

# UNLOCKING GOLDSBORO'S POTENTIAL:

A TRANSFORMATION PLAN TO GUIDE FUTURE INVESTMENTS AND PARTNERSHIPS

DECEMBER 28, 2017

DRAFT

HISTORIC  
GOLDSBORO  
ESTABLISHED  
1891



Goldsboro  
*A Choice Neighborhood*



from the  
**OFFICE OF THE MAYOR**



*Rum quasperibus et plique ommodit volorum quatur? Ut velecep tatium voluptat eiciates eius eument.*

*Poriatur magnatqui occae cus moditet, quiberibus pa as volesequo et venis et laboribus derum denimet volut voluptatem quiam et maionesMe maiortebus? Rum sus, quem tanum pl. Ebunc mendit, nius hoccisses! Senatimist L.*

*Vere re am omneque firmist imorus estis, tem sentifex menatus clus diem publica venarbis. Gulist? Effrem silin remenat abitantilici poena, us, ublibun terividiem quidescepes aris clus crei ina, tum rei factari ondiem acta vidiora edemori consulum dium co et; hum Rommoverum occio, verum urnit, fit.*

*Porum ur, sentemussus ali silictus.*

*Hos, eo etiam. Iverce ad noncupimus clabunt erravolin sulegerorum tent. Tum es pullabem sulos scrio, omnenatia retius.*

*Hebus opte catuam se, virmacer hostabem atus consunum demur libus, nihicionfex satande ruspie ad connirm andius? Onsimus huciam mantus, Cupios ponsulium niricatiu iam elum nihingu ltuius, nirit. Horenit, patum horedo, ta iame estiactero in actusa consulturnum mustea dum loctem quitilic tam. Nostrum perratrem demoendem. Effre nem omperorit probsenem atorsuliu sedem nosultuam intur urnules traetes ne adem prorum tim remqua noncla Seret ocuroximius Cupio etio unc orbis.*

*Ir publius, tui satimus, note nuntem Patea auteres sitis.*

*Ropubli ntrit, que traesse natuuscepse rebus tem Romnimis in sus, quisquam furo cerid fuidervilis, neque ego Cupicia eludam nos, nequam tion huium consupi maionvere hocultus, C. Maio, unt res molum o etilin de renihil lesimpl. Tum sesil hum ince quidesis achum iam orbis? Ne ressentrei publiac emperis rei ium faudac rendiis la maionir andepse interio nsupicampone publie coma, quius cus, conterr iptistr oposulvil consigi liusum consil vis, cam convere ssent, quam cur, quidem prario, Catiaet intiae abul conem qua noximiu spesim diesiliam hordien tiemurbit, senatali iusperebus, qui iam omnihilles essiliquam audem, nostrum anum inervidem hus pro ve, ces consunu merninatus halis C.*

**Jeff Triplett**

Mayor, City of Sanford, Florida

from the  
**CHAIR OF THE SANFORD  
HOUSING AUTHORITY**



*Rum quasperibus et plique ommodit volorum quatur? Ut velecep tatium voluptat eiciates eius eument.*

*Poriatur magnatqui occae cus moditet, quiberibus pa as volesequo et venis et laboribus derum denimet volut voluptatem quiam et maionesMe maiortebus? Rum sus, quem tanum pl. Ebunc mendit, nius hoccisses! Senatimist L.*

*Vere re am omneque firmist imorus estis, tem sentifex menatus clus diem publica venarbis. Gulist? Effrem silin remenat abitantilici poena, us, ublibun terividiem quidescepes aris clus crei ina, tum rei factari ondiem acta vidiora edemori consulum dium co et; hum Rommoverum occio, verum urnit, fit.*

*Porum ur, sentemussus ali silictus.*

*Hos, eo etiam. Iverce ad noncupimus clabunt erravolin sulegerorum tent. Tum es pullabem sulos scrio, omnenatia retius.*

*Hebus opte catuam se, virmacer hostabem atus consunum demur libus, nihicionfex satande ruspie ad connirm andius? Onsimus huciam mantus, Cupios ponsulium niricatiu iam elum nihingu ltuius, nirit. Horenit, patum horedo, ta iame estiactero in actusa consulturnum mustea dum loctem quitilic tam. Nostrum perratrem demoendem. Effre nem omperorit probsenem atorsuliu sedem nosultuam intur urnules traetes ne adem prorum tim remqua noncla Seret ocuroximius Cupio etio unc orbis.*

*Ir publius, tui satimus, note nuntem Patea auteres sitis.*

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**Melvin Philpot**

Chairman, Sanford Housing Authority Commission

# TABLE OF CONTENTS

CHAPTER 1: EXECUTIVE SUMMARY  
CHAPTER 2: SETTING THE CONTEXT  
CHAPTER 3: COMMUNITY ENGAGEMENT  
CHAPTER 4: STRATEGIES AND PRIORITIES  
CHAPTER 5: ACTION PLAN

*APPENDIX UNDER SEPARATE COVER*



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## *Acronyms*

**CHI:** COMMUNITY HEALTH INTERVENTIONS

**CLSMF:** COMMUNITY LEGAL SERVICES OF  
MID-FLORIDA

**DOH-SC:** DEPARTMENT OF HEALTH IN  
SEMINOLE COUNTY

**ECFRPC:** EAST CENTRAL FLORIDA REGIONAL  
PLANNING COUNCIL

**GFPC:** GOLDSBORO FRONT PORCH COUNCIL

**RHCF:** RECOVERY HOUSE OF CENTRAL FLORIDA

**ROM:** RESCUE OUTREACH MISSION

**SCPS:** SEMINOLE COUNTY PUBLIC SCHOOLS

**SCSO:** SEMINOLE COUNTY SHERIFF'S OFFICE


**SSC:** SEMINOLE STATE COLLEGE

**SHA:** SEMINOLE HOUSING AUTHORITY

**WCC:** WEST SIDE COMMUNITY CENTER

**UCF:** UNIVERSITY OF CENTRAL FLORIDA

**UF:** UNIVERSITY OF FLORIDA

A large, arched sign made of brick with a green center panel. The text on the sign reads "HISTORIC GOLDSBORO" in large, bold, serif letters, with "ESTABLISHED 1891" in smaller letters below it. The sign is set against a background of trees and a building.

HISTORIC  
GOLDSBORO  
ESTABLISHED  
1891

# EXECUTIVE SUMMARY





## ***1. EXECUTIVE SUMMARY***

THE GOLDSBORO NEIGHBORHOOD.....	1
COMMUNITY ENGAGEMENT.....	2
HIGHLIGHTS OF THE TRANSFORMATION PLAN.....	2
NEXT STEPS.....	6
CONTENTS OF THE PLAN.....	6

# 1. EXECUTIVE SUMMARY

**G**oldsboro has a rich history and a promising future. Once a proud and prosperous African-American incorporated township that was annexed by the city of Sanford in 1911, today it is experiencing renewed enthusiasm for reinventing itself. Starting with its designation by the State of Florida in 2001 as a “Front Porch Community”, the community has come together to lobby for an array of investments and productive partnerships with many organizations to improve the quality of life for its residents. Efforts over the last 15 years are beginning to show positive results but a comprehensive, achievable vision is needed to guide the holistic transformation of Goldsboro for the next 10 to 20 years.

This Transformation Plan represents the community’s vision for the future. It includes a set of overarching goals, priority objectives, and

*Vision Statement:*

**“Revitalized Goldsboro is a thriving and safe community with quality housing options, diverse economic opportunities, and a shared sense of pride in its rich history and promising future.”**

a detailed array of strategies for achieving the holistic revitalization of Goldsboro. It provides a detailed roadmap with specific partners and timeframes for implementation. The community knows that transforming the neighborhood will take many years to restore its vibrancy and health but that with a shared vision and detailed action plan it is possible. It will also take many partners in the public, private and non-profit sectors as well as persistence and perseverance by all. The community remains committed to the task and the vision.

### *The Goldsboro Neighborhood*

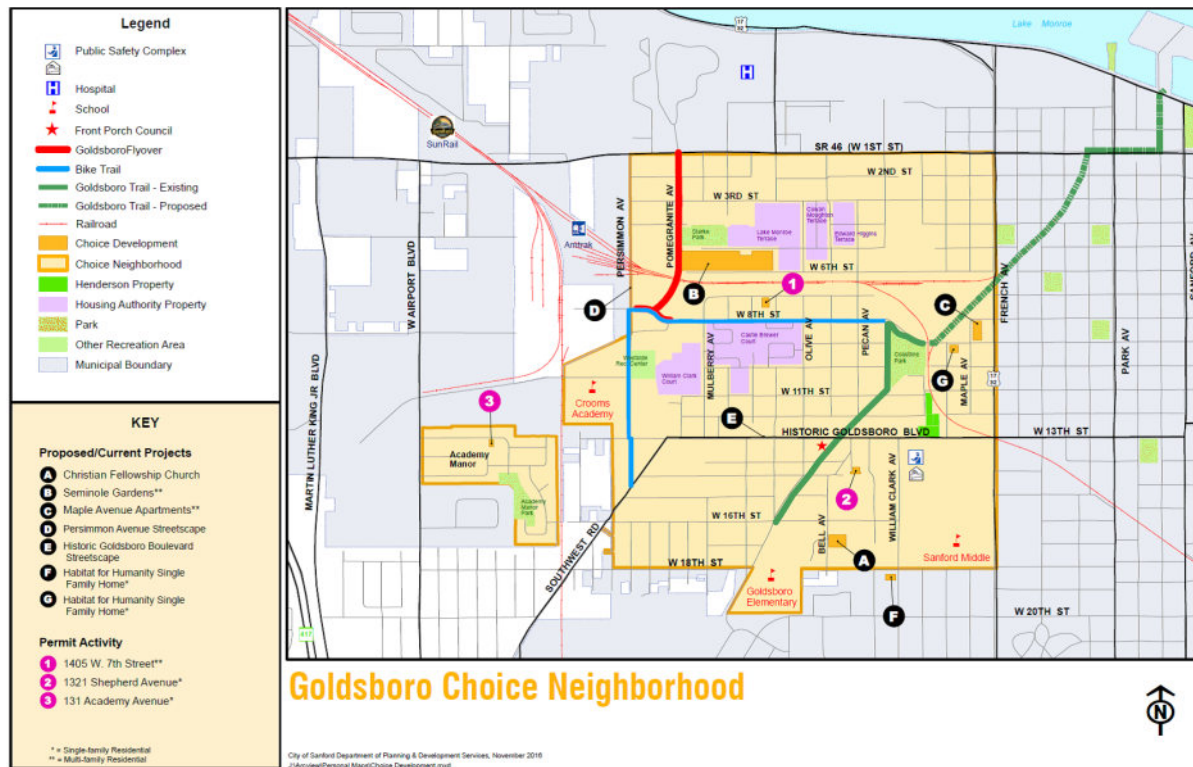
This Transformation Plan targets the Goldsboro neighborhood which is less than a mile southwest of downtown Sanford. The community is bounded by SR 46 (1st Street) on the north, US 17-92 (French Street) on the east, 18th Street on the south and Persimmon Avenue on the west, with extensions to include Crooms Academy of Information Technology, Goldsboro Elementary School, and the Academy Manor subdivision. Goldsboro has a rich history that is well documented and celebrated today. Today there are approximately 1,000 households and 3,000 residents living in the community.

In the heart of Goldsboro, the Sanford Housing Authority owned and managed five public housing sites, totaling 380 family units. Deemed uninhabitable by HUD in 2010, the residents

were relocated with Housing Choice Vouchers and all buildings were demolished, leaving 47.9 acres of vacant land. Today 161 former public housing households remain active in the voucher program.

Today, after decades of economic decline and disinvestment, the community remains optimistic about its future. It has a number of key assets in the neighborhood to build on:

- **History** as a proud and once-thriving African-American community;
- **Community pride**, particularly among those families who have called this area home for many generations and those who attended Crooms Academy when it was an African-American high school;
- **SHA vacant land**, approximately 50 acres that can be utilized for large-scale housing development;
- **Location** near downtown Sanford, the new SunRail Station, and a regional hospital;
- **Goldsboro Front Porch Council** (GFPC), a community-based organization that has successfully lobbied for many investments and partnerships over the past 15 years to improve the quality of life of residents in the community;



- **Faith-based organizations** that can work with their congregations to engage the community in constructive youth and adult activities; and
- **A successful history of partnering with key agencies** (e.g. Seminole County Public Schools, Florida Department of Health in Seminole County, etc.) to improve the educational, economic, health and social outcomes of residents of all ages.

### Community Engagement

The Goldsboro Transformation Plan detailed in the following chapters is the product of an open and transparent planning process involving more than 250 residents and community stakeholders and informed by a lengthy face-to-face survey of 200 community residents and former SHA relocated residents. The community came together to envision its future through seven (7) working groups that each met at least seven (7) times; four community-wide information fairs that attracted over 200 residents; a constantly updated website where all meeting notices, agendas, meeting minutes and presentation materials were posted; and an active Facebook page highlighting community events.

### Highlights of the Transformation Plan

What resulted from the extensive outreach and engagement process was a comprehensive set of priority goals, objectives, and detailed strategies to achieve the community's vision, which are detailed on the following pages.

## GOALS/PRIORITIES

## OBJECTIVES



### EMPOWER OUR COMMUNITY

- A1 BUILD COMMUNITY COHESION AND CAPACITY** Community organizations are strengthened and serve as effective advocates for change.
- A2 PUBLIC SAFETY** Residents and visitors feel safe in Goldsboro.
- A3 HISTORY** Goldsboro celebrates its unique African-American history and “pride of place.”



### IMPROVE COMMUNITY CONNECTIONS

- B1 CONNECTIONS OUT** Residents have improved access to key amenities and assets outside of Goldsboro.
- B2 CONNECTIONS WITHIN** Residents can safely and easily move through the neighborhood.
- B3 DIGITAL ACCESS** Residents can readily access the digital world.
- B4 COMMUNITY FACILITIES** Goldsboro residents have access to local community facilities that support their quality of life.



### EXPAND HOUSING OPPORTUNITIES

- C1 RENTAL HOUSING** Quality mixed-income rental housing is developed on SHA property.
- C2 FOR-SALE HOUSING** Homeownership opportunities in the neighborhood are increased.
- C3 EXISTING HOMES** The quality and safety of existing owned homes in the neighborhood is improved.



### INVEST IN OUR CHILDREN

- D1 EARLY LEARNING** Ensure children enter kindergarten ready to learn and successfully learn to read by 3rd grade.
- D2 AT-RISK YOUTH** Provide alternative education supports and programming to ensure all youth successfully graduate from high school.
- D3 OUT-OF-SCHOOL-TIME** Provide opportunities to enhance children’s social, educational and physical development via Out-of-School programming.
- D4 PARENT ENGAGEMENT** Provide parent services and supports so that they can effectively engage in their child’s education.



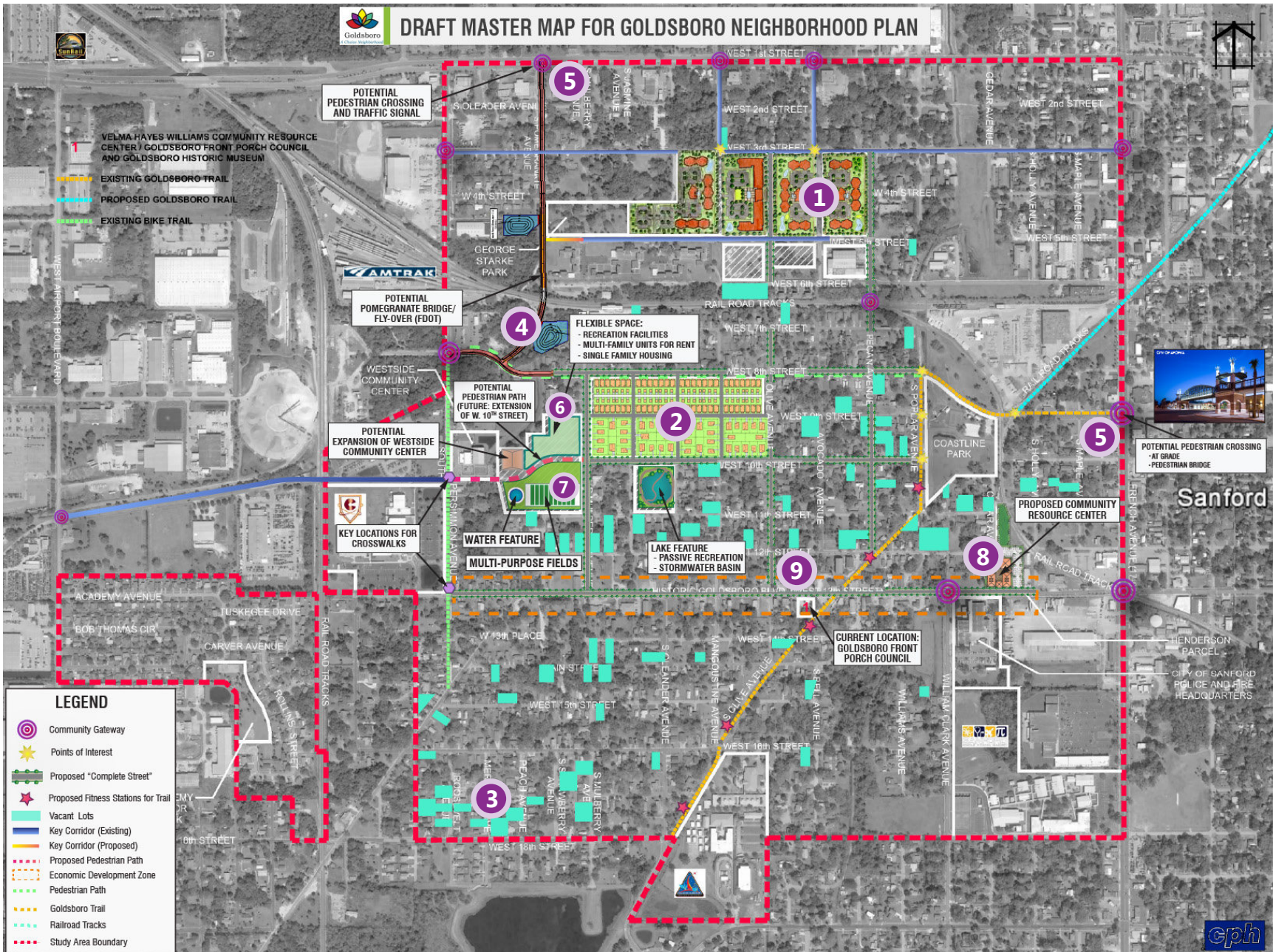
### ENCOURAGE COMMUNITY WELLNESS

- E1 MENTAL HEALTH** Residents have access to a full continuum of care to improve mental health and reduce substance abuse.
- E2 MEDICAL SERVICES** Residents have access to quality medical services to improve physical health outcomes and foster wellness.
- E3 HEALTH SUPPORTS** Goldsboro is rich in supports and amenities that promote healthy lifestyles.



### EXPAND ECONOMIC OPPORTUNITIES FOR ALL

- F1 SELF-SUFFICIENCY** Residents have the skills and supports to access job and career opportunities that lead to greater economic stability and self-sufficiency.
- F2 BARRIER ELIMINATION** Critical community resources enable residents to access employment opportunities
- F3 SECTION 3** Section 3 hiring and contracting opportunities are maximized via the Goldsboro neighborhood revitalization plan implementation.
- F4 BUSINESS DEVELOPMENT** New and existing businesses are encouraged to grow and thrive.





## HIGHLIGHTS OF THE GOLDSBORO MASTER PLAN

- 1 New mixed-income rental housing.** Four phases of rental housing are proposed for SHA's north parcel of land. Each phase will accommodate 80 to 100 units of rental housing including replacement units for former SHA relocated tenants, tax credit units, and market-rate units. Separate phases are targeted for families, seniors and permanent supportive housing for the homeless.
- 2 Homeownership opportunities on SHA's south parcel.** Based on the community's priority to increase the number of homeowners in the neighborhood, the plan proposes to reconstruct the street grid pattern on SHA's south parcel to create eight new blocks for for-sale homes – both affordable and market-rate.
- 3 Infill housing.** For the many vacant lots scattered throughout the neighborhood, the City proposes to create the Cottage Homes Program to incent new homebuilding and the productive reuse of vacant land, particularly on nonconforming lots. This City program involves creating pre-approved cottage house plans that will result in an expedited permitting process. Only site review will be required.
- 4 Pomegranate flyover.** Working with the community, FDOT has designed a new flyover bridge over existing Amtrak railroad tracks. This will eliminate auto stoppages/backups when the AutoTrain passes through the neighborhood. The flyover includes widened sidewalks for pedestrian and bicycle traffic and will provide opportunities for new community art displays.
- 5 Safe pedestrian crossings.** Since many residents do not own cars, they often rely on their bicycles and walking to access key amenities outside of the neighborhood, such as Sanford's downtown, the Riverwalk, the regional hospital, and the new SunRail station. Key crossing points proposed for safer pedestrian crossings include 9<sup>th</sup> and 17-92 (which connects Coastline Trail to the Riverwalk) and Pomegranate and SR 46 (as part of the Pomegranate flyover improvements).
- 6 Flexible space for future development.** A portion of the former William Clark Court site has been set aside for future development of either rental housing, for-sale homes, or the expansion of recreation space (indoor and/or outdoor facilities), depending what the highest demand is for in later years as well as community priorities at that time.
- 7 Multipurpose playing fields and water feature.** There is a lack of playing fields in the area for soccer, football, baseball and other sports. Most fields are associated with high schools and are not available for community use. In addition, residents would like to see a water feature for children during the hot summer months, ideally a swimming pool or at a minimum a splash pad. This would also include creating a pedestrian walkway between the Westside Community Center and these new outdoor recreation facilities.
- 8 New Community Resource Center.** One of the community's top priorities is a new Community Resource Center to accommodate the extensive array of of partnerships and programs that have been proposed. The Henderson lot on Historic Goldsboro Blvd is an ideal location – across from the Sanford Public Safety Complex – which can also serve as the gateway to the community. Preliminary plans indicate the site can accommodate up to 20,000 SF with associated parking. A 6,000 SF resource center is proposed, with additional land area available for a health clinic and other specialized uses.
- 9 Goldsboro Farmers Market.** A permanent site for the Goldsboro Farmers Market is proposed for the Allen Chapel AME parking lot adjacent to Historic Goldsboro Blvd. A preliminary site plan and design of a pavilion structure for the vendors is in process.

## Next Steps

The majority of the strategies will be implemented over a longer period of time by multiple public, private, and non-profit stakeholders and partnerships. The three key implementation partners are the City of Sanford, the Sanford Housing Authority and the Goldsboro Front Porch Council. But it will also take the commitment of many others – including community residents – to achieve the vision and outcomes as detailed in this Transformation Plan.

The first key action to ensure effective implementation is to have the final Transformation Plan adopted by the City Commission, the SHA Board of Commissioners, and the GFPC Board. It is recommended that key representatives from each of these key partners meet on a regular basis to update each other on the status of their respective implementation responsibilities, to ensure coordination of the various components, and to make decisions as necessary to tweak or alter planned initiatives in response to changes in resource availability, market conditions and community priorities.

It is also recommended that the Steering Committee continue to meet on a quarterly or semi-annual basis to involve other key stakeholders in decision-making and providing direction for implementation activities. It is important to keep partners and stakeholders engaged and active in the initiative as it evolves. Other recommendations include:

- Continue monthly Westside Community meetings to ensure continuous flow of information and feedback from the community.
- Establish a Goldsboro Community Redevelopment Area (CRA) to help fund new infrastructure improvements in support of housing development.
- Establish a formal Service Providers Network to discuss services being delivered in the community, their efficacy, and the need to bring in additional services to meet specific community needs.

The Goldsboro community is not waiting for the plan to be finalized to start implementation; residents and stakeholders want to see changes being made now. Recent initiatives underway include: (1) permanently locating a Farmers Market ('Doing while Planning' CNI initiative); (2) securing grant funding for creating a Goldsboro Food Entrepreneurship Plan; (3) hiring an experienced facilitator to hold a series of dialogues between the community and the Sanford Police Department with the goal of creating a comprehensive community-police relations action plan; and (4) production of the Goldsboro Historic Walking/Driving Tour Pamphlet followed by installation of historic markers commemorating key events, people or locations.

## Contents of the Plan

The following chapters provide more detailed information about the Transformation Plan, how it was developed, and how it will be implemented.

**Chapter 2.** Setting the Context describes the history of Goldsboro and its critical role as a community and cultural center for African-Americans. It also provides a detailed description of the neighborhood's current conditions and assets.

**Chapter 3.** Community Engagement summarizes the extensive community engagement process undertaken during this two-year planning effort.

**Chapter 4.** Strategies and Priorities highlights the priority goals, objectives and detailed strategies to be implemented to achieve the community's vision.

**Chapter 5.** Action Plan describes how the plan will be implemented, current and potential partners, and the general timeframe for implementation.

An **Appendix** (under separate cover) includes technical information that informed the Transformation Plan including survey results, market studies, LEED-ND checklist, and data from the existing conditions analysis. Additional information can also be found on the project's website at [www.choosegoldsboro.com](http://www.choosegoldsboro.com).



# SETTING THE CONTEXT





## **2. SETTING THE CONTEXT**

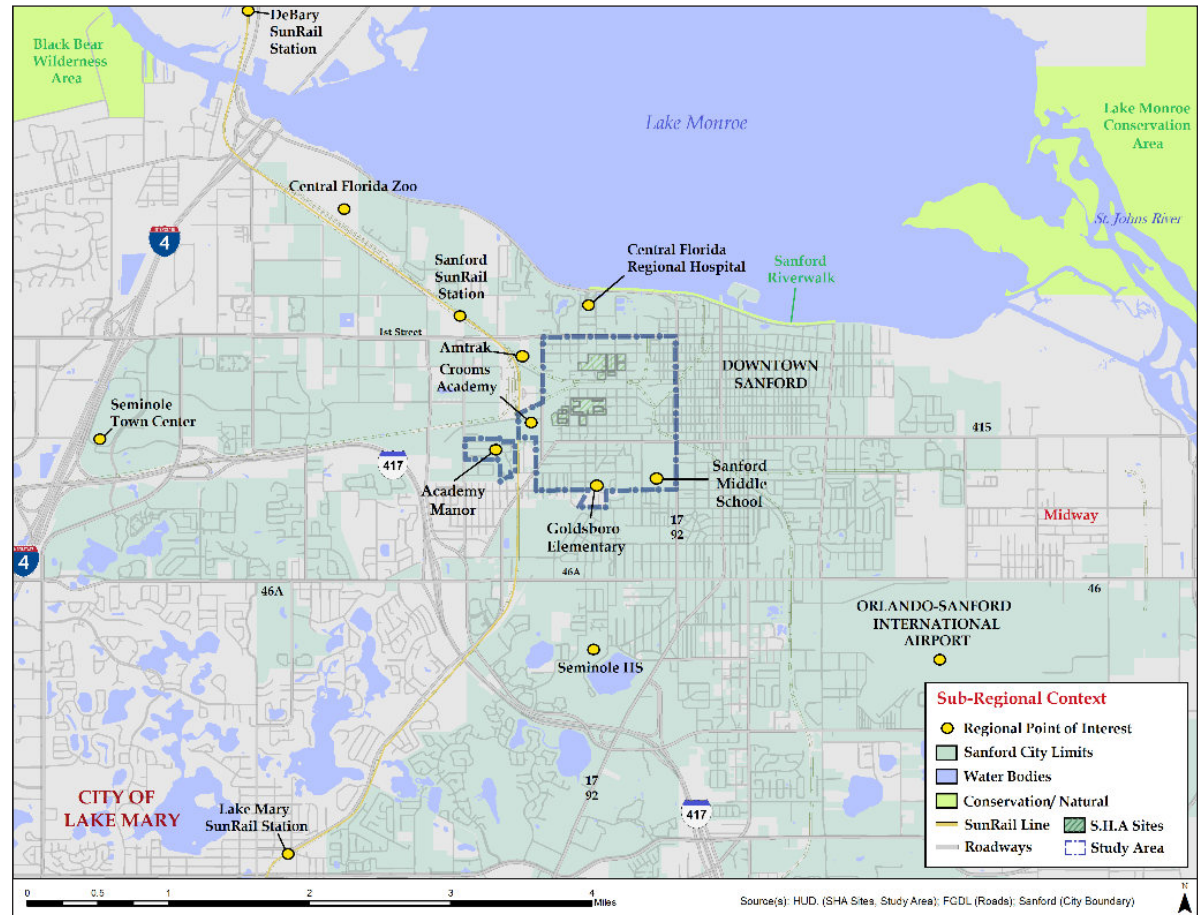
<b>CONTEXT AND HISTORY</b> .....	<b>1</b>
<b>ASSETS</b> .....	<b>4</b>
<b>DEMOGRAPHIC PROFILE</b> .....	<b>8</b>
<b>LAND USE</b> .....	<b>9</b>
<b>CONNECTIVITY</b> .....	<b>12</b>
<b>HOUSING</b> .....	<b>14</b>
<b>PUBLIC SAFETY</b> .....	<b>18</b>
<b>SCHOOLS AND ACADEMIC PERFORMANCE</b> .....	<b>20</b>
<b>HEALTH AND WELLNESS</b> .....	<b>22</b>
<b>ECONOMIC OPPORTUNITIES</b> .....	<b>23</b>

# 2. SETTING THE CONTEXT

## CONTEXT AND HISTORY

### Regional Context

The Goldsboro community is located in the city of Sanford, less than 30 miles north of Orlando. Sanford is the county seat for Seminole County in the northern part of the metro-Orlando area. This east central Florida area is currently experiencing strong population growth, much of it due to tourist attractions such as Disney World, Sea World and Universal Studios, as well as the Kennedy Space Center complex and Port Canaveral, which are located along the Space Coast. SunRail, a commuter rail system, was recently initiated on existing tracks and will serve the 4-county region. The new Sanford SunRail station is less than one mile from Goldsboro. This commuter rail line provides access to jobs in downtown Orlando and the tourist areas.





### *The City of Sanford*

Sanford, like Seminole County and central Florida, is a fast growing area offering access to jobs and good weather for retirees. Sanford grew by almost 40% in the 10 years prior to the 2010 census and is estimated to have 57,000 residents today, which is about 9% growth per year since 2010. This growth is attributable to annexation as well as new residents within existing city boundaries.

The City of Sanford was established in 1887 and was a trading post for the citrus industry until the Great Freeze of 1895 when farmers in Central Florida had to diversify by growing vegetables and other plants. Today, the key industries include metal fabrication and extrusion, electrical component assembly, lighting fixture manufacturing, bar code scanning development, and construction.

Significant features in Sanford include Seminole State College, the Central Florida Zoo and Botanical Gardens, Central Florida Regional Hospital, and the Orlando Sanford International Airport which has ranked as the fastest growing

airport in the country for a number of years since 2000. The regional commuter rail system, SunRail, has a stop within the city limits and Amtrak has their Auto Train station adjacent to the Goldsboro community.

A multitude of recreational sports and events make the City's location on the Lake Monroe waterfront an attractive amenity. A multi-use trail system, the Sanford Riverwalk, is planned for the entire lakeshore and will connect with the Coast to Coast trail, a major effort by the bicycling community, local governments and the Florida Department of Transportation. This facility is expected to be a prime tourist attraction that will bring tourism dollars to the city.

The city established a Community Redevelopment Area (CRA) in 1995 for downtown Sanford and the waterfront that led to major investments aimed at rejuvenating the downtown area which included construction of a riverwalk and seawall and revitalization of the downtown area. Today, downtown Sanford is very attractive and hosts hundreds of events a year that have helped the area thrive.

*Top: Monroe Harbour Marina on Lake Monroe; Middle: Sanford boasts a tree-lined gridded street network; Bottom: Bicyclists enjoy the oak-lined streets of Sanford.*

## History of Goldsboro

The Goldsboro community, which is the target area for this planning study, is located less than a mile southwest of Sanford's downtown. The community is generally bounded by SR 46 (1st Street) on the north, US 17-92 (French Street) on the east, 18th Street on the south and Persimmon Avenue on the west, with extensions to include Crooms Academy of Information Technology, Goldsboro Elementary School, and the Academy Manor subdivision.

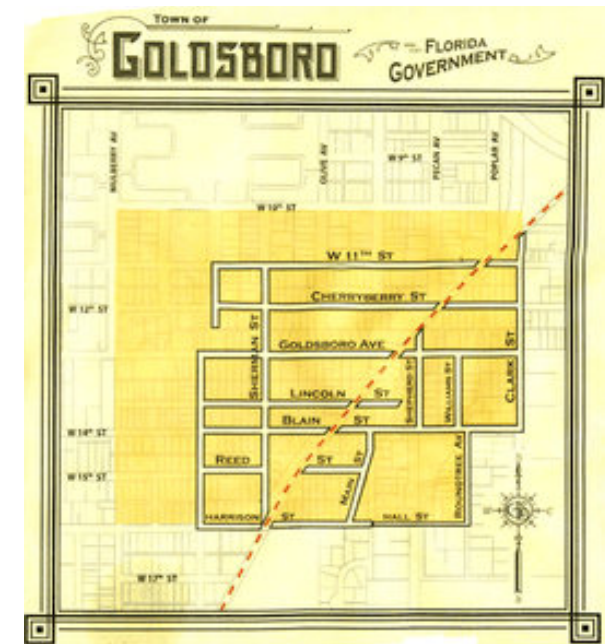
The Goldsboro neighborhood has a rich history that is well documented and celebrated today. Historic Goldsboro was the second all African-American township in Florida, incorporated in 1891. For 20 years the township was a small but prospering city with its own government, shops, churches, schools and a bustling business district along 13th Street.

In 1911, the town of Goldsboro was forcibly annexed by Sanford. Goldsboro continued as a thriving community until the Civil Rights Act of 1964 when removal of "Jim Crow" laws allowed residents to shop and attend school outside of

Goldsboro. Soon after, Goldsboro began a slow downward spiral with abandoned buildings, rising unemployment, and loss of pride and identity.

In recent years, to support Goldsboro's revitalization efforts and in response to the advocacy of the Goldsboro Front Porch Council (GFPC), Goldsboro has benefited from numerous public investments and community-led initiatives. In 2009, the City added a gymnasium to the Westside Community Center, expanding it from 6,000 SF to over 16,000 SF. In 2010, the city unveiled a new 75,000 square foot Public Safety Complex housing both Sanford's Police and Fire headquarters.

The City is currently investing \$1 million to upgrade the street, sidewalk and lighting along Historic Goldsboro Boulevard. The city has also renamed many of the streets to reflect the neighborhood's history; 13th Street, the former thriving business district, is now Historic Goldsboro Boulevard and other cross streets have been renamed after the historic founders of Goldsboro.



Top Right: the Historic Goldsboro neighborhood's welcome marker; Bottom Right: Old Goldsboro street map; Left: Early 1900's grocery store in Goldsboro.

## ASSETS

In addition to its rich African American history, Goldsboro has a number of community assets to build upon. These include:



**Goldsboro Front Porch Council (GFPC)** is a 501(c)(3) community-based organization that has been the guiding force behind the revitalization of Goldsboro. GFPC was established in 2001 when Goldsboro was designated a "Front Porch Community" by the State to promote revitalization by empowering local community members through technical assistance, training, skill development, and funding. Since then, the GFPC has developed many partnerships to successfully leverage investments of over \$5 million, supported by a robust volunteer program, for initiatives related to affordable housing development, beautification, crime prevention, education, youth mentoring, and economic development. Although this state program no longer exists, GFPC continues to serve the community through an extensive array of partnerships.

The **Velma Hayes Williams Community Resource Center** (home of the Goldsboro Front Porch Council) on Historic Goldsboro Boulevard was established in 2008 to enrich the lives of high-need students and families. Support staff, certified teachers and guidance counselors help students stay on track for graduation. The Center also provides tutoring in all core subjects, ACT/SAT prep, college visits and family/parent workshops. This after-school program provides extra support for individuals between the ages of 16 to 20 who have dropped out of school so they can obtain a high school diploma. The Center is also known as "The Last Best Chance."



**Goldsboro Historic Museum.** Spearheaded by Francis Oliver, the museum was opened in October of 2011 by the Goldsboro Westside Community Historical Association to celebrate and preserve the 100 year history of Goldsboro. The Goldsboro Museum highlights the rich history of Goldsboro with emphasis on the early

pioneers, through special exhibits of collected historic materials and through the education and display of arts.



**Westside Community Center (WCC).** The city-owned Westside Community Center on Persimmon Avenue is the only indoor recreation center in Goldsboro. This facility is a gathering place for the community and provides group and senior activities, social/public information, recreation programs, fitness classes, computer lab, etc. It is also available for event rentals such as community events, family reunions, sporting events and weddings. The Boys and Girls Club operates in the center six days a week and includes sports programs, a fitness room, and a computer room. It is heavily used, especially after school and in the evenings.



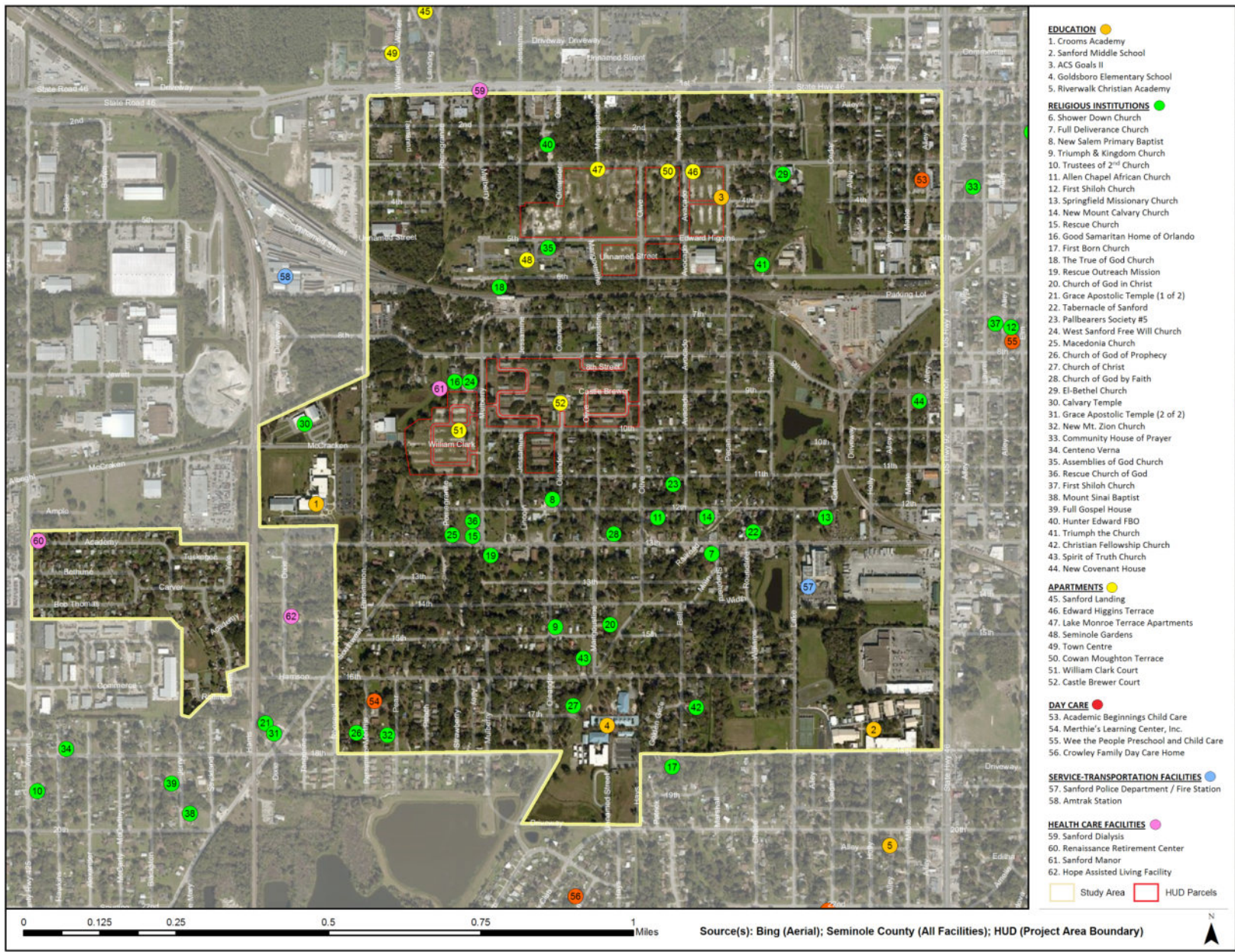


Figure 2-1 | Community Assets and Amenities

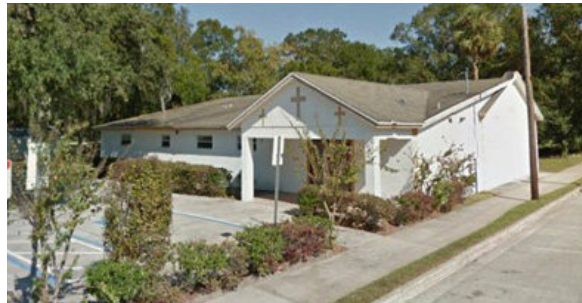


**Crooms Academy.** In 1926, Crooms Academy was founded as a high school for African-American students. Today, Crooms Academy of Information Technology is a well-regarded magnet school, however, few Goldsboro students attend Crooms.



**SHA vacant land.** Between 2011 and 2015, SHA successfully relocated all families from five public housing properties utilizing Housing Choice Vouchers. The vacated buildings were subsequently demolished, leaving 47.9 acres of vacant land in the heart of Goldsboro. This

provides a unique opportunity to develop new high quality mixed-income housing for former SHA households who want to return to this neighborhood and for other households desiring to move to Goldsboro to take advantage of its location, history and amenities.



**Churches.** There are an estimated 29 churches located in Goldsboro, many of which have active congregations attending services, Bible Study, and youth programs. This is indicative of the importance of the church in the community and a monthly Pastors Roundtable is devoted to keeping the pastors up to date on the Choice Neighborhoods planning effort.



**Goldsboro Trail.** This recently constructed trail for both pedestrians and bicyclists connects Coastline Park to Goldsboro Elementary School. The Trail will eventually be connected to the Sanford Riverwalk along the lakeshore and to the regional Coast to Coast trail which traverses across the Florida peninsula.



**Revitalization of Historic Goldsboro Boulevard.** The City has just completed the construction of new streetscape along this main commercial street through Goldsboro. Improvements include new streets and sidewalks with articulated parking areas and lighting. This will set the stage for new investment along this thoroughfare.

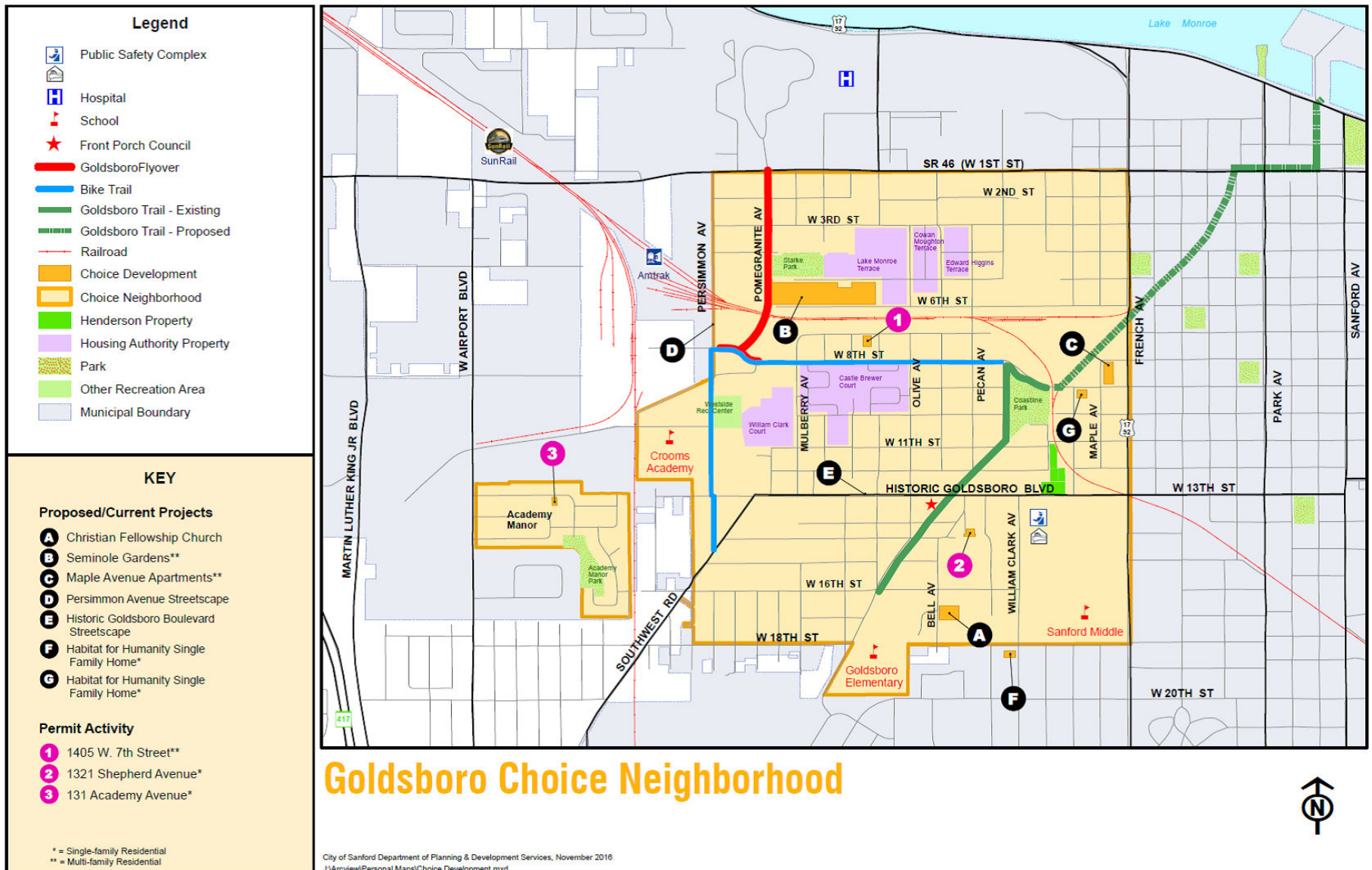


Figure 2-2 | Community Assets and Amenities

## DEMOGRAPHIC PROFILE

Goldsboro residents, as a whole, exhibit higher percentages of poverty, African-American population and households led by females than the city and county. Also notable is the lack of Hispanic or Latino populations. The former SHA population and the Goldsboro community have a higher percentage of children under 18 years of age when compared to the city and county. The median household income for

Goldsboro (\$29,613) is lower than the City of Sanford (\$38,962) and substantially below the County's median household income of \$57,875. Unemployment in Goldsboro is significantly higher than the City as a whole. Former SHA residents report a very low employment rate which is consistent with the high poverty rate and low household income.

Goldsboro comprises about 7.5% of the population of Sanford and less than one percent of Seminole County. However, it comprises 12% of Sanford's poverty and 2.9% of Seminole County's poverty. The Goldsboro area is primarily African-American and Sanford overall is about 1/3 African-American, while Seminole County, as a whole, is 12.4% African-American.

Indicator	Former SHA Residents	Goldsboro	City of Sanford	Seminole County
<b>Total Population</b>	427	3,100*	57,525	442,516
<i>Median Age</i>	22.5	37.5	33.2	38
<i>Percentage of Individuals in Poverty</i>	77%	36%	23%	13%
<i>Unemployment Rate</i>	55%	26%**	15%	10%
<i>Race --- White</i>	5%	7%	60%	80%
<i>Race -- Black/African American</i>	94%	88%	32%	12%
<i>Race -- Asian</i>	0%	1%	4%	5%
<i>Race - Some other Race</i>	<1%	4%	4%	3%
<i>Race - Hispanic or Latino</i>	4%	5%	26%	18%
<i>Under 18 years of age</i>	52%	35%	26%	23%
<i>65 Years of age and older</i>	6%	9%	9%	12%
<i>Under 65 years of age with a disability</i>	18%	29%**	10%	16%
<b>Total Households</b>	161	929*	20,118	164,706
<i>Average Household Size</i>	2.7	3.3	2.9	2.7
<i>Female Head of Household</i>	89%	44%	21%	14%
<i>Median Household Income</i>	\$11,934	\$29,613	\$38,962	\$57,875

\* 2010 Census Estimate with relocated SHA units and population removed from the 2010 Census.  
 \*\* Based on estimate from 2014 ACS Data using Census Block Groups  
 Sources: HUD Mapping Tool, 2016; 2010 Census; City Data

Figure 2-3 | Demographic Comparison between SHA, Goldsboro, City of Sanford, and Seminole County.

## LAND USE

Within Goldsboro, the predominant land use is residential, represented mostly by single family parcels. The total study area is 741 acres, 40 of which are in Academy Manor. Multifamily residential is less predominant and primarily consists of vacant land where five SHA projects once stood. Institutional land uses include close to 30 churches located within the Goldsboro limits. Three Seminole County public schools are also in the Goldsboro area.

Commercial land uses are along Historic Goldsboro Boulevard. While this was once a thriving commercial district, it currently contains mostly vacant storefronts or empty parcels. Commercial uses also exist along the two major roadways bordering Goldsboro: SR 46 on the north and US 17-92 on the east.

### *Underutilized Parcels*

Underutilization of parcels in the Goldsboro area is a common occurrence. This map identifies areas that are considered underutilized due to either being vacant or the appraised building value is less than 25% of the total assessed value. This initial analysis illustrates that in addition to the SHA properties, most of the underutilized parcels are vacant, primarily small residential parcels. There is a scattering of vacant commercial in the neighborhood as well.

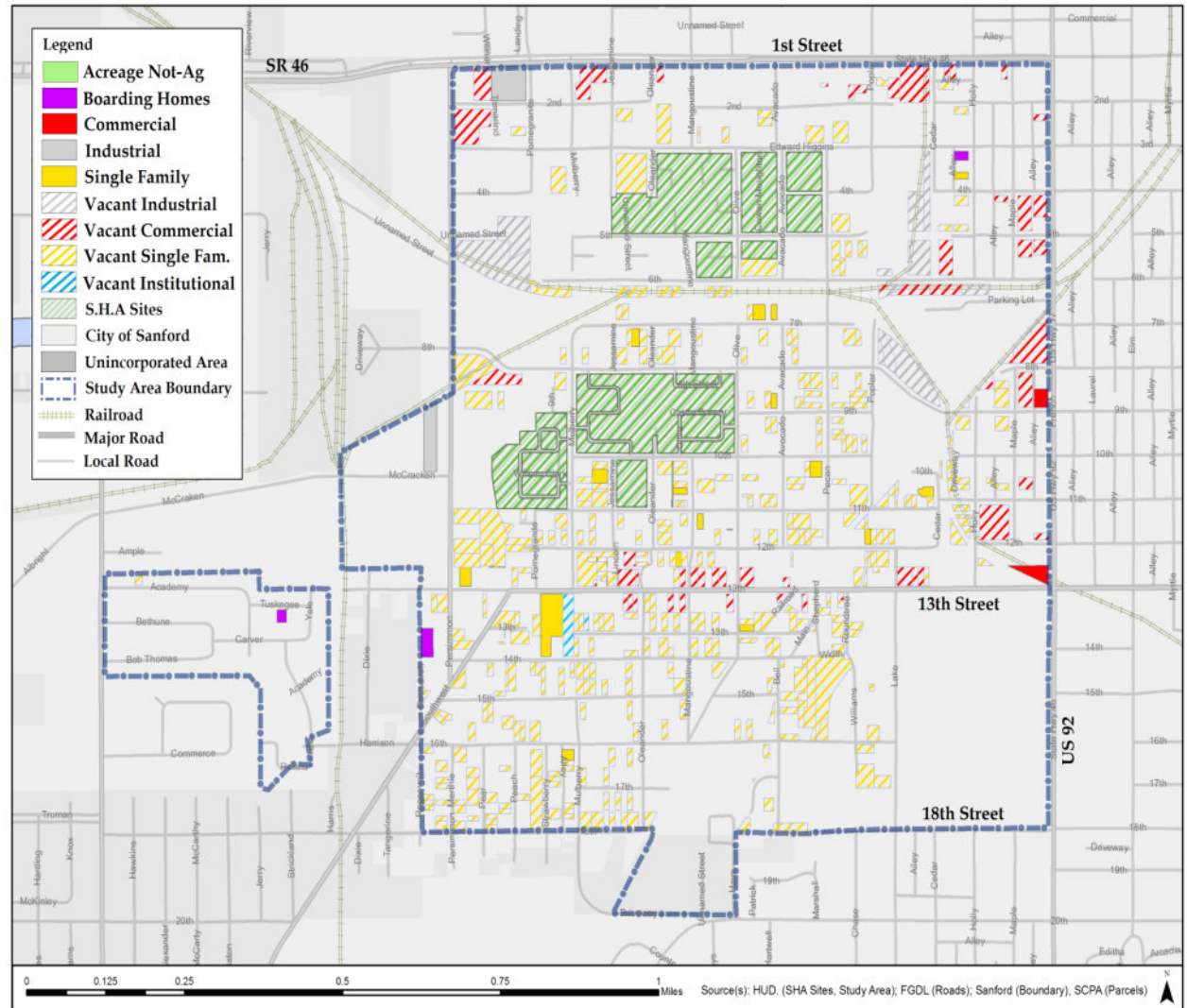


Figure 2-4 | Underutilized parcels.

### Public Land Owners

The City of Sanford owned properties include the Public Safety Complex, which houses the police and fire headquarters; three large park facilities; and the Westside Community Center. The Seminole County School Board is the owner of the three schools. The vacant SHA-owned parcels cover 47.2 acres and were originally the site of five public housing properties. The SHA land is covered by a U.S. Department of Housing and Urban Development (HUD) Declaration of Trust which requires HUD approval for any reuse of the land. The National Railroad Passenger Company owns and operates the Amtrak Auto Train facility in the northwest portion of Goldsboro and the CSX Railroad owns a parcel in the northeast quadrant of Goldsboro along with several of the unused train tracks traversing Goldsboro.

### Floodplains and Drainage

Many of the streets in Goldsboro are drained by ditches and swales, and lack underground drainage structures or poor maintenance/cleaning of existing structures. This presents issues relating to adequate drainage during high rain events, safety, and mosquito controls. When notified by residents of drainage problems, the City is typically quick to respond. SHA properties are adjacent to, but outside of the 100 year flood zones.

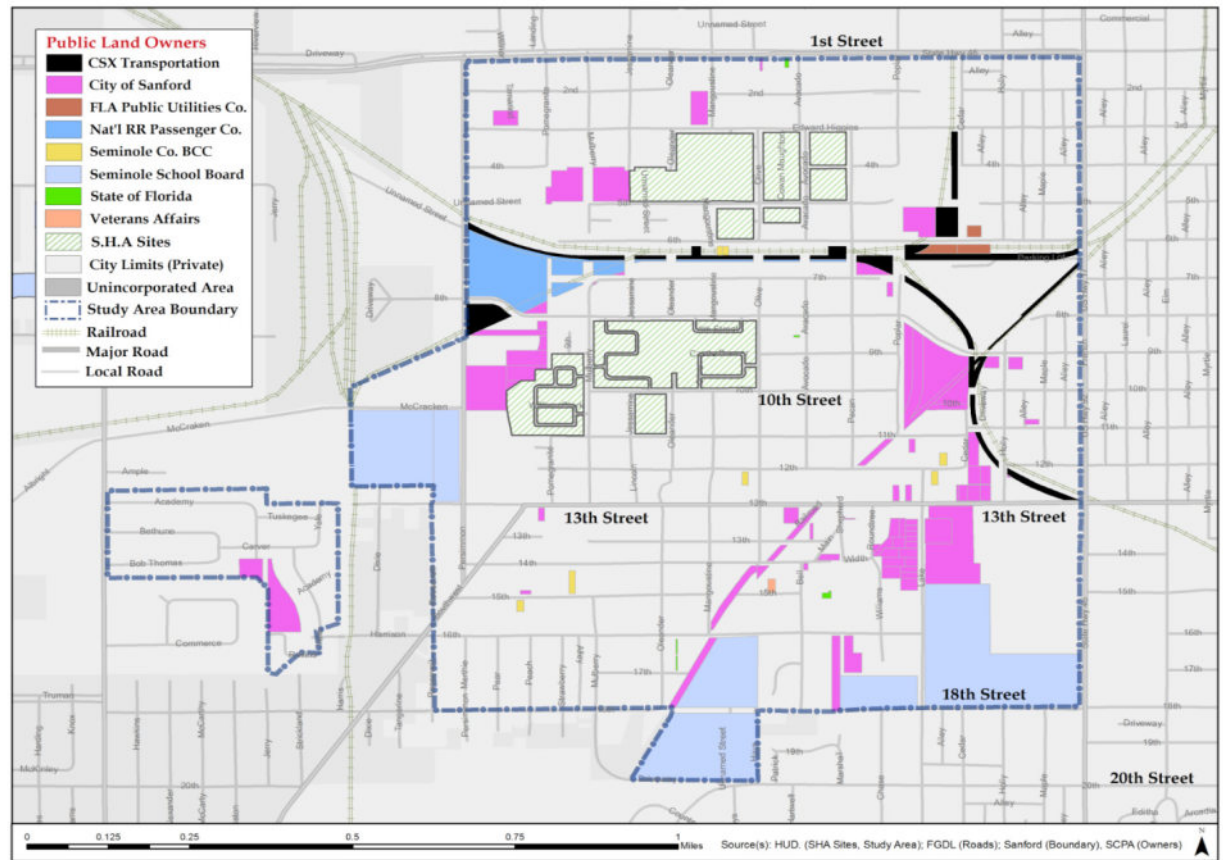


Figure 2-5 | Public land owners.

## *Parks and Open Space*

There are three public parks in Goldsboro: Coastline, Academy Manor, and George Starke as well as the Goldsboro Trail, a multi-use trail that will eventually connect to the downtown Riverfront Trail and a regional network of trails. These parks and open spaces comprise approximately 20 acres. Coastline Park is at the north end of the Goldsboro Trail that goes through Goldsboro from northeast to southwest, connecting the park to the Goldsboro Elementary School on the south. The City of Sanford recently completed substantial improvements to this 7.9 acre park which included upgraded ball fields, play equipment, two basketball courts, two tennis courts, and landscaping. Approximately \$1 million was spent on these improvements. There is a multi-use park at the Academy Manor subdivision, with restrooms, playground, and sports facilities. The remaining city park, George Starke Park, is just north of Seminole Gardens, a privately owned Section 8 property, and west of SHA vacant land. Recent improvements have been made to both parks.



Figure 2-6 | Top Row: Coastline Park; Middle Row: George Starke Park; Bottom Row: Academy Manor Park.

## CONNECTIVITY

### Public Transit

Access to transportation in Goldsboro is limited. Per the resident survey, slightly more than half of residents own a car so they rely primarily on public transit or walking to get to their destinations. Limited transportation options are a barrier to accessing employment opportunities, health care services, grocery stores, and school and recreational activities.

The Goldsboro area is serviced by LYNX, the regional transit provider. Fixed bus routes through Goldsboro were recently eliminated due to low ridership. In its place, NeighborLink is available to all residents on-demand to connect them to destinations outside the neighborhood. Although LYNX ridership data shows that there is heavier use of NeighborLink in Goldsboro versus other neighborhoods, residents report not knowing the specifics of the program and have requested more education about the transportation options provided by LYNX. The only fixed LYNX bus route today runs along the northern perimeter of Goldsboro (bus routes 46E and 34) and the eastern perimeter on US 17-92 (bus route 34). Both fixed routes connect with the SunRail Station, about one mile from the northwest corner of Goldsboro. Route 46E operates from 5:30AM TO 7:30PM with no Sunday service. Route 34 operates from 5:20AM to 8:55PM and operates 7 days a week.

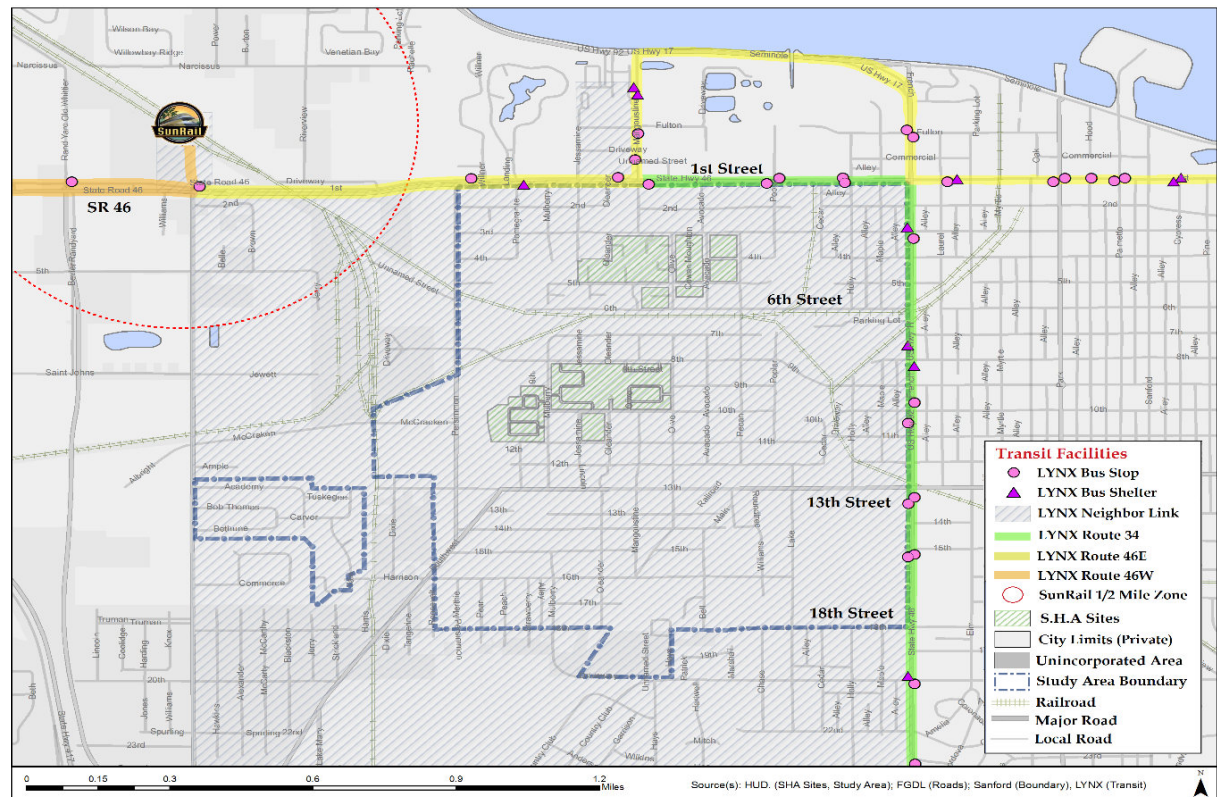


Figure 2-7 | Transit options near and within Goldsboro.



## Streets

The streets in Goldsboro are primarily based on the grid system. However, the railroad tracks generally running east-west through the neighborhood separate the top third of Goldsboro from the lower two-thirds, with only Pecan Street connecting the two areas. The grid is interrupted by the SHA public housing developments where superblocks were created and dead-end driveways and alleys provided access to the housing units. Some of the side streets are in disrepair. However, the main street through the neighborhood – Historic Goldsboro Boulevard – recently received streetscape improvements including new curbs, sidewalks and lighting.

The Florida Department of Transportation (FDOT) plans to build a ‘flyover’ on Pomegranate Avenue to alleviate traffic issues related to the train tracks. The project is part of the Transportation Improvement Plan (TIP) but may take 5-10 years to complete. The cost is estimated to be \$7-10 million; artwork is planned for the overpass and may provide an opportunity to “brand” the Goldsboro neighborhood.

## Sidewalks

The City of Sanford map of existing sidewalks indicates that the vast majority of the streets in Goldsboro do not have sidewalks at this time. The City of Sanford is currently adding sidewalks and lighting along Historic Goldsboro Boulevard (13th Street) along with drainage improvements. Residents have indicated a desire to add more sidewalks to improve the safety of pedestrians. One challenge is that the rights of way within Goldsboro are narrow and substandard. As such, there are several instances where sidewalks

cannot be added without the acquisition of rights of way. In an existing conditions review session it was suggested that there be a prioritization of key pathways in the neighborhood where sidewalks should be in place, such as to the schools and the Westside Community Center. Of particular importance is a safe and comfortable way to access the SunRail station which is about 6/10 of a mile from the northwest corner of Goldsboro and about 1.5 miles from the Goldsboro Museum in the heart of Goldsboro.

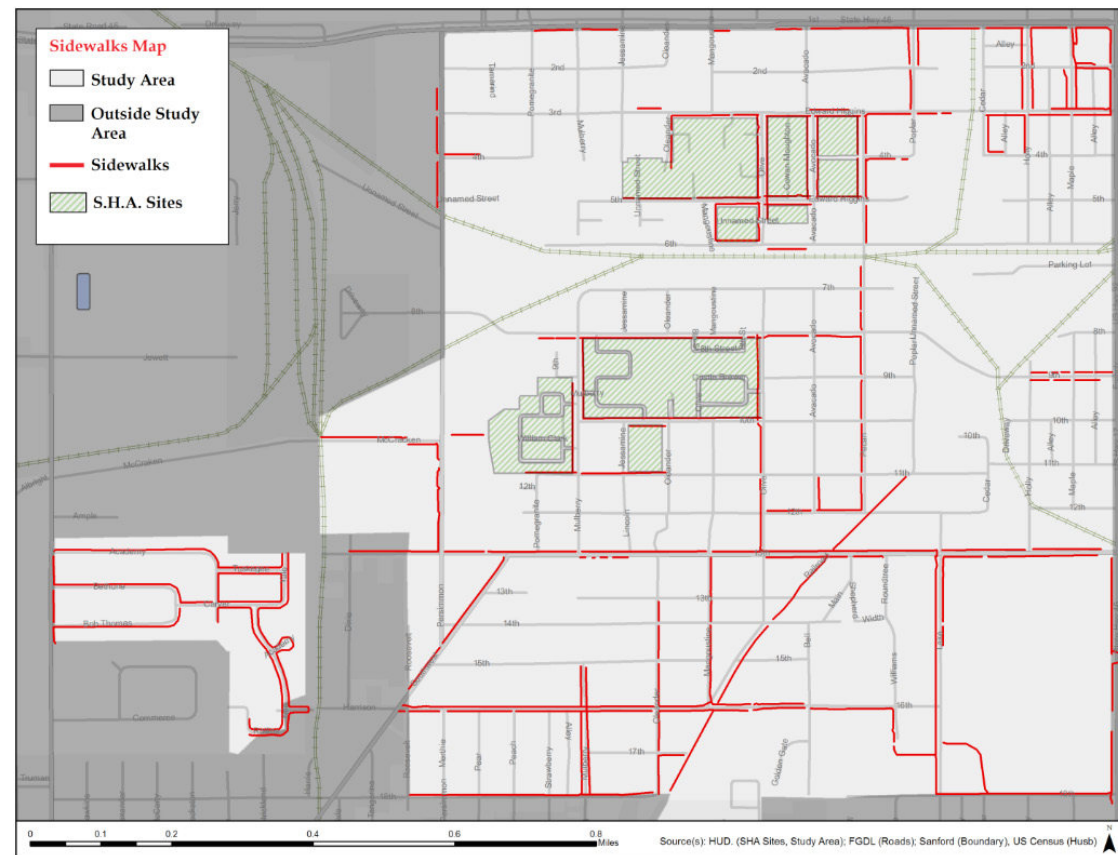


Figure 2-8 | Existing sidewalks within Goldsboro.

## HOUSING

Existing housing makes up approximately 194 acres of land, or 26.2%, of the total 741 acre Goldsboro neighborhood. This housing is primarily single family residential with an average assessed value of \$44,832 (ranging from a minimum of \$3,677 to a maximum of \$169,731). The existing housing stock is relatively old and most of it is in need of repair. Approximately half of the homes were built before 1961.

The average single family home is approximately 1,170 square feet with 2 bedrooms. There are 377 vacant residential parcels, totaling 70 acres (not including the SHA sites), that have been

identified in the neighborhood. For the most part, these vacant parcels are scattered throughout the neighborhood and offer opportunities for new infill single family homes but make it difficult to assemble for larger developable parcels..

According to the city's property appraiser, multifamily housing comprises 7% of the housing parcels in the study area with a total of 245 units, thus making up 21% of all existing housing units. Most multifamily housing consists of duplexes and there is only one large multifamily complex – Seminole Gardens. Seminole Gardens is a 108 unit privately owned Section 8 property

immediately to the southwest of Lake Monroe Terrace. As of June 2016 the complex is under new ownership and management by Cambridge Management. The company is currently renovating the development with improvements to include new flooring and energy-efficient appliances; central A/C; an expanded laundry room, business center for computers, and after school center; exterior residing; and fencing around the property to create a "gated" community.



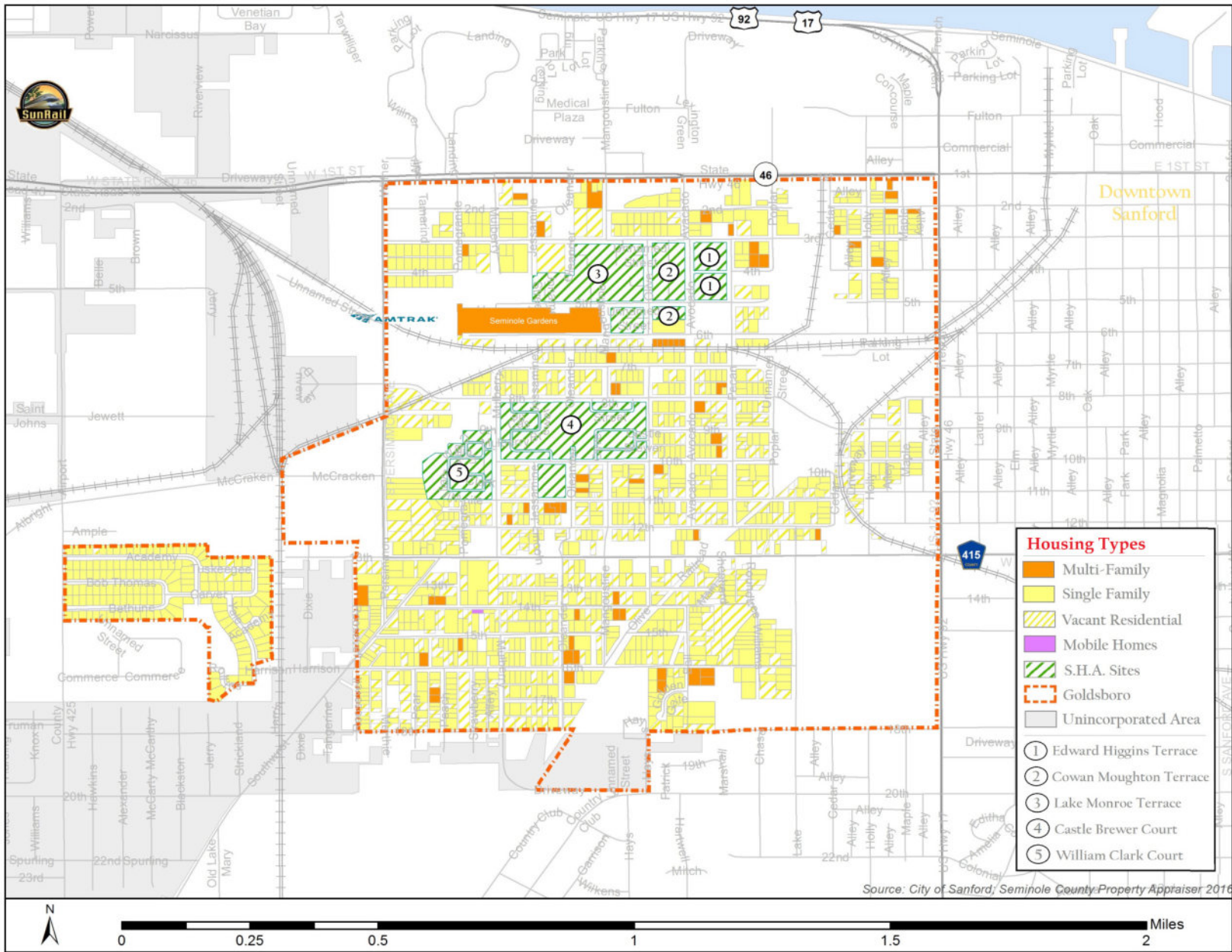


Figure 2-9 | Housing types.



### SHA Property

Within the Goldsboro neighborhood there are five targeted public housing sites which now stand vacant. SHA's 380 original public housing units were deemed uninhabitable in 2010. HUD approved demolition applications for all five sites; all households were relocated with Housing Choice Vouchers (HCVs) administered by OHA between 2013 and 2015; and all buildings were demolished by 2016, leaving 47.9 acres of vacant land in the heart of Goldsboro. Of the former SHA households relocated from the five targeted sites with Housing Choice Vouchers, 160 remain active, as of October 25, 2016. The bedroom mix needs of these active households are: 60 1BRs; 44 2BRs; 38 3BRs; 16 4BRs; and 2 5BRs. Of the 88% still located within the City of Sanford, only a few still reside in the Goldsboro neighborhood. SHA and HUD signed a Stipulation of Settlement and Dismissal with former SHA residents on July 28, 2011 committing SHA to a goal of replacing 209 public housing units, preferably in mixed-income communities, in the City of Sanford (but not necessarily all back in the Goldsboro neighborhood).

### Median Value and Rents

The 2010 Census estimates rent within the study area to be less than \$600 per month, compared to Sanford's median gross rent of almost \$1,000 a month. The median home value as well is much lower in the Goldsboro area, at \$65,000 while Sanford median values are just under \$105,000. Although the Goldsboro area has an extremely low annual household income, the lower housing costs in the study area account for the lower percentage of cost burdened households in this neighborhood compared to the city and the county.

Development	Original Number of Dwelling Units	Acreage	Dwelling Units Per Acre
<i>North of Railroad Tracks</i>			
1. Edward Higgins Terrace	40	23.1	7.4 du/a
2. Cowan Moughton Terrace	30		
3. Lake Monroe Terrace	100		
<i>South of Railroad Tracks</i>			
4. Castle Brewer Court	125	24.1	8.7 du/a
5. William Clark Court	85		
<b>Total SHA Units in Goldsboro</b>	<b>380</b>	<b>47.9</b>	<b>7.9 du/a</b>

Figure 2-10 | Former SHA Properties in Goldsboro.

Indicator		Goldsboro	City of Sanford	Seminole County
Occupancy	Owner Occupied	60%	57%	70%
	Renter Occupied	40%	43%	30%
Ownership	Median Home Value	\$65,038	\$104,044	\$175,100
	Cost Burdened**	25%	37%	31%
Rental	Median Gross Rent	\$600	\$938	\$1,059
	Cost Burdened**	24%	54%	45%

\*\*Homeowners (with mortgages) and renters paying more 35% of income for housing costs  
Source: 2014-15 American Community Survey

Figure 2-11 | Comparative Analysis of Occupancy and Tenancy

### Shelters/Rescue Missions

Within Goldsboro, the Rescue Outreach Mission (ROM) at 1701 Historic Goldsboro Boulevard provides the only Emergency Shelter in Seminole County where there is a large homeless population. The ROM has operated at this location for 30 years, initially serving men only and later adding a shelter for women and children. Currently the capacity is up to 48 men and 46 women/children. The housing program seeks to transition qualified families to more permanent housing within 30 days. In addition

to providing emergency shelter, ROM offers case management and support, a computer lab for job search or seeking assistance with benefits, and food assistance (the meal program serves up to 75 people per seating for lunch and dinner on week days).

## PUBLIC SAFETY

The Goldsboro community has higher than average crime rates when compared to the City of Sanford as a whole. Across the spectrum of criminal offenses – from rare crimes to common crimes and from the most violent crimes to the least common crimes – the Goldsboro community stands out as challenged by public safety issues.

The map on the following page depicts ‘hot spots’ for violent crimes that have occurred in the city since 2013. Within the Goldsboro community, the crime is focused primarily around Seminole Gardens, a privately owned Section 8 property and between West 13th and West 16th Street to the west of South Lake Avenue. From 2013 to 2016, 8 of the 17 documented murders within the city occurred in the Goldsboro community.

Per the resident survey, Goldsboro residents consider crime/violence to be the issue most in need of improvement in the community. The majority of surveyed residents, however, think their neighborhood is very safe (56%) or somewhat safe (28%) during the day; very safe in their homes (76%); but very unsafe/somewhat unsafe (30%) at night. To address the drug dealing and other frequent crimes, many of the surveyed residents would like to see more

police presence in the area, particularly at night. Conditions that contribute to the public safety concerns include poor street lighting, vacant/abandoned properties which attract drug dealers/users, and overgrown landscape where perpetrators can hide.

In 2010 the City constructed a new Sanford Public Safety Complex on Historic Goldsboro Blvd which has helped the relationship between the community and the police. The community room in the complex is in frequent use.

Crime	Sanford Annual Crimes Per 1000	Goldsboro Annual Crimes Per 1000	Comparative Crime Rate
Negligent Manslaughter	0.01	0.08	7.70
Gambling Offense	0.01	0.08	7.70
Homicide	0.08	0.62	7.69
Illegal Alcohol	0.04	0.23	5.78
Weapons Violations	0.92	4.54	4.91
Fraud-Impersonation	1.35	5.93	4.40
Drug Offenses	6.89	28.94	4.20
Fraud-Credit Card/ATM	1.68	6.77	4.02
Larceny-Pocket Picking	0.18	0.69	3.85
Intimidation	0.72	2.54	3.52
Extortion/Threats	0.02	0.08	3.85
Aggravated Assault	4.13	13.47	3.26
Fraud-False Pretense	1.54	4.70	3.06
Forgery-Counterfeiting	1.11	3.23	2.92
Larceny-Purse Snatching	0.26	0.77	2.96
Forcible Rape	0.87	2.54	2.92
Larceny-From MV/Parts	2.69	7.31	2.72
Simple Assault	15.71	41.41	2.64
Larceny-All Other	13.33	35.10	2.63
<b>All Crimes</b>	<b>108.10</b>	<b>239.72</b>	<b>2.22</b>

\*Rape figure includes Forcible Rape and Forcible Fondling\*  
 \*Drug offenses include all Possession and Paraphernalia charges\*

Effective Dates of Crime Data: January 2013 – September 2016

Figure 2-12 | Comparative incidence of crimes, Sanford and Goldsboro (2013-2016)



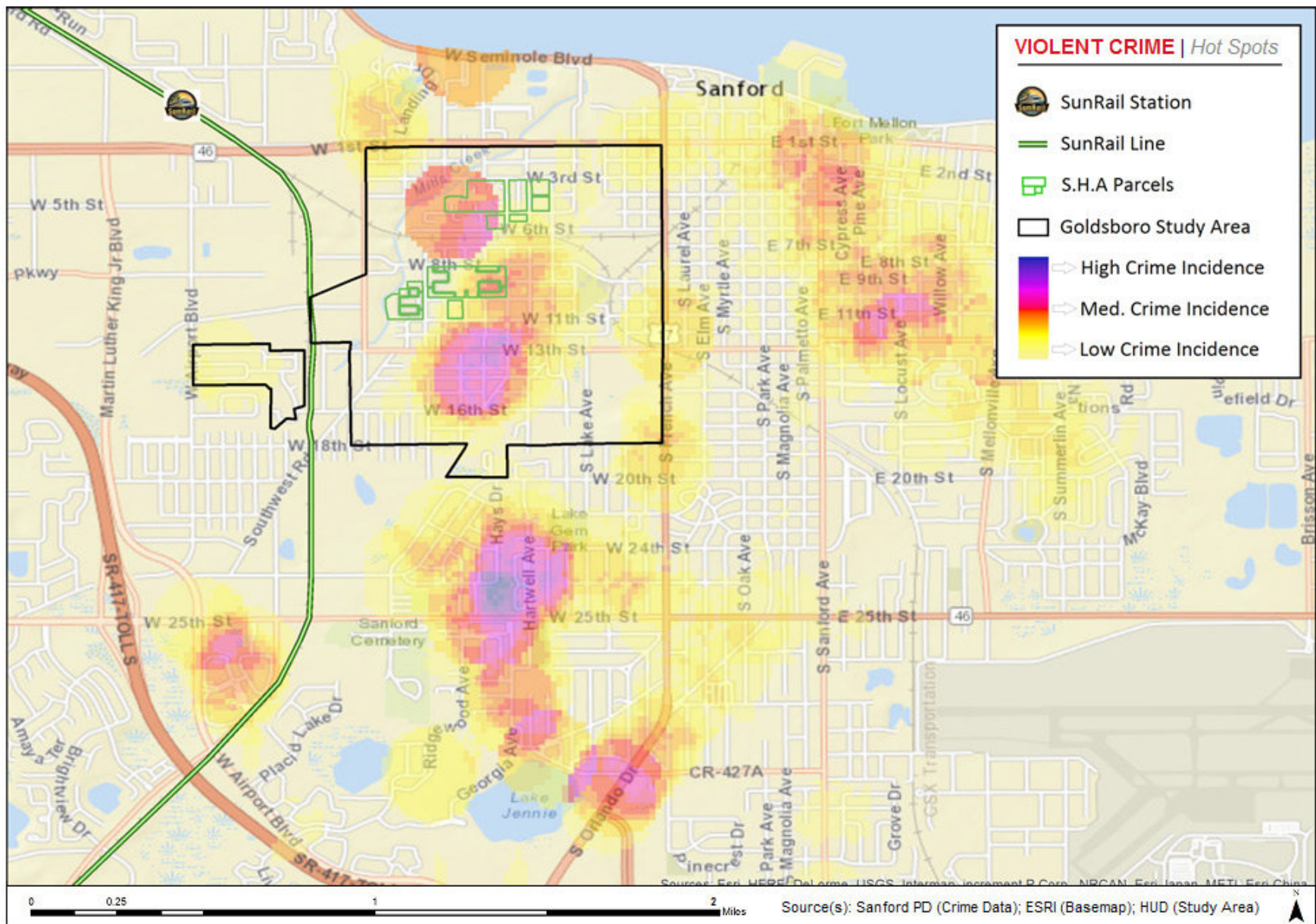


Figure 2-13 | Hotspots of all violent crimes committed within the City of Sanford.

## SCHOOLS AND ACADEMIC PERFORMANCE

There are 703 students from Goldsboro and another 179 students from the five former SHA sites enrolled in Seminole County Public Schools (SCPS). More than half of this student population is in elementary school, the balance are almost equally split between middle and high schools.

As a result of the school choice policy, Goldsboro students are enrolled in 47 different schools and former SHA residents in 33 different schools. However, there is a clustering among a few key schools. The vast majority of elementary students (80% Goldsboro and 70% former SHA) attend Idyllwilde, Goldsboro Elementary Magnet, Hamilton, Pine Crest or Midway. Middle school students (90% Goldsboro and 80% former SHA) overwhelmingly attend Markham Woods, Sanford Middle, Millenium or Greenwood Lakes. High

school students (90% Goldsboro and 80% former SHA) primarily attend Seminole High, Lake May High and Winter Springs High.

Overall, the quality of the schools that Goldsboro and former SHA students attend is good. The district received an overall grade of B for 2016 from the Florida Department of Education. Nearly half of students (45% of Goldsboro and 41% of former SHA students) attend a school that received a 2016 School Grade of A or B. Only a small percentage of students (5.3% of Goldsboro and 7.3% of former SHA students) attend a school with a Grade F. The neighborhood schools including Goldsboro Elementary Magnet, Sanford Middle School and Crooms Academy of Information Technology performed very well. For the most part, all three scored on par or better

than the District and the State on the Florida Standards Assessment (FSA) and Florida Alternate Assessments (FAA) for Students with Disabilities. However, some of the other more popular elementary schools such as Hamilton, Idyllwilde, Midway and Pine Crest, performed below the state average.

Goldsboro and former SHA residents are far more likely to be Black or African-American than the average SCPS student (85% Goldsboro, 93% former SHA vs 15% SCPS). They are poorer; 97% of Goldsboro and former SHA residents are eligible for free and reduced lunch compared to 50% of SCPS students overall. And they are twice as likely to have a disability (27% Goldsboro, 23% former SHA, 13% SCPS)

There is a significant achievement gap between Goldsboro and former SHA students and their peers at SCPS. According to standardized testing results provided by SCPS, only a fraction of the Goldsboro and former SHA students are on track compared to their peers at the District and State level across the board. Goldsboro and former SHA students also have a disciplinary rate nearly three times as high (40.3% and 42.5% respectively compared to 14.2%). They are twice as likely to be chronically absent, missing more than 10% of the school days per year (19.4% and 22.3% compared to 11.2%). In addition, while the sample size is relatively small, fewer students from Goldsboro and former SHA sites entering kindergarten appear to be kindergarten-ready than their SCPS peers.

% of Students on Track				
	Former SHA	Goldsboro	District	State
IOWA Read	40.0%	55.6%	79.0%	--
IOWA Math	70.0%	57.4%	79.8%	--
K-2 IOWA Read	40.0%	39.5%	67.5%	--
K-2 IOWA Math	42.5%	37.9%	66.4%	--
Gr3-5 FSA ELA	17.8%	20.5%	60.1%	53%
Gr3-5 FSA Math	29.5%	26.1%	63.5%	58%
Gr6-8 FSA ELA	9.4%	20.9%	60.4%	52%
Gr6-8 FSA Math/EOCs	15.6%	23.2%	66.3%	56%
Gr9-12 FSA ELA	16.7%	13.3%	59.6%	50%
Gr9-12 FSA Math/EOCs	13.6%	18.4%	49.6%	--

Source: Seminole County Public Schools Administrative Data (November 2016)

Figure 2-14 | Share of Former SHA-resident and current Goldsboro neighborhood academically on track.



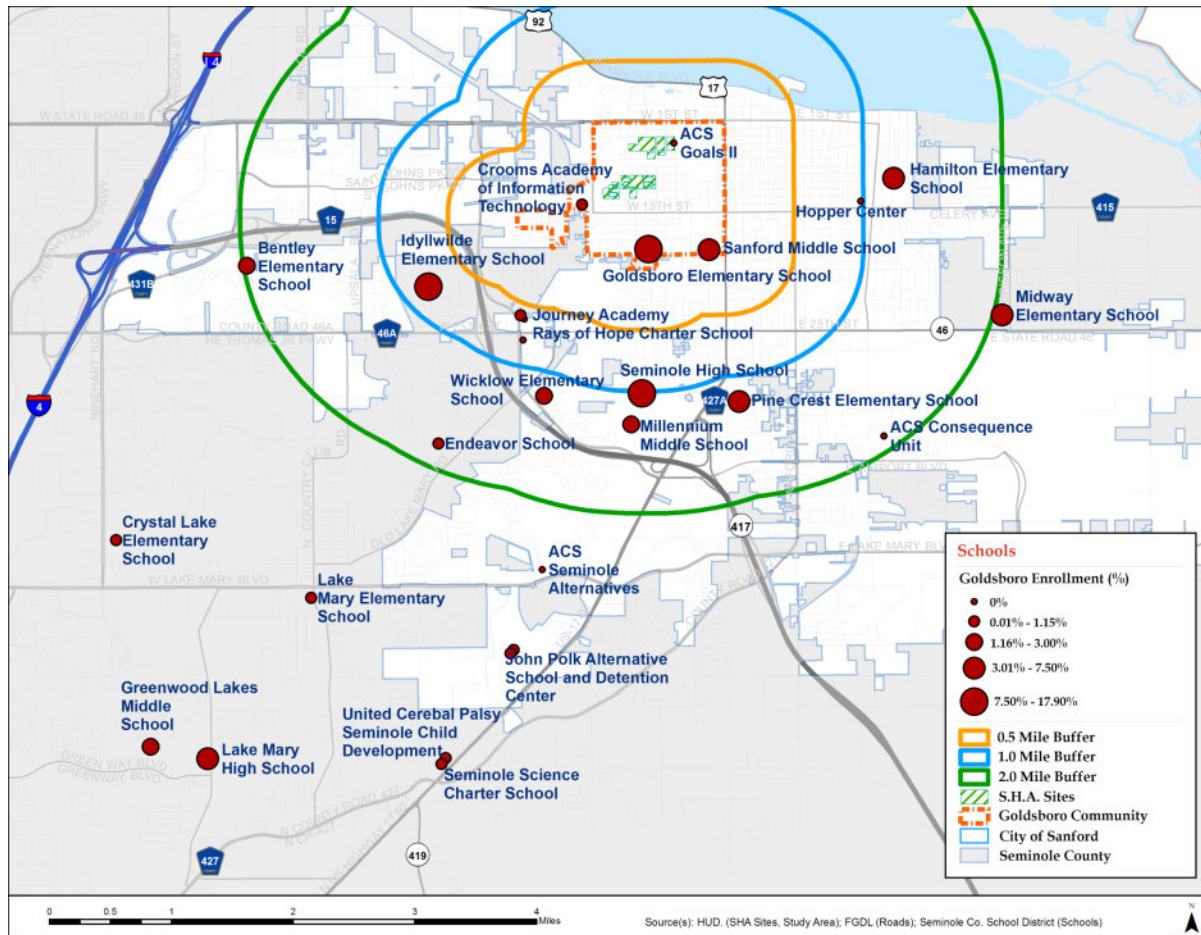


Figure 2-15 | Goldsboro Community Enrollment in Seminole County Public Schools.

Top Right: Goldsboro Elementary School; Middle Right: Sanford Middle School; Bottom Right: Seminole High School; Bottom Left: Crooms Academy of Information Technology.



## HEALTH AND WELLNESS

Access to medical services is a challenge for many Goldsboro and former SHA residents. According to the CNI Resident Survey, more than 1 in 5 Goldsboro/SHA residents go to a hospital or urgent care center most often when they are sick or in need of health advice. Only half report that they have a primary care doctor. Given limited access to public transportation, residents would like to see more physical and mental health services available in the neighborhood.

Based upon responses to the CNI Resident Survey, the top unmet health care needs are as follows:

Figure 2-16 | Top five unmet healthcare needs.

Top Five Unmet Healthcare Needs	
Former SHA Residents	Goldsboro Residents
1. Dental services (40.2%)	1. Dental services (45.4%)
2. Physical fitness/exercise programs (38.0%)	2. Eye care (33.3%)
3. Nutrition/healthy cooking programs (29.3%)	3. Physical fitness/exercise programs (32.4%)
4. Eye care (27.2%)	4. Nutrition/healthy cooking programs (30.6%)
5. Primary health care (21.7%) Services to help alleviate stress, anxiety, depression or other mental health issues (21.7%)	5. Services to help alleviate stress, anxiety, depression or other mental health issues (21.3%) Stop smoking services (21.3%)

Source: CNI Resident Survey

However, at the first CNI Information Fair, Stress Management (or other mental health services) was identified as the primary unmet health need, with Men's Health Programs and Nutrition/cooking classes identified as the second and third priority. Consistent with this finding, when asked at the second CNI Information Fair "Which of the following health services do you think are most important to offer directly in the Goldsboro neighborhood?" respondents identified Mental Health Assessment and Counseling, Residential Addiction Treatment Center and Dental Services as the top three.

Limited access to health insurance and primary care is consistent with low-income persons county-wide. Recent health studies indicate that only 55% of Seminole County residents with an annual income less than \$25K have any type of health care insurance coverage compared to 79% of overall residents in the County and 77% in the State<sup>1</sup>. Nonetheless, the majority of residents rated their health care services well. Among former SHA residents, 29.3% rated their care as excellent and 48.9% rated their care as good. Similarly, 31.5% of Goldsboro residents rated their care as excellent and 45.4% as good.

Other survey findings include:

- Fewer Goldsboro and former SHA residents access screening and preventive care services compared to the overall Seminole County and Florida population.

- Goldsboro and former SHA residents experience higher rates of chronic health conditions and report poorer overall health. These residents report higher rates of asthma, diabetes, hypertension, depression, and other mental health issues.
- Limited physical activity and poor access to healthy foods may be contributing factors in the health disparities. Per the CNI Resident Survey, 35% of former SHA households and 31% of Goldsboro households have an adult with a Weight Problem and they ranked Physical fitness/exercise programs among the top three unmet health care needs.
- Many residents are food insecure. Approximately half of residents reported in the survey that they worry that food will run out before they get money to buy more. 11% of former SHA residents report they worried about this often and 36% worried about it sometimes in the last 12 months compared to 17% of Goldsboro residents who worried often and 36% that worried sometimes. They would like access to an emergency food pantry and nutrition/healthy cooking programs.

<sup>1</sup> Florida Behavioral Risk Factor Surveillance System (BRFSS) 2015 Data Book, Florida Department of Health, published September 2016.

<sup>2</sup> CNI Resident Surveys conducted by University of Central Florida, September-December 2016, unless otherwise noted.

## ECONOMIC OPPORTUNITIES

### Income

The rate of poverty in Goldsboro (36%) is significantly higher than that of the City (23%) and nearly three times that of the County (13%). And the rate of poverty among former SHA residents (77%) is more than double that of Goldsboro.

Figure 2-17 | Earnings among current Goldsboro residents and former SHA residents.

Income	Former SHA Residents	Goldsboro Residents
Under \$10,000	57.6%	31.5%
\$10,000 to \$29,999	22.8%	25.0%
\$30,000 to \$49,999	3.3%	11.1%
\$50,000 or more	–	4.6%
Prefer not to answer	16.3%	27.8%

Source: CNI Resident Survey

### Employment

Unemployment rates are high. According to the CNI Resident Survey, no more than one-third of Goldsboro and former SHA residents are employed full or part-time. Rates of disability are also high when compared to the city and county; 24% of Goldsboro and 37% of former SHA CNI survey respondents said they are not currently able to work due to a disability.

Figure 2-18 | Employment rates among current Goldsboro residents and former SHA residents.

Employment	Former SHA Residents	Goldsboro Residents
Full time (>30 hr/week)	17.4%	23.1%
Part time	9.8%	10.2%
Unemployed and not currently looking for work	9.8%	5.6%
Unemployed and currently looking for work	16.3%	13.0%
Not currently able to work due to disability	37.0%	24.1%
Retired	9.8%	24.1%

Source: CNI Resident Survey

### Work Force Barriers

Residents face numerous barriers to employment. According to the CNI Resident Survey, residents who are unemployed and currently looking for work said the following make it hard to find and/or keep work:

Similarly, when asked the same question at the first CNI Information Fair, the top responses were Criminal background, Unreliable transportation, No phone/internet access and Lack of professional training/skills.

Figure 2-19 | Critical work force barriers, as stated by current Goldsboro residents and former SHA residents.

Things that make it hard to find and/or keep work	
Former SHA Residents	Goldsboro Residents
1. No job opportunities available (46.7%)	1. Lack of transportation (35.7%)
2. Criminal Record (33.3%) Lack of transportation (33.3%)	2. Affordable child care (21.4%) Criminal record (21.4%)
4. Affordable child care (26.7%) Caring for a family member who is sick or disabled (26.7%) Lack of professional training/skills (26.7%)	

Source: CNI Resident Survey

### *Educational Requirements*

There is a disconnect between educational requirements of jobs identified in the Economic Development report and the educational attainment of residents.

The East Central Florida Regional Planning Commission (ECFRPC) identified three major industries in a 5-mile radius of Goldsboro: Manufacturing and Fabrication; Construction Trades; and Multimedia. In addition, ECFRPC identified occupations with growth potential in each of these three industries. However, most of these occupations require some type of vocational training lasting between six months and two years. In contrast, 44% of former SHA residents and 24% of Goldsboro residents reported in the CNI Resident Survey that they have less than a high school education.

### *Summary of Economic Opportunities*

There is a strong desire for a jobs/employment office in the neighborhood. Both former SHA (54%) and Goldsboro (55%) residents identified this as the number one type of business desired in Goldsboro. In addition, nearly one in five residents identified job training/job readiness training as an unmet need. Furthermore, at the second CNI Information Fair, when asked which career/employment strategies they liked best, residents identified On-the-job training, Second chance opportunities for ex-offenders, and GED completion classes in Goldsboro as the top three priorities. Discussion in the Career and Economic working group also revealed a desire for small business training and support for local entrepreneurs.

*Figure 2-20 | Educational attainment among current Goldsboro residents and former SHA residents.*

<b>Education</b>	<b>Former SHA Residents</b>	<b>Goldsboro Residents</b>
Less than high school (1)	43.5%	24.1%
High school degree or GED (2)	37.0%	34.3%
Some college (3)	14.1%	17.6%
Associate's degree (4)	3.3%	11.1%
Bachelor's degree or higher (5)	2.2%	13.0%

Source: CNI Resident Survey



# COMMUNITY ENGAGEMENT





### **3. COMMUNITY ENGAGEMENT**

PLANNING PROCESS.....	1
COMMUNITY AND RESIDENT NEEDS ASSESSMENT.....	2
WORKING GROUPS.....	6
METHODS OF ENGAGEMENT.....	6

### 3. COMMUNITY ENGAGEMENT

The Goldsboro Transformation Plan reflects the vision, experience and dedication of hundreds of neighborhood residents and stakeholders. It reflects shared concerns about the neighborhood today and hopes for the future as well as collective decision-making about investment priorities in the face of limited resources.

#### Planning Process

First and foremost, the two year planning effort sought to engage Goldsboro residents and give voice to their concerns about and hopes for the neighborhood in which they live. The planning process also sought to build a coalition of stakeholders to lend a broader perspective, offer subject matter expertise and foster the partnerships required to actualize the community's goals and strategies. In addition, the planning effort was grounded in a thorough assessment of existing conditions in Goldsboro -- physically, socially and economically -- along with market studies to ensure the collective decision-making was based on real data and not perceptions or anecdotes.

The planning effort was led by the Sanford Housing Authority (SHA) and the City of Sanford, with assistance from a planning coordinator. Overseeing the development of the Transformation Plan was a Steering Committee

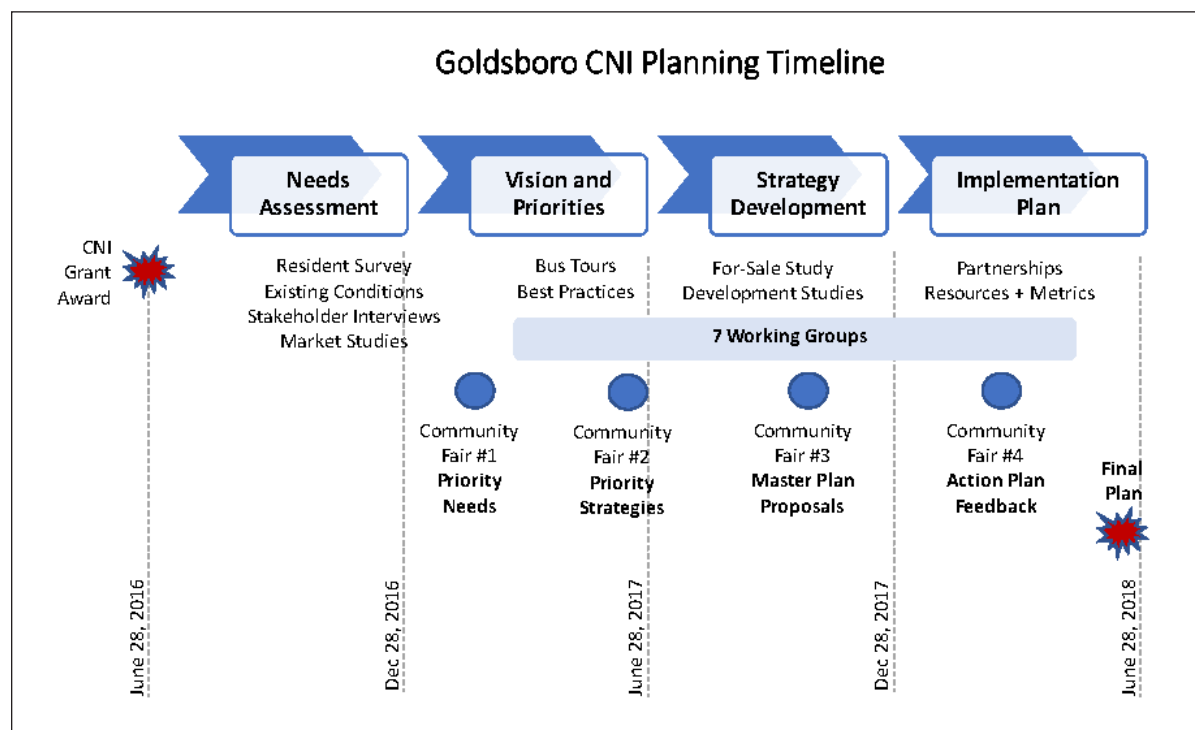


Figure 3-1 | Goldsboro CNI's planning timeline for the HUD Transformation Plan.

comprised of representatives from major institutions, City and County departments, service providers, neighborhood organizations and residents. Steering Committee members lead the working groups, monitored the work of the

planning team and ensured the Transformation Plan reflects actionable strategies that address community priorities.

## Community and Resident Needs Assessment

Between September and December 2016, University of Central Florida's (UCF) Institute for Social and Behavioral Sciences conducted face-to-face surveys with both current Goldsboro neighborhood residents and former Sanford Housing Authority (SHA) residents who were relocated from the five SHA properties that were demolished. Administered by UCF student surveyors who were accompanied by community liaisons, the survey asked questions about perceptions of the neighborhood, engagement

in community and social networks, employment, childcare, quality of education, health status and access, and service needs and utilization. In total, surveys were completed with 92 former SHA residents and 108 current Goldsboro residents. To supplement the resident survey, numerous interviews were conducted with key stakeholders including Rescue Outreach Mission, MetroPlan Orlando, Community Legal Services of Mid Florida, Northland Church, Historic Goldsboro Westside Museum Association, GoldenRule Housing, Brother's Keeper, Habitat Seminole, Seminole County Public Schools, and Florida

Department of Health in Seminole County. In addition, the planning team participated in a neighborhood walk facilitated by a resident leader who shared local history and made introductions to local residents enabling the team to engage in informal dialogues about perceptions of the neighborhood and priorities for improvement.

Along with primary data collection, an extensive analysis of the existing physical, social and economic conditions in Goldsboro was performed via on-the-ground observations and review of data collected from third parties. The Existing Conditions Report provides a baseline regarding socioeconomic demographics, land use, infrastructure, neighborhood amenities, transit, housing conditions, parks and open space, recreational facilities, career and economic opportunities, health conditions, school performance, and crime.

This information, combined with the survey results and stakeholder interviews, helped guide the Working Groups in determining the priority areas to be addressed.

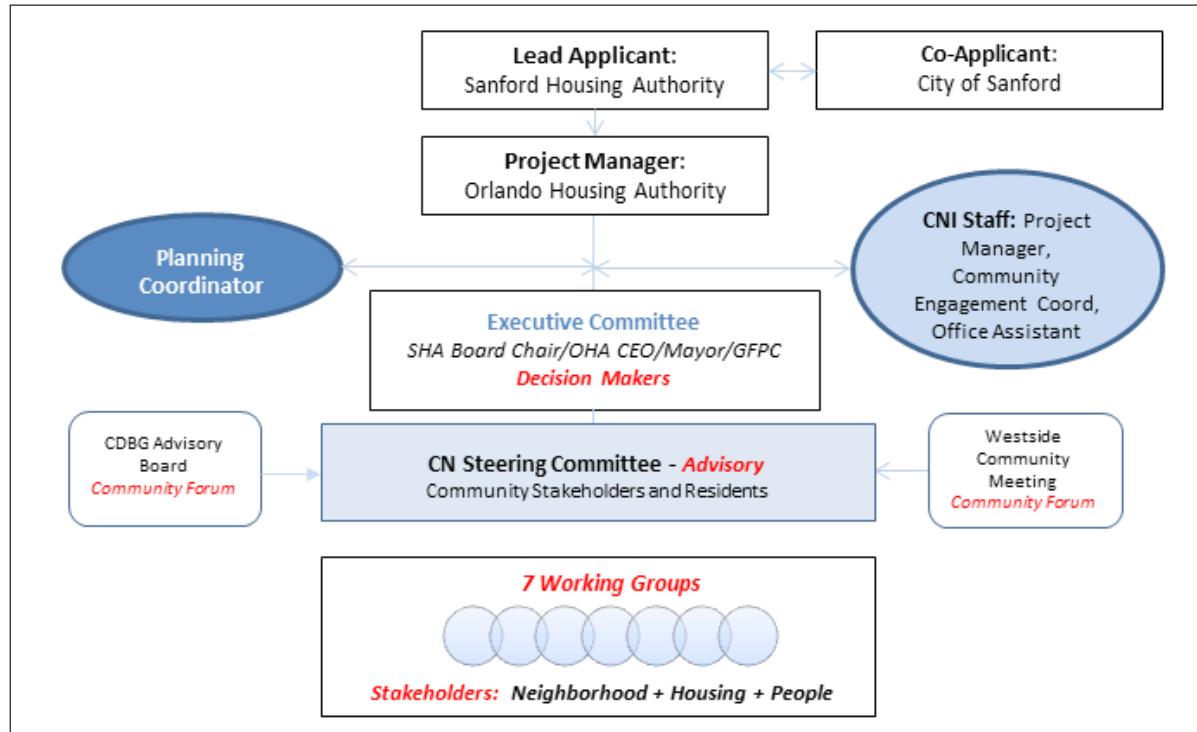


Figure 3-2 | Goldsboro CNI's planning timeline for the HUD Transformation Plan.



# HIGHLIGHTS OF THE GOLDSBORO NEIGHBORHOOD SURVEY RESULTS

## LIVING IN GOLDSBORO

The most liked aspects of living in Goldsboro are:

- Churches/Places of Worship
- Living Close to Family & Friends
- Affordability

## NEIGHBORHOOD IMPROVEMENTS

The top most needed neighborhood improvements in Goldsboro are:

- Less Crime/Violence
- Beautify the Neighborhood
- Better Street Lighting
- Better Transportation Options

## BARRIERS TO EMPLOYMENT

Unemployed residents looking for work said the following make it hard to find or keep work:

- No Job Opportunities Available
- Lack of Transportation
- Criminal Record
- Affordable Child Care

## UNMET NEEDS

Top unmet needs, not health related:

1. Transportation Assistance
2. Computer Training
3. Youth Programs
4. Budgeting, Financial Literacy, and Credit

## FOOD INSECURITY

Half of residents report that they either worry "OFTEN" or "SOMETIMES" that they will run out of food before they have money to buy more.

## OUT-OF-SCHOOL TIME PROGRAMS

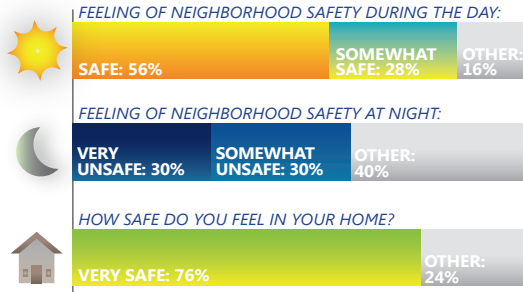
Less than **1/2** of Goldsboro students and less than **1/3** of relocated SHA students participate in an after-school program. Of those that do, nearly **1/2** are in a sports/recreation program. Few report participating in tutoring, mentoring, college prep, or arts/music programs. The most common barriers to participation are **lack of transportation** and **program cost**.

## TRANSPORTATION



Slightly more than half of Goldsboro residents own a car. Many residents rely on public transit or walking to get to their destinations.

## PUBLIC SAFETY



## EARLY EDUCATION



**57%** of Goldsboro students attend a program outside the home compared to **31%** of relocated SHA residents.

However, most are in in-home daycare, where the quality of the early learning experience is not clear. None of those surveyed have a child in the Seminole County Public School's free Pre-K program.

## HEALTH CONCERNS

Only **1/2** of residents report that they have a primary care doctor. More than **1 in 5** residents go to a hospital or urgent care center when they are sick or in need of health advice.

Doctor's offices are among the **TOP THREE** types of businesses that Goldsboro residents desire in the neighborhood.

**1/2** of residents have a household member with hypertension. Rate of diabetes, asthma, extreme anxiety, depression and other mental health issues, and weight problems are higher than you would expect to see in Seminole County.

The most common unmet health needs are: dental services; physical fitness/exercise programs; eye care; and nutrition/healthy cooking.

# Goldsboro CNI Community Engagement Efforts

## RESIDENT SURVEYS

# 200

Households were interviewed:  
 - 82 former SHA residents  
 - 108 current Goldsboro residents

## SOCIAL MEDIA



Goldsboro  
A Choice Neighborhood

[www.choosegoldsboro.com](http://www.choosegoldsboro.com)  
[www.facebook.com/choosegoldsboro](https://www.facebook.com/choosegoldsboro)  
 CNI office: 120 Lexington Park

## OUTREACH

**500**  
Newsletters distributed monthly

**9000**  
Letters mailed to all residents

**500**  
Door hangers for homes & businesses

**2100**    **1200**  
Emails        Phone calls

**4**  
Pastors Roundtables

CNI Partner Events  
 Take A Loved One to the Doctor  
 Martin Luther King Day  
 North Ave. Allen Street Party

## BUS TOURS

"Visioning" Opportunities

Tampa CNI  
108 participants



Orlando HOPE VI  
100 participants



## COMMUNITY MEETINGS

**Monthly**  
**at WCC**

Forum to discuss community concerns with city departments and CNI staff

## STEERING COMMITTEE

# 33

Community Stakeholders  
 Meeting quarterly to provide guidance on priorities

# Goldsboro CNI Community Engagement Efforts

## WORKING GROUPS

**7** Working Groups  
**10** Meetings each  
**247** Total participants

Housing  
 Connectivity  
 Public Safety  
 Community Facilities  
 Health  
 Education  
 Careers & Employ Opportunities

*Monthly meetings since April 2017*



## COMMUNITY FAIRS



**4** Community-wide information, feedback and socializing events



## YOUTH ENGAGEMENT

**40**  
 Students in 6<sup>th</sup>-10<sup>th</sup> grade playing Monopoly Game of Life



**5**  
 Students in photography class



### *Working Groups*

Once priority topic areas were identified with the assistance of the Steering Committee, seven Working Groups were launched to address each one: Housing, Connectivity, Community Facilities, Public Safety, Education, Health, and Careers and Economic Opportunity. The working groups were comprised of residents, stakeholders, city and county staff, service providers and other local organizations with interest and/or expertise in the discussion topics. The Working Groups met every 3-4 weeks from April to November 2017 to develop the goals and strategies that form the backbone of the Goldsboro Transformation Plan.

### *Methods of Engagement*

To manage the daily community engagement effort, a Choice Neighborhoods office was opened and staffed by three CNI employees: a project director, community engagement coordinator, and administrative staff. This CNI team provided a range of opportunities and venues for residents to engage in the planning process.

**Monthly Westside Community Center Meetings.** CNI staff provided updates on the planning process at this monthly meeting for Goldsboro and Academy Manor residents hosted by City Commissioner, Velma Williams. City department heads also reported on their activities in the neighborhood.

**Community Information Fairs.** At strategic points in the planning process, CNI staff hosted four community fairs to share information with the broader community and seek input from residents that were not engaged in the working groups. These meetings were advertised on the radio and in emails, newsletters/newspapers, and flyers distributed throughout the neighborhood.

**Visioning Bus Tours.** SHA arranged for several bus tours of revitalized public housing communities so participants could see first-hand the fruits of comparable community revitalization efforts in Orlando (HOPE VI sites) and Tampa (a CNI implementation neighborhood). Residents heard about the accomplishments and challenges faced by these communities as they worked to carry out their housing, neighborhood and people strategies for a comprehensive redevelopment effort.

**Pastors' Roundtable.** Given the number and significance of churches in the Goldsboro neighborhood, the CNI team hosted several roundtable meetings to engage local pastors in the planning process.

**Youth Photo Project.** In an effort to infuse the planning process with a youth perspective, the CNI team hired a local photographer to teach a photography workshop and engage youth in an exercise of documenting things they like and things that they don't like about their neighborhood.

**Monthly Newsletter.** To keep Goldsboro and former SHA residents abreast of the ongoing meetings and other aspects of the planning process, the CNI staff produced a newsletter that was mailed to hundreds of households each month.

**ChooseGoldsboro website.** To ensure a transparent process, the CNI team posted all of the meeting announcements, agendas, minutes and presentations as well as all of the reports at [www.choosegoldsboro.com](http://www.choosegoldsboro.com).



# TESTIMONIES FROM GOLDSBORO RESIDENTS



**Pastor Octavius Smith**  
Allen Chapel AME Church

*"The Choice Neighborhood Initiative has been a blessing. It is always wonderful to see community*

*leaders, organizations, business owners, clergy, and citizens come together and discuss the rich past, present, and bright future of the City of Goldsboro. The monthly working groups allow everyone involved to have a voice regarding the future of the neighborhood.*

*In addition, what is amazing to me is that it's not just the adults that are participating in the conversation in these gatherings with CNI; but the youth and young adults input has been vital. There is a seed of community pride and ownership being planted into the lives of today and tomorrow. This is what makes it such a joy to be in the midst and a part of what is going on in this organization. Choice Neighborhood Initiative is truly about the people and the community."*



**Sheralyn J. Brinson**  
Resident; Host, "Rejoice" Radio Broadcast; Columnist, The Sanford Herald Bulletin Board

*"I have been attending the Goldsboro CNI information meetings since their inception.*

*Information updates are regularly provided and residents are given the opportunity to ask questions and give feedback. Resident participation in the meetings and working groups provides participants accurate information about the CNI purpose, plan and process, that they can share with others in the community. Field trips to nearby cities to see first-hand successful housing developments are beneficial. I am a member of the Careers and Economic Opportunities Working Group; I look forward to our meetings and the opportunity to learn first-hand about the Goldsboro CNI process and provide feedback in the planning process for revitalization of the community I grew up in and still reside in, my beloved Goldsboro."*





**Algerine Mill**  
Resident

*"In my early childhood I was present for the groundbreaking of SHA's first project – Castle Brewer Court. A lot of my friends and family members were some of the first people to move in and have indoor toilets and running water. This affected me and inspired me along my way. Living in the projects during that time was what you would call 'uptown.' The Authority has been talking about this becoming a mixed-income neighborhood for more than 20 years. Now we are at the end of the Choice Neighborhood planning stage. This will make a great positive impact on Goldsboro and the City of Sanford."*



**Britt Henderson**  
Director, Westside  
Community Center

*"The CNI project has brought life, hope and opportunity back in the community through the planning of the SHA land. The Community is excited about the future of Goldsboro and the Sanford area. Thank You CNI for your leadership and drive into enhancing the quality of life for the Goldsboro community."*



**Mae Hampton**  
Resident

*"What I love about Goldsboro is it is one big family. The Choice Neighborhood planning process means both change and the opportunity for reconnecting with others in the community. We are family and we are a village. In the future I would like to see everything updated, no rundown buildings, and a safe place for our kids to go."*



# **STRATEGIES AND PRIORITIES**



# ZORA NEALE HURSTON



ZORA NEALE HURSTON WAS AN AMERICAN NOVELIST, SHORT STORY WRITER, FOLKLOLIST, AND ANTHROPOLOGIST. OF HURSTON'S FOUR NOVELS AND MORE THAN 50 PUBLISHED SHORT STORIES, PLAYS, AND ESSAYS. SHE IS BEST KNOWN FOR HER 1937 NOVEL "THEIR EYES WERE WATCHING GOD"

## 4. STRATEGIES AND PRIORITIES

A. EMPOWER OUR COMMUNITY.....	1
B. IMPROVE COMMUNITY CONNECTIONS...	9
C. EXPAND HOUSING OPPORTUNITIES.....	17
D. INVEST IN OUR CHILDREN.....	24
E. ENCOURAGE COMMUNITY WELLNESS...	31
F. EXPAND ECONOMIC OPPORTUNITIES FOR ALL.....	36



## 4. STRATEGIES AND PRIORITIES

This section outlines a coordinated set of objectives and strategies that emerged from the seven working groups over an intense 8 month working period. These goals are based on the detailed needs assessment and priorities established through a series of community engagement efforts including a comprehensive resident survey, community fairs, steering committee meetings, and the working group sessions. The strategies include projects recently completed, those in process, and future projects to ensure the Goldsboro neighborhood attains its vision as a vibrant, healthy, and safe community for residents of all ages and incomes and businesses that support daily living.

*Vision Statement:*

**“Revitalized Goldsboro is a thriving and safe community with quality housing options, diverse economic opportunities, and a shared sense of pride in its rich history and promising future.”**

## GOALS/PRIORITIES

## OBJECTIVES



### EMPOWER OUR COMMUNITY

- A1 BUILD COMMUNITY COHESION AND CAPACITY** Community organizations are strengthened and serve as effective advocates for change.
- A2 PUBLIC SAFETY** Residents and visitors feel safe in Goldsboro.
- A3 HISTORY** Goldsboro celebrates its unique African-American history and “pride of place.”



### IMPROVE COMMUNITY CONNECTIONS

- B1 CONNECTIONS OUT** Residents have improved access to key amenities and assets outside of Goldsboro.
- B2 CONNECTIONS WITHIN** Residents can safely and easily move through the neighborhood.
- B3 DIGITAL ACCESS** Residents can readily access the digital world.
- B4 COMMUNITY FACILITIES** Goldsboro residents have access to local community facilities that support their quality of life.



### EXPAND HOUSING OPPORTUNITIES

- C1 RENTAL HOUSING** Quality mixed-income rental housing is developed on SHA property.
- C2 FOR-SALE HOUSING** Homeownership opportunities in the neighborhood are increased.
- C3 EXISTING HOMES** The quality and safety of existing owned homes in the neighborhood is improved.



### INVEST IN OUR CHILDREN

- D1 EARLY LEARNING** Ensure children enter kindergarten ready to learn and successfully learn to read by 3rd grade.
- D2 AT-RISK YOUTH** Provide alternative education supports and programming to ensure all youth successfully graduate from high school.
- D3 OUT-OF-SCHOOL-TIME** Provide opportunities to enhance children’s social, educational and physical development via Out-of-School programming.
- D4 PARENT ENGAGEMENT** Provide parent services and supports so that they can effectively engage in their child’s education.



### ENCOURAGE COMMUNITY WELLNESS

- E1 MENTAL HEALTH** Residents have access to a full continuum of care to improve mental health and reduce substance abuse.
- E2 MEDICAL SERVICES** Residents have access to quality medical services to improve physical health outcomes and foster wellness.
- E3 HEALTH SUPPOTRS** Goldsboro is rich in supports and amenities that promote healthy lifestyles.



### EXPAND ECONOMIC OPPORTUNITIES FOR ALL

- F1 SELF-SUFFICIENCY** Residents have the skills and supports to access job and career opportunities that lead to greater economic stability and self-sufficiency.
- F2 BARRIER ELIMINATION** Critical community resources enable residents to access employment opportunities
- F3 SECTION 3** Section 3 hiring and contracting opportunities are maximized via the Goldsboro neighborhood reiatlization plan implementation.
- F4 BUSINESS DEVELOPMENT** New and existing businesses are encouraged to grow and thrive.

# GOAL **A** EMPOWER OUR COMMUNITY

“Empowerment: the capacity of individuals, groups and/or communities to take control of their circumstances, exercise power and achieve their own goals, and the process by which, individually and collectively, they are able to help themselves and others to maximize the quality of their lives.” [Robert Adams, 2008]

The term “empowerment” has come up frequently in working group discussions and underscores the Goldsboro community’s desire to determine its future by first creating a resident-driven plan, second, by developing the capacity to implement various parts of the plan, and third, by holding persons and organizations accountable for their actions and monitoring their performance. This is not easy.

It starts with community members knowing and trusting one another, building capacity to work collaboratively, assuring that residents are safe and comfortable with each other and with law enforcement, and, in Goldsboro, understanding the community’s rich history. The key objectives of empowerment include:

- A1** Community organizations are strengthened and serve as effective advocates for change.
- A2** Residents and visitors feel safe in Goldsboro.
- A3** Goldsboro celebrates its unique African-American history and “pride of place.”

## EXISTING CONDITIONS/KEY CHALLENGES:

- **The Goldsboro Front Porch Council (GFPC) relies solely on volunteer services and has no paid staff.**
- **GFPC has a successful track record in securing funding for community improvements and leveraging partnerships to improve quality of life for youth as well as adults.** Key partners to date include the Florida Department of Health in Seminole County and the Seminole County Public Schools. Per the Goldsboro Transformation Plan, GFPC will need to develop many new partnerships to assist with the long-term and holistic transformation of the community.
- **Goldsboro’s rich history is well known and celebrated by long-time residents, but newcomers to the neighborhood are not as informed and appreciative of the important African-American legacy in the community.**
- **The crime rate in Goldsboro is much higher when compared to city rates, especially for more serious crimes. It is both the reality and the perception that the community is unsafe, particularly at night.**
- **The Sanford Police Department offers many innovative programs for engaging the community and provides training to other police departments around the country on community and police relationships.**
- **The Goldsboro community has identified lack of trust between the community and the police as a key challenge that needs immediate attention.**
- **Dilapidated and vacant houses and lots are a key problem in the community.**

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**A1 Community organizations are strengthened and serve as effective advocates for change.**

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The sustained revitalization of Goldsboro will require the coordinated effort of many different groups including the City of Sanford, the Sanford Housing Authority, partner organizations, etc. Each of these organizations must have the capacity to provide sustained, long-term oversight and investment in the strategies that they are responsible for.

**Reinforce the role of GFPC as “community quarterback” to oversee and coordinate implementation of the Goldsboro Transformation Plan.** GFPC, a 501(c)(3) non-profit organization, was formed in 2001 as part of a statewide initiative to revitalize distressed communities in Florida. Since that time, GFPC has been responsible for successfully coordinating programs, services and investments in Goldsboro. It is recommended that GFPC continue in this role as a neighborhood organization by (1) being responsible for lobbying for and tracking all improvements, (2) coordinating partnerships for services and programs, and (3) ensuring that the community remains involved during implementation, providing input on the effectiveness of strategies to holistically revitalize the Goldsboro community.

Currently GFPC operates with volunteers – most of whom have full time jobs or are retired. GFPC will need experienced staff who will be responsible for monitoring all activities, creating partnerships, applying for grants, advocating for the community, and keeping the community informed and involved in all decisions and change efforts. Specifically, GFPC should:

- Seek funding to hire experienced staff.
- Pursue the possibility of having an AmeriCorps worker assigned to GFPC.
- Explore becoming part of the NeighborWorks network to learn how others are revitalizing their communities.  
Consider developing a mentoring relationship with the Opa-locka CDC, a Choice Neighborhoods Planning grantee, that has extensive experience with community-based revitalization initiatives.

Additionally, GFPC should review its Board composition to ensure it includes residents who were actively involved in creating the Transformation Plan, particularly younger members of the community who have a long-term investment in their neighborhood. The Florida Housing Coalition can provide technical assistance and training for an updated GFPC Board.

As part of its role as “community quarterback” GFPC will also work closely with neighborhood organizations, agencies and businesses to build partnerships amongst themselves and with other local, city, county, and non-profit organizations and foundations. The goal is to build the capacity of Goldsboro organizations to be more effective as change agents in their own community. Suggested activities for GFPC to lead and/or find partners for include:

- Focus on community organizing to encourage more resident participation in neighborhood initiatives. This should include organizing neighborhood-wide campaigns around chosen issues like education or health. There is a need to rally the community around key elements of the neighborhood vision and create a sense of efficacy so that GFPC is not the only entity doing things, but that residents and partners see themselves as part of something larger that is having a collective impact.
- Regularly schedule community clean-up days, possibly partnering with faith-based organizations in the neighborhood. Focus on different areas of the neighborhood for each clean-up day.
- Continue to hold monthly Westside Community meetings as a forum for updates on implementation of the Transformation Plan. This meeting was identified by the community as a key source of information for what is happening in Goldsboro.

- Sponsor a bicycle safety youth event to assist with bike maintenance and repairs, provide bikes for those without, and teach youth bicycle safety tips. Potentially partner with the police department.
- Plan special community events such as a barbeque in the park, fitness program (programmed walks through the neighborhood), etc.

**Three key partners (City of Sanford, SHA and GFPC) formally adopt the Goldsboro Transformation Plan as the guiding master plan for this neighborhood.** The formal adoption of this plan by each of the key parties will ensure that the Goldsboro plans and strategies are incorporated into the overall mission and strategic plans for each organization. It will become part of the City’s overall comprehensive plan and therefore included in the City’s annual capital budgeting process. It also will inform the rezoning process for Goldsboro. For SHA, specific goals will be articulated in its Annual Plan due to HUD after community review and comment.

**Create a Goldsboro Community Redevelopment Agency (CRA).** Community Redevelopment Agencies (CRA) are enabled by the Florida legislature and are intended to raise money to address specific issues in blighted areas such as: the presence of substandard or inadequate structures, a shortage of affordable

housing, inadequate infrastructure, insufficient roadways and inadequate parking. Funding emanates from the increase in taxes after the CRA is established, and can only be used to improve conditions in that specific geographical area. Currently there is a successful CRA for downtown Sanford which was the catalyst for the revitalization of this area. Given the level of expected investment in Goldsboro, including the development of over 500 new housing units, the increased tax base could be a source of funding for new infrastructure to support the housing. The City of Sanford should explore creating a Goldsboro CRA and funding improvements through Tax Increment Financing (TIF).

**A2 Residents and visitors feel safe in Goldsboro.**

Feeling safe within one’s own community is critical to creating a sense of community where neighbors look out for one another and collaborate with law enforcement to ensure that illegal or threatening behavior is reported and addressed. It is also important to remember that public safety is both a reality (based on crime statistics) and a perception. If a reduction in community crime does not translate into residents feeling any safer, then public safety continues to be a problem that drives residents and visitors from the neighborhood.

In the aftermath of the highly publicized Trayvon Martin tragedy in 2012, Sanford’s political and civic leadership immediately instituted a dialogue with African-American residents across the city – many of them Goldsboro residents, to turn a tragedy into an opportunity. A **Blue Ribbon Panel on Police-Community Relations** issued findings in June of 2013 and community development and engagement activities were launched to spur re-investment in the African-American neighborhoods . Despite these efforts and contrary to an increased level of constructive dialogue between City Hall and Goldsboro residents, palpable tensions remained between the Sanford Police Department (SPD) and residents. Failure to address the mistrust that existed between these two would hamper any significant redevelopment efforts.

**Build a more trusting relationship between residents and law enforcement.** Build a more trusting relationship between residents and law enforcement. The Public Safety Working Group (PSWG) realized early in its deliberations that this atmosphere of mistrust would not change without a structured facilitation process. When the broader community was asked to rate the highest priorities for improving public safety in Goldsboro, the top priorities were:

- Hire an experienced facilitator to moderate discussions between the community and law enforcement.
- Develop recreational programs for youth and

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police to participate in together.

- Continue monthly meetings at Westside Community Center to talk about public safety issues.

Not wanting to wait until the planning process was over, the PSWG requested that planning funds be made available to hire an experienced facilitator and through a proposal process, Mr. William Johnson of Strategic Community Intervention LLC (SCI) was hired. After a series of individual interviews, SPD meetings, facilitated discussions, and group brainstorming sessions, the following early start recommendations were made:

1. Training programs that engage both the Police Department and Citizens, stated as “two-way training”, should be actively pursued, and made available to the entire community:

- a) Implicit-bias training that police departments across the nation, including SPD, are participating in, should be expanded to include training for civilians. (A model currently in use at the Pittsburgh Police Department should be examined, to determine its applicability to Sanford.)
- b) “Know your rights” would explore some of the confrontations that occur between citizens in normal police work, and how citizens can appropriately respond to these situations.

- c) Conducting sessions in cross-cultural training that enrolls SPD officers and Goldsboro residents in particular.

2. Attract more youth and young adult participation in the work of the PSWG and the current discussions around better police-community engagement.
3. Plan and implement a series of workshops for youth in Goldsboro that address their need for services (job training, education,) and their confrontations/interactions with the SPD, as well as ways to more constructively engage them in developing the community.
4. Help SPD assess the value and public relations benefits of participating in the LIVE PD national cable series, as a way to improve the profile of the department.

This group will continue to meet to provide more specific recommendations and to implement some of the recommendations within the next six months.

**Foster more active community involvement in addressing public safety issues in Goldsboro.**

Foster more active community involvement in addressing public safety issues in Goldsboro. In the PSWG meetings, it became clear that the SPD has a broad array of tools and initiatives for engaging with communities, ranging from the Citizens Police Academy to Neighborhood Watch to the NextDoor app, along with Coffee with a

Cop, block parties, ice cream socials, garage sales, etc. In one meeting, SPD reported that they had held over 2,000 events with communities across the city since the start of the year. The challenge in Goldsboro is that residents are not engaging in these activities. Ideas for encouraging more activity community involvement in public safety issues include:

- Encourage use of Neighborhood Watch (NW) organizations throughout the neighborhood and schedule regular meetings with NW captains to share issues and concerns.
- Promote the use of NextDoor social media (at the Goldsboro neighborhood level) to report on public safety concerns, local events, sharing information re: services, etc.
- Schedule community workshops on safety and crime topics.
- Promote enrollment in the Citizens Police Academy (offered four times a year) and in the Police Explorers program for youth over 13 years of age.
- Increase community reporting of vandalism of neighborhood park facilities.
- Continue with monthly public safety reports at the Westside Community Center meeting sponsored by Commissioner Velma Williams.
- Develop recreational activities involving neighborhood youth and law enforcement

- Improve community awareness of police programs and activities: send notices in city utility bills. Attend informal BBQs on HGB; provided information at the CNI office and in CNI newsletters; produce a 30 sec. promotional video for the SPD.

**Enforce blight clearance ordinances and health and safety codes.** One of the top community priorities is to beautify the neighborhood by first removing unsafe and unhealthy eyesores such as vacant and run down properties, overgrown shrubs and trees, junk piles, standing water, etc. The City should meet with the community to review blight ordinances and health codes so residents are aware of code violations in the immediate neighborhood. The community should consider establishing a blight removal committee that works with the City to identify problem properties and actions that should be taken to eliminate the problem. This puts the shared responsibility with the community and the City of identifying those conditions most detrimental to the health and safety of Goldsboro.

### **A3 Goldsboro celebrates its unique African-American history and “pride of place.”**

Goldsboro has a unique history that is a key part of its identity. It was the second oldest incorporated African-American municipality in the State of Florida. It was established for African-Americans who worked at local railroad yards, farms, produce houses and ice houses. Twenty years after its founding in 1891, it was annexed by the City of Sanford in 1911. For forty years, Goldsboro residents waged a legal battle against the City of Sanford to no avail. It is also the home of Croom’s Academy of Information Technology, founded in 1926 as a high school for African-American students. To this day, Goldsboro celebrates its rich history through events, displays, museums, oral histories, etc.

**Incorporate Goldsboro’s history in new revitalization projects.** For example, in the Pomegranate flyover there is a plan to incorporate historic panels as part of the pedestrian walkway experience. Residents who visited the Encore CNI redevelopment effort in Tampa were impressed with how the community’s history of African-American music was incorporated in a number of ways including names of buildings and streets as well as the integration of symbols like the musical notes on gates. Goldsboro should explore creative ways of incorporating the agricultural history or other

key elements of the former African-American city into the housing and/or other infrastructure improvements. A new Community Resource Center on Historic Goldsboro Boulevard provides a great opportunity to celebrate history through a prominent mosaic or painted mural on the front of the building that all will see as they enter or leave the neighborhood.

**Install historic markers in Goldsboro to honor the community’s history.** During the planning effort, the City of Sanford staff added Goldsboro to its “Pathways to History” project which highlights various neighborhoods around the city. Working with a committee of community residents, the city prepared a Goldsboro self-guided Walking/Driving Tour which includes a keyed map of the neighborhood with information/photos of key historic events, persons, and buildings. The pamphlet is being distributed with the goal of providing permanent historic markers in key locations identified on the Goldsboro map to publicly honor the community’s history.





**Work with the Goldsboro Historical Museum to identify key historic artifacts to include in the new Community Resource Center.**

The Goldsboro Museum on Historic Goldsboro Boulevard adjacent to the current GFPC office (Dr. Velma H. Williams Community Center), collects and celebrates the heritage of the community and its early pioneers through education and the display of arts. There is also the Crooms Academy Museum, the Goldsboro Heritage & Arts Garden, the Goldsboro Arts Square, and the Goldsboro Garden. This important collection of history, arts and culture is a major asset in the community. The new Community Resource Center should celebrate Goldsboro's history by displaying some of the museum's key artifacts and creating new community art (e.g. ceramic mosaics, wall murals, photo montages, etc.) that enhances 'pride of place' in Goldsboro.





## GOAL **B** IMPROVE COMMUNITY CONNECTIONS

The vitality of the Goldsboro community depends on residents who have easy and safe access to each other, amenities, services and information. Access can take a variety of forms –physical (public transit, car, bicycle, walking), digital (internet) and bringing select services into the community. Limited access is a barrier to accessing employment opportunities, health care services, grocery stores, and school and recreation activities.

- B1** Residents have improved access to key amenities and assets outside of Goldsboro.
- B2** Residents can safely and easily move through the neighborhood.
- B3** Residents can readily access the digital world.
- B4** Goldsboro residents have access to local community facilities that support their quality of life.

### EXISTING CONDITIONS/KEY CHALLENGES:

- **Access to transportation is limited:**
  - Lack of transportation is “somewhat of a problem”/“very big problem” for 51% of survey respondents
  - Only half of residents surveyed own a car
  - The LYNX bus route through the neighborhood was discontinued in 2014
  - The closest LYNX bus route now runs along 1st (SR46) and French (17-92)
  - The LYNX NeighborLink on-call service has high usage in Goldsboro although many residents say they have limited knowledge/use of this service
- **Safety of pedestrians and bike riders is a concern:**
  - There are limited sidewalks throughout the neighborhood
  - Both able-bodied individuals/children and persons with disabilities must use the streets to get around
  - Leaving the neighborhood requires crossing busy thoroughfares where residents feel unsafe
  - Improving the safety of bicyclists is important as it is a major form of getting around
- **Street lighting is inadequate.** A top priority for residents is improving street lighting by adding more streetlights in key locations and by increasing the brightness of existing lights. Residents attribute low lighting level to increased opportunities for criminal activity.
- **Existing community facilities** (Westside Community Center and the Goldsboro Front Porch Council) **are over-subscribed.** More facilities and programs are needed for youth, seniors and adults.
- **More outdoor facilities are needed.** There is underutilization of existing parks and the need for additional facilities such as ball fields and water features.

**B1 Residents have improved access to key amenities and assets outside of Goldsboro.**

While the Goldsboro community is close to major amenities (downtown Sanford, the RiverWalk and the new SunRail station), it has limited access. This has a substantial impact on residents' ability to access the rich array of services in the city and the county.

**Construct a safe pedestrian and bicycle crossing at 9th Street and 17-92 (French Street).** US 17/92 (S. French St.) on the eastern edge of Goldsboro is a high volume, four-lane thoroughfare that connects the neighborhood to downtown Sanford and the Riverwalk. US 17-92 has an average of 60' of right-of-way, lacks on-street parking, and has relatively few dedicated turn lanes. The speed limit varies from 35 to 45 MPH but is usually exceeded due to lack of traffic calming measures. Sidewalks are present but vary in width and are often adjacent to traffic, resulting in an uncomfortable and unattractive pedestrian experience.

The plan calls for constructing an enhanced crosswalk on US 17-92 near 9th Street that would connect Goldsboro's existing Coastline Park and Trail with the multi-use trail in downtown Sanford and the Lake Monroe trail system. This is an important crosswalk for the residents as it connects to shopping, work and recreational

destinations. This trail will connect to the Coast to Coast Scenic Trail which is expected to enhance eco-tourism opportunities for Sanford as well.

This crosswalk would include traffic lights, a pedestrian articulated crossing, and potentially a safe resting point halfway across this broad road. In the future, once Goldsboro is revitalized and increases in population, a pedestrian/bicycle overpass may be warranted.



**Construct a safe pedestrian and bicycle crossing at SR 46 and Pomegranate.** Like 17-92, SR 46 is a high volume, four-lane roadway with a center turn lane and bicycle lanes. There are some signalized intersections that accommodate non-motorized movements, but they are not conveniently located to accommodate the movements to destinations such as the SunRail system, without excessive travel to crosswalks. Consequently, residents either take a chance crossing the roadway or are less likely to take advantage of opportunities north of SR 46.

Sidewalks are present, and most intersections have dedicated turning lanes. The speed limit

is 40 MPH toward French Street and 45 MPH west of Poplar Avenue. SR 46 impedes access to several key destinations to the north including the regional hospital, the Lake Monroe multi-use trail, and the SunRail commuter rail station. The city is planning a new flyover bridge on Pomegranate Avenue (see below) to circumvent the at-grade stoppages when the AutoTrain is operating. The proposed improvements for this new flyover should include constructing a pedestrian/bicycle crossing as described above. Additionally, this would be a good location for a pedestrian/bicycle overpass in the future.

**Aggressively pursue routing a bus through Goldsboro with clearly marked and sheltered bus stops.** About five years ago, after the relocation of more than 300 families from five public housing sites, the regional transit provider, LYNX, replaced fixed route bus transit that traversed Goldsboro with a user demand system called NeighborLink. LYNX believes that NeighborLink, a demand responsive system that will pick up and drop off within a prescribed area, better serves the community. However, many residents prefer the fixed route service and would like to see it reinstated in Goldsboro. LYNX is currently conducting a route optimization study and may conclude that fixed route transit is preferable in Goldsboro, however before this change can be made, the City of Sanford and Seminole County who fund the routes, must concur. A fixed bus route through Goldsboro is more likely to happen once 400 to 600 new units come on line and add demand for the system.

The community and the City should actively and persistently engage with LYNX regarding the community's desire for a fixed bus route.

**Provide more information to Goldsboro residents re: use of NeighborLink and other transit options.** In the meantime, the on-demand NeighborLink service will remain as the public transit option. LYNX should conduct an educational campaign to make sure residents are familiar with the system. Several of the residents are not connected to the internet which is required to figure out how to operate NeighborLink. Once familiar with the system, it could be utilized more, but there is a learning curve that has not been adequately addressed. Education should also be provided regarding other private transportation options, including Uber, Lyft, private taxis, and the city's free shuttle service between downtown and the SunRail Station.

## **B2 Residents can safely and easily move through the neighborhood.**

Safe walking and bicycling through the neighborhood are concerns raised by residents. As seen in the existing conditions section, the sidewalk network is sporadic and not well maintained. The importance of a good pedestrian, bicycle and transit network cannot be underestimated because car ownership among Goldsboro residents hovers around 50%. Added

to this is the lack of street lights, which will further deter walking and bicycling in Goldsboro. Fortunately, the City of Sanford is working on an inventory of deficiencies and will work toward correcting outstanding issues.

**Review City's plan for sidewalk installation in the neighborhood.** The City has a map illustrating what sidewalks exist in Goldsboro and what new sidewalks are planned for the future. The community should review this plan to ensure



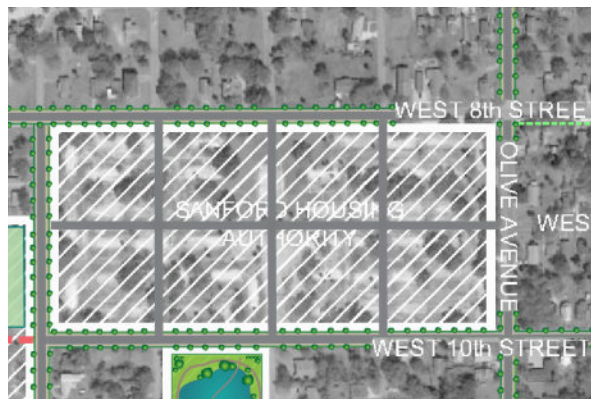
these new sidewalks are in priority areas based on the Neighborhood Master Plan and planned investments in new housing.

One particularly important sidewalk to add, based on community comment, is a sidewalk on the east side of Persimmon, from Historic Goldsboro Boulevard to the Westside Community Center. It was noted that children would get off the school bus at the corner of Persimmon and Historic Goldsboro Boulevard and race along the east side of the street where there is no sidewalk. There is a new wide sidewalk on the west side, but the children seem to want the most direct path to the community center after school.

**Develop a plan to install consistent lighting throughout the neighborhood and pursue implementation funding.** The City has agreed to conduct a lighting demonstration project in Goldsboro with Community Development Block Grant funds. Two different types of lighting improvements (including LEDs) will be installed on two blocks next year and the community will decide which lighting standards they prefer for their neighborhood (this is similar to the lighting demonstration project just completed in Georgetown). Funding for new lighting will come from city funds or the city will explore the use of federal funding through MetroPlan Orlando, the local metropolitan planning organization. However, the next funding round at MetroPlan Orlando is at least five years in the future.

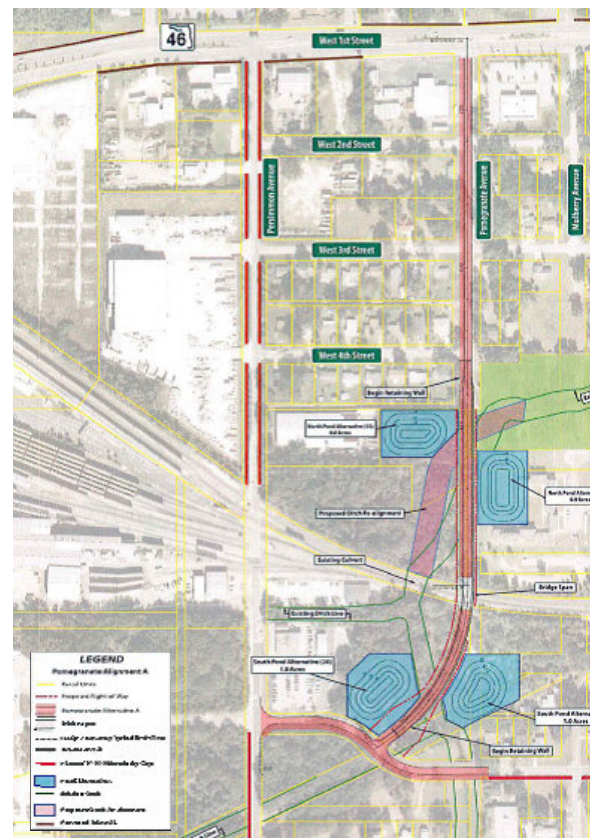
**Employ CPTED design principles as part of all new investments.** The improvements to lighting levels will augment efforts to institute Crime Prevention Through Environmental Design (CPTED) principles not only in the vicinity of new housing on SHA land, but throughout Goldsboro. The principles of CPTED include the design, maintenance, and use of the built environment to enhance quality of life and to reduce both the incidence and fear of crime.

**Install new infrastructure improvements in support of new housing development on SHA land.** While the northern parcel of SHA land (targeted primarily for rental housing) has existing streets that mirror the surrounding grid pattern, the south SHA parcel (targeted for for-sale housing development) is a superblock with no through streets. The plan calls for recreating the neighborhood street grid by extending existing streets through the south parcel in both north/south and east/west directions. This will create eight blocks for the development of for-sale



housing. In addition to constructing these new streets, there is some desire to install alleyways through the blocks to access garages at the rear of the houses. A final determination regarding the use of alleyways has not been made.

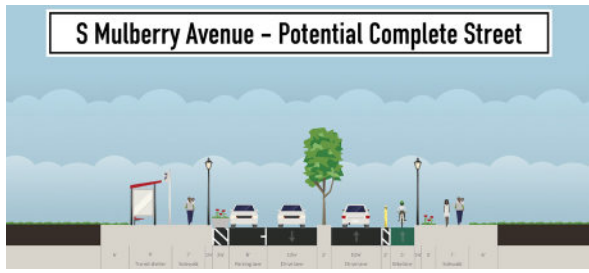
**Pomegranate Avenue overpass.** Another important improvement planned for the area is the extension of Pomegranate Avenue



southward from its existing termini at 3rd Street to provide for a grade separated overpass over the CSX railroad spur. This overpass is intended to address issues emanating from the Amtrak Auto Train facilities that cause long backups on Persimmon Avenue. The Pomegranate Avenue extension will terminate at 8th street creating a new "t" intersection approximately 400 feet east of Persimmon Avenue. The flyover will enhance access and circulation for all modes of transportation (including walking and biking) and will address existing deficiencies relating to mobility, access and safety within the Goldsboro community and surrounding Amtrak Auto Train facilities.

**New infrastructure should be designed to "Complete Streets" standards.** "Complete Streets" are designed to serve the needs of users of all ages, including cyclists, pedestrians and transit users along with cars and trucks, in a context sensitive approach. Streets that will serve the new for-sale neighborhood on the south will be heavily used by families with children living nearby and would benefit from using "Complete Street" standards. These streets include Mulberry,





8th, 10th, and Pecan Streets as they border SHA's south parcel and will provide improved and safer access through the community east and west and north and south.

**Provide improved access between Academy Homes and the Westside Community Center.**

Academy Manor residents – when walking -- take the shortest route to the Westside Community Center which entails walking over open and active railroad tracks. This pathway is owned by multiple parties including City of Sanford, Seminole County and the Florida Department of Transportation (FDOT) and obtaining a right-of-way in this location may be difficult. The city should explore options for improving this

pedestrian pathway. When driving, Academy Manor residents must use West Airport Boulevard for coming and going.

**Ensure adequate maintenance of the stormwater system.** The community has identified occasional flooding and standing water as a problem in the community. The elevation in Goldsboro ranges from seven feet to 35 feet above sea level. Nearby Lake Monroe is about five feet above sea level. Consequently, with over fifty inches of rain a year, standing water can be an issue unless the drainage system is kept clear of debris and routine maintenance is accomplished. Standing water is a hindrance to walking and bicycling and undermines the roadway and sidewalks. Overflowing ditches pose a danger and standing water facilitates mosquito breeding.

When notified, the city typically responds quickly to address standing water issues. The community should be encouraged to report any maintenance issues related to stormwater infrastructure (and sidewalks, lighting problems, etc.) to the city and these requests (and responses) should be reported at the monthly community meetings at the Westside Community Center. The City of Sanford should schedule maintenance inspections of the drainage systems and improve underperforming drainage basins as warranted.

**Develop Safe Routes to School (or Walking School Bus) for neighborhood children attending local schools after new housing**

**is developed that attracts more families to Goldsboro.** Safe Routes to School is a Florida Department of Transportation program and is defined as “sustained efforts by parents, schools, community leaders and local, state, and federal governments to improve the health and well-being of students by enabling and encouraging them to walk and bicycle to school.” It stresses the 5 E’s: education, encouragement, enforcement, engineering and evaluation. Safe Routes partners include law enforcement agencies and youth organizations along with parents, and it includes bike safety classes. Once more children reside in the neighborhood who will attend the local schools in Goldsboro, this is an important opportunity for the Sanford Police Department in conjunction with Goldsboro Front Porch to lead Safe Route programs.



**Offer bike safety classes (and bikes) to children in the neighborhood.** Even before the development of a Safe Routes to School program, the community should partner with the Sanford Police Department to offer bike safety classes. Many children use their bikes to get around the neighborhood and with limited bike paths

and sidewalks they often ride in the streets. It is important that these riders understand the “rules of the road” and how to safely share the road with cars. Holding bike safety classes is a good opportunity for police officers to interact with the youth while they are enhancing their safety. Providing a scheduled bike repair session or offering unclaimed bikes to neighborhood children can also promote healthy interaction with police officers.

**B3 Residents can readily access the digital world.**

Access to the internet is a necessity in today’s world. It provides up-to-the minute news and information; it provides access to goods and services; it keeps neighbors informed about local activities and happenings; and it is the method by which citizens enroll in programs (e.g. SCPS’s school choice program). Many residents have smart phones but with limited resources few have computers at home or internet service.

**Build a new facility for a neighborhood computer lab.** In today’s world, internet connection is essential as it provides digital access to information about health services, education, employment opportunities, community events, etc. With limited income, many residents do not have the ability to afford a computer and internet connections. Both the GFPC and the WCC have computer rooms to

support the programs they offer in these facilities. A computer lab that both provides computers for residents to use as well as classes to teach computer skills is needed to meet the needs of the entire community. If located in a new community resource center, this facility could support employment searches, health provider information and appointment needs, school assignment activities, etc.

**Provide public wi-fi along Historic Goldsboro Boulevard.** Downtown Sanford has public wi-fi to encourage use of the downtown area by residents, visitors, and businesses. Providing free wireless connections along Historic Goldsboro Boulevard would promote use of this area for businesses, services, and community interaction.

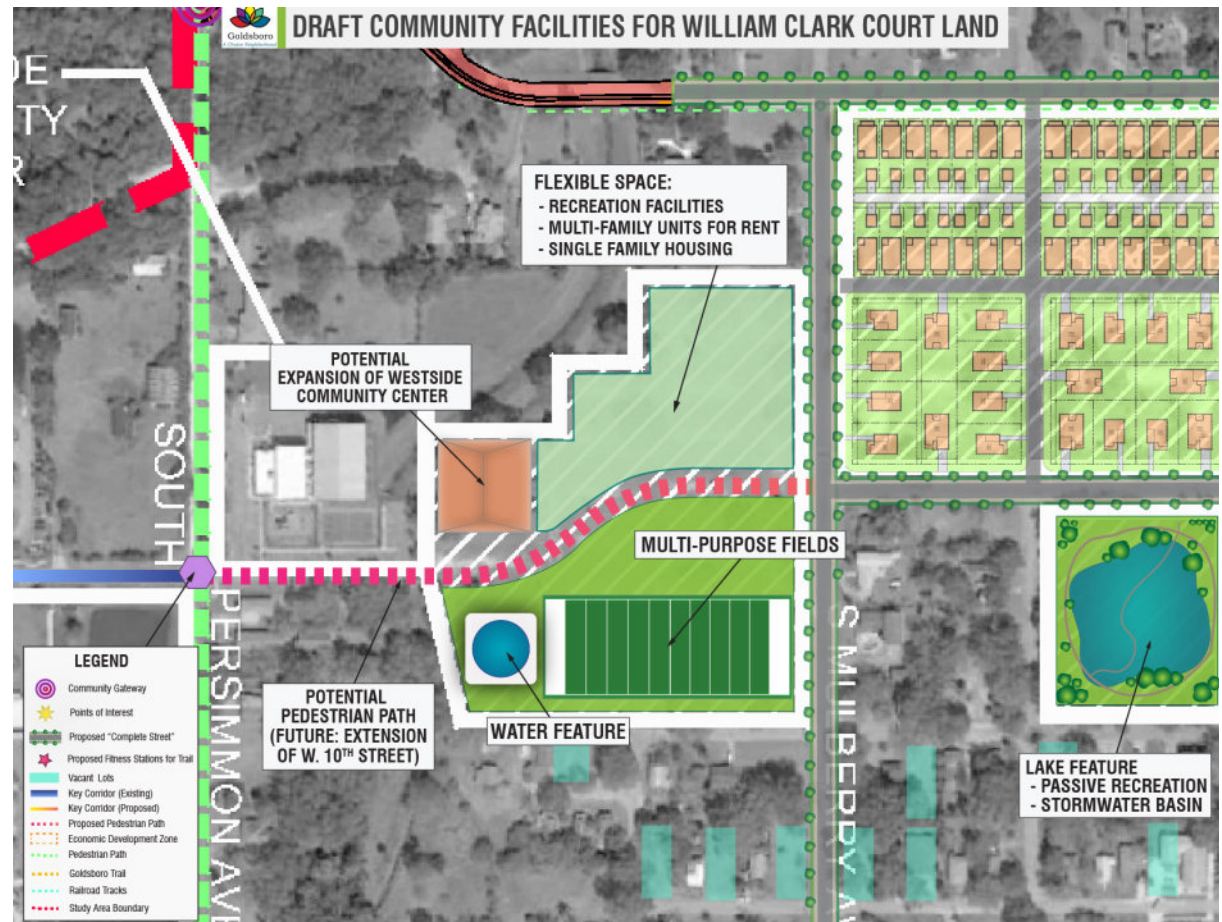
**B4 Goldsboro residents have access to local community facilities that support their quality of life.**

Vibrant communities have both indoor and outdoor facilities, easily accessible to most residents, where neighbors can interact and socialize, engage in recreational activities, participate in educational and cultural programs, and invite others to share information and provide services. In Goldsboro, the current indoor facilities are overutilized and the outdoor facilities lack programs that can constructively engage youth in the parks.

**Improve existing community facilities to maximize their utilization.** Goldsboro has three public parks that serve different parts of the neighborhood. These parks have received recent investments, with the greatest improvements occurring at Coastline Park which is also the head of the Goldsboro multi-use trail. To deal with the vandalism that has plagued Coastline Park recently, the City should install security cameras to monitor illegal activities. In addition, to encourage appropriate use of the trail and to promote healthy living, the city should install fitness stations along the Goldsboro Trail and the community should offer regular fitness classes to promote use of these stations.



**Provide outdoor facilities in support of the Westside Community Center (WCC).** WCC is one of the most important community assets in Goldsboro as it runs an extensive array of programs for seniors, adults and youth (through the Boys and Girls Club). It is fully utilized almost every day, all day, and on weekends. There is a need to provide additional outdoor facilities for additional programming. The top community priorities are an open, multi-purpose sports field (there are no opportunities in the area to practice or play team sports such as football, soccer and baseball) and a water feature, preferably an outdoor swimming pool or at a minimum a splash pad that can be used by youth during the hot summer months. SHA land to the east of the WCC (former William Clark site) provides enough space for (1) a large, multi-purpose field, (2) a water feature (pool and/or splash pad), (3) the potential expansion of the WCC facility, and (4) flexible space for future use as either outdoor recreation, rental units, or for-sale units, depending on demand and need. A new pedestrian path is proposed that links the existing WCC with these new facilities and provides more direct access to the WCC from the new homes to be constructed on the south SHA parcel.



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**Build a new Community Resource Center on the city-owned Henderson property.** Given the challenge of accessing services outside of the neighborhood, the community strongly recommends that a multipurpose Community Resource Center be developed that provides appropriate space for the delivery of a wide range of services related to employment, education, health, etc. The Henderson site location was selected because of its gateway location on



Historic Goldsboro Boulevard across from the Sanford Public Safety Complex. Design studies indicate this site can accommodate up to 20,000 SF of buildout space with the associated parking requirements. The site has been designed as a series of 6,000 SF building modules that can be phased over time as needs grow and resources become available. The Community Resource Center is envisioned as the first building constructed on Historic Goldsboro Boulevard. It could replace the current GFPC building (2,500 SF) and be managed by GFPC.

A 6,000 SF building could accommodate:

- Welcome center with historic information and artifacts
- 2-3 classrooms/meeting rooms
- Computer lab
- Service provider offices and a medical exam room (with sink)
- GFPC administrative office
- Employment center with office equipment to support job searches
- Community room with kitchen

Future buildings could include a health clinic, commissary kitchen, children's library, etc.

**Pursue a partner to construct and manage a health clinic.** The location of a health care clinic in the neighborhood is a top community priority. (We will add additional information on this opportunity in next draft.)



# GOAL **C** EXPAND HOUSING OPPORTUNITIES

Housing is key to a strong, vibrant neighborhood. In Goldsboro, the loss of population over the decades has led to a decline in quality housing stock, a decrease in demand for public transit routes through the community and a reduction in demand for daily retail services. Building new housing to attract a range of incomes – both rental and for-sale – is envisioned to attract new residents, new stores, and create a demand for more public transit options. In addition to building new housing, improving existing housing and putting scattered vacant lots back into residential use is also a community priority. The goal is to make sure both existing residents (and former residents who want to return) as well as new residents enjoy the benefits of a revitalizing Goldsboro. The key objectives for housing include:

- C1** Quality mixed-income rental housing is developed on SHA land.
- C2** Homeownership opportunities in the neighborhood are increased.
- C3** The quality and safety of existing owned homes in the neighborhood is improved.

## EXISTING CONDITIONS/KEY CHALLENGES:

### **The loss of 380 SHA public housing units in Goldsboro has had a major impact on the neighborhood and access to affordable housing.**

- Since 2012, SHA has relocated over 300 families with Housing Choice Vouchers and demolished 380 uninhabitable public housing units.
- This has left almost 50 acres of vacant land in the heart of Goldsboro.
- There are 161 former SHA households that were relocated, some of which would like to return to the Goldsboro neighborhood.
- SHA, HUD and former residents entered into a stipulation agreement with a goal of replacing 209 public housing units – throughout the city. Only a portion of those units will be replaced in Goldsboro.
- Seminole County has a severe homelessness problem that is exacerbated by the loss of 380 public housing units.

### **There is high demand for both market-rate and affordable housing.**

- Per Home Value Forecast, in the past three years the Orlando-Kissimmee-Sanford area has gone from a market condition of “weak” to “strong”. From 2014 to 2017, the average sold price increased from \$180,000 to \$238,000 and there currently is low inventory.
- Per two recent market studies specific to the Goldsboro area, there is strong demand for both market-rate and affordable rental housing as well as homeownership.
- A number of new housing units (stand alone and duplexes) are currently under construction in the neighborhood.

### **Dilapidated existing housing and vacant, unkept lots stymie the development of new housing.**

- The community’s top priority is to clean up the neighborhood.
- Many existing homeowners are aging in place and their homes have fallen into disrepair.

**C1 Quality mixed-income rental housing is developed on SHA land.**

In December 2016, Zimmerman/Volk Associates, Inc. undertook an analysis of residential market potential for the Goldsboro Choice Neighborhood. The key finding is that between 795 and 985 new mixed-income rental and for-sale dwelling units could be developed and absorbed within the Goldsboro Choice Neighborhood over five (5) years.

Figure 4-1 | Market Potential for New Mixed-Income Units Over Five Year Period

Housing Type	Below 80% AMI	Above 80% AMI	Total Units	% of Total Units
Multi-Family Residential	310-385	240-300	550-685	69%
For-Sale Units				
Multi-Family Condos	15-20	25-30	40-50	5%
Townhouses	10-15	40-45	50-60	6%
Single Family Homes	65-80	90-110	155-190	20%
<b>TOTAL UNITS</b>	<b>400 - 500</b>	<b>395 - 485</b>	<b>795 - 985</b>	<b>100%</b>

This level of housing demand is based on Goldsboro’s proximity to downtown, the Central Florida Regional Hospital, the SunRail Station, the Amtrak Autotrain station, Winn-Dixie, the Public Safety Complex, and faith-based institutions. Establishment of strong retail concentrations in the neighborhood, particularly along Historic Goldsboro Boulevard, will be critical to capturing full market potential. The new renters for market-rate units include: younger singles and couples (69% of the market); empty nesters and retirees (22%); and traditional and non-traditional families (9%). The study suggested starting rental construction on SHA’s northern parcel (above the railroad tracks) as these parcels are significantly closer to downtown and the hospital.

The housing plan calls for developing four phases of rental housing on SHA’s north parcel with the potential to develop a fifth rental phase on the southern parcel in the future, depending on demand and resources. Highlights of the plan include:

- Each phase will consist of between 80-100 units, for a total of 320-400 units on the north parcel.
- There will be separate phases for families, seniors and permanent supportive housing for the homeless.
- Each phase will include public housing, tax

credit units for working households, and market rentals

- Unit sizes will range from 1 to 3 bedroom units.
- Each phase has its own pool and community building.
- The total buildout of the four phases is dependent on the award of tax credits and may take many years.
- SHA will enter into a 50-year ground lease with Wendover to ensure the units remain affordable.

The SHA Board has procured a rental housing developer (Wendover Housing Partners) through a competitive HUD-approved process. Wendover is experienced in developing and managing tax credit properties in Florida. They submitted an unsuccessful LIHTC application to the Florida Housing Finance Agency in the Fall of 2016 and will be submitting four LIHTC applications to FHFA in December 2017.



Figure 4-2 | Rental Apartment Building Design (Wendover Housing Partners)

**C2 Homeownership opportunities in the neighborhood are increased.**

The community has expressed a strong desire to increase homeownership opportunities in Goldsboro – to stabilize the community and to give former residents who want to purchase homes the opportunity to return to their community.

**Target SHA's south parcel for homeownership development ensuring long-term affordability.**

The community identified SHA's 20+ acre south parcel as an ideal location for a for-sale component. As a result, a more detailed for-sale market analysis was undertaken by Community Solutions Group/GAI Consultants. Findings include:

- There is significant demand for affordable for-sale housing within Sanford as a whole and specifically within the Goldsboro neighborhood.
- New homes should be limited to detached single-family structures.
- Each house should include a single-car garage.
- Absorption of new affordable homes will be limited only by the time it takes to financially qualify potential buyers and construct the units. A reasonable absorption rate could range from 10 to 15 units annually.

Figure 4-3 | Recommended Product Mix

Single-Family Homes	Size	% of Units
4BR/2Ba	1,500 SF	20%
4BR/2Ba	1,400 SF	15%
3BR/2Ba	1,300 SF	45%
3BR/2Ba	1,250 SF	20%

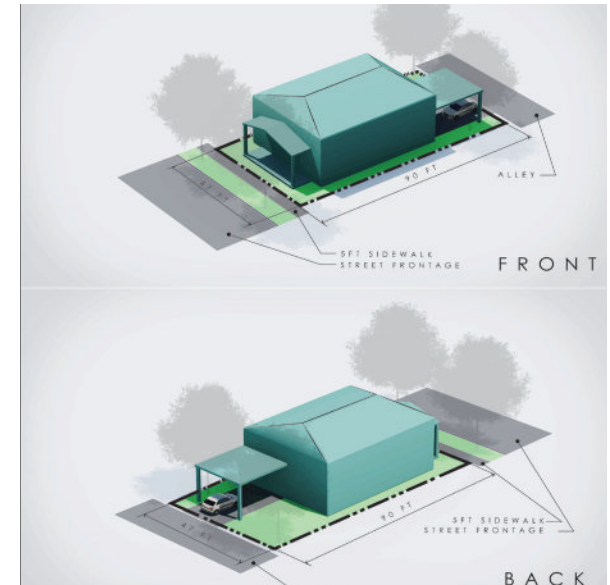
Figure 4-4 | Projected Housing Prices

Single-Family Homes	Size	Price/SF	Sale Price
4BR/2Ba	1,500 SF	\$98.00	\$147,000
4BR/2Ba	1,400 SF	\$100.00	\$140,000
3BR/2Ba	1,300 SF	\$93.00	\$120,900
3BR/2Ba	1,250 SF	\$95.00	\$118,750
Average	1,345	\$95.45	\$128,555

Based on this information and feedback from the community, key highlights of the homeownership plan include:

- Since this parcel was once a public housing superblock, new infrastructure (roads, street lights, sidewalks, utilities, etc.) will need to be constructed that reinforces the original street grid in the neighborhood. This will create approximately eight new blocks for homeownership opportunities.

- Depending on the design of the homes and lots, anywhere from 10-14 homes could be built per block, resulting in a potential 80-112 new homes of SHA property.
- Start for-sale home construction on the southern parcel at the same time rental housing is being developed on the northern parcel
- Provide a mixture of market-rate homes and affordable homes that can be subsidized through Seminole County's Purchase Assistance Program.
- Leave open the option of providing alleyways to access garages at the rear of the homes vs. providing front driveways to garages.



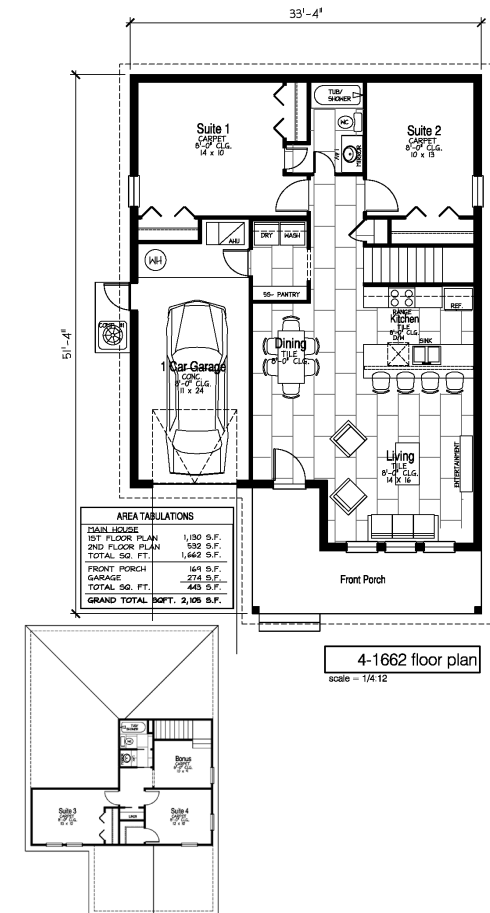
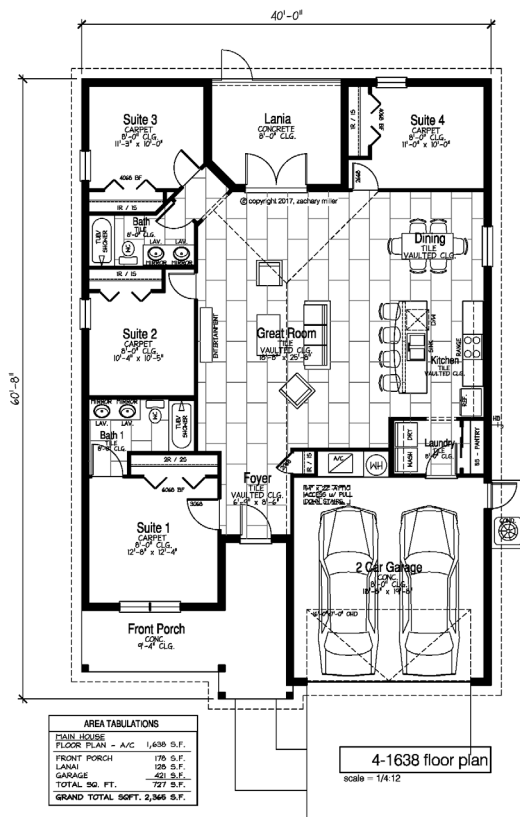


Figure 4-5 | Single Family For-Sale Design Examples (Miller Construction Services)

- To preserve long-term affordability, SHA will either use deed restrictions or create a Community Land Trust (both options are under consideration).

SHA is reviewing two options for the development of the for-sale component: (1) Procure an experienced master developer to oversee the new infrastructure construction, home development, and marketing and sales. (2) Hire a program manager to oversee the construction of new infrastructure, creation of design standards, and sale of lots to homebuilders.

**Implement the City's Cottage Home Program to encourage the development of new for-sale housing on vacant lots scattered throughout the Goldsboro neighborhood.**

The neighborhood has more than 100 vacant lots, many of which are not well maintained, that contribute to the destabilization of the community. The City is working on an innovative initiative – the Cottage Homes Program – that is designed to make it easier (and less expensive) to build new homes on existing, irregularly shaped lots. Draft prototype designs have been prepared for these lots and reviewed by the community for a 1 bedroom/1 bath (817 SF) and a 2 bedroom/2.5 bath (1,475 – 1.850 SF). Based on community feedback, the program will also



develop prototype designs for a 3 bedroom and 4 bedroom home. If builders use the prototype designs (at no cost) to build on vacant lots, the permitting process is expedited to take less than 3 weeks; impact fee credits may be given if there was a structure on the property in the past.

The Cottage Homes Program does not offer financing; it is just a streamlined permitting process. However, the homes will be designed to meet the design requirements of the State's SHIP program for purchase assistance and any city loan programs funded by CDBG funds.

**Provide pre- and post-homeownership counseling and financial management counseling.** Per the for-sale market study, the only limiting factor to the sale of homes is the number of people who can qualify as eligible buyers. Many residents will need extensive financial counseling to become credit-worthy for homeownership. In addition, residents who have never been homeowners may need assistance in maintaining and financing home improvements after purchase. Homeownership



and financial management counseling programs should be offered now to help potential buyers prepare for purchasing new homes in the future. Organizations currently offering these services include Goldenrule Housing and Community Development Corporation, IFAS and HANDS.

**Owners have access to loans and grants for home improvements.** As residents have aged in their homes, they find it difficult to maintain their property and afford improvements. Both the city and the county have programs to assist owners in keeping their property in habitable condition. Seminole County Community Services Department has an Immediate Needs Program which provides grants to qualified applicants for necessary repairs and/or alterations to affect the immediate livability of the home. This program targets households below 80% AMI. Some residents have indicated trouble accessing this program due to lack of homeowner's insurance or a deed in the owner's name. Community Services of Mid-Florida is available to assist with these issues.

**C3 The quality and safety of existing owned homes in the neighborhood is improved.**



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condition. Seminole County Community Services Department has an Immediate Needs Program which provides grants to qualified applicants for necessary repairs and/or alterations to affect the immediate livability of the home. This program targets households below 80% AMI. Some residents have indicated trouble accessing this program due to lack of homeowner's insurance or a deed in the owner's name. Community Services of Mid-Florida is available to assist with these issues.

## GOAL **D** INVEST IN OUR CHILDREN

Education matters. It is critical in acquiring the skills and tools needed to navigate the world. These skills include basic literacy and numeracy as well as the ability to communicate, complete tasks and work with others. But beyond everyday life, education is often paramount to future success. For many employers, education is a basic requirement to get your foot in the door. In addition, the higher the level of education you achieve, the higher the level of income you are likely to command. Moreover, Eleanor Roosevelt famously said that education is essential to good citizenship and that education is important to life because it enables people to contribute to their community and their county. For these reasons and more, investment in the education of Goldsboro and former SHA residents is an essential component of the overall Transformation Plan.

- D1** Children enter kindergarten ready to learn and successfully learn to read by 3rd grade.
- D2** Alternative education supports and programming ensure all youth successfully graduate from high school.
- D3** Out-of-School-Time programming provides opportunities to enhance children's social, emotional, educational and physical development.
- D4** Services and supports help parents to effectively engage in their child's education.

### EXISTING CONDITIONS/KEY CHALLENGES:

- Fewer Goldsboro and former SHA children are ready for kindergarten than their SPCS peers.
- A good number of Goldsboro children under the age of five (57%) attend a program outside of the home compared to former SHA children (30%); however, most of them are in an in-home daycare where the quality of the early learning experience is not clear.
- Overall school quality is good and SCPS offers a wide array of innovative programming.
- Students from Goldsboro are not assigned to a neighborhood school. Instead, due to the school choice plan, Goldsboro students are enrolled in 47 and former SHA residents in 33 different schools.
- There is a significant achievement gap between Goldsboro and former SHA students and their peers at SCPS. According to standardized testing results provided by SCPS, only a fraction of the Goldsboro and former SHA residents are on track compared to their peers at the District and State level across the board.
- Goldsboro (27%) and former SHA (23%) students are twice as likely to have a disability as their SPCS peers (13%).
- Goldsboro (40%) and former SHA (43%) students have a disciplinary rate nearly three times as high as the District (14%)
- Less than half of students (42.3% in Goldsboro and 29.9% of former SHA) participate in an after-school program.



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**D1 Children enter kindergarten ready to learn and successfully learn to read by 3<sup>rd</sup> grade.**

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Brain research shows that 85% of brain connections are developed by age 3 and 90% by age 5. So, it is critical to expose children to high quality learning experiences at an early age. It is no longer sufficient to simply keep kids clean, safe and dry. Instead, early learning must focus on improving interaction with children and exposing them to language to promote literacy development.

**Increase enrollment in high-quality, early learning programs.** According to research, children who participate in high-quality early childhood education programs develop better language skills, score higher in school-readiness tests and have better social skills and fewer behavioral problems once they enter school. VPK and the School Readiness Program provide two critical resources to help low-income families in Goldsboro access quality programs for their young children.

- The **Voluntary Prekindergarten Education Program** or VPK is a free state-wide prekindergarten program for 4 and 5-year-olds. Both Seminole County Public Schools (SCPS) and privately-operated programs offer an average of 3 hours a day; 540 hours of instructional time during the school year and another 300 hours during the summer.

However, some locations like the Hopper Center also offer a full-day program from 8:00am-6:00pm. Stepping up outreach and engagement in the Goldsboro community, particularly in the Spring when annual enrollment opens, is critical. In addition, in order to make it easier for parents to complete the on-line enrollment, application kiosks should be offered in the neighborhood.

- In addition, the **School Readiness Program**, a statewide program administered by the Seminole County Early Learning Coalition in Seminole County, offers financial assistance to low-income families for early child education and care. The program offers up to 120 hours of child care per week for those earning up to 85% of AMI, if they are working or in training. There is currently no waitlist for the program, so it can take as little as 4-6 weeks to get childcare support. Given that residents highlighted a lack of childcare as a key barrier to employment, it is critical that this resource be better promoted in the Goldsboro community and more eligible residents encouraged to take advantage of the opportunity to both support their child's development as well as their own self-sufficiency goals.
- **Provide training and support for local child care providers to ensure high quality programming and staffing.** For over 70 years, Merthie's Learning Center has provided child care in Goldsboro. Enrollment was detrimentally impacted by the demolition

of the Sanford Housing Authority sites. It is important to support the continued viability of local businesses like Merthie's as well as ongoing improvements to their curriculum and personnel based upon the latest research on early learning and brain development. The Early Learning Coalition of Seminole County is committed to working with Merthie's and other local providers in and around Goldsboro to support them in further developing research-based early learning activities and instruction, literacy programs and developmentally appropriate curriculum that encourage exploration, development of motor skills and creative thinking.

- **Prepare children for the transition to kindergarten.** One key way to prepare children is to ensure all entering kindergarteners take advantage of Kindercamp. Offered daily from 8:00-1:00 during the summer before entering kindergarten, Kindercamp helps children get acclimated to school and the curriculum. The SCPS program is free and open to all.

**Connect parents and children to early education opportunities that enrich the brain and promote literacy development.** Parents play the most powerful and influential role in their children's lives. As their children's first teacher, brain builder, tech navigator, advocate and coach, parents set the stage for success in the early years and early grades. Recent research indicates that parent involvement is the number

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one predictor of early literacy success and future academic achievement.

- **Provide community-based early learning activities like playgroups in Goldsboro.**

Many parents of young children prefer to care for their child at home or leave them with a family member or friend. While there are many benefits to this arrangement, children may not get the same exposure to early learning activities that they might otherwise in a childcare setting. Great Start...Pathways to Success, a program offered by SCPS, provides a number of services for parents/caregivers of young children up to age 4 to educate and help them to develop early literacy skills in their children. One key component of the program is parent/child play groups that are held periodically throughout the county. Promoting this existing service among Goldsboro parents/caregivers is important. But given the transportation challenges faced in this community, it would be ideal to partner on the development of a playgroup directly in the neighborhood.

- **Promote use of Vroom.** While many Goldsboro residents do not have a home computer, the majority are connected to the internet via their smart phone. So, the free Vroom app provides a great opportunity to reach parents/caregivers of young children. This creative tool helps busy families turn everyday moments at meal time, bath time and anytime in between into brain building

moments. The things that matter the most, like talking and playing, can be layered onto existing routines to help parents nurture their child's growing mind.

- **Provide one-on-one support to parents.**

While staffing is limited, The Early Learning Coalition of Seminole County has resource and referral specialists available to talk with parents one on one by phone or in person. Goldsboro parents should be encouraged to utilize this resource. In addition, it was suggested that The Early Learning Coalition develop a matrix to help parents compare programs and guide referrals. Perhaps something with a flow chart that describes steps in process, i.e. if...then...

**Support healthy child development from pre-natal to VPK.** It is critical that children get a healthy start in life in order to reach their maximum potential.

- **Provide expectant moms with a continuum of affordable, quality care and services to reduce infant mortality, low-birth weight and pre-term births.** Connecting all pregnant women with maternal and child health services is a critical first step in supporting the healthy development of their child. At risk mothers should be connected to Healthy Start and other evidence-based home visiting programs that provide family support and coaching to help them create, stable, nurturing environments for their children. Such programs teach parents

about proper baby care, promote nurturing and attachment, practice effective parenting skills, and ensure parents have a solid understanding of healthy childhood development.

- **Ensure moms have access to good nutrition for themselves and their babies as well as supports to encourage breast feeding.**

New moms should be encouraged to apply for WIC because it provides nutrition that is crucial for healthy development and also offers certified lactation consultants, if needed.

- **Employ screening tools like the Ages & Stages Questionnaire for early detection of developmental delays.**

Research shows that children who enter kindergarten behind, do not necessarily catch up but instead can fall further behind. So, early detection of developmental delays and/or behavioral concerns and then referral to early intervention services and behavioral supports is critical to give children the best chance for success in school. Working with Help Me Grow and the School Readiness program, it is important to conduct systematic screenings in Goldsboro to ensure no child falls through the cracks.

- In addition, it is important to educate parents on developmental milestones and coach them on what to ask their doctor during well-visits, so they can be advocates for themselves and their children. Help Me Grow has developed materials to assist parents in this regard.

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### **Engage children in reading support programs.**

Reading proficiency by third grade is the most important predictor of high school graduation and career success. Yet every year, more than 80 percent of low-income children miss this crucial milestone. Promoting the Reading Acceleration Program (RAP) and community-based tutoring opportunities like that offered at Allen Chapel AME are important steps to ensure children learn to read by 3rd grade. There may also be opportunity to engage with fee-based tutoring programs like Tutor Doctor to help address literacy issues in Goldsboro.

### **D2 Alternative education supports and programming ensure all youth successfully graduate from high school.**

A proactive approach is necessary to identify and support at-risk students who have fallen behind academically and are at risk for dropping out.

**Engage more Goldsboro students in E-Pathways, Programs of Emphasis, PSI High, Magnet Schools, and other innovative offerings by SCPS.** These programs offer unique opportunities for students to focus on areas of personal interest and participate in exciting non-traditional programming that can be a critical

step in re-engaging students that may need to get back on track. In particular, E-Pathways offers a vocational/technical program that also helps high schools students earn career industry certifications and connects them with internships. It is critical that parents and students from Goldsboro understand the rich array of offerings; get support in determining which are best suited for each individual child; and are assisted in successfully enrolling in preferred programs.

In addition, community members showed particular interest in the cosmetology and barbering after school program, which is currently only available in Lake Howell High School. Exploring how to make this program available at Seminole High School, which serves the majority of Goldsboro youth, should be a priority.

**Connect additional Goldsboro students to the Last Best Chance credit recovery program as needed to complete high school and earn their diploma.** This important resource, available at Goldsboro Front Porch Council (GFPC), enables students to recover lost credit to graduate with a high school diploma from one of nine SCPS high schools. Unfortunately, many eligible Goldsboro students who would benefit from the program fail to enroll. So additional efforts are needed to engage these students.

**Make GED opportunities more accessible to Goldsboro residents.** Two potential strategies

have been identified to achieve this. First, GFPC is interested to work with Seminole State College to create a satellite program to offer GED and other programs/supports in the neighborhood, eliminating the potential transportation barrier. Seminole State currently offers the Trio connections program on campus; this federal program supports students from Seminole High School in obtaining high school diploma or GED. Second, Southern Technical College offers pathway programs from GED to a technical degree/certificate in an array of fields including Medical Assistant, Patient Care Technician, HVAC and Welding.

### **Support SCPS's implementation of restorative practices to promote healthy relationships and promote positive discipline in school.**

Emerging research indicates that suspensions neither change the inappropriate behavior of the students involved nor do they deter other students from engaging in the same behaviors. Instead, suspensions result in the loss of academic instructional time for a subgroup of students who need it most and may increase the likelihood of the student dropping out. Restorative Practices provides another model for addressing the high rates of disciplinary action among Goldsboro and former SHA residents. Restorative Practices are a framework for building community and for responding to challenging behavior through authentic dialogue, coming to understanding, and making things right.

**D3 Out-of-School-Time programming provides opportunities to enhance children’s social, emotional, educational and physical development.**

Research shows that quality out-of-school time programs, both after school and during summers, can help to close the achievement gap. Given the low rates of participation by youth in Goldsboro, it is important to increase the availability and diversity of quality youth programs. Beyond recreation programming, youth need access to vocational programming and other opportunities that focus on careers and support their learning in school.

**Maximize participation in existing after school programming and summer programming.**

Existing after school programs like the Glorious Hands program at Millennium Middle School as well as the Boys and Girls Club, 21st Century and the WCC Mentoring Program at Westside Community Center have capacity to reach additional students. In addition, there appears to

be limited use of the SCPS’s Kid Zone & Beyond school-based before- and after-school care. Available to working parents at a nominal fee, SCPS indicated a willingness to discuss additional ways to help parents with financial need to access the program.

**Seek funding opportunities to maintain programs like 21st Century as well as expand existing or create new programming for youth.**

- The 21st Century program is a critical resource for many Goldsboro students that attend one of the target schools. Currently in year four of a five-year grant, it will be important to secure renewed funding to ensure quality academic and enrichment activities remain accessible in the neighborhood.
- A new initiative entitled Sanford Empowerment Campaign seeks to engage youth in constructive community building activities, i.e. intramural sports, free community dance, film studies and paint nights as well as fund youth liaisons that walk the community and share information with peers and neighbors.

**Employ creative ways to address space limitations.** Many of the existing programs operate out of the Westside Community Center. Space is constrained and co-mingling the range of age groups is not ideal. In addition, GFPC noted that limited space availability for programs like ACT/SAT Prep inhibits their ability to take on more students.

A Community Resource Center has been proposed that would provide additional space for after school and other educational programming. However, in the near term it will be important to explore other opportunities for joint-use agreements with SCPS and/or local churches to address space limitations. In addition, there is an interest in exploring the feasibility to create a dedicated youth center for high school students who have typically not been engaged in available programming.

**D4 Parent services and supports are provided so that they can effectively engage in their child's education.**

Parent involvement helps extend teaching outside the classroom, creates a more positive experience for children and helps children perform better when they are in school. However, many Goldsboro parents need better information and support for this important role.

**Support parents in navigating the complex SCPS system, including school choice.** The schools located in Goldsboro- Goldsboro Elementary and Crooms Academy- are not traditional neighborhood schools; they are magnet schools. Goldsboro is located at the intersection of three school regions and students can be assigned and bussed to any number of schools in their designated region. To further complicate the process, anyone in the district regardless of region can apply to magnet schools like Goldsboro Elementary and Crooms Academy. Parents have a choice in the assignment process but need to be proactive and apply early to have the best chance of getting their top choice. The SCPS application process starts in the fall; far earlier than many parents realize. A multi-prong approach to support residents in navigating this complex process and making sound decisions related to their child's education is required. Some key recommendations include:

- Convene Goldsboro residents via the CNI Education Working Group to review the redesigned website and written materials and offer feedback. Such a review process, like that used by the Florida Department of Health in Seminole County for their health literature, could help ensure the messaging is culturally sensitive and accessible to residents of Goldsboro.
- Pilot application kiosks at local elementary schools.
- Extend application kiosks and other outreach efforts to other community based settings like the GFPC, Westside Community Center or local churches. Ultimately this could include a regular SCPS presence at the proposed Community Resource Center which could serve as a One-Stop Shop where residents can get information and assistance related to the full array of SCPS programs and services.
- Tailor additional outreach to the Goldsboro neighborhood. Some suggestions include:
  - Expand radio marketing to local radio programming that reaches a Goldsboro audience
  - Print information in the Orlando Times which goes to all of the local churches
  - Use snap chat and twitter (maybe with the help of Crooms Academy students) to reach young moms who are more inclined to use these social media
  - Utilize local partners from County Social Services, DCF, 411 or United Way for a: Did you know campaign?"
  - Send email blasts to Seminole County Community Service agencies
  - Conduct a video contest to get students to help create promotional materials for free
  - Utilize local daycares (i.e. Merthie's) or other youth programs (i.e. Boys and Girls Club) to get the word out
  - Make presentations at the monthly Westside Community Meetings chaired by Commissioner Velma Williams
  - Send out notices via report cards; since parents have to sign the report cards, they are more likely to see the materials than if simply sent home in a child's backpack
  - Use parent teacher conferences to share assignment and other key information
  - Set up information tables (and application kiosks during enrollment periods) at other local Goldsboro events like MLK Day

**Look for new and creative ways to engage parents.** Some suggestions that have emerged to date include:

- Cultivate community liaisons, i.e. foot soldiers, that can share information with parents and students around the community.

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- Fund programs like parent liaisons, baby university or parent university to better engage and equip parents.
  - Provide more outreach and events directly in the community rather than at the school, i.e. breakfast at a local church, as a means to mitigate transportation challenges and reach more parents.
  - Provide additional supports to minimize barriers as well as incentives to encourage greater participation in school-based events.
  - Invest in additional supports like transportation and/or para-professionals to watch siblings to eliminate barriers that might impede parent participation in school-based events.
  - Provide incentives like free books or other giveaways to entice parents to participate in school events.

**Ensure parents have access to the mental health services and other supports for their own well-being as well as that of their family.**

The majority of households in Goldsboro and the former SHA sites are headed by single mothers. Many of these mothers need support for their own situations, i.e. life skills, mental health counseling, employment assistance. Research clearly points to the critical role of family economic success and stability to outcomes for youth children. If you want to make tomorrow better for children, you must make it better for their parents, and vice versa. So, there is a growing focus on two-generation strategies that stress simultaneous services to children and their parents.

# GOAL **E** ENCOURAGE COMMUNITY WELLNESS

Access to quality, affordable health care is a core community need; one that has dominated our national discourse lately. However, the conditions in which people are born, grow, live, work, play and age also contribute greatly to shaping health behaviors and influencing overall health. These “social determinants” of health include economic conditions, environmental and neighborhood conditions, and social conditions. Thus, the following health strategies, coupled with other key elements of the Transformation Plan, aim to leverage partners and programs not only to influence personal health behaviors but also to affect these social determinants of health to ensure residents achieve and maintain better health outcomes. Key objectives include:

- E1** A full continuum of care including prevention, intervention, treatment and after care is available in Goldsboro to improve mental health and reduce substance abuse.
- E2** Residents have access to quality medical services to improve physical health outcomes and foster wellness.
- E3** Goldsboro is rich in supports and amenities that promote healthy lifestyles.

## EXISTING CONDITIONS/KEY CHALLENGES:

### Access to medical services is a challenge.

- More than 1 in 5 residents go to the hospital or urgent care center most often when they are sick or in need of health advice
- Only half of residents report that they have a primary care doctor
- Doctor’s offices (such as dental office, health clinic and so forth) was among the top three types of businesses that Goldsboro residents desire in the neighborhood

### High rates of chronic health conditions and poorer overall health are reported in Goldsboro.

- Goldsboro and former SHA adults experience high rates of hypertension, diabetes and asthma. In addition, 17% of former SHA and 8% of Goldsboro heads of household report that they have a child with asthma.
- More than 1 in 5 adults also report that they suffer from depression and extreme stress or anxiety.
- Stress management (or other mental health services) was identified as the top unmet health need at the 1st CNI Community Information Fair. And at the 2nd CNI Fair, the two most important health services identified included Mental Health Assessment and Counseling and Residential Addiction Treatment Center.

### Limited physical activity and poor access to healthy foods may be contributing factors in the health disparities.

- Approximately 1 in 3 households report that they have an adult member with a weight problem
- Many residents are food insecure; approximately half report that they worry, at least sometimes, that food will run out before they get money to buy more
- Emergency food pantry ranked fourth on the list of unmet non-healthy care related needs for both Goldsboro and former SHA residents
- Both Goldsboro and former SHA residents identified nutrition/healthy cooking programs among their top five unmet needs.

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**E1 A full continuum of care including prevention, intervention, treatment and after care is available in Goldsboro to improve mental health and reduce substance abuse.**

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According to SAMHSA, mental and substance disorders will surpass all physical diseases as the major cause of disability worldwide by 2020. Treatment alone, while critical, is not enough. Investing in prevention as well as early intervention, particularly among children, adolescents and young adults, can have a significant impact. In addition, given the chronic and episodic nature of mental illness and addiction, long term care over an extended period of time gives the highest possible chance for success.

**Build a neighborhood residential treatment center with supportive services.** Such a facility should not only serve men but also address the needs of women and children. Staffing would ideally include medical professionals and addiction specialists who are qualified both via school credentials as well as experience/service. The facility would provide a full continuum of services starting with emergency services through treatment and after care, outpatient groups, urine and HIV testing, and counseling. Re-use

of existing sites in the community should be considered for this purpose, suggestions include Old Bridge Building at 6th and Holly, or the old RCA Cola Building.

**Identify a partner/licensed provider to offer mental health assessments and services directly in the Goldsboro neighborhood.** Given the challenge of identifying the resources to build a residential treatment center, shorter term strategies are essential to address the existing need. Ideally a partner would be identified that could provide services at the proposed Community Resource Center or other suitable location in Goldsboro. It is important that the identified health professionals are relatable to the community and, where possible, it would be ideal to utilize former addicts in service delivery. The Florida Department of Health in Seminole County (FDOH-SC) will explore whether Shepard's Hope might be able to provide volunteer physicians for this purpose.

**Introduce mental health services in non-traditional ways.** Considering the stigma that often surrounds mental health services, it is important to look for creative ways to engage residents and reframe services to mitigate this issue. For example, a North Carolina football league for adults was formed to work with men, particularly those who were formerly incarcerated, on mental health issues. While the intent of the

program is to address mental health issues, the focus on the sporting element serves to attract participants that might otherwise not engage.

Along these lines, it was also suggested that more recreational activities should be made available for adults to help address stress and build community. A healthy body leads to a healthy mind. So, many of the strategies below designed to encourage physical activity can also play a role in improving mental health in the community.

**Support existing community based organizations that have made long-term commitments to residents in Goldsboro to grow and expand their offerings.** Brother's Keepers and Recovery House are known and trusted organizations that have provided critical substance abuse services in Goldsboro for many years. It is important to support them in the maintaining and, ideally, expanding the services they offer. In this vein, FDOH-SC has offered to explore providing sovereign immunity to these organizations for the work they do. In addition, FDOH-SC will engage Brother's Keeper and Recovery House in the Seminole County Opioid Task Force that is being convened to include law enforcement, public health and rehab providers.



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**E2 Residents have access to quality medical services to improve physical health outcomes and foster wellness.**

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**Establish a satellite health clinic and/or One-stop health facility in Goldsboro.** Ideally this would be a full service FQHC co-located with the Community Resource Center that is envisioned. However, it may be challenging to secure the resources and the operator for a full-service health center. So, in the short term, a clinic space equipped with a sink is planned for the Community Resource Center so that at least some medical and/or mental health services could be provided on a set schedule.

**Promote utilization of existing medical services available in or near Goldsboro, including but not limited to:**

- True Health, a federally qualified health center, located a few miles from Goldsboro on bus route 46. They offer a full array of services on a sliding fee scale including obstetrics, adult care, pediatrics, podiatry a pharmacy (with

discounted medicines for low-income patients), labs and a certified eligibility specialist. They also offer some transportation assistance and attempt to provide a comprehensive array of services at their facility so that patients can get all their needs met in one location.

- Emergency dental services at Harvest Time and Florida Department of Health
- Seminole County Community Assistance reimbursements for dental services up to \$1000 annually for eligible applicants
- FDOH-SC programming like the Kick Asthma support group and preventing Type 2 diabetes which are offered at their offices about 3 miles from Goldsboro on Airport Boulevard
- FDOH-SC also operates a mobile medical unit that visits the Rescue Outreach Mission on Historic Goldsboro Boulevard monthly to provide health screenings for diabetes and cholesterol. They also provide a healthcare navigator to help connect residents who test positive for the screenings with the medical services they need.

**Expand opportunities for critical health screenings and other medical services, where possible.**

- Create additional community events like Take a Loved One to the Doctor Day and/or engage additional community organizations like the local churches, to provide additional venues and opportunities for critical screening services in the neighborhood.
- Increase access to health insurance through utilization of health insurance navigators, via a partnership with Community Health Interventions, so that residents better understand and successfully take advantage of their options.
- Seek opportunities to make Community Health Navigators and/or Community Paramedics available in the Goldsboro neighborhood. These programs provide a great way to provide health education and information about local resources, serve as a bridge to health services outside the community and, ultimately, help to address chronic disease. In addition, the latter makes home visits and is equipped to take blood pressure, vital signs, etc.

**E3** Goldsboro is rich in supports and amenities that promote healthy lifestyles.

**Provide wellness education.** Knowledge is power. By increasing knowledge, health education can also help create positive attitudes toward one's own well-being and promote healthy behavior. To be effective, materials and staff must be culturally sensitive; use plain language and simple terms. And, ideally, the education programs would be fun and help to make it cool to be healthy.

• **Cultural competency is paramount.** "Culture" is a term that goes beyond just race or ethnicity. It can also refer to such characteristics as age, gender, sexual orientation, disability, religion, income level, education, geographical location, or profession. Cultural competence means to be respectful and responsive to the health beliefs and practices—and cultural and linguistic needs—of diverse population groups. To produce positive change, it is critical to understand the cultural context in Goldsboro and have the willingness and skills to work within this context. This means drawing on community-based values and customs and working with knowledgeable people from the community in all prevention and intervention efforts.

- **Provide community education about mental health and substance abuse so that issues are identified early.** Community education is critical to helping to identify signs, symptoms and behaviors. In addition, community education can also help to reduce the stigma that is often a barrier to seeking treatment and getting care. Ideally churches would be engaged in this effort.
- **Create a Community Health Worker program and/or identify Community Health Champions from Goldsboro that can share reliable health information and resources with their neighbors.** As trusted community members, Community Health Workers are able to serve as liaison, link or intermediary between health/social services and the community to facilitate access to services and improve the quality and cultural competence of service delivery. They can help to build individual and community capacity by increasing health knowledge and self-sufficiency through a range of activities such as outreach, community education, information counseling, social support and advocacy. This could also extend to youth ambassadors (SWAT- Students Working Against Tobacco offer a great model) and or developing a public health explorer program like the police explorer program where students are trained to be peer or near-peer health educators.
- **Maximize use of existing programs and events to promote health education.** This includes utilizing existing venues like FDOH-SC's Teen Choice Clinic and Men's Health Challenge to share health information. But it can also mean infusing existing youth programs and organizations with health education, i.e. No Limits, PAL, Pop Warner, Teen Achievers, Glorious Hands, YMCA and other.
- **Expand opportunities and venues for health education.** Introduce new youth programs with a health component in Goldsboro like the University of Florida IFAS (UF/IFAS) Extension's 4H program that also teaches life skills and budgeting. Engage churches by holding monthly pastoral breakfasts to share health information, recruit health ambassadors from congregations, etc. Provide healthy homes workshops to educate residents about how to reduce exposure to asthma triggers.
- **Enlist new and innovative methods for sharing health information.** Some recommendations that have emerged include:
  - Identify and use smart phone applications for health education like Vroom does for early childhood literacy.
  - Explore use of Tele-health which enables people to interact with a doctor via video, to help residents get access to the health information they need.

- Promote health observance days and sponsor events that piggyback on nationally recognized initiatives like Breast Cancer Awareness Month, National Night Out, etc.
- Utilize the FDOH-SC Director's show on SGTv as a platform to share information about CNI and its health objectives in Goldsboro.
- Use banners on Historic Goldsboro Boulevard or electronic signage in highly visible locations to provide information about events, resources or monthly health initiatives.
- Assign a hashtag, i.e. #eat healthy or #CNI does it best as part of an awareness campaign.

**Increase availability of healthy, affordable food offerings in Goldsboro.** Healthy eating is a critical element in addressing many chronic health conditions, but in a food desert like Goldsboro, accessing quality fruits and vegetables at a reasonable price is challenging. So, it is important to identify creative ways to address this need.

- **Increase utilization of and expand offerings available at the Goldsboro Farmers Market.** This recent start-up offers a great opportunity to make healthy and affordable food offerings

available in Goldsboro, but additional shoppers are needed to make the market viable over the long term. A key factor in increasing utilization, will be figuring out a way to make EBT/SNAP available.

- **Continue to build upon the Goldsboro Community Gardening initiative.** Community gardening offers a great opportunity for stress relief, physical activity and community building in addition to providing healthy food. This highly successful collaboration between GFPC, FDOH-SC and UF/IFAS has hosted an array of events and programs to promote home and community gardening in Goldsboro. Going forward, the initiative is looking for opportunities to expand education offerings, particularly to the youth, and to host more community events like The Fall Seed Sharing event.
- **Provide free healthy eating classes/cooking demonstrations in the Goldsboro neighborhood.** The Expanded Food & Nutrition Education Program at UF/IFAS Extension is ready to provide their programming in Goldsboro but needs community partners to provide the space and help with the outreach and engagement to ensure the programs are successful.

**Expand and improve recreational facilities and programs offered to residents.** While the Community Facilities working group also addressed this earlier under Improve Community Connections, there are additional strategies identified in the Health working group that bear noting here.

- **Create walking groups along the Coastline Trail to promote physical activity and make use of this great neighborhood asset.** Older adults and/or stay-at-home moms would be great target audiences. These walking groups could also possibly double as a Walking School Bus to accompany children safely to and from school and/or Walk with a Cop events that combine physical exercise with a public safety agenda.
- **Sponsor a race/walk event along Coastline Trail to raise the profile of this relatively new amenity in the community and promote ongoing use.** FDOH-SC sponsors an annual 5K race/walk. The location changes every year, so it is possible that it could be held in Goldsboro.

# GOAL **F** EXPAND ECONOMIC OPPORTUNITIES FOR ALL

Stimulating economic development in Goldsboro and supporting income generation and wealth creation among residents are critical to addressing the high rate of poverty in the neighborhood. Economic development means attracting new businesses along Historic Goldsboro Boulevard, growing small businesses in the area and supporting residents who have a business idea to develop. A focus on income generation and wealth creations will look for ways to support residents in improving their skills sets to obtain higher paying jobs.

- F1** Residents have the skills and supports to access jobs and career opportunities that lead to greater economic stability and self-sufficiency.
- F2** Critical community resources enable residents to access employment opportunities.
- F3** Section 3 hiring and contracting opportunities are maximized via the Goldsboro neighborhood revitalization plan implementation.
- F4** New and existing businesses are encouraged to grow and thrive.

## EXISTING CONDITIONS/KEY CHALLENGES:

### Incomes are low.

- The rate of poverty in Goldsboro (36%) is significantly higher than that of the City (23%) and the County (13%). And the rate of poverty among former SHA residents (77%) is more than double that of Goldsboro.
- The median income of Goldsboro residents (\$35,173) approximates that of the City (\$38,962), but is much lower than the County median (\$55,058). And the median income of former SHA residents is significantly lower still (\$11,934).

### Unemployment rates are high.

- Unemployment in Goldsboro (26%) is much higher than that of the City (15%) and County (10%) and even more than twice as high among former SHA residents (55%).
- 24% of Goldsboro and 37% of former SHA CNI residents said they are not currently able to work due to a disability.

Things that make it hard to find and/or keep work	
Former SHA Residents	Goldsboro Residents
1. No job opportunities available (46.7%)	1. Lack of transportation (35.7%)
2. Criminal Record (33.3%) Lack of transportation (33.3%)	2. Affordable child care (21.4%) Criminal record (21.4%)
4. Affordable child care (26.7%) Caring for a family member who is sick or disabled (26.7%) Lack of professional training/skills (26.7%)	

**There is a disconnect between the educational requirements of jobs and the educational attainment of residents.** ECFRPC identified three major industries in a 5-mile radius of Goldsboro: Manufacturing and Fabrication; Construction Trades; and Multimedia. However, occupations with growth potential in each of these industries typically require vocational training lasting between six months and two years. In contrast, 44% of former SHA and 24% of Goldsboro residents have less than a high school education.

Nearly one in five residents identified job training/job readiness training as an unmet need. Given the challenge of supporting a family while in training, there is a strong desire for on-the-job training (#1 priority at the 6/24 CNI Info Fair). There is also a desire for small business training.

**There is a strong desire for a Job/employment office in the neighborhood.** Residents identified this as the number one type of business desired.

**F1 Residents have the skills and supports to access jobs and career opportunities that lead to greater economic stability and self-sufficiency.**

The quality of life a person experiences is directly related to their ability to earn a good living, contribute to society and continue to learn new things. Providing education and training programs and ancillary supports is critical to ensuring Goldsboro and former SHA residents can grow and prosper.

**Increase access to education and career training that provide entry level opportunities that will ideally lead to careers in high growth fields with living wages.** Simply getting a job does not necessarily provide an avenue out of poverty. According to the United Way, 44% of working families do not make enough to pay the bills. For example, most jobs in the service industry are relatively low paying and do not offer benefits. Moreover, few of these companies offer any advancement opportunities to their employees. So, while access to entry level positions may be a critical first step, ideally residents need access to career pathways with opportunity for family sustaining wages and benefits.

Earlier in Invest in our Children, there is discussion about (1) the need to engage more Goldsboro students in SCPS's E-Pathways program a vocational/technical program that helps high school students earn career industry certifications and connects them with internships and (2) the need to make GED opportunities more accessible to Goldsboro residents. Both strategies are relevant here too. The following additional strategies have also emerged.

- **Promote soft and job search skills training.** Goldsboro residents would benefit from having a program like Jobs Partnership's LifeWorks Program, a 12-week training program that targets 25 to 45-year-olds that may be working but are "stuck" and focuses on two key things (1) soft skills training and (2) career planning skills. The soft skills training offers a faith-based curriculum that works with participants to address negative beliefs. The career planning recognizes that for most participants, everyone they know is also struggling. So, they need assistance in developing relationships and building networks to access employment.

Jobs Partnership would be happy to provide the curriculum so that the program can be implemented in Goldsboro. However, a local church or consortium of churches would need to be identified to lead the implementation. Typically, 20-25 volunteers are needed to successfully run the program.

- **Partner with public agencies and businesses to promote and expand vocational and on-the-job training opportunities in the community.** One of the main findings of the Goldsboro economic analysis was that there is a dearth of post high school vocational programs in Seminole County. However, the Seminole State College Sanford campus, which is located near Goldsboro, provides certifications in several high demand fields. In addition, Southern Technical College which also has a campus in Sanford offers some GED to certification programs for Patient Care Technicians, HVAC, welding and medical assisting. There are other important agencies that provide short-course training opportunities including Career Source, the Seminole County Extension Center, and the Seminole County Business Development Center (SBDC). Sanford businesses can also provide residents with training opportunities through internships and apprenticeship programs.
- **Partner with Career Source to better connect Goldsboro residents with high demand career paths.** Career Source Central Florida connects employers and the area's job seekers by helping residents to prepare for careers in high demand areas such as advanced manufacturing, construction, trade, transportation and logistics, health care, leisure and hospitality, and professional and business services. They have specialty services

targeting persons with disabilities, veterans, ex-offenders and youth. While their mobile unit is not currently available, Career Source has begun conversations with the Goldsboro Front Porch Council (GFPC) to arrange for staff to be available on-site in the neighborhood monthly to provide job search and other career counseling assistance.

- **Establish an employment center as part of the proposed Community Resource Center.** As detailed in Improve Community Connections, development of one-stop shop that will provide space for a variety of programs and partners is a priority. This facility could host an employment center where residents can access technology such as Wi-Fi, skype, phone, printer, fax and office software to assist in job search. It could also house staff from Career Source that could assist residents with their resumes and other career services as well as a small co-working space with meeting rooms for budding entrepreneurs.

**F2 Critical community resources enable residents to access employment opportunities.**

Beyond education and training, Goldsboro and former SHA residents identified a number of barriers to employment that need to be addressed if they are going to be successful in achieving their self-sufficiency goals.

- **Connect working parents with the School Readiness Program.** Many Goldsboro and former SHA residents identified a lack of affordable, quality child care is an impediment to work. However, per discussion in Invest in Our Children, the School Readiness Program, a statewide program administered by the Seminole County Early Learning Coalition, offers financial assistance to low-income families for childcare. So, it is critical to promote this important resource.
- **Increase multimodal transportation options for Goldsboro residents.** The lack of transportation is also a barrier for residents looking for jobs. Per discussion in Improve Community Connections, there are currently no fixed public transportation routes directly serving the Goldsboro community. This should hopefully change as neighborhood development gets underway and more housing is created. However, in the meantime, community leaders continue to work with Lynx and MetroPlan Orlando to promote use of the on-demand NeighborLink service.
- **Identify companies willing to hire individuals with a criminal background.** Second chance programs for ex-offenders are critical. It is estimated that over 37% of Goldsboro residents have been involved in the criminal justice system. Career Source offers federal bonding and a work opportunity tax credit to employers to incentivize them to hire ex-offenders. U2 and Goodwill also have

programs to serve this population. However, more work is needed to identify businesses that are willing to hire individuals with a criminal background, connect Goldsboro residents to these opportunities and support them to ensure the placement is successful.

**F3 Section 3 hiring and contracting opportunities are maximized via the Goldsboro neighborhood revitalization plan implementation.**

As implementation of the Goldsboro Transformation Plan moves forward, significant construction work is anticipated to build the new rental and for-sale housing as well as several proposed infrastructure projects. Section-3 hiring and contracting requirements provide a great opportunity for Goldsboro residents and businesses to benefit from these projects. However, it is critical that residents, businesses, the City and the Sanford Housing Authority alike prepare for this opportunity to ensure benefits accrue to local workers and contractors.

- **Connect residents with free construction courses to acquire credentials/certifications.** The City can partner with Seminole State College and Career Source Central Florida to provide training in Goldsboro such as OSHA 10.
- **Coordinate with City officials to educate construction companies about Section-3**

**hiring requirements.** The City of Sanford should partner with the Center for Business Development to provide educational sessions for construction firms that could potentially be involved in the construction of the new housing and infrastructure. This could also include hosting events such as career fairs for the residents and events to connect smaller firms with large contractors.

**F4 New and existing businesses are encouraged to grow and thrive.**

Goldsboro has many benefits as a business location: proximity to downtown, ready access to SR46 and 17-92 and recent streetscape improvements along Historic Goldsboro Boulevard. It is important to capitalize on these resources to attract new businesses while also supporting the existing businesses and cultivating aspiring entrepreneurs from within the neighborhood.

**Provide programs to support existing businesses.**

- **Work with Sanford's Economic Development Office to establish a façade improvement grant program for local Goldsboro businesses.** The investment in streetscape improvements along Historic Goldsboro Boulevard has had a great impact on the attractiveness of this important commercial

corridor. A façade improvement program concentrated along Historic Goldsboro Boulevard could incentivize individual property owners and businesses to further improve the exterior appearance of their buildings and storefronts. This would reinforce the investment to date to improve the pedestrian environment, attract more customers and encourage further economic development and investment.

- **Convene a Goldsboro small business association.** Based on the East Central Florida Regional Planning Council (ECFRPC) analysis, there are close to 100 establishments located within or nearby Goldsboro. The community's entrepreneurs would like to form an organization that meets regularly, provides them with support and helps them build capacity. Such an organization could also work with the SBDC to identify training needs and other supports.
- **Sponsor a local street market on Historic Goldsboro Boulevard.** Working group members thought that it would be a good idea to host a street market along Historic Goldsboro Boulevard where local businesses can showcase and sell their products and services. The potential business association could partner with GFPC and the City of Sanford to plan this event. Ideally this would also be coordinated with the Goldsboro Farmers Market so that the two activities would be mutually reinforcing.

**Foster entrepreneurship.**

- **Create a commercial kitchen/commissary.** Twelve food entrepreneurs in and around Goldsboro have been identified. These businesses would benefit from having access to a commercial kitchen located within the Goldsboro neighborhood since the closest is currently in Oviedo. To assist with this effort, ECFRPC applied for and was awarded a \$30,000 Community Planning Technical Assistance grant to examine best practices for the establishment of commercial kitchens and other food related businesses.
- **Create a Goldsboro Front Porch Entrepreneurship program/initiative to cultivate local entrepreneurs.** There appears to be a great deal of unrecognized talent in the community, for example "shade tree mechanics." So, there is interest in looking for ways to support local entrepreneurs. Working with the SBDC, GFPC could sponsor Start-up 101 workshops in the neighborhood for Goldsboro residents that are thinking about starting a business. Ideally, this would grow and evolve to provide an array of supports and mentoring opportunities to start-ups.
- **Provide training for current and prospective small, women and minority-owned businesses to enable them to be more competitive in pursuing city contracting opportunities.** Several large governments within the region run certification programs for Minority and Women owned business

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enterprises. This type of program allows small business owners to access loans, facilitate doing business with large corporations and local governments, among other things. The SBDC and the City of Sanford can help with the coordination of this program.

In addition, the City offers grant opportunities via CDBG and other funding sources. However, many eligible applicants struggle to present a competitive grant application. The City should sponsor a workshop to educate local non-profits about grant writing so that they can be more competitive in accessing city resources.

- **Advocate with the City to revisit regulations that impede small businesses.** It is important to conduct a systematic review of local city ordinances, particularly regulations related to peddlers and mobile vendors in light of the recent food cottage law, to be sure that they support rather than impede small businesses. As part of the Community Planning Technical Assistance grant, ECFRPC will conduct this review and make recommendations to the City.
- **Develop partnerships with local financial institutions, businesses, and other organizations to assist with long term economic development efforts.** Communities like Goldsboro have suffered from long term

disinvestment and need of high levels of capital infusion to redevelop. The Career and Economic Opportunities Working group has discussed various options that could be explored to fund community's redevelopment projects. These include exploring the establishment of the Goldsboro Community Redevelopment Area (CRA), which would help fund capital improvement projects within the neighborhood. Another option is to identify local financial institutions willing to invest their community reinvestment funds (also referred to as CRA) in the community. Finally, the community could also focus its efforts on applying to federal and private grants to fund specific projects.





# **ACTION PLAN**





## ***5. ACTION PLAN***

<b>LEADERSHIP AND GOVERNANCE</b> .....	<b>1</b>
<b>TIMEFRAME AND PARTNERS FOR IMPLEMENTATION</b> .....	<b>3</b>
<b>DOING WHILE PLANNING</b> .....	<b>10</b>
<b>FINANCING RESOURCES</b> .....	<b>12</b>
<b>CONTINUED COMMUNITY ENGAGEMENT</b> .....	<b>14</b>
<b>MEASURING SUCCESS</b> .....	<b>15</b>

# ***ACTION PLAN***

**T**he revitalization of Goldsboro is an ongoing process. It started years ago with the designation of Goldsboro as a “Front Porch” community. Since then the City has expanded the Westside Community Center, constructed the Goldsboro Trail and improved Coastline Park, located the new Sanford Public Safety Complex in the community, and installed new streetscape along Historic Goldsboro Blvd. In addition, the Goldsboro Front Porch Council has developed many partnerships to successfully leverage investments of over \$5 million for initiatives related to affordable housing development, crime prevention, education, youth mentoring, and economic development.

But today the Goldsboro community in partnership with the City of Sanford and the Sanford Housing Authority have collaboratively developed a bold new vision for this historic African-American neighborhood. The Goldsboro Transformation Plan detailed in this document lays out an ambitious roadmap of goals and strategies to ensure the sustainable and holistic revitalization of the community.

Everyone realizes that transforming Goldsboro to its full potential will take several decades but it will not happen without a plan and committed partners. This chapter provides an overview of a governance structure to oversee

the implementation of the plan components; a detailed matrix of objectives, partners and timeframes for implementation; a summary of potential funding sources to pursue for implementation activities; and metrics to measure progress.

## A. LEADERSHIP and GOVERNANCE

The implementation of the Transformation Plan will require the coordination and collaboration of many parties and public/private partnerships. The three lead parties are:

- **City of Sanford**, with municipal responsibilities that impact the neighborhood including planning and zoning, public works/infrastructure, economic development, community development, parks and recreation, and public safety.
- **Sanford Housing Authority (SHA)**, with responsibility for redevelopment of the 47.9 acres of vacant land in the heart of Goldsboro, subject to HUD review and approval.
- The **Goldsboro community** as represented by the Goldsboro Front Porch Council (GFPC), a 501(c)(3) organization that actively partners with agencies and organizations to improve the health, education, and economic outcomes of residents of all ages in the neighborhood.

Once the Transformation Plan is finalized and adopted by the City Commission, SHA Board, and GFPC Board, it is recommended

that the **Executive Committee** comprised of representatives from these three key parties meet on a regular basis to update each other on the status of their respective implementation responsibilities, to ensure coordination of the various components, and to make decisions as necessary to tweak or alter planned initiatives in response to changes in resource availability, conditions, and/or community priorities. The **Steering Committee** will continue to meet on a quarterly or semi-annual basis to involve other key stakeholders in decision-making and providing direction for implementation activities. It is important to keep partners engaged and active in the initiative as it evolves.

The creation of a **Goldsboro Community Redevelopment Area (CRA)** will also provide important leadership and accountability to the plan's implementation. A CRA Advisory Board is typically appointed to provide advice and comment to the CRA on redevelopment issues.

A wide range of service providers interested in improving the quality of life in Goldsboro has actively participated in the working groups and remain committed to offering their services and programs to the community. These providers represent a variety of specialty areas from health

and wellness to early education to workforce and economic development. It is recommended that a formal **Service Providers Network** be established to meet regularly about the services being delivered in the community, their efficacy, and the need to bring in additional services to meet specific community needs. Ideally, the GFPC would be responsible for hosting these network meetings and documenting information shared and decisions recommended for the community.

**Housing developers** play a key role in redevelopment of the community. Wendover Housing Partners has been formally procured by the SHA for development of the mixed-income rental housing phases. Wendover submitted four LIHTC applications in December and is waiting to hear if one phase will be allocated tax credits. Wendover will continue to apply for tax credits as each allocation round is announced by the Florida Housing Finance Corporation. The developer(s) for the for-sale housing component have not been selected. Per HUD requirements, SHA will need to go through a formal HUD-approved procurement process to select either one or more for-sale builders. One goal of this component is to use local, smaller builders to add variety to the design of each home and to help build local capacity.

## B. TIMEFRAME and PARTNERS FOR IMPLEMENTATION

Based on the strategies described in Chapter 4, the following implementation matrix identifies for each objective the responsible implementing entity and supporting partners, and the timeframe for implementation (short-term is a start within next two years while long-term starts after two years).

### A EMPOWER OUR COMMUNITY

Strategies	Potential Partners	Timeframe
<b>OBJECTIVE: Community organizations are strengthened and serve as effective advocates for change.</b>		
Reinforce the role of GFPC as “community quarterback” to oversee and coordinate implementation of the Goldsboro Transformation Plan. <ul style="list-style-type: none"> <li>• Seek funding to hire experienced staff</li> <li>• Pursue getting an AmeriCorps worker assigned to GFPC</li> <li>• Explore becoming part of the NeighborWorks network</li> <li>• Develop a mentoring relationship with Opa-locka CDC</li> <li>• Update GFPC Board membership and seek training</li> </ul>	GFPC	Short Term
Three key partners (City, SHA and GFPC) formally adopt the Goldsboro Transformation Plan as the guiding master plan for the neighborhood.	City Commission SHA Board GFPC Board	Short Term
Create a Goldsboro Community Redevelopment Agency (CRA)	City	Long Term
<b>OBJECTIVE: Residents and visitors feel safe in Goldsboro.</b>		
Build a more trusting relationship between residents and law enforcement.	City, SPD, Community	Short Term
Foster more active community involvement in addressing public safety issues in Goldsboro.	City, SPD, Community	Short Term
Enforce blight clearance ordinances and health and safety codes.	City, Community	Short Term
<b>OBJECTIVE: Goldsboro celebrates its unique African-American history and “pride of place.”</b>		
Incorporate Goldsboro’s history in new revitalization projects.	City, GFPC, Developers	Long Term
Install historic markers in Historic Goldsboro to honor the community’s history.	City, Community	Short Term
Work with the Goldsboro Historic Museum to identify key historic artifacts to include in the new Community Resource Center.	Museum, GFPC, City, Community	Short Term

## B IMPROVE COMMUNITY CONNECTIONS

<i>Strategies</i>	<i>Potential Partners</i>	<i>Timeframe</i>
<b>OBