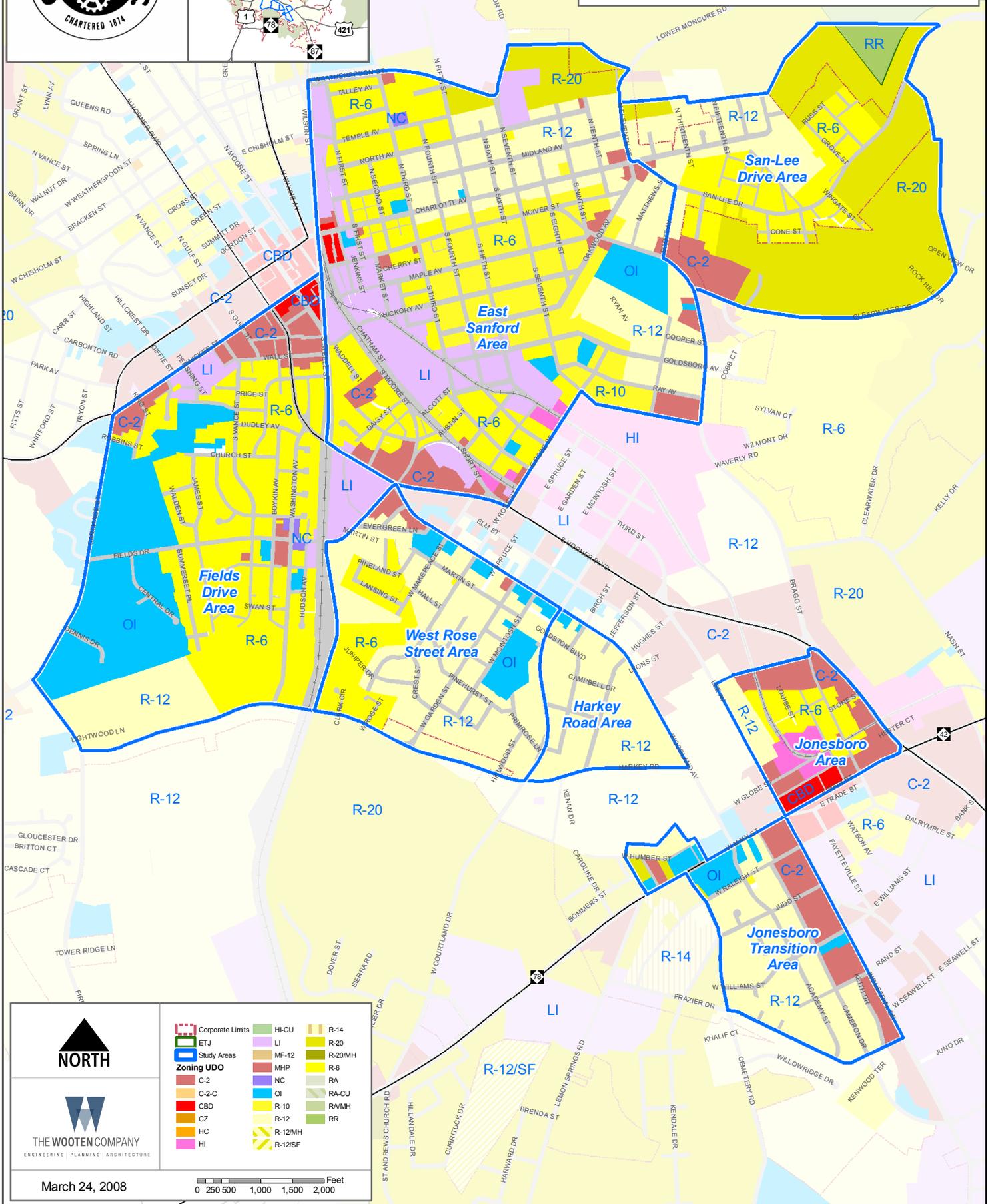
Redevelopment of existing areas must comply with UDO regulations. The majority of the low and moderate-income residential areas identified as favorable for community development activity are zoned either R-6 or R-12 (Map 3 Zoning). The R-6 zoning district has a minimum lot size of 6,000 square feet, which is a typical lot size in urban residential environments within small cities such as Sanford. The R-12 district (minimum 12,000 square foot lots) is a lower density residential category commonly found in urban fringe neighborhoods. Areas identified for redevelopment must consider lot sizes and other dimensional requirements when redeveloping or recombining lots.



Map 3: Zoning

City of Sanford

Community Development Plan



NORTH

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March 24, 2008

Corporate Limits	HI-CU	R-14
Study Areas	LI	R-20
CBD	MF-12	R-20/MH
C-2	MHP	R-6
C-2-C	NC	RA
C-2	OI	RA-CU
CZ	R-10	RA/MH
HC	R-12	RR
HI	R-12/MH	
	R-12/SF	

0 250 500 1,000 1,500 2,000 Feet



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION II – HOUSING INVENTORY

Smart Growth and Sustainable Development

There has been a growing concern across the nation regarding the prevalent “sprawl” development pattern. Sprawl is the spreading out of a city and its suburbs over rural land at the fringe of the urban area. Residents of sprawling neighborhoods tend to live in single-family homes and rely solely on individual cars for transportation to work and to shop. Low population density is a key indicator of sprawl.

Sprawl development results in lack of transportation options and neighborhoods that are not pedestrian friendly. Large lot single family development consumes large expanses of rural land and open space and strains public infrastructure with both increased cost to build and maintain roads, water and sewer services. Other public services such as fire and police protection and waste management also become more costly.

Sprawl development is also linked with declining health and increased obesity as residents of sprawl communities must rely on automobiles for transportation because walking or riding a bicycle is not a viable option. Sprawl also more rapidly depletes and increases the potential for loss or pollution of limited natural resources.

Smart growth strategies are intended to improve the quality of life by creating more sustainable, livable communities. In order to create a sustainable community, the design of a neighborhood must take into consideration proximity to services, natural features, transportation, existing infrastructure, conservation of open space, and residential density and affordability. Different sustainable land use strategies have been used to address these issues:

1. Transit-Oriented Development (TOD)

Designing a community or neighborhood specifically based upon regional transportation opportunities is referred to as Transit Oriented Development (TOD). Transit oriented development is a growing trend for providing livable, walkable communities centered around a high quality transit system. Residing in close proximity to transit stations reduces dependence on automobiles, reduces commuting time to and from employment centers, and creates a higher quality of life for residents. At this time, transit oriented development is not a viable option for the City of Sanford although such developments may be possible in the future if a commuter rail system to regional employment centers becomes a reality.

2. Mixed Use Development (MUD)

Mixed Use Development, currently popular with city planners and developers, it is not a new concept. Since the earliest major cities were established, multi-storied buildings were constructed right up to the front lot line. Buildings typically had retail businesses or offices on the first floor with residences on upper floors. The recent popularity of mixed use developments with increased housing density has its own set of challenges. Just the right mix of commercial and residential tenants is needed to create a sustainable relationship where residents can walk to shop at local businesses and local businesses can rely on residents to shop close to home.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION II – HOUSING INVENTORY

3. Planned Unit Development (PUD)

A Planned Unit Development is an individual, large-scale, unified development which includes a variety of residential uses along with open space/recreation opportunities and neighborhood-oriented office and commercial enterprises that provide services needed by the residents. Residential developments typically include several housing types (single-family, two-family and multi-family) in close proximity to but in distinct, independent neighborhoods within the larger development context. Developers often reserve land for schools, churches, parks and open space. Local streets within a planned unit development are typically more narrow in width compared to traditional city streets and include sidewalks along at least one side of the street. Single-family dwellings are often placed closer to the street with smaller front yards to help create a sense of neighborhood similar to older, downtown neighborhoods.

A key characteristic of sustainable communities is the availability of parks, greenways, and open space. Throughout the country, communities are requiring new developments to retain a percentage of property for open space and recreation. Communities must be proactive in acquiring property for parks, greenways and open space prior to development in growing areas. Providing public recreational opportunities, particularly in growing communities, is essential to a high quality of life.

An often overlooked aspect of neighborhood sustainability is the provision of housing opportunities for all income levels. A key factor in locating housing, especially for low and moderate-income families, is access to public transportation. Communities often incorporate affordable housing development standards that require developers to construct a certain percentage of dwellings as affordable housing. A common reward for including affordable housing is a density bonus. Another technique, not yet available in North Carolina, requires developers to pay a “fee-in-lieu” of constructing affordable housing – similar to the commonly used fee-in-lieu for park and open space dedication in new residential developments. The affordable housing fees would be used to help provide affordable housing elsewhere in the community.

City of Sanford Smart Growth Regulations and Policies

The City of Sanford is pursuing smart growth strategies by using regulations and policies to help city leaders and developers work together to achieve a more compact, sustainable growth pattern. The City’s major smart growth tool box is the Unified Development Ordinance (UDO) which provides several smart growth development options.

It is the City’s policy to encourage developers to use conditional zoning to propose more innovative and higher quality projects. Conditional Zoning (CZ) districts are districts in which development and use of property is subject to predetermined standards and rules, regulations, or other conditions imposed as part of the legislative decision process creating the zoning district and applying it to a particular property. A conditional zoning district allows particular uses to be established only in accordance with standards and conditions pertaining to a specific development project.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

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There are two types of CZ districts – Type 1 and Type 2. Under Type 1, an owner/developer has the freedom to develop a unique list of permitted uses and design standards while ensuring that the development is designed to maintain the integrity and characteristics of the surrounding community. Under Type 2, an owner/developer can place additional conditions upon an existing general use zoning district. This zoning approach is preferred if a petitioner plans to reduce or narrow the number of permitted uses or impose higher level design standards.

The Sanford UDO also provides for special use permits (SUPs) under established procedures and standards. A SUP provides a form of discretionary approval for certain uses which are generally compatible with the land uses permitted by right in a zoning district, but which require individual review of location, design, and configuration. The SUP process ensures the appropriateness of the proposed use at a particular location. New development is approved under a site plan review process that promotes safe, functional, and aesthetically pleasing development and ensures that new structures, utilities, streets, parking, circulation systems, yards, and open spaces are developed in conformance with UDO standards.

The Sanford UDO provides for Planned Unit Developments (PUDs) to encourage the orderly development of land with a mix of land uses and intensities. The PUD zoning process permits flexibility and quality in the design, construction and processing of residential and non-residential developments. The PUD process allows for unique or creative designs and techniques that:

- promote the most appropriate use of a parcel,
- allow for diversification of use,
- facilitate the adequate and economical provision of streets, parks, open space, schools, storm drainage and sewer and water utilities,
- preserve and utilize open space,
- offer recreational opportunities close to residential uses, and
- enhance neighborhood appearance.

The Sanford UDO also provides for Traditional Neighborhood Developments (TNDs) that encourage development of land in a manner consistent with the historic and timeless principles of the City's existing neighborhoods. TNDs combine a variety of housing types with commercial and civic uses in a compact, walkable neighborhood setting. TNDs feature a highly interconnected street network and setbacks appropriate to create a public realm built on a human scale. By providing compact residential development linked with pedestrian facilities, shopping and employment opportunities within walking distance of residential areas, and an identifiable edge, TNDs provide a sense of community. TND seeks to:

- direct new development toward less developed geographic areas of the county without encouraging urban sprawl,
- increase locations for multi-family housing and overall densities,
- achieve quality growth,
- use existing infrastructure efficiently,
- provide long term quality development and attractive public spaces,
- improve the overall appearance of the community,



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

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- promote the community as a major activity center for retail, recreation, and cultural activities,
- provide residential areas that support other land use goals with efficient / economical use of resources to minimize effect on the natural environment,
- promote a full range of housing types that include single family, multi-family, group quarters, manufactured homes, and mobile home parks that will allow all persons the opportunity to live in decent, safe, and sanitary housing,
- develop a transportation system that provides safe, effective, efficient traffic flow,
- develop a comprehensive pedestrian system for the community, and
- provide amenities convenient to residential areas such as shopping facilities, and community facilities and services, parks and open space, natural areas, and mass transit.

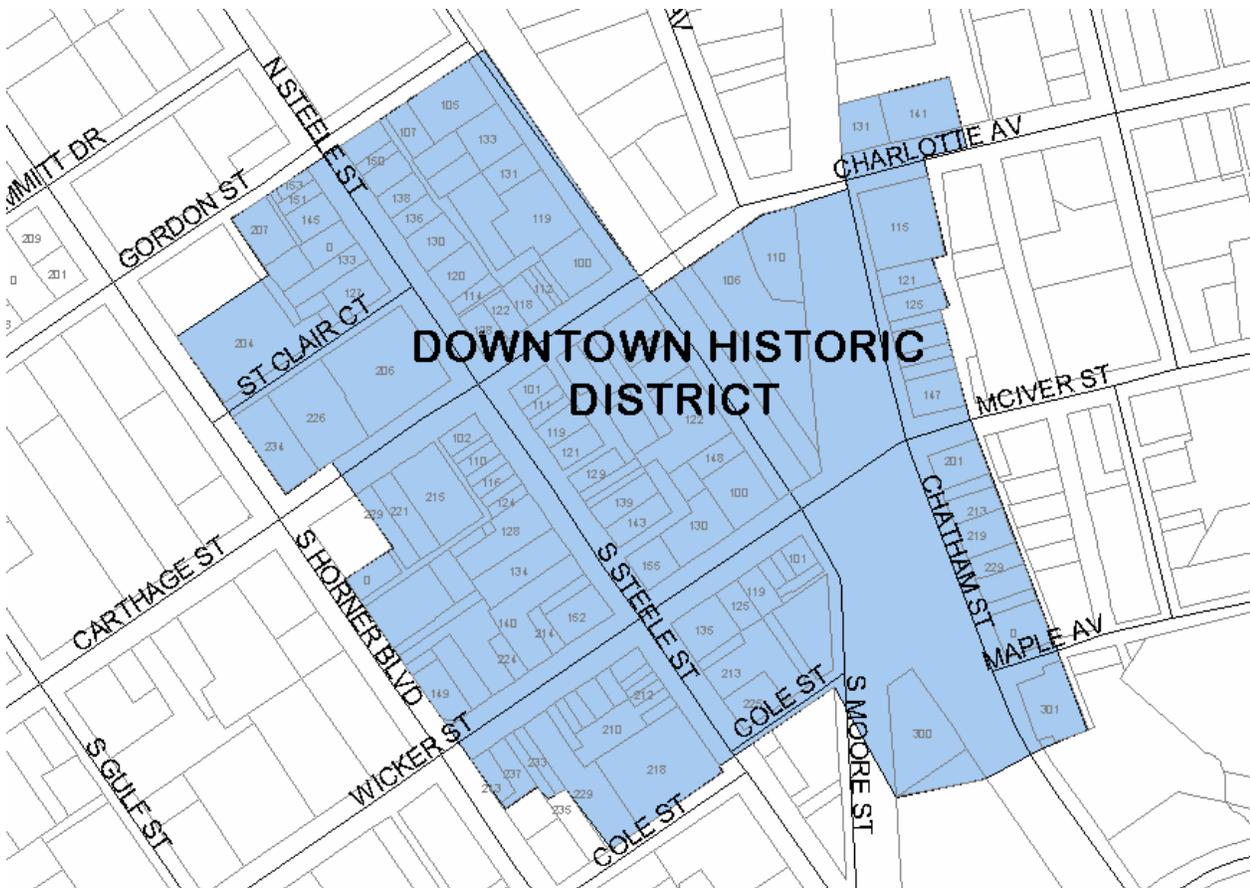


CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

Historic Preservation

Communities can use historic preservation to help stabilize property values and to stimulate investment in older residential and commercial areas. Historic preservation creates an increase in tax base and tax revenues with little to no public investment in infrastructure. Historic preservation is not only economically beneficial but it also improves quality of life and the long term sustainability of a community.

Over the years, the City of Sanford has shown a commitment to recognizing and protecting historic properties by establishing four historic districts – Downtown Sanford, Rosemount-McIver Park, Hawkins Avenue, and Lee Avenue (Map 4 Historic Districts). Property owners in historic districts are eligible for state and federal tax credits for substantial rehabilitation projects (projects must be approved in advance by the State Historic Preservation Office). Two of the national historic districts - Downtown Sanford and Rosemount-McIver Park - are also designated as local historic districts. A small portion of the East Sanford Study Area – mostly a few non-residential historic buildings located along Chatham Street on the east side of the railroad right-of-way - is within the Downtown Historic District (see map below).





CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

In February 2008, the City of Sanford applied for but did not win a grant to help pay for the preparation of a National Register Historic District nomination for an area of 160 to 185 structures within the East Sanford Study Area (area outlined in blue on map below). The proposed boundary would be primarily along McIver Street from First Street to Seventh Street and Third Street from Charlotte Avenue to Goldsboro Avenue. More about this opportunity is discussed in Section VII of the Action Plan.





CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

Past Community Development Activities

For many years the City of Sanford has been resolute in providing quality affordable housing through community development initiatives. The City has traditionally used grant funds from the Community Development Block Grant program and the NC Housing Finance Agency for financial assistance for housing rehabilitation and infrastructure improvements.

Since 1982, the City has received 22 grants for community development projects totaling over \$10.8 million (Table 7). These projects included a variety of city improvements including acquisition and demolition of severely deteriorated housing structures, rehabilitation of substandard housing, construction of affordable supportive housing units, hazard mitigation (flood property buyout), downtown streetscape improvements, infrastructure improvements, and restoration of the historic Wicker School as a community-based business enterprise. Continued funding is necessary to implement future community development projects, housing rehabilitation, rental assistance, and home ownership programs.

Table 7: Past Community Development Projects			
Funding Year	Grant Category	Grant Amount	Funding Agency ¹
1982-C-6296	Concentrated Needs	\$750,000	NCDCA
1984- E-6806	Economic Development	\$557,290	NCDCA
1984-C-6863	Concentrated Needs	\$737,000	NCDCA
1986-C-7213	Concentrated Needs	\$600,000	NCDCA
1988-C-7735	Concentrated Needs	\$558,000	NCDCA
1989-C-7851	Housing Development	\$125,000	NCDCA
1991-C-8157	Concentrated Needs	\$582,000	NCDCA
1992	Single Family Rehab	\$376,700	NCHFA
1994	Single Family Rehab	\$305,000	NCHFA
1996-C-0218	Concentrated Needs	\$850,000	NCDCA
1997	Single Family Rehab	\$200,000	NCHFA
1998/99	Hazard Mitigation	\$514,592	FEMA/NCDEM
1998	State Acquisition and Relocation Fund	\$290,205	NCDEM
1999	Clean Water Management Trust Fund	\$765,000	NCCWMTF
1999	Single Family Rehab	\$300,000	NCHFA
2000-C-0671	Scattered Site Housing	\$350,000	NCDCA
2002-2006	Revitalization Strategies	\$1,750,000	NCDCA
2002	NC DOT Enhancement	\$92,722	NC DOT
2003	CDBG-Urban Redevelopment	\$900,000	NCDCA
2004	NC DOT Enhancement	\$182,6270	NC DOT
2006	Urgent Repair Program	\$75,000	NCHFA
Total Funding		\$10,861,136	

¹NCDCA – NC Division of Community Assistance; NCHFA – NC Housing Finance Agency; NCDOT – NC Department of Transportation; FEMA – Federal Emergency Management Agency; NCDEM – NC Division of Emergency Management; NCCWMTF – NC Clean Water Management Trust Fund:

Source: City of Sanford.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

The City of Sanford also has benefited from non-profit and faith-based organization initiatives. In 1990, the City used CDBG money to assist in the establishment of Brick Capital Community Development Corporation (Brick Capital). Since 1990, Brick Capital has offered a homeownership program that assists families and individuals that earn 80% or less of the median household income to purchase their first home or to purchase a home if they have not owned a home within the past three years. One of the most important services that Brick Capital provides is education for people interested in buying a home.



In cooperation with government agencies and non-profits, Brick Capital has constructed 60 new homes, 51 of which are within the City of Sanford. Brick Capital acts as a liaison and coordinator between public agencies such as the NC Housing Finance Agency (NCHFA) and USDA Rural Development (USDA), and private lenders to provide below market interest loans and down payment assistance. The City of Sanford typically donates or sells at a minimum charge publicly-owned vacant lots for new housing construction to both Brick Capital and Habitat for Humanity, who also builds affordable housing throughout Lee County.



The Sanford Housing Authority is responsible for constructing and maintaining multi-family rental units for low and moderate income households.

Homes constructed by Brick Capital in the Fields Drive area of Sanford.





CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION II – HOUSING INVENTORY

The single most successful community development project in Sanford was the completion in 2006 of the restoration of the historic W. B. Wicker School as a community-based business center. In 2000, the City received a \$1.75 million Community Development Block Grant from the NC Department of Community Assistance to help pay for renovation of the Wicker School, which was built by the Rosenwald Foundation in 1929 and is on the National Historic Register of Historic Places. Over time the historic school building was decommissioned and became severely deteriorated due to neglect.



W.B. Wicker front façade before restoration



W.B. Wicker front façade after restoration



Main floor hallway before restoration



Main floor hallway after restoration



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION II – HOUSING INVENTORY

In November 2006, Brick Capital CDC and Self-Help Ventures opened the W. B. Wicker Business Campus. The Wicker Business Campus houses a number of services specifically targeted to low and moderate-income residents both within the Wicker Community and throughout Sanford and Lee County. Services include the Central Carolina Children’s Dental Center, Central Carolina Community College Dental Hygiene Program, Excel Tutoring and Personal Development, The Academic and Enrichment Center, Community Computer Center (with class instruction) and the Small Business Center which provides office space for eight small businesses. The grant also funded a revolving loan fund to help new businesses with start-up expenses.

Brick Capital continues to be active in providing affordable housing and is currently working on a 27-acre affordable housing project. The proposed development will include 80 to 120 dwelling units. Brick Capital is also working with Haven of Lee County, a non-profit agency providing support services for individual and family victims of domestic and sexual abuse. Haven and Brick Capital are in the process of constructing six supportive housing units for victims.

Sanford Area Habitat for Humanity has been assisting low-income families with affordable housing since 1989. Habitat for Humanity has developed partnerships with non-profit agencies, faith-based organizations and many corporate sponsors throughout the City of Sanford. Since 1989, Habitat for Humanity has constructed 30 houses for low to moderate-income families. The program relies on property donations and assistance from volunteers to keep down project costs. Habitat houses are affordable because no profit is included in the sale price and no interest is charged on the mortgage.



804 Hillwood Street (www.sanfordhabitat.org)

Progressive Neighborhoods Program

In the late 1990s, in response to the City Council’s concerns about rezoning requests that might negatively impact neighborhood integrity, the City began the Progressive Neighborhoods Program. The intent of the program was to form public/private, community oriented partnerships at the neighborhood level to improve the quality of life throughout the City. The program was intended to help neighborhoods identify physical, social and economic issues that affected the long term livability of the neighborhood in order to strengthen and protect the neighborhoods of Sanford. At-risk neighborhoods in periods of decline were the focus of the program.

Program objectives included improving livability, reducing crime, providing decent, safe and affordable housing, encouraging maintenance of private yards and public spaces, keeping public facilities in sound conditions, increasing the number of residents active in neighborhood affairs, and stabilizing distressed neighborhoods through proactive public and private efforts. The framework for the plan of action included defining what the City could do and what the community must do to address economic concerns, social breakdown, neighborhood decay, and crime.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION II – HOUSING INVENTORY

Specific strategies for addressing problems included:

- providing residents with neighborhoods where they felt safe and secure;
- organizing and supporting neighborhood associations and other neighborhood centered organizations;
- striving to establish economic, family and social stability in target neighborhoods;
- improving the physical appearance, safety, and design of residential neighborhoods;
- helping neighborhood residents receive basic human services; and
- pursuing state legislation that addresses the needs of community wide public safety programs

City initiatives established in the Progressive Neighborhoods Program included:

- developing specific programs and actions that could be taken to help the community revitalize neighborhoods, prevent the decline of others, and improve the quality of life within neighborhoods;
- facilitating and organizing meetings and providing technical advice;
- improving street lighting;
- educating residents of the need and necessity to maintain property;
- utilizing and expanding existing city clean up efforts;
- assisting neighborhoods with forming neighborhood organizations;
- enforcing minimum housing code and nuisance abatement procedures to ensure buildings were safe, secure and attractive;
- increasing availability of single family housing among low and moderate income families by encouraging and assisting in rehabilitation of existing homes, construction of new homes and offering first time homebuyer programs;
- evaluating infrastructure within neighborhoods – water, sewer, curb and gutter, street lighting and signage;
- collaborating with community policing program and other public safety issues; and
- providing a sound fire protection system including conducting in-home fire inspections upon request and expanding fire prevention and safety programs including installation of smoke detectors

The program noted that the key to success was that “no one government agency, group or person can be successful alone. Organization, skills, information, commitment of time and energy and a collaborative spirit are needed to encourage a variety of partnerships at all level of government, business, schools, churches, neighborhoods, families and individuals.”

Berkley Place Neighborhood Plan

In 1999-2000, the Berkley Place Neighborhood (about 60 homes along Summerset Place and Boykin Avenue) organized and developed the Berkley Place Neighborhood Plan that was adopted by the City Council in May 2000. The adopted plan includes a number of strategies to help the neighbors meet the challenges of their neighborhood. Strategies included establishing a community crime watch, installing additional street lights, organizing neighborhood clean-up days, repairing housing, controlling stray animals, finding uses for abandoned commercial buildings, and adding sidewalks and improving street drainage.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION II – HOUSING INVENTORY

Housing Needs Assessment

According to the 2000 Census, the median value for housing units in the City of Sanford was \$86,100. The 2000 Census also reported median household incomes for occupied housing units at \$34,804. According to the Lee County tax records, from 2000 to 2006 the average assessed value of new single family residential construction was \$154,187 – almost 80% higher than the 2000 median value.

In 2000, 1,409 households (16.3% of all households) had incomes below the poverty level and 3,945 people were classified as living below the poverty level. In 2000, 36% of total households earned less than \$25,000 per year. With rising costs for new housing, these individuals and families will continue to be shut out of the new home market and will have increasing difficulty finding standard housing to purchase or rent.

Multi-family housing is typically a less expensive alternative for low and moderate-income households, but only a fraction of multi-family housing in Sanford is actually occupied by homeowners. In the 2000 Census, the City of Sanford had 2,640 occupied multi-family dwelling units consisting of a combination of town homes, apartments, condominiums and duplexes. Only 4.5% of those homes were occupied by the homeowner.

Providing adequate housing options for the elderly is another community challenge. In 2000, 2,837 people in Sanford were 65 years of age or older and 13% lived below the poverty line. Of the 65 and older population, 2,766 (97%) had some type of disability. In 2000, this age group accounted for 1,835 households with 48% having household incomes of less than \$25,000 per year. These low-income, elderly households will not be able to keep up with the rising cost of housing in Sanford.

Modern medical advancements have resulted in a stronger, longer-lived disabled population and a growing number of elderly citizens. This expanding group of citizens brings unique needs to the local housing market. Social Security and Medicare programs fail to meet total costs for special services and products, including housing, which elderly people need to maintain an adequate standard of living. Many localities, including the City of Sanford, have been hard-pressed to find ways to help the elderly stay in their homes by assisting with affordable housing and housing repair programs.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION II – HOUSING INVENTORY

Homelessness

Homelessness is a problem in cities throughout the world and the State of North Carolina and the City of Sanford are no exceptions. The National Center on Homeless and Poverty estimates that approximately 3.5 million United States residents, 1.35 million of them children, are likely to experience homelessness in a given year. Recent problems in the financial markets regarding sub-prime loan practices and the increase in home foreclosures are exacerbating the problem throughout the United States.

Homelessness in North Carolina

www.ncdhhs.gov/homeless/homelessfacts.htm

Among the homeless in North Carolina are people, mostly living in urban areas, who are literally homeless – on the streets or in shelters – and people who face eviction within a week from a private dwelling or institution and who have no subsequent residence or resources to obtain housing. In rural areas, which usually lack an urban-style homeless services infrastructure, the homeless are likely to live with relatives in overcrowded or substandard housing. A lack of decent, affordable housing underlies both urban and rural homelessness.

A point-in-time survey conducted in over 80 counties by the N.C. Interagency Council for Coordinating Homeless Programs on January 24, 2007, provides a conservative, but defensible, unduplicated count of people who were homeless in North Carolina on this one specific night. The survey found that there were 10,904 people identified as homeless, including 3,280 people in families, 2,001 of whom were children. The count continues to be a critical step in quantifying the size and scope of homelessness in North Carolina, and in measuring the success of measures aimed at reducing homelessness in our state.

Both the point-in-time count and Emergency Shelter Grant annual reports document the prevalence of disabilities among homeless people. Approximately 30% to 40% of homeless people are known to have mental illness and an even higher percentage suffer from addiction disorders. Both data sources also report that domestic violence is a prime cause of homelessness.

The NC Interagency Council for Coordinating Homeless Programs (ICCHP) advises the governor and the secretary of the NC Department of Health and Human Services on issues affecting the homeless or people at risk of becoming homeless. The ICCHP studies homelessness and provides recommendations for joint and cooperative efforts to better meet the needs of the homeless in NC. The ICCHP works with member agencies on special initiatives aimed at ending homelessness in NC.

Homelessness in Sanford (Map 5 Homeless Concentrations)

Homelessness is a complicated problem that is difficult and expensive to address. Homeless individuals face harsh living conditions, often have chronic health conditions, and can be victims of homicide or suicide. Although there are some homeless shelter options within the City of Sanford, there are still several known locations where the homeless choose to live on the street



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION II – HOUSING INVENTORY

According to Reverend Donald Kivett, local pastor of Christian Faith Ministries in Sanford, the homeless rarely have drug or alcohol problems but rather find themselves in poverty due to uninsured physical or mental illnesses or other circumstances beyond their control such as physical or mental abuse or loss of job. Several charitable organizations within the City of Sanford provide services for the homeless. Services range from temporary overnight housing to counseling to hot meals and groceries.

Shelters

Lee County Youth and Family Services operates an emergency shelter program – Hillcrest Youth Shelter – for at-risk, court-involved, or youth in crisis, aged 10 to 18 years, in a five-county region including Lee, Harnett, Johnston, Chatham, and Orange counties. Hillcrest is also a federal runaway/homeless youth shelter that can serve youth from anywhere in the United States that are displaced with the regional area. Residents may stay at the shelter for up to 90 days depending on the particular situation.

Outreach Mission Inc. operates two homeless shelters in Sanford. The men's shelter, located at 705 Chatham Street, has eight beds and averages six men per night but has housed up to fifteen. The men's shelter has been operating for about 14 years. The women's shelter, located at 507 S. Third Street, has been open for about seven years, can accommodate six occupants, and averages three persons per night but has housed up to eight women and children. Both shelters are open from 6:00 pm to 8:00 am and provide supper and breakfast for residents. The women's shelter allows mothers to bring in children but there are no shelter accommodations for families (mother, father and children) in Sanford.

HAVEN (Helping Abuse and Violence End Now) in Lee County, a non-profit agency created in 1984, provides safety and support for victims of domestic and sexual violence. HAVEN provides an array of services including emergency shelter, crisis intervention, and community education.

Food Assistance

Several charitable organizations also provide hot meals and/or groceries for the homeless or others in need. Christian Faith Ministries, Christian United Outreach and the Bread Basket all offer food for the needy. A number of Lee County based churches and other charitable organizations participate in the Food Bank of Central and Eastern North Carolina which serves 34 counties. The Food Bank estimates that over 405,000 individuals within the service area live below the poverty level with 43,600 of these 65 years of age or older and 144,000 are children.

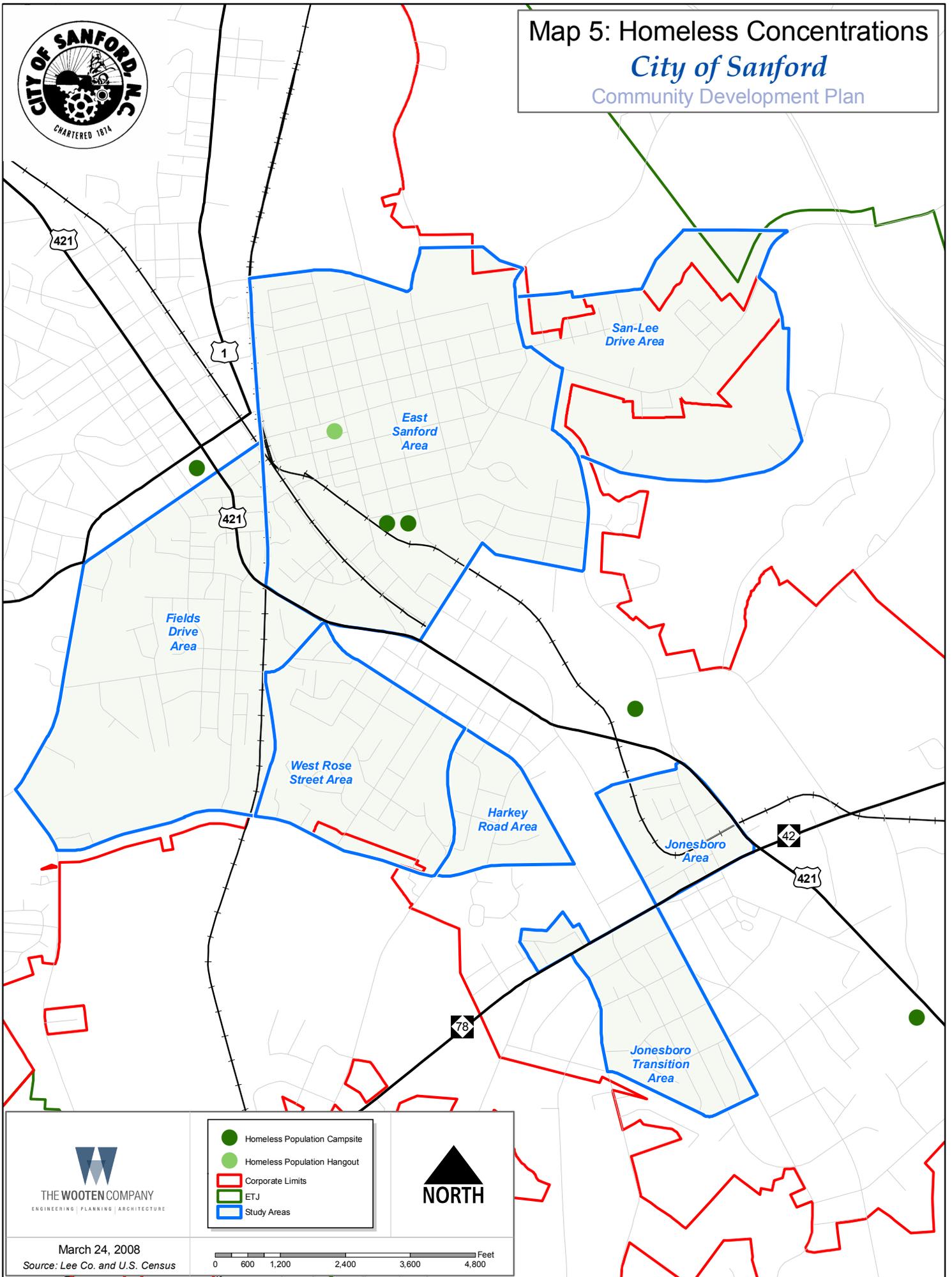
Food Bank members/participants within Lee County include Abundant Life Ministry, Body of Christ Ministry, Boys & Girls Club of Lee County, Bread Basket - Sanford Soup Kitchen, Christian Faith Ministries, Christian Youth Fellowship Council, Inc., Christians United Outreach Center of Lee County, Church of God of Prophecy – Sanford, Community Outreach Food Pantry, Emergency Food Pantry, Faith Hope Deliverance Christian Center, GET SMART, Inc., HAVEN in Lee County, Inc., Hillview Christian Assembly, Mental Health Association - Brookhaven GH, Ministerio Bethel, Inc., New Life Praise Church, Precious Blessings Outreach Ministries, Program Resource Institute Scoggins Center, Provisions Academy, Salvation Army of Lee County, and Works for Christ Christian Center.



Map 5: Homeless Concentrations

City of Sanford

Community Development Plan



THE WOOTEN COMPANY
ENGINEERING | PLANNING | ARCHITECTURE

- Homeless Population Campsite
- Homeless Population Hangout
- ▭ Corporate Limits
- ▭ ETJ
- ▭ Study Areas



March 24, 2008

Source: Lee Co. and U.S. Census

0 600 1,200 2,400 3,600 4,800 Feet



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

Section III – Housing Needs Study Areas

Housing Needs Study Areas (Map 6 Study Areas)

One of the objectives of the Community Development Plan is to identify and prioritize specific, identifiable neighborhoods which have the greatest need for housing rehabilitation and infrastructure improvements. Using three criteria – low and moderate-income levels, low housing quality, and public infrastructure needs - seven study areas were identified for more in depth inventory and analysis.

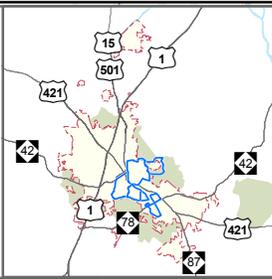
The seven study areas, in alphabetical order, are:

1. East Sanford
2. Fields Drive
3. Harkey Road
4. Jonesboro
5. Jonesboro Transition (Maybe Hill)
6. San-Lee Drive
7. West Rose Street

Each of the seven study areas was reviewed using demographic and statistical data from the 2000 Census and 2007 local housing information available from Lee County GIS. Where available, specific public infrastructure needs are included for each study area.

Each study area section includes a map of the study area showing the boundary of the area; the location of existing structures; range of building values per square foot; and range of building age by year built.

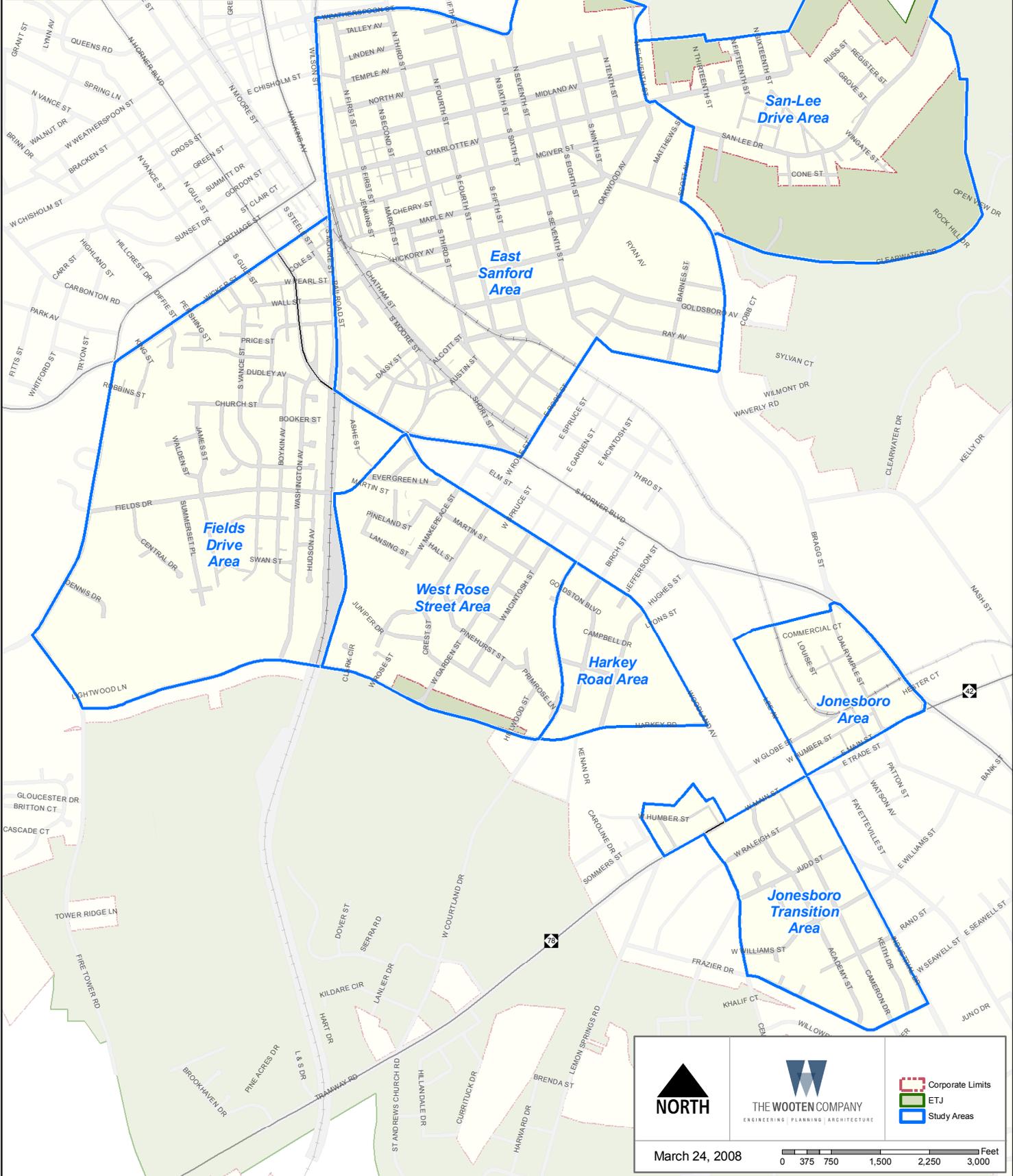
Section V Summary Conclusions compares key statistics for all seven housing needs study areas and prioritizes the areas for more in-depth study. Section VI Focus Areas identifies six smaller, specific high-need neighborhood areas (typically 1 to 2 blocks) for priority consideration for grant funding.



Map 6: Study Areas

City of Sanford

Community Development Plan



- Corporate Limits
- ETJ
- Study Areas

March 24, 2008





CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

East Sanford Study Area (Map 7)

The East Sanford Study Area is located east of downtown Sanford. The area is generally bounded by E. Weatherspoon Street to the north; N. 11th Street, San-Lee Drive, Scott Avenue and Bragg Street to the east; US 421/S. Horner Boulevard to the south; and Railroad Street, S. Moore Street and Wilson Street to the west. The majority of the study area is zoned R-6 and R-12 with some scattered commercial uses and industrial uses clustered on S. Moore Avenue, Railroad Street, Wilson Street and along the Norfolk Southern Railway (Map 3 Zoning).

With 912 dwellings, East Sanford is significantly larger than the other six study areas. Using the 2000 Census average household size of 2.67 persons per household, an estimated 2,435 residents live within the study area.

According to 2007 Lee County property tax records, the housing stock in East Sanford is aging (Table 8). Existing dwelling unit values average \$27 per square foot. The median year-built for housing within the area is 1944 with 96% of the homes being at least 30 years old (based on tax cards with year-built information). The 2007 median property value in East Sanford - \$51,583 – is considerably lower than the median value within the other six study areas. The 2000 US Census reported that 73% to 83% of the households within this area were low to moderate-income.

Table 8: East Sanford Study Area	
Total Number of Parcels	1,313
Number of Parcels Zoned Residential	1,132
Number of Dwellings	1,187
Number of Single Family Dwellings	880
Number of Vacant Residential Parcels	239
Number of Nonresidential Parcels	181
2007 Estimated Population	2,435
2007 Estimated City Population	28,367
Percent of City Population (2007)	10.1%
Percent Low and Moderate Income (2000 Census)	73% - 83%
2007 Median Housing Age ¹	1944
2007 Percent over 30 years old	96%
2007 Median Residential Building Value	\$51,683
2007 Average Residential Building Value per Square Foot	\$27

¹ Includes only parcels with year-built information on tax cards.
Source: Lee County Tax Records.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

The East Sanford Study Area has significant demand for housing rehabilitation. There are contiguous areas where three or four adjacent blocks have severe housing needs. The southern end of the East Sanford Study Area is experiencing the greatest signs of distress.



512 Hickory Street



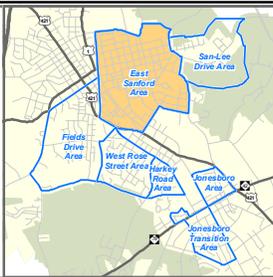
Cherry Street

Infrastructure Needs

Over the years, the City of Sanford has invested approximately \$12,000,000 to improve the roads, water and sewer lines in the East Sanford Study Area. Improvements to the sewer infrastructure have been made to the existing lines within the public right-of-way. Sewer service lines that connect the houses to the public sewer mains in the street are deteriorating. Dwellings in this area are older and the property owners cannot afford to replace or repair sewer service lines.

General Conclusions

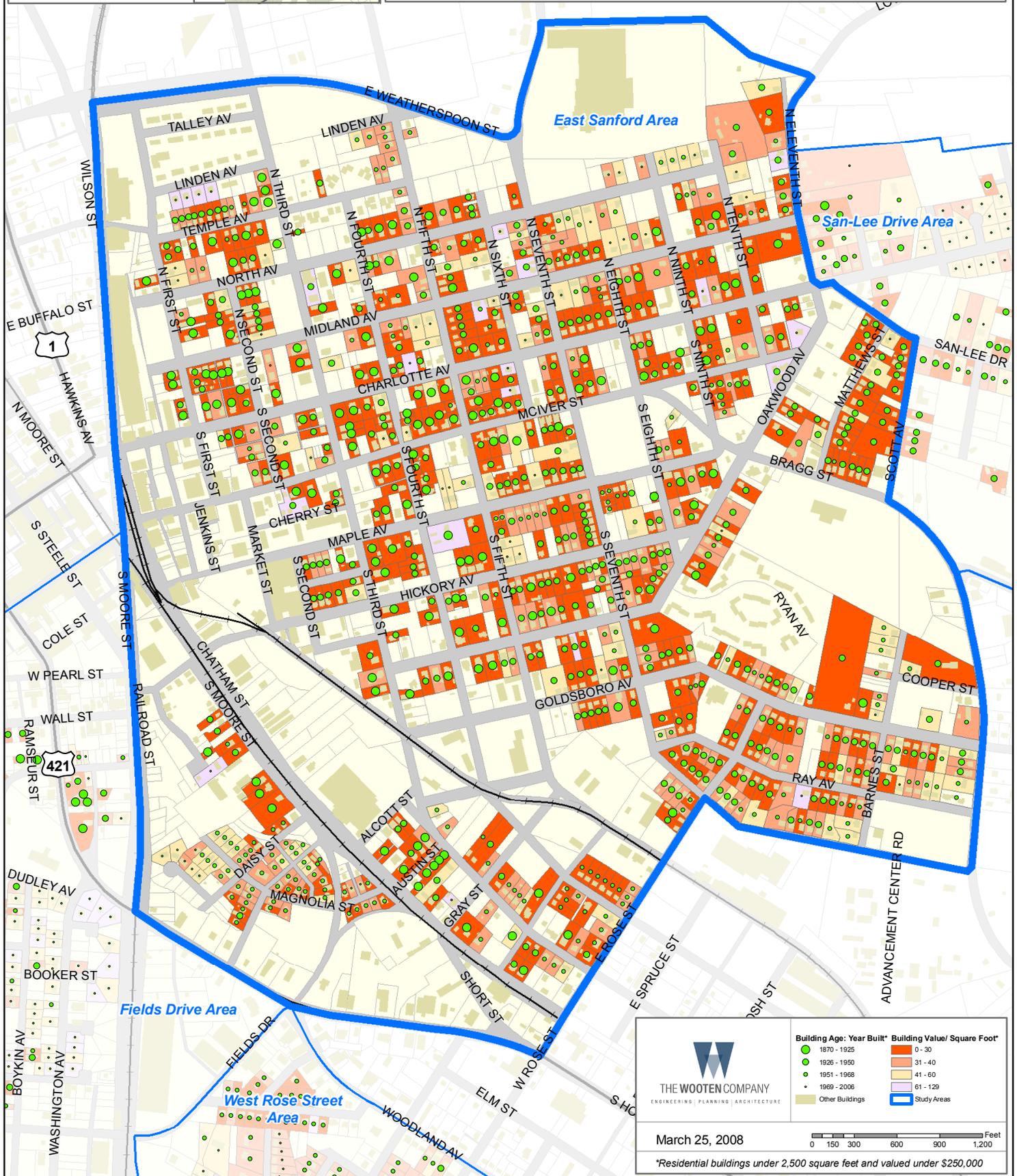
The housing stock in the East Sanford Study Area will continue to experience a high rate of deterioration. Due to the limited income potential for rental properties within the area, owners will avoid spending money to fix deteriorated dwellings. As dwellings continue to be neglected by property owners, blight and deterioration will increase unless the City steps in to stabilize the area. The combination of these factors makes East Sanford a prime focus area for community revitalization.



Map 7: East Sanford Study Area

Building Age and Value

City of Sanford
Community Development Plan



March 25, 2008



*Residential buildings under 2,500 square feet and valued under \$250,000



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

Fields Drive Study Area (Map 8)

The Fields Drive Study Area is located just south of downtown Sanford. The area is generally bounded by Wicker Street to the north; S. Moore Street, Railroad Street, US 421/S. Horner Boulevard, and Norfolk Southern Railway to the east; Harkey Road to the south; and Harkey Street and Fire Tower Road to the south. The majority of the study area is zoned R-6 with multiple office and commercial uses along the western boundary centered on the Fields Drive and Washington Avenue intersection (Map 3 Zoning).

The Fields Drive Study Area has 809 parcels but only 293 parcels (36%) have existing dwellings. Using the 2000 Census average household size of 2.67 persons per household, an estimated 782 residents live within the study area.

Table 9: Fields Drive Study Area	
Total Number of Parcels	809
Number of Parcels Zoned Residential	582
Number of Dwellings	592
Number of Single Family Dwellings	298
Number of Vacant Residential Parcels	294
Number of Nonresidential Parcels	218
2007 Estimated Population	782
2007 Estimated City Population	28,367
Percent of City Population (2007)	3.2%
Percent Low and Moderate Income (2000 Census)	79%
2007 Median Housing Age ¹	1966
2007 Percent over 30 years old	63%
2007 Median Residential Building Value	\$140,137
2007 Average Residential Building Value per Square Foot	\$30

¹Includes only parcels with year-built information on tax cards.

Source: Lee County Tax Records.

The Fields Drive Study Area has been targeted for City and grant-funded housing rehabilitation projects and flood mitigation buyouts for several years. As a result, a number of substandard dwelling units have been demolished. Some new housing has been constructed, mostly by Brick Capital CDC, but many vacant lots remain scattered throughout the study area.

According to 2007 Lee County property tax records, existing dwelling unit values average \$30 per square foot and median year-built for all dwellings in the study area is 1966 with 63% of all homes 30 years are more in age (based on tax card with year-built information). The median home value in the Fields Drive Study Area - \$140,137 – is the highest of all the study areas. The 2000 US Census reported that approximately 79% of the households within this area are low to moderate-income.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

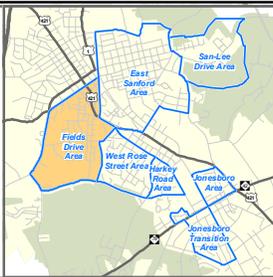
As a result of the acquisition of properties for hazard mitigation purposes, there are many homes that are isolated from other homes within the neighborhood. Isolated homes are more susceptible to crime and neglect than those within a more cohesive neighborhood environment.

Infrastructure Needs

No specific infrastructure needs for the Fields Drive Study Area were provided by the City. General infrastructure needs highlighted in Section IV apply.

General Conclusions

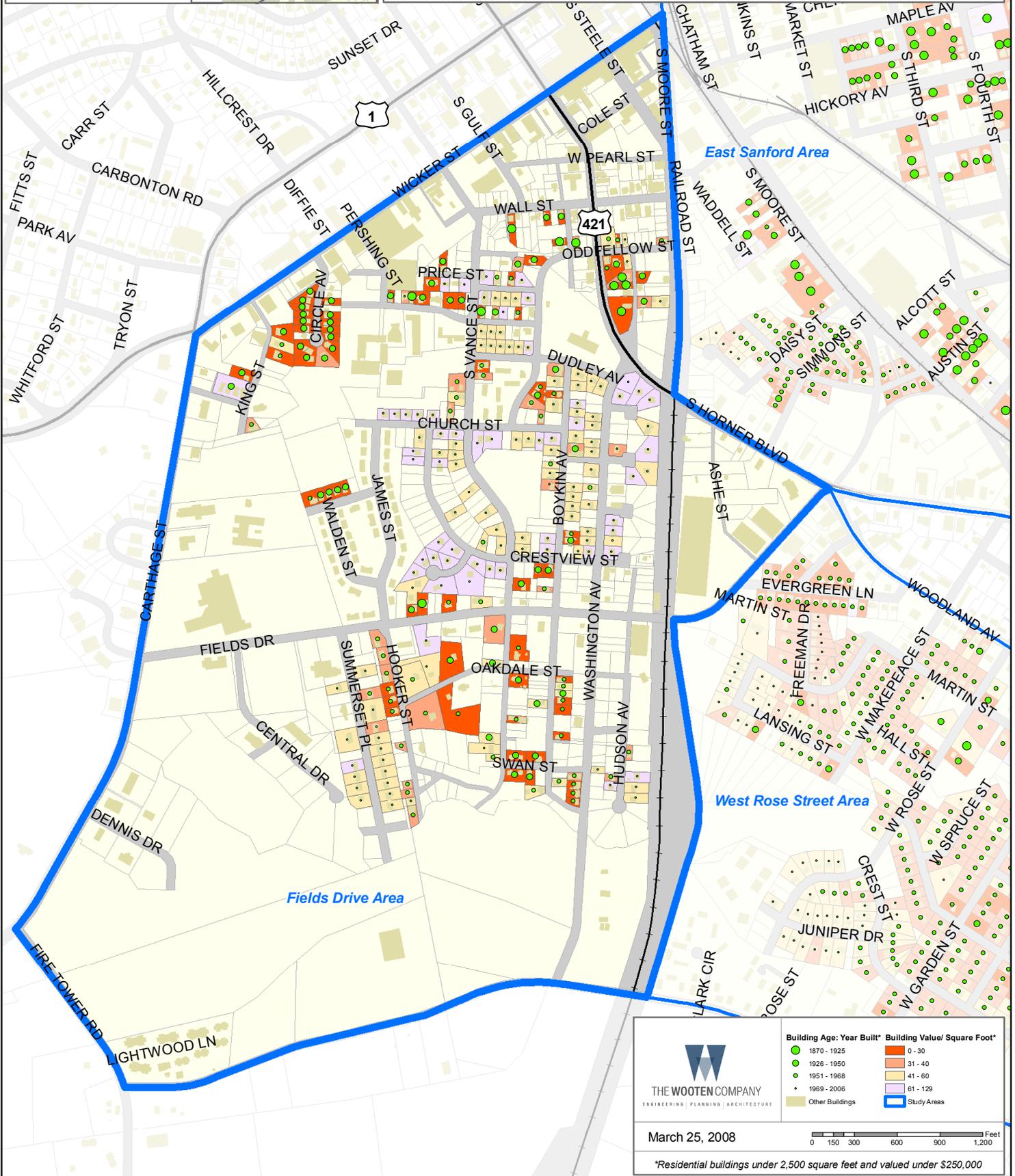
The Fields Drive Study Area has benefited the most from past housing and infrastructure grant activities. The area has a large number of vacant residentially zoned parcels that continue to provide excellent housing infill opportunities. The Fields Drive area continues to need infusion of city and grant funds to further stabilize the neighborhood.



Map 8: Fields Drive Study Area

Building Age and Value

City of Sanford
Community Development Plan



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March 25, 2008

0 150 300 600 900 1,200 Feet

*Residential buildings under 2,500 square feet and valued under \$250,000



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

Harkey Road Study Area (Map 9)

The Harkey Road Study Area is located southwest of downtown and just east of the Fields Drive Study Area. Generally triangular in shape, the study area is generally bounded by Woodland Avenue to the north; Harkey Road to the south; and W. Courtland Drive to the west. The great majority of the study area is zoned R-12 with only a few office uses located near the intersection of Woodland Avenue and W. Courtland Drive, (Map 3 Zoning).

The Harkey Road Study Area, one of the smaller study areas, has 152 land parcels, 126 (83%) have existing dwellings. Based on 2000 Census average household size of 2.67 persons per household, an estimated 336 residents live within the study area.

According to 2007 Lee County property tax records, the Harkey Road Study Area has existing dwelling unit values averaging \$36 per square foot and an aging housing stock with the median year-built for all dwellings of 1954 and with 96% of all homes 30 years or more in age (based on tax card with year-built information). The median dwelling unit property value in the study area is \$61,887. The 2000 US Census reported that approximately 54% of the households in this area are low to moderate-income.

Table 10: Harkey Road Study Area	
Total Number of Parcels	152
Number of Parcels Zoned Residential	147
Number of Dwellings	223
Number of Single Family Dwellings	121
Number of Vacant Residential Parcels	18
Number of Nonresidential Parcels	4
2007 Estimated Population	336
2007 Estimated City Population	28,367
Percent of City Population (2007)	1.4%
Percent Low and Moderate Income (2000 Census)	54%
2007 Median Housing Age ¹	1954
2007 Percent over 30 years old	96%
2007 Median Residential Building Value	\$61,877
2007 Average Residential Building Value per Square Foot	\$36

¹Includes only parcels with year-built information on tax cards.
Source: Lee County Tax Records.

Infrastructure Needs

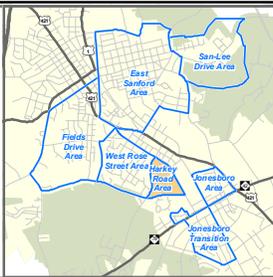
According to the Sanford Public Works Department, a portion of the wastewater collection system in this area was constructed with grades of less-than-minimum by today's standards. Sewer line grades at less than minimum result in increased maintenance as flows do not have sufficient velocities to self-clean the lines. Blockages occur, residents complain of slow wastewater drainage, and city crews have to be dispatched to clean the system.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

Conclusions

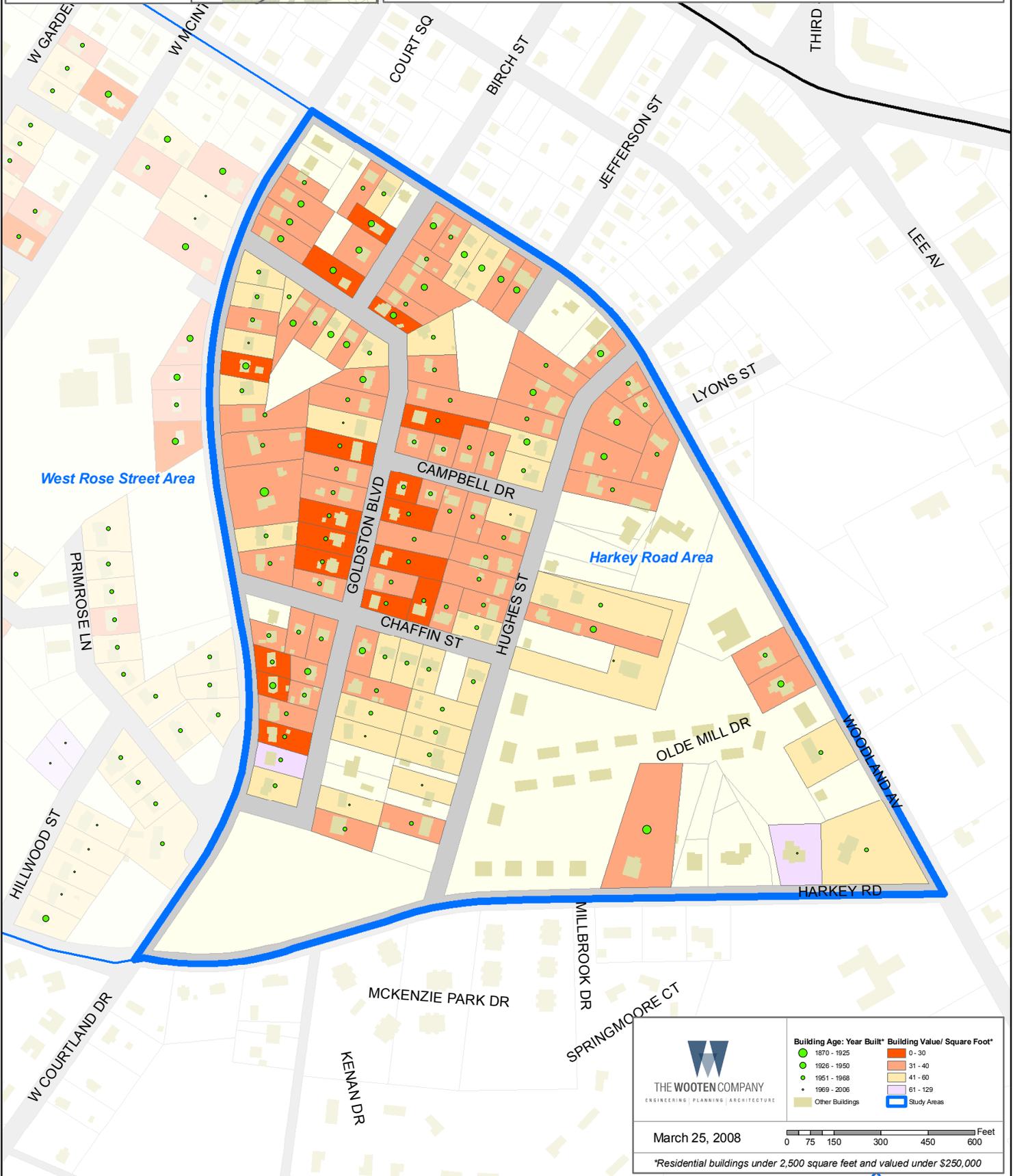
As a whole, the Harkey Road Study Area has fewer needs than the other study areas. The majority of the homes within the area were built in the 1960's, fewer households fall within the low to moderate-income level, and property values are generally higher which makes the area generally less competitive for community development grants.



Map 9: Harkey Road Study Area

Building Age and Value

City of Sanford
Community Development Plan

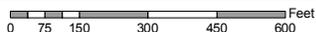




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Building Age: Year Built*	Building Value/ Square Foot*
● 1870 - 1925	 0 - 30
● 1926 - 1950	 31 - 40
● 1951 - 1988	 41 - 60
● 1989 - 2006	 61 - 129
● Other Buildings	 Study Areas

March 25, 2008



*Residential buildings under 2,500 square feet and valued under \$250,000



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

Jonesboro Study Area (Map 10)

The Jonesboro Study Area is located further east of the Harkey Road Study Area. The study area is generally bounded by US 421/S. Horner Boulevard to the northeast; E. Main Street/NC 78 to the south; and by Lee Avenue to the west. The center of the study area, zoned R-6, is surrounded by nonresidential uses including commercial and office uses (Map 3 Zoning).

The Jonesboro Study Area has 177 parcels with only 66 (37%) with existing dwellings. Based on 2000 Census average household size of 2.67 persons per household, an estimated 176 residents live within the study area.

Table 11: Jonesboro Study Area	
Total Number of Parcels	177
Number of Parcels Zoned Residential	97
Number of Dwellings	76
Number of Single-Family Dwellings	68
Number of Vacant Residential Parcels	44
Number of Nonresidential Parcels	79
2007 Estimated Population	176
2007 Estimated City Population	28,367
Percent of City Population (2007)	0.7%
Percent Low and Moderate Income (2000 Census)	56%
2007 Median Housing Age ¹	1926
2007 Percent over 30 years old	97%
2007 Median Residential Building Value	\$96,393
2007 Average Residential Building Value per Square Foot	\$17

¹Includes only parcels with year-built information on tax cards.
Source: Lee County Tax Records.

According to 2007 Lee County property tax records, the Jonesboro Study Area has existing dwelling unit values averaging only \$17 per square foot and the area has also has some of the oldest housing stock with the median year-built for all dwellings being 1926 - the oldest median of all the study areas - and 97% of all homes 30 years are more in age (based on tax card with year-built information). The median dwelling unit value in the Jonesboro Study Area is \$96,393. The 2000 US Census reported that approximately 56% of the households in this area are low to moderate-income.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS



309 Globe Street



Globe Street

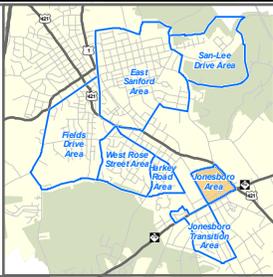
Infrastructure Needs

This area is characterized by streets with few or no on-street drainage structures. Curb and gutter or re-establishment of street side drainage swales would help reduce the duration and intensity of localized urban flooding. Dalrymple Street from its northern intersection with Horner Boulevard and Bragg Street to its southern intersection with Grimm Street is a roadway in need of study for potential widening improvements.

Conclusions

Increasing development and traffic volumes along Horner Boulevard have resulted in increased volumes of cut-through traffic through the neighborhood and increased pressures to transition from residential to commercial uses. Increased traffic decreases pedestrian safety and interrupts neighborhood cohesiveness.

The average per square foot housing value in the Jonesboro Study Area is significantly lower than the other study areas. The properties and infrastructure located along Dalrymple, Stone, Globe and Buchanan streets have severe and immediate needs.

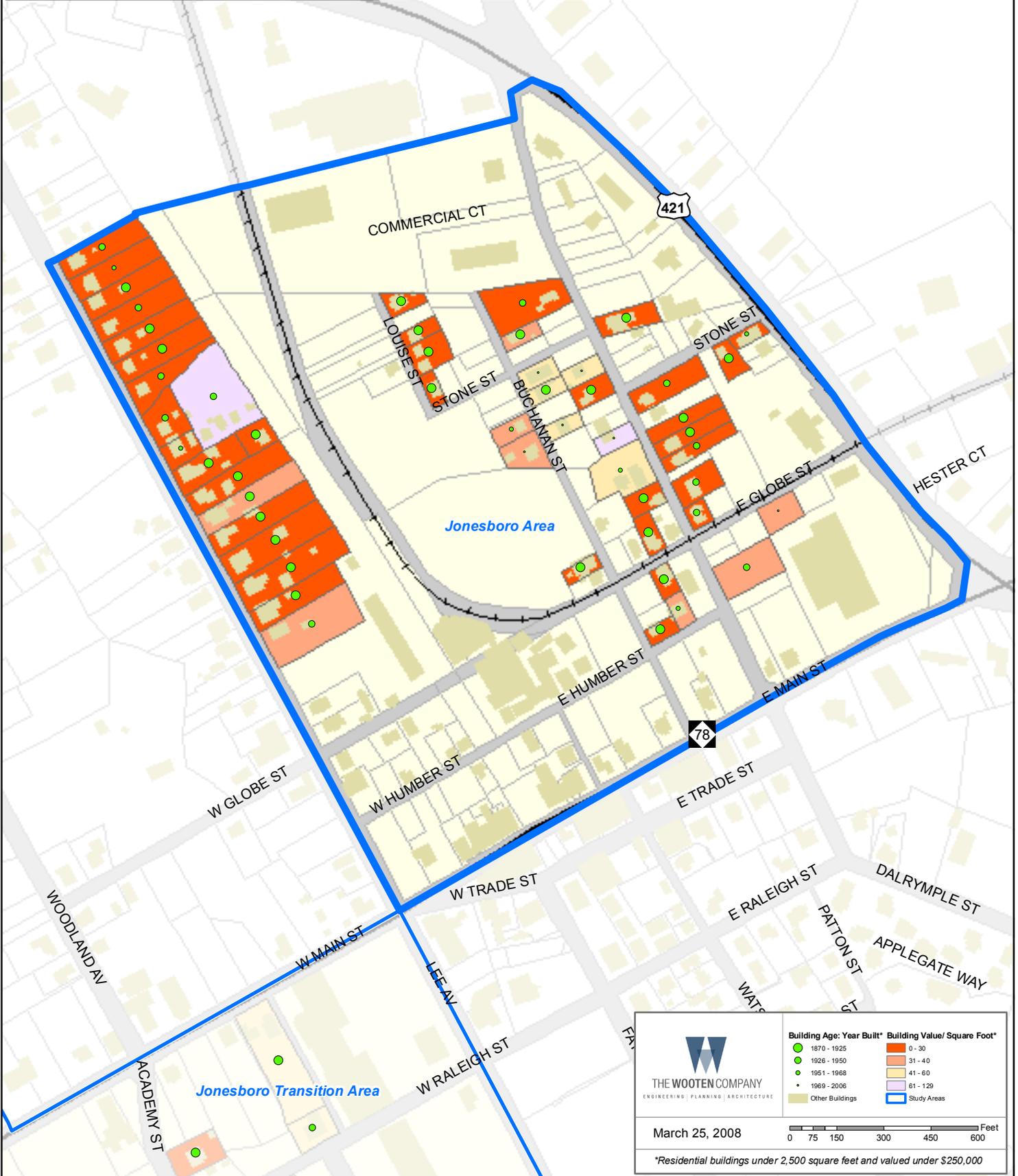


Map 10: Jonesboro Study Area

Building Age and Value

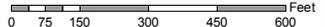
City of Sanford

Community Development Plan



Building Age: Year Built*	Building Value/ Square Foot*
● 1870 - 1925	■ 0 - 30
● 1926 - 1950	■ 31 - 40
● 1951 - 1968	■ 41 - 60
● 1969 - 2006	■ 61 - 129
■ Other Buildings	■ Study Areas

March 25, 2008



*Residential buildings under 2,500 square feet and valued under \$250,000





CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

Jonesboro Transition (Maybe Hill) Study Area (Map 11)

The Jonesboro Transition Study Area is located southwest of downtown Sanford – the most distant from downtown of the seven communities studied. The study area is generally bounded by W. Main/NC 78 to the north; Lee Avenue and Industrial Drive to the east; Frazier Drive to the south; and Cemetery Road to the west. The majority of the study area is zoned R-12 but the eastern edge fronting on Lee Avenue/Industrial Drive hosts commercial uses and the northern edge along W. Main/NC 78 has office uses (Map 3 Zoning).

Since 2002, the Maybee Hill Neighborhood / West Jonesboro Heights Community, with assistance from City planning and community development staff, have been following the “progressive neighborhoods” program process for community organization. The progressive neighborhoods program encourages citizens to be more involved in and to take ownership of neighborhood issues. The neighborhood is working on a list of concerns and strategies and implementation timeline to tackle neighborhood issues.

The Jonesboro Transition Study Area has 271 parcels with 189 (77%) with existing dwellings. Based on 2000 Census average household size of 2.67 persons per household, an estimated 504 residents live within the study area.

Table 12: Jonesboro Transition (Maybe Hill) Study Area	
Total Number of Parcels	271
Number of Parcels Zoned Residential	232
Number of Residential Dwellings	318
Number of Single Family Dwellings	194
Number of Vacant Residential Parcels	28
Number of Nonresidential Parcels	39
2007 Estimated Population	504
2007 Estimated City Population	28,367
Percent of City Population (2007)	2.1%
Percent Low and Moderate Income (2000 Census)	73%
2007 Median Housing Age ¹	1963
2007 Percent over 30 years old	86%
2007 Median Residential Building Value	\$93,310
2007 Average Residential Building Value per Square Foot	\$40

¹Includes only parcels with year-built information on tax cards.
Source: Lee County Tax Records.

According to 2007 Lee County property tax records, the Jonesboro Transition Study Area has average dwelling values of \$40 per square foot and median year-built for all dwellings is 1963 with 86% of all homes 30 years or more in age (based on tax card with year-built information). The 2007 median dwelling unit value in the Jonesboro Transition Study Area was \$93,310. The 2000 US Census reported that approximately 73% of the households in this area are low to moderate-income.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS



Maybee Hill Drive



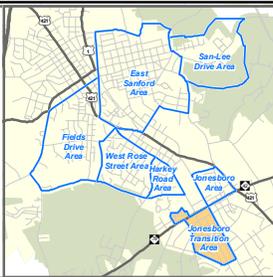
2308 Maybee Hill Drive

Infrastructure Needs

The greatest infrastructure needs within the Jonesboro Transition Study Area are along Maybee Hill Drive and Humber Street which are not paved and have inadequate right-of-way.

Conclusions

Although the Jonesboro Transition Study Area has moderate housing and street and drainage needs, the area does not rate high compared to other study areas. There is a small community within the Jonesboro Transition Study Area known as Maybee Hill. The housing stock within Maybee Hill have minor needs; however, two of the roads (Maybee Hill Drive and Humber Street) are unpaved and have insufficient rights-of-way to meet current subdivision standards.

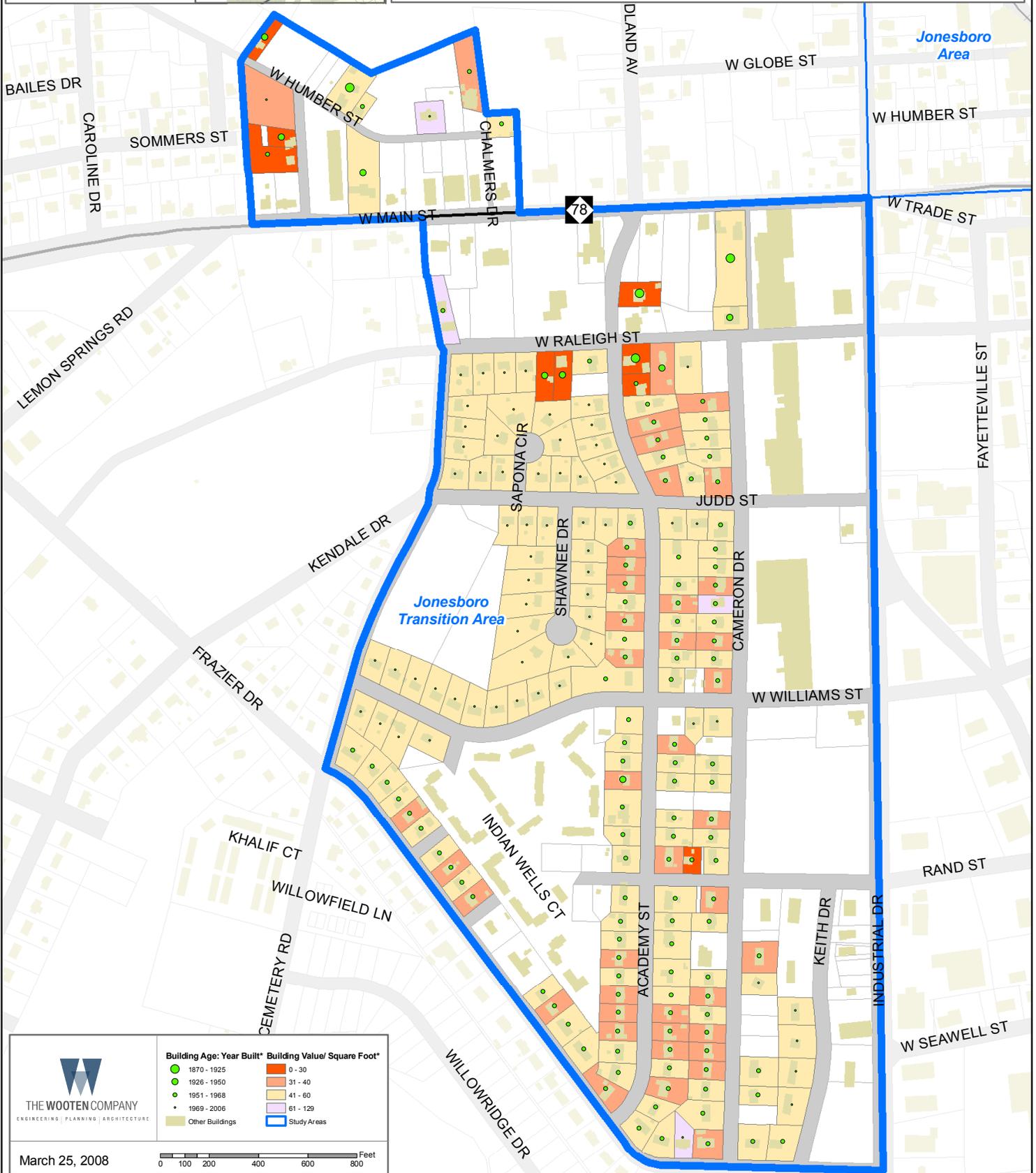


Map 11: Jonesboro Transition Study Area

Building Age and Value

City of Sanford

Community Development Plan



March 25, 2008

*Residential buildings under 2,500 square feet and valued under \$250,000

Building Age: Year Built*	Building Value/ Square Foot*
● 1870 - 1925	■ 0 - 30
● 1926 - 1950	■ 31 - 40
● 1951 - 1968	■ 41 - 60
● 1969 - 2006	■ 61 - 129
■ Other Buildings	■ Study Areas



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

San-Lee Drive Study Area (Map 12)

The San-Lee Drive Study Area is located to the east of the East Sanford Study Area. The study area is generally bounded by Scott Avenue and N. 11th Street to the west, Clearwater Drive and Bragg Street to the south, and follows property parcel lines along the north and eastern boundaries. The study area has a mix of residential zonings including R-6, R-12 and R-20. There is a small area of C-2 (General Commercial) zoning located along and near the intersection of Clearwater Drive and Bragg Street (Map 3 Zoning).

The San-Lee Drive Study Area has 320 parcels with 157 (49%) with existing dwellings. Based on 2000 Census average household size of 2.67 persons per household, an estimated 419 residents live within the study area.

Table 13: San-Lee Drive Study Area	
Total Number of Parcels	320
Number of Parcels Zoned Residential	315
Number of Dwellings	134
Number of Single Family Dwellings	129
Number of Vacant Residential Parcels	154
Number of Nonresidential Parcels	5
2007 Estimated Population	419
2007 Estimated City Population	28,367
Percent of City Population (2007)	1.7%
Percent Low and Moderate Income (2000 Census)	60%
2007 Median Housing Age ¹	1961
2007 Percent over 30 years old	90%
2007 Median Residential Building Value	\$48,038
2007 Average Residential Building Value per Square Foot	\$35

¹Includes only parcels with year-built information on tax cards.
Source: Lee County Tax Records.

According to 2007 Lee County property tax records, the San-Lee Drive Study Area has average existing dwelling values of \$35 per square foot and a median year-built for all dwellings of 1961 with 90% of homes 30 years or more in age (based on tax card with year-built information). The median dwelling unit value in the San-Lee Drive Study Area is only \$48,038. The 2000 US Census reported that approximately 60% of the households in this area are low to moderate-income.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS



Cone Street

Infrastructure Needs

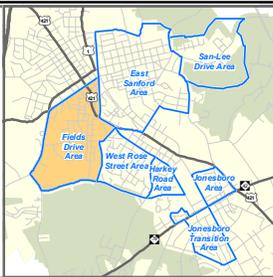
Both Cone Street and Fry Street are unpaved and need improvements. There is also a need for a sewer lift station to serve homes on Clearwater Drive before this area can be annexed by the City.

Conclusions

Compared to the other study areas, the housing stock in the San-Lee Drive Study Area is in fair condition. There are a few areas that are in severe need and could be candidates for a concentrated needs funding opportunity. Two streets – Fry and Cone - are unpaved and need improvements. However, the homes along those streets are mostly manufactured housing units which generally do not qualify for housing rehabilitation under CDBG programs.



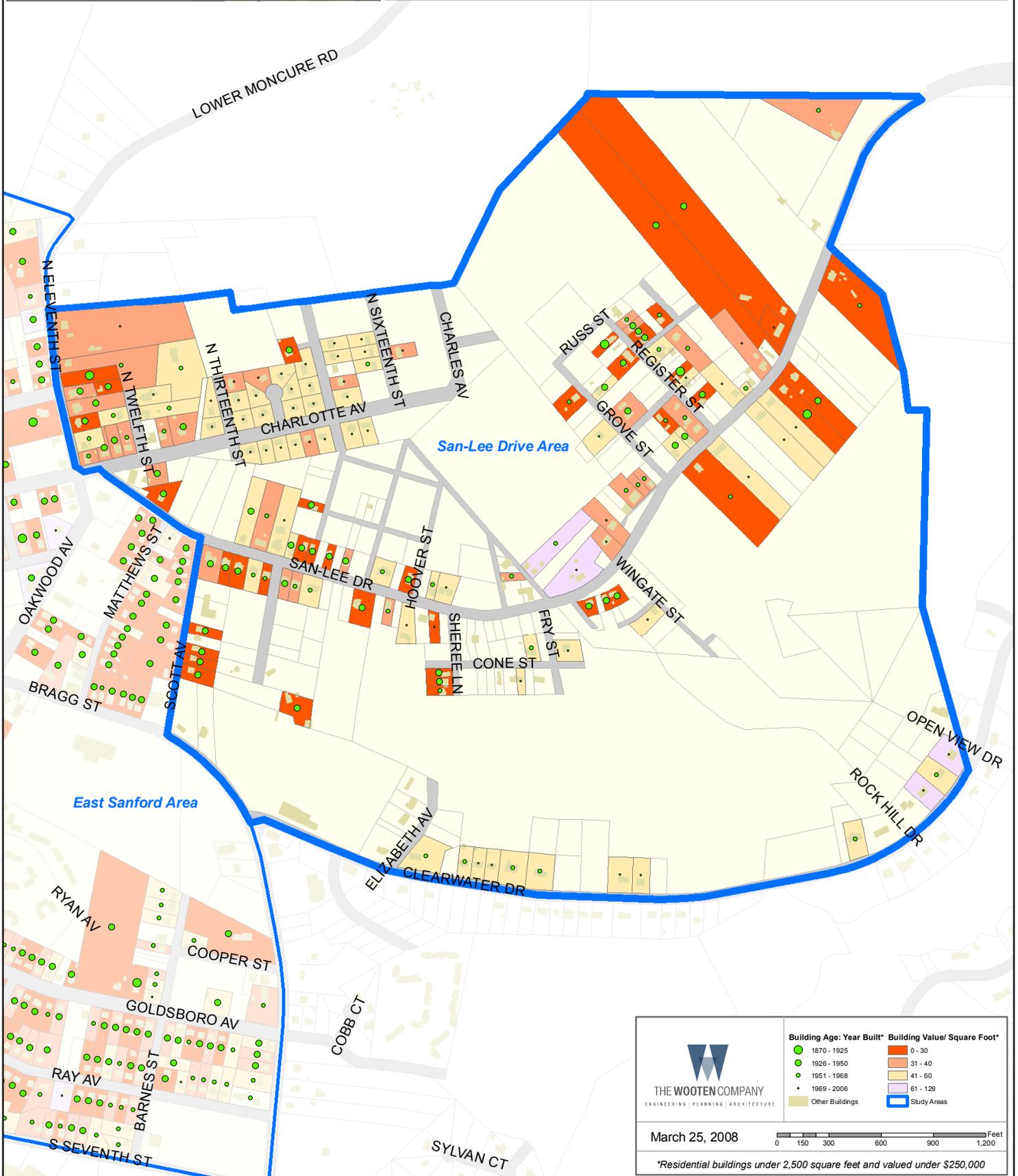
Manufactured home on Cone Street



Map 12: San-Lee Drive Study Area

Building Age and Value

City of Sanford
Community Development Plan

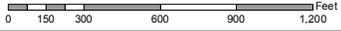




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Building Age: Year Built*	Building Value/ Square Foot*
● 1870 - 1925	■ 0 - 30
● 1926 - 1950	■ 31 - 40
● 1951 - 1968	■ 41 - 60
● 1969 - 2006	■ 61 - 129
■ Other Buildings	■ Study Areas

March 25, 2008



*Residential buildings under 2,500 square feet and valued under \$250,000



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

West Rose Street Study Area (Map 13)

The West Rose Street Study Area is located east of the Fields Drive Study Area and west of the Harkey Road Study Area. The study area is generally bounded by Fields Drive and Woodland Drive to the north; W., Courtland Drive to the east; Harkey Road to the south; and Norfolk Southern Railway to the west. The majority of the study area is zoned R-12 and R-6 with office and commercial uses fronting on Fields Drive and Woodland Drive. A large office and institutionally zoned parcel along W. McIntosh Street is the site of Floyd Knight School which serves disabled children (Map 3 Zoning).

The West Rose Street Study Area has 443 parcels with 456 existing dwellings. Based on 2000 Census average household size of 2.67 persons per household, an estimated 905 residents live within the study area.

Table 14: West Rose Street Study Area	
Total Number of Parcels	443
Number of Parcels Zoned Residential	402
Number of Dwellings	456
Number of Single Family Dwellings	336
Number of Vacant Residential Parcels	74
Number of Nonresidential Parcels	41
2007 Estimated Population	1,218
2007 Estimated City Population	28,367
Percent of City Population (2007)	4.3%
Percent Low and Moderate Income (2000 Census)	60%
2007 Median Housing Age ¹	1960
2007 Percent over 30 years old	91%
2007 Median Residential Building Value	\$49,413
2007 Average Residential Building Value per Square Foot	\$29

¹Includes only parcels with year-built information on tax cards.
Source: Lee County Tax Records.

According to 2007 Lee County property tax records, the West Rose Street Study Area has average per foot dwelling values of \$29 and median year-built for all dwellings is 1960 with 91% of homes 30 years are more in age (based on tax card with year-built information). The median dwelling unit value in the West Rose Street Study Area is \$49,413. The 2000 US Census reported that approximately 60% of the households in this area are low to moderate-income.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS



1012 Martin Street



805 McIntosh Street

Infrastructure Needs

Within the West Rose Street Study Area, development has taken place along a private drive known as Martin Street. Several homes have been built with inadequate access for delivery of public services. To address this issue, the street needs to be improved to city standards which would require acquisition of public right-of-way, pavement and drainage improvements.



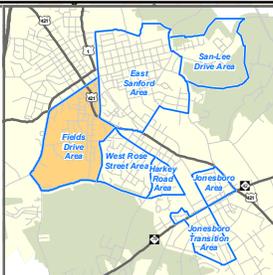
Unpaved Martin Street



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION III – HOUSING NEEDS STUDY AREAS

Conclusions

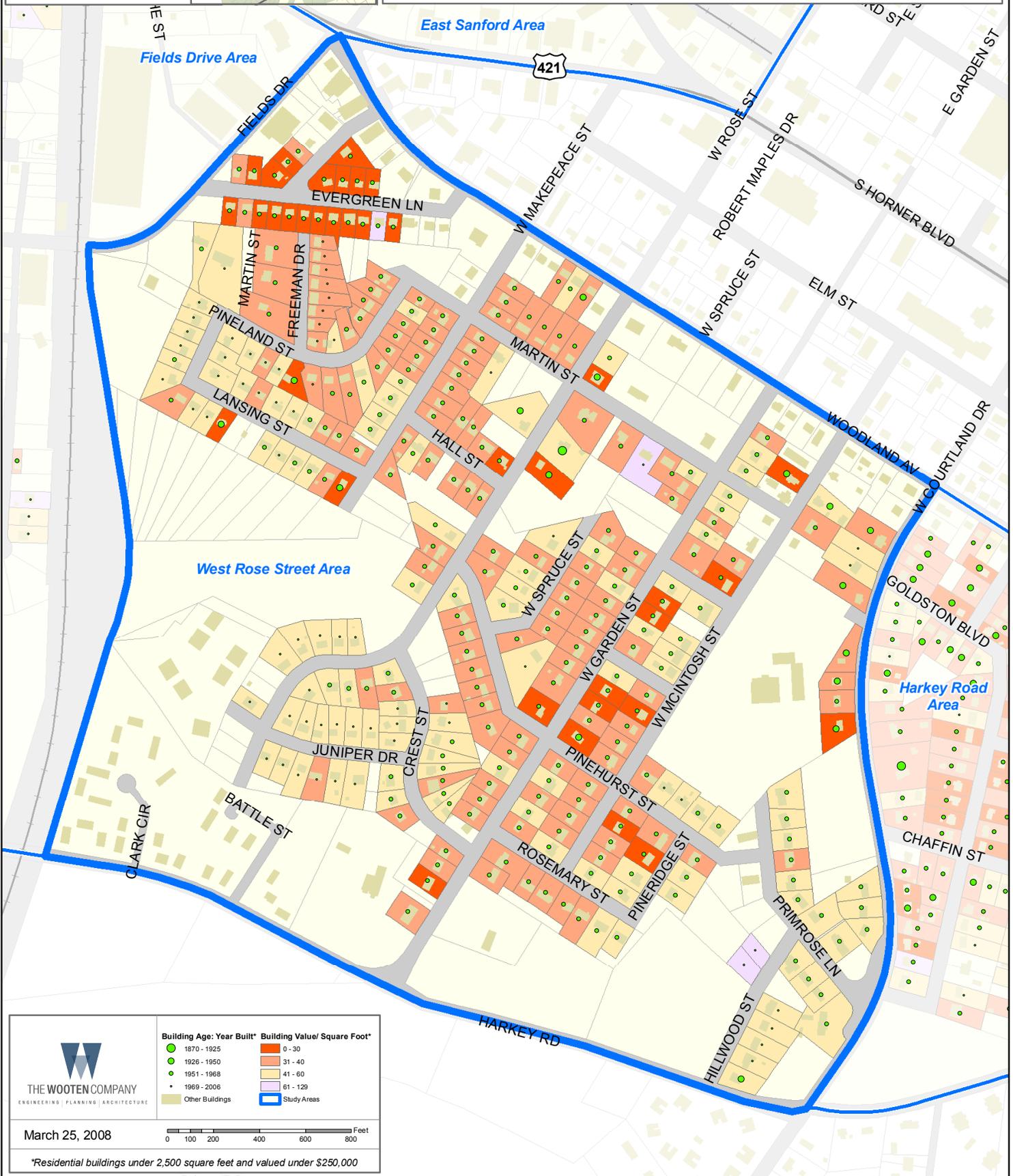
The West Rose Street Study Area is in moderate need of housing assistance. Most of the housing stock within the area is in moderately deteriorated condition with very few homes appearing to have immediate needs. The majority of the homes in the southern portion of the study area are built in the 1960s era split level ranch style. These homes, as depicted above, show little if any signs of neglect. The study area is also experiencing some infill development (see photo of 1012 Martin Street). New home construction will stabilize and improve the quality of housing in the neighborhood.



Map 13: West Rose Street Study Area

Building Age and Value

City of Sanford
Community Development Plan



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Building Age: Year Built*	Building Value/ Square Foot*
● 1870 - 1925	■ 0 - 30
● 1926 - 1950	■ 31 - 40
● 1951 - 1968	■ 41 - 60
● 1969 - 2006	■ 61 - 129
■ Other Buildings	 Study Areas

March 25, 2008

*Residential buildings under 2,500 square feet and valued under \$250,000



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION IV – OTHER IDENTIFIED NEEDS

Section IV – Other Identified Needs

Infrastructure Needs

The City of Sanford has various infrastructure needs in locations scattered throughout the City with many of the needs located within the seven study areas.

Water

The City of Sanford has 5 to 6 miles of older, undersized water lines located throughout the City. The City also has a number of water valves that are not functioning properly. Replacement of these valves will allow for better control of the water system.

Wastewater

The City of Sanford's wastewater system has serious inflow infiltration problems. Sixty miles of wastewater lines were installed before 1955, 45 miles between 1909 and 1955 and 15 miles prior to 1909. For the most part, these aging sewer lines are located within older areas and are in very poor condition. As a result of the inflow and infiltration, during and after rain events, wastewater flows into the treatment plant can increase from 4.4 mgd (million gallons per day) to as much as 12 mgd.

Streets

The City of Sanford has more than 2.5 miles of unpaved streets. Most of these streets do not meet minimum right-of-way standards and have poor storm water drainage. Unpaved streets within the seven study areas include Ashe Street, Cone Street, Fulton Street, E. Globe Street, Maybee Hill Drive, Sheree Lane, and W. Humber Street.

Criminal Activity

Often low and moderate-income neighborhoods are plagued with higher crime rates than are present in more affluent areas of a community. This is true in Sanford where most of the seven study areas experience higher crime rates.

Drug Activity

Illegal drug activity is present in the East Sanford, San-Lee Drive, Fields Drive and West Rose Street study areas. The East Sanford Study Area in particular is rapidly evolving into a neighborhood dominated by Hispanic immigrants. Cultural differences as well as unfamiliarity with local law enforcement may be a cause of drug activity within predominantly immigrant areas. Immigrants are often targeted as victims because if they are in the United States illegally they will avoid contact with law enforcement agencies.

Residential Breaking and Entering

Residential breaking and entering is more frequently reported in the East Sanford and the Field Drive study areas. Again, local law enforcement agencies suspect that illegal aliens hesitate to report criminal activity.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION IV – OTHER IDENTIFIED NEEDS

Business Breaking and Entering

Business breaking and entering is not a prevalent crime due primarily to the strong residential nature of the study areas. A few business break-ins have been reported in the East Sanford and Jonesboro study areas.

Rape, Burglaries, and Homicides

Fortunately the City of Sanford is still a small community in many ways so rapes, burglaries and homicides are not common. However, these crimes do occur regardless of geographic location. Robberies occur mostly in business districts, which include portions of the East Sanford and Fields Drive study areas.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION V - SUMMARY CONCLUSIONS

Section V – Summary Conclusions

Of the seven study areas, the East Sanford Study Area appears to have the greatest and most pressing needs for housing and infrastructure assistance. East Sanford is geographically the largest area in size, has the largest estimated population, the greatest number of single family dwelling units, the highest percent of low-moderate income households, the second oldest median housing age, and the second highest percentage of housing greater than 30 years of age (Table 15). The lowest median 2007 residential tax value of the seven study areas was \$48,038 in the San-Lee Drive Study Area and the lowest average per square foot residential building values were found in the Jonesboro Study Area (Table 15)

Table 15: Summary Statistics								
Study Area	Number of Dwellings (2007)	Single Family Residential Dwellings (2007)	Estimated Population (2007)	Percent Low/ Mod Income (2000 Census)	Median Housing Age (2007)	Percent Housing 30 Years or Older (2007)	Median Residential Building Value (2007)	Average Per Square Foot Residential Building Value (2007)
East Sanford	1,187	880	2,435	73%-83%	1944	96%	\$51,683	\$27
Fields Drive	592	298	782	79%	1966	63%	\$140,137	\$30
Harkey Road	223	121	336	54%	1954	96%	\$61,877	\$36
Jonesboro	76	68	176	56%	1926	97%	\$96,393	\$17
Jonesboro Transition	318	194	504	73%	1963	86%	\$93,310	\$40
San-Lee Drive	134	129	419	60%	1961	90%	\$48,038	\$35
West Rose Street	456	336	1,218	60%	1960	91%	\$49,413	\$29

Source: Lee County Tax Records; 2000 Census



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION VI – FOCUS AREAS

Section VI - Focus Areas

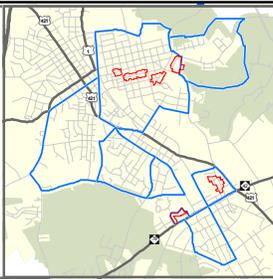
Focus Areas (Maps 14 – 20)

Six focus areas were identified for more detailed investigation for possible Community Development Block Grant (CDBG) funding opportunities (Map 14). Four of the focus areas – McIver Street, Maple Avenue, Hickory Avenue, and Matthews Street – are located within the East Sanford Study Area. The fifth focus area – West Humber Street – is located in the Jonesboro Transition Study Area and the sixth focus area – Dalrymple Street – is located in the Jonesboro Study Area.

Maps of the six focus areas indicate the housing needs – moderate, moderate-severe, and severe-and public infrastructure needs. This initial analysis of housing needs was based on drive-by examination of exterior conditions by rehabilitation specialists with knowledge of CDBG needs criteria. Infrastructure needs were provided by City of Sanford Public Works Department.

In order to qualify any of the six areas for a possible CDBG grant application, door to door surveys of household incomes and exterior and interior examination and photographs of housing needs would be required along with a preliminary engineering report detailing public infrastructure needs and costs.

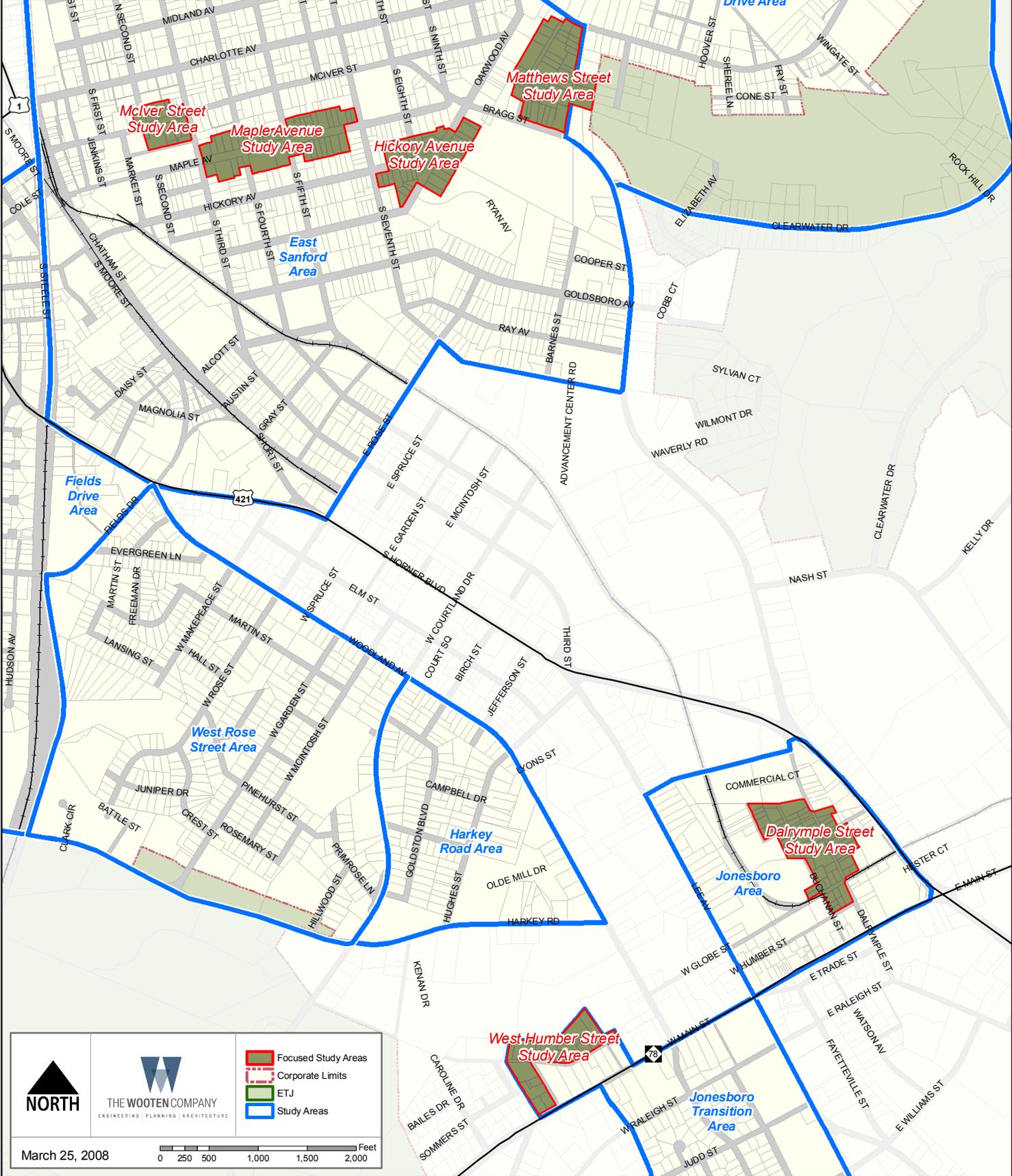
Map 14	Map of Focus Area Locations
Map 15	McIver Street (East Sanford Study Area)
Map 16	Maple Avenue (East Sanford Study Area)
Map 17	Hickory Avenue (East Sanford Study Area)
Map 18	Matthews Street (San-Lee Drive Study Area)
Map 19	West Humber Street (Jonesboro Transition Study Area)
Map 20	Dalrymple Street (Jonesboro Study Area)



Map 14: Focus Areas

City of Sanford

Community Development Plan





CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

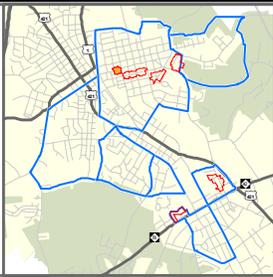
SECTION VI – FOCUS AREAS

Mclver Street Focus Area (Map 15)

The Mclver Street Focus Area is located within the East Sanford Study Area and consists of the 200 block of Mclver Street and the 200 block of Cherry Street between S. 2nd and S. 3rd Streets. This focus area is the second smallest of the six focus areas studied.

The primary need within the Mclver Street Focus Area is housing. Twelve (12) of the thirteen (13) homes within the area are in severe condition. Further study will be required to determine if the housing conditions can be resolved through rehabilitation or if housing conditions are so deteriorated as to require relocation of the families.

Infrastructure needs within the Mclver Street Focus Area include poor drainage and standing water along Mclver Street. The concrete street surface along Mclver Street is also in need of repair.



Map 15: Mclver Street Focus Area

City of Sanford
Community Development Plan



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Building Conditions	Road Conditions
• No Need	■ Adequate
◻ Moderate	■ Dirt Road
◻ Moderate-Severe	■ Newly Resurfaced
■ Severe	■ Study Area Buildings
● Manholes	■ Buildings
— Waterlines	■ Focused Study Areas
— Sewerlines	■ Corporate Limits
Sidewalk Conditions	■ Study Areas
■ Good	■ ETJ
■ No Sidewalk	Drainage Issues
■ Poor	■ Poor Drainage
	■ Standing Water

April 22, 2008

8" Concrete - No Problems

8" Concrete - No Problems



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION VI – FOCUS AREAS

Mclver Street Focus Area



Cherry Street



222 Mclver Street



209 Cherry Street



223 Mclver Street



Vacant Lot – Cherry Street



224 Mclver Street



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION VI – FOCUS AREAS

Maple Avenue Focus Area (Map 16)

The Maple Avenue Focus Area is located within the East Sanford Study Area and consists of the 300 and 400 blocks of Maple Avenue from S. 3rd Street to S. 7th Street. This focus area has a total of thirty-three (33) houses.

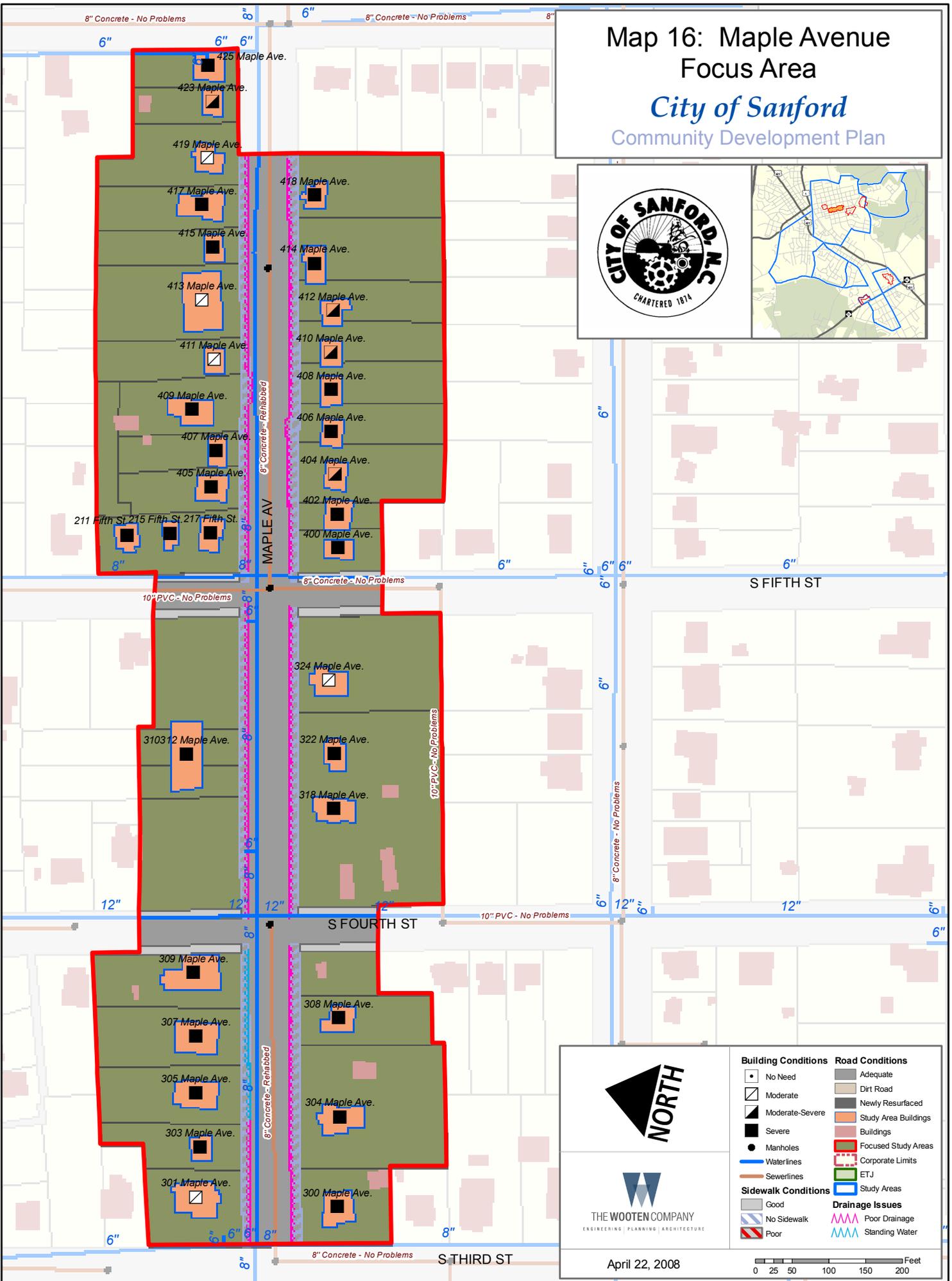
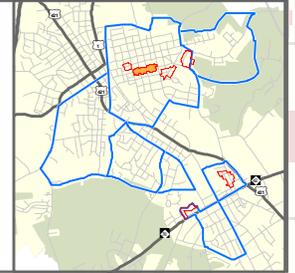
The primary need within the Maple Avenue Street Focus Area is housing. Twenty-five (25) of the thirty-three houses within the area are in severe condition, three (3) are moderate need and five (5) have no housing needs. Further study will be required to determine how many of the houses can be rehabilitated to safe, decent and sanitary housing, and which are so deteriorated that the households will have to be relocated.

Infrastructure needs within the Maple Avenue Focus Area include poor drainage and standing water. The streets within this area are in good condition.

Map 16: Maple Avenue Focus Area

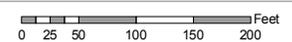
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Building Conditions	Road Conditions
• No Need	■ Adequate
◻ Moderate	■ Dirt Road
◻ Moderate-Severe	■ Newly Resurfaced
■ Severe	■ Study Area Buildings
● Manholes	■ Buildings
— Waterlines	■ Focused Study Areas
— Sewerlines	■ Corporate Limits
■ Good	■ ETJ
■ No Sidewalk	■ Study Areas
■ Poor	■ Drainage Issues
	■ Poor Drainage
	■ Standing Water



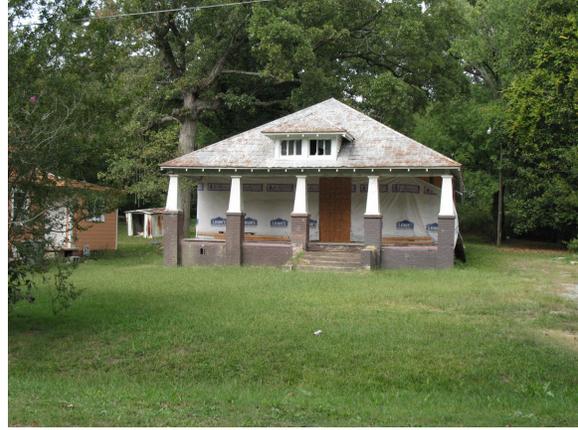


CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION VI – FOCUS AREAS

Maple Avenue Focus Area



305 Maple Avenue



409 Maple Avenue



309 Maple Avenue



Maple Avenue 4th Street



324 Maple Avenue



Maple Avenue Sidewalk



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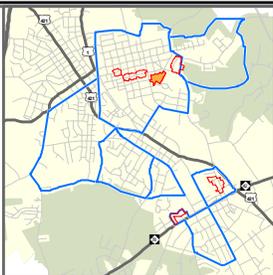
SECTION VI – FOCUS AREAS

Hickory Avenue Focus Area (Map 17)

The Hickory Avenue Focus Area is also located within the East Sanford Study Area and consists of the 500 block of Hickory Avenue and Oakwood Avenue between S. 7th Street and Maple Avenue. This focus area has a total of twenty-seven (27) houses.

The primary need within the Hickory Avenue Street Focus Area is housing. Fourteen (14) of the twenty-seven houses within the area are in severe condition; two (2) are moderate need; and eleven (11) have no housing needs. The presence of the eleven houses with no need for rehabilitation may be a problem in qualifying the area for CDBG funding. Further study will be required to determine how many of the houses can be rehabilitated to safe, decent and sanitary housing, and which are so deteriorated that the households will have to be relocated.

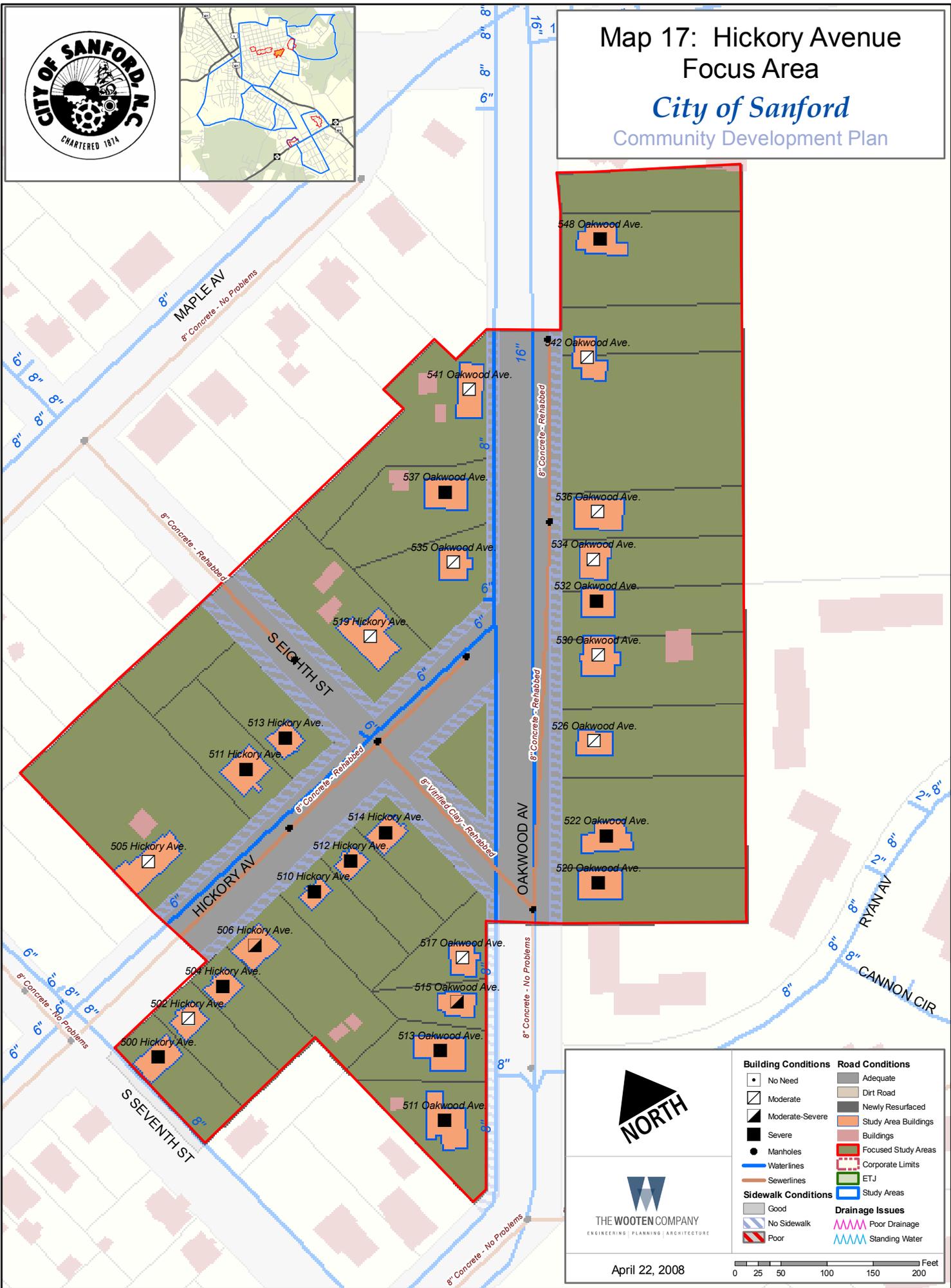
The only infrastructure need within the focus area is there are no sidewalks. Concrete streets have been rehabbed and are in good shape.



Map 17: Hickory Avenue Focus Area

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Building Conditions		Road Conditions	
□	No Need	■	Adequate
◻	Moderate	■	Dirt Road
◻	Moderate-Severe	■	Newly Resurfaced
■	Severe	■	Study Area Buildings
●	Manholes	■	Buildings
—	Waterlines	■	Focused Study Areas
—	Sewerlines	■	Corporate Limits
—	Sidewalk Conditions	■	ETJ
■	Good	■	Study Areas
■	No Sidewalk	■	Drainage Issues
■	Poor	■	Poor Drainage
		■	Standing Water





CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION VI – FOCUS AREAS

Hickory Avenue Focus Area



510 Hickory Avenue



513 Oakwood Avenue



512 Hickory Avenue



520 Oakwood Avenue



513 Hickory Avenue



522 Oakwood Avenue



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION VI – FOCUS AREAS

Matthews Street Focus Area (Map 18)

The Matthews Street Focus Area is located within the San-Lee Drive Study Area and consists of the 600 blocks of Matthews Street and Scott Avenue between Bragg Street and San-Lee Drive. This study area has a total of thirty-seven (37) houses.

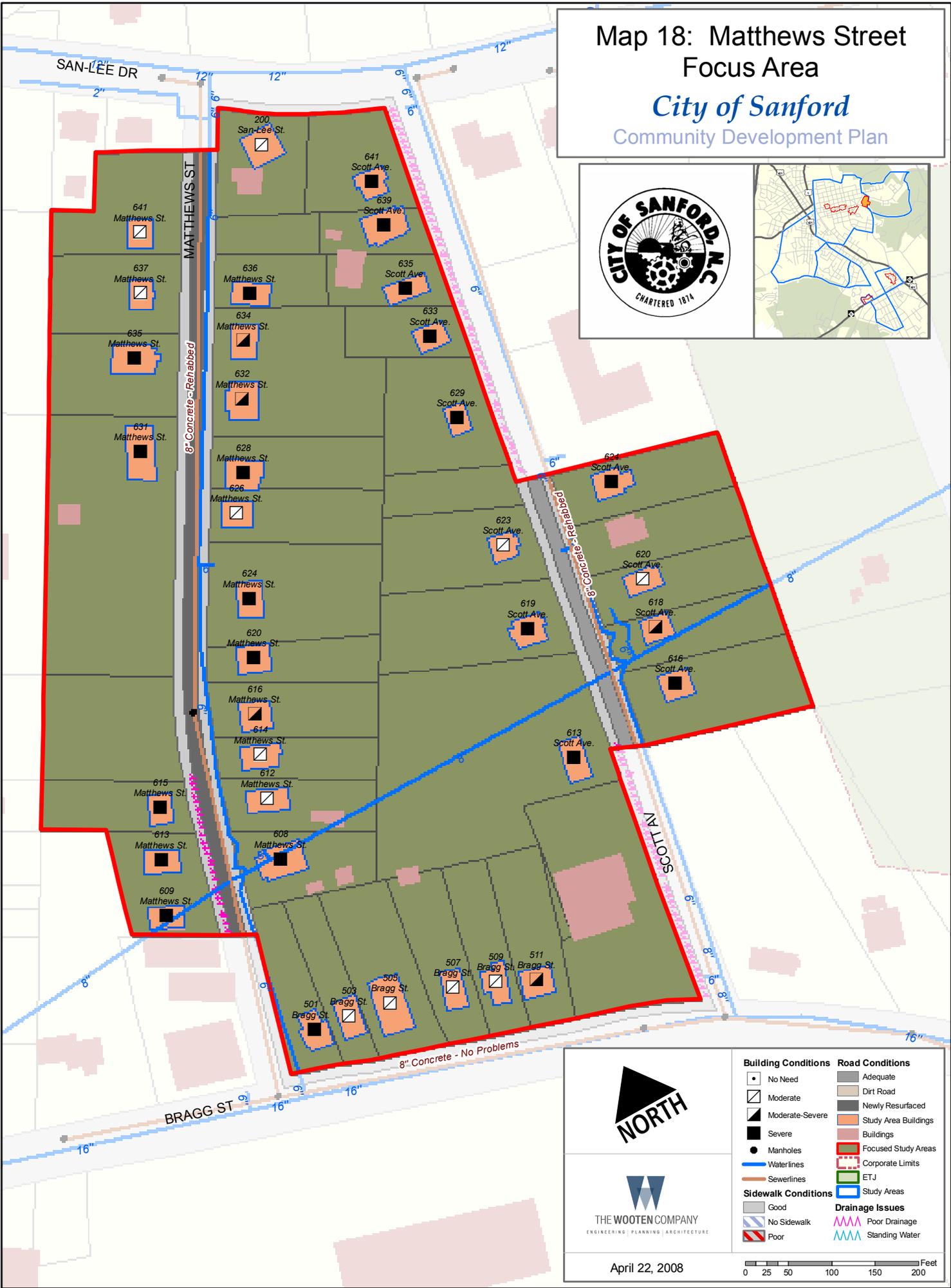
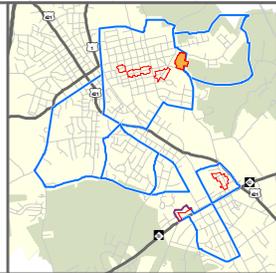
The primary need within the Matthews Street Focus Area is housing. Twenty (20) of the thirty-seven houses within the area are in severe condition, five are moderate need and twelve have no housing needs. The presence of the twelve houses with no need for rehabilitation may be a problem in qualifying the area for CDBG funding. Further study will be required to determine how many of the houses can be rehabilitated to safe, decent and sanitary housing, and which are so deteriorated that the households will have to be relocated.

Infrastructure needs within the Matthews Street Focus Area include poor drainage. Streets are concrete and generally in good condition.

Map 18: Matthews Street Focus Area

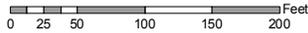
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Building Conditions	Road Conditions
□ No Need	■ Adequate
◻ Moderate	■ Dirt Road
◻ Moderate-Severe	■ Newly Resurfaced
■ Severe	■ Study Area Buildings
● Manholes	■ Buildings
— Waterlines	■ Focused Study Areas
— Sewerlines	■ Corporate Limits
■ Good	■ Study Areas
■ No Sidewalk	■ Drainage Issues
■ Poor	■ Poor Drainage
	■ Standing Water





CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION VI – FOCUS AREAS

Matthews Street Focus Area



620 Matthews Street



501 Bragg Street



624 Matthews Street



Scott Street Vacant Lot



634 Matthews Street



635 Scott Street



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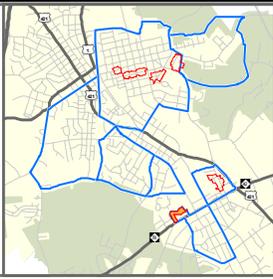
SECTION VI – FOCUS AREAS

West Humber Street Focus Area (Map 19)

The West Humber Street Focus Area is located within the Jonesboro Transition Study Area and is the smallest of the six focus areas studied. The area consists of the 600 block of W. Humber Street and the 2300 block of Maybee Hill Drive; plus two houses on W. Main Street near the intersection with Maybee Hill Drive.

The W. Humber Street Focus Area has only eight (8) houses total. Three of the houses have severe needs but five have no need. The fact that five of the eight houses in this area do not need rehabilitation may make qualifying this area for CDBG funding difficult. Further study will be required to determine which of the three severe houses can be rehabilitated to safe, decent and sanitary housing, and which are so deteriorated that the households will have to be relocated.

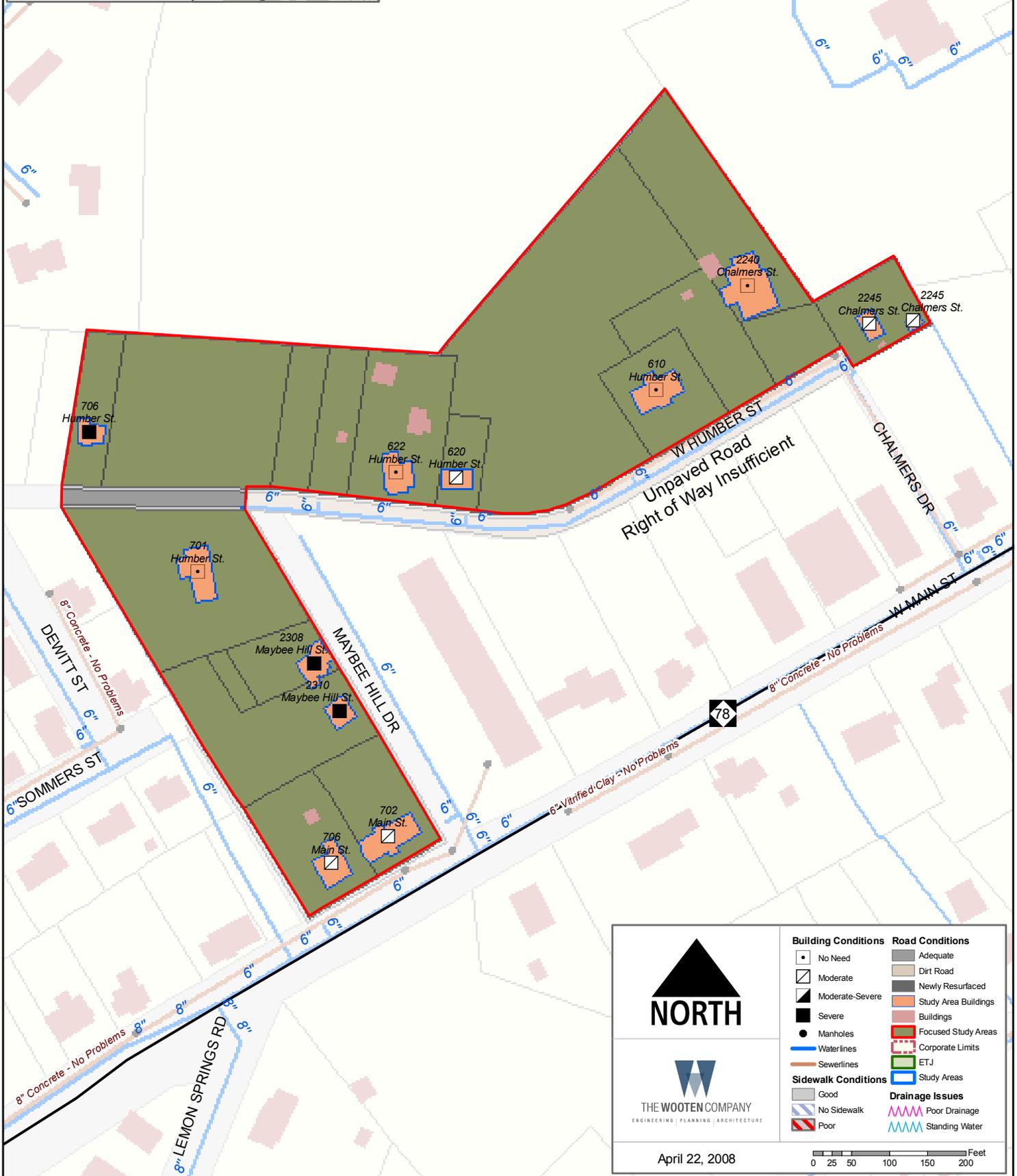
Infrastructure needs are significant within the West Humber Focus Areas. Both W. Humber Street and Maybee Hill Drive need street and drainage improvements. Street right-of-way is inadequate and portions of W. Humber Street and Maybee Hill Drive are unpaved.



Map 19: West Humber Street Focus Area

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<p>Building Conditions</p> <ul style="list-style-type: none"> ◻ No Need ◻ Moderate ◻ Moderate-Severe ◼ Severe ● Manholes — Waterlines — Sewerlines <p>Sidewalk Conditions</p> <ul style="list-style-type: none"> ◻ Good ◻ No Sidewalk ◻ Poor 	<p>Road Conditions</p> <ul style="list-style-type: none"> ◻ Adequate ◻ Dirt Road ◻ Newly Resurfaced ◻ Study Area Buildings ◻ Buildings ◻ Focused Study Areas ◻ Corporate Limits ◻ ETJ ◻ Study Areas <p>Drainage Issues</p> <ul style="list-style-type: none"> ◻ Poor Drainage ◻ Standing Water
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CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION VI – FOCUS AREAS

West Humber Street Focus Area



313 Humber Street



2308 Maybee Hill Drive



706 Humber Street



2310 Maybee Hill Drive



Humber Street



Maybee Hill Drive



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

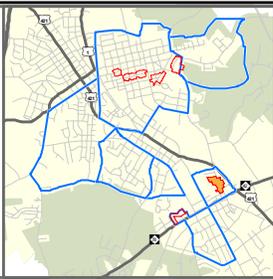
SECTION VI – FOCUS AREAS

Dalrymple Street Focus Area (Map 20)

The Dalrymple Street Focus Area is located within the Jonesboro Study Area and consists of the 2100 – 2200 blocks of Dalrymple Street; 300 block of Stone Street, 200 block of Louis Street; 2200 block of Buchanan Street; 300 block of E. Globe Street; and 300 block of E. Humber Street. The Dalrymple Street Focus Area has a total of twenty-eight (28) houses.

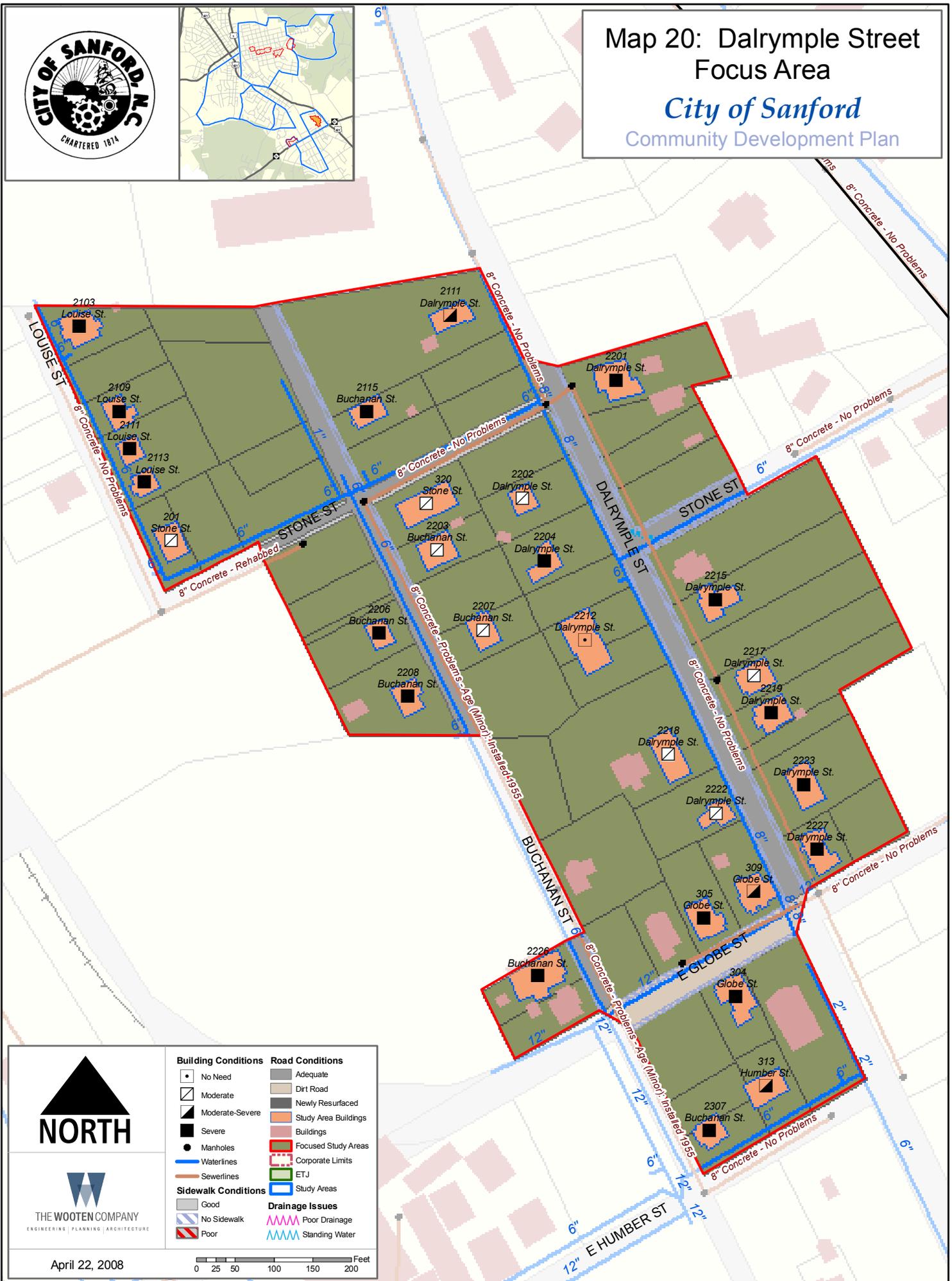
The primary need within the Dalrymple Street Focus Area is housing. Seventeen (17) of the twenty-eight houses within the area are in severe condition, three are moderate need and eight have no housing needs. Further study will be required to determine how many of the houses can be rehabilitated to safe, decent and sanitary housing, and which are so deteriorated that the households will have to be relocated.

Infrastructure needs are significant along both E. Globe Street and Dalrymple Street. E. Globe Street is unpaved and portions of Buchanan Street are in poor condition. There is also a need for sidewalks along Buchanan, E. Globe and Dalrymple.



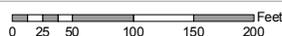
Map 20: Dalrymple Street Focus Area

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Building Conditions	Road Conditions
No Need	Adequate
Moderate	Dirt Road
Moderate-Severe	Newly Resurfaced
Severe	Study Area Buildings
Manholes	Buildings
Waterlines	Focused Study Areas
Sewerlines	Corporate Limits
ETJ	Study Areas
Good	Drainage Issues
No Sidewalk	Poor Drainage
Poor	Standing Water





CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN SECTION VI – FOCUS AREAS

Dalrymple Street Focus Area



2222 Dalrymple Street



2111 Louise Street



2223 Dalrymple Street



305 E. Globe Street



2109 Louise Street



East Globe Street



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION VII – ACTION PLAN

Section VII – Action Plan

Goal

The City of Sanford recognizes that an essential characteristic of a community that seeks to provide its citizens with a high quality of life is the availability of affordable housing. Through policies and actions, the City of Sanford will actively pursue methods to help ensure an adequate supply and variety of housing types and prices, housing which is attractive and well-maintained, and housing which provides safe, decent and sanitary living conditions for all citizens.

Community Development Objectives

1. Provide affordable housing opportunities while maintaining and enhancing the unique characteristics of the individual neighborhood.
2. Encourage infill residential development where infrastructure and services are available.
3. Be proactive in the rehabilitation of substandard housing and the development of vacant lots in existing neighborhoods.
4. Improve the housing and infrastructure in existing neighborhoods.
5. Increase the supply of affordable housing for low-moderate income families and elderly populations.
6. Continue to provide leadership and coordination on community development and housing activities among public and private for-profit and non-profit agencies.
7. Encourage home ownership as a means of helping families build equity and break the cycle of poverty.
8. Support affordable housing in new single-family and multifamily residential developments.
9. Increase housing opportunities in downtown Sanford.
10. Encourage the preservation of historic residential properties.

Issues and Actions

The 2008 City of Sanford Community Development Plan, as adopted by the elected officials of the City of Sanford, will serve as a guide to elected officials and staff in making decisions regarding neighborhood redevelopment, rehabilitation of existing housing stock, new housing development and infrastructure improvements. Elected officials, appointed boards, and City staff shall use the Community Development Plan as a basic policy guide in the pursuit of grant sources and in the administration of development regulations.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION VII – ACTION PLAN

Issue 1 – Tracking Needs and Progress

It is important to identify needs, set up measurable goals, and track completion of action items to be sure that progress is being made. Getting a database set up that can be managed easily and maintained over a period of years will assist with this effort.

Actions

- Inventory, photograph and catalog housing and infrastructure needs.
- Prioritize for assistance.
- Provide annual or bi-annual reports to City Council.

Issue 2 - Vacant Lots

Vacant lots in low and moderate income neighborhoods are frequently owned by absentee land owners and care and maintenance of these lots is often neglected. Vacant lots can be unsightly, detract from neighborhood aesthetics, provide breeding areas for rodents or other wild animals, and may be used for illicit activities that make the neighborhood feel unsafe for residents.

Actions

- Inventory vacant lots.
- Enforce nuisance abatement laws.
- Prioritize for acquisition.
- Recombine/re-lot as needed for infill.
- Sell land at little to no cost to non-profit and for-profit developers.
- Identify properties with potential for park, open space or greenway development.

Issue 3 - Dilapidated Housing

Dilapidated and abandoned housing can, like vacant lots, be a serious detriment to neighborhood viability and stability. Dilapidated houses are unsightly, project an impression of neglect and deterioration, and serve as places for illicit activities that often have residents living in fear of these locations within their neighborhoods.

Actions

- Inventory dilapidated housing by parcel.
- Prioritize housing for demolition.
- Prioritize for lot acquisition.
- Recombine/re-lot as needed.
- Sell to non-profit and for-profit developers.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION VII – ACTION PLAN

Issue 4 - Substandard Rental Housing

Substandard rental housing is a plague on low and moderate income neighborhoods. Because rent revenues are low, landlords are hesitant to maintain and repair these low income homes. An aggressive, regular inspection program would uncover maintenance problems and put pressure on landlords to keep rental houses in safe, sanitary and decent condition.

Actions

- Inventory substandard rental housing.
- Establish a systematic inspection program.
- Prioritize for minimum housing code enforcement based on housing conditions.
- Use minimum housing code to force owner-financed improvements or to get permission to demolish housing which is beyond rehabilitation.

Issue 5 - Clearing Homeownership Issues

A common problem in low and moderate income neighborhoods is lack of clear ownership title. Often low and moderate properties are in unresolved estates that greatly complicate ownership rights, especially if several years have passed since the property owner deceased. Clearing up title issues requires significant time which can delay or disqualify a household from receiving rehabilitation or relocation assistance.

Recommendation: Study the extent of the problem in order to ascertain the impact on declining property conditions. Law school interns could be employed to assist with quantifying the problem and resolving property ownership issues.

Actions

- Develop list of properties with title issues.
- Work with owners to settle estates, multiple heir situations.
- Clear title to enable LMI homeowners to qualify for housing assistance.
- Use law school interns to do initial research to reduce program costs.

Issue 6 - Substandard Infrastructure

Substandard public infrastructure – streets, drainage, water and sewer – can be both unsightly and a health hazard. Public streets should have adequate width to be safe and allow for necessary water and sewer lines. Streets also need adequate drainage to ensure that flooding and icing during cold weather are not creating unsafe situations.

Undersized public water lines (less than 6” in diameter) in older neighborhoods do not provide adequate fire protection and may have insufficient pressure. Older neighborhoods may have undersized public sewer lines (less than 8” in diameter) or older sewer line grades may be less than the minimum necessary to have sufficient velocities to self-clean the lines which increases city maintenance costs for clearing blockages. Another common problem in older low and moderate income neighborhoods are deteriorating sewer service lines from the house to the public line.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION VII – ACTION PLAN

Actions

- Inventory substandard infrastructure needs.
- Conduct cost/benefit analysis for each need.
- Prioritize for rehabilitation or replacement.
- Add to capital improvements program.

Issue 7 – Funding

Finding adequate funding to assist low and moderate income homeowners with housing repairs is always a challenge. Competition for state and federal housing grants is stiff and never sufficient to meet all the needs across North Carolina. Establishing a local housing fund would provide for required local match monies and would also be a stable, predictable amount of money for prioritizing treatment of competing housing needs.

Actions

- Prioritize focus areas for CDBG applications.
- Identify other funding sources; develop application schedule.
- Consider establishing housing trust fund/bond issue as ongoing source of funding for leveraging local match funds.

Issue 8 – Increase Homeownership

Homeownership is one of the best means to help low and moderate income households build equity and break the cycle of poverty. Bad credit histories are a major deterrent for first time homebuyers who would benefit from financial counseling and legal help in clearing up bad debts in order to qualify to purchase a home.

Actions

- Work with non-profits to expand first time homebuyers counseling program.
- Establish ongoing down payment assistance program.
- Establish revolving loan fund at below market rates.
- Investigate and recommend implementation of “asset building” programs.
- Promote owner-occupied housing developments including both detached and attached single family developments within the downtown urban area or other employment locations to provide jobs within walking distance of LMI households.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION VII – ACTION PLAN

Issue 9 - Urgent Repair Needs

Addressing urgent repair needs is another way to keep low and moderate income families in their homes. Urgent repair programs are limited to repairs that typically cost less than \$5,000 and are intended to stabilize the home to prevent further deterioration. Catching a major repair early may forestall more costly repairs or demolition.

Actions

- Continue to maintain and update call-in lists for assistance.
- Develop priority criteria for assistance.
- Keep list updated at least bi-annually.
- Establish on-going source of funding to leverage grant funds.

Issue 10 - Zoning and Development Issues

Local zoning and development regulations need to be reviewed to ensure there are no laws that have the unintended effect of deterring or hindering the construction of affordable housing. At the same time, consideration should be given to methods that may provide incentives to private developers to include affordable housing in new residential or mixed use developments.

Actions

- Consider providing density bonus or other incentives for including affordable housing in new developments.
- Support higher density housing in appropriate locations near downtown to decrease housing costs.

Issue 11 – Neighborhood Improvement/Stabilization

Improving neighborhoods can be accomplished through a number of actions already cited – clearing and re-selling vacant lots for infill housing, enforcing minimum housing code regulations to force landlords to repair substandard housing, etc. Stabilizing and improving neighborhoods takes a community wide effort with citizens and city leaders and staff working together to identify and implement improvements.

Actions

- Re-start the “progressive neighborhoods” program to encourage citizens to be more involved in and to take ownership of neighborhood issues.
- Identify public infrastructure issues that are a concern, e.g., street lighting, sidewalks, drainage. Prioritize needs for funding through the capital improvement program.
- As the city moves forward with small area plans for the Lee County Courthouse, Central Carolina Community College, and Central Carolina Hospital (see Issue #15), involve citizens in the planning process to explore ways to connect, stabilize and re-invigorate the nearby low and moderate income neighborhoods.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION VII – ACTION PLAN

Issue 12 - Historic Preservation / Unique Neighborhoods

Protecting historic resources and the uniqueness of older neighborhoods will help prevent neighborhood deterioration, increase homeownership interest and provide a source of pride for the community. Older homes require more maintenance and more skill in addressing and meeting the challenges of homeownership.

Actions

- Educate property owners on tax credit advantages for historic property rehabilitations.
- Develop historic district overlay zoning with design standards for infill within historic neighborhoods.
- Continue to seek grant funds to help pay for the preparation of a National Register Historic District nomination for the proposed East Sanford Historic District.

Issue 13 – Neighborhood Parks

Low and moderate income neighborhoods in particular need recreation opportunities for families. As opportunities to acquire vacant properties arise, there will be occasion to identify and secure open space for neighborhood parks.

Actions

- Create a neighborhood park strategy.
- Identify and secure potential sites for neighborhood parks.
- Work with neighbors on park design elements.
- Secure public/private funding as appropriate.
- Set up mechanisms for on-going use and maintenance.

Issue 14 – Homelessness

Homelessness is a complicated problem which cries out for attention. Preventing homelessness requires a multi-faceted, broad-based approach which is beyond this local community development planning effort. However, the need for more affordable housing is recognized as problem which contributes to homelessness within Sanford.

Actions

- Establish and maintain a database of affordable housing locations and providers.
- Provide access to the database for charitable organizations that are seeking more permanent housing choices for the homeless.
- Investigate successful programs provided by other communities to see which methods have a reasonable likelihood of being successful in Sanford.



CITY OF SANFORD COMMUNITY DEVELOPMENT PLAN

SECTION VII – ACTION PLAN

Issue 15 – Commercial / Industrial Slum and Blight

Abandoned or dilapidated commercial and industrial buildings are a slum and blight on communities as a whole and especially on low and moderate income neighborhoods. These sites detract from community appearance and convey a sense of despair. Most of these sites are already served with public infrastructure – streets, water and sewer – and are well located for redevelopment or adaptive re-use.

Actions

- Identify deteriorating and dilapidated commercial and industrial properties suitable for redevelopment for mixed uses including higher density residential uses.
- Prioritize abandoned and dilapidated commercial / industrial properties for acquisition and clearance.
- Study ways that other communities have re-used these sites and investigate financing methods to attract private interest in redevelopment.
- Develop small area plans for the three sites already identified for potential development or redevelopment – the Education Village (Central Carolina Community College and Lee County High School) Courthouse Square Village (Horner and 3rd Street), and the Medical Village (Central Carolina Hospital). Take the lead in clearing title, acquiring, and clearing these properties for sale to private investors.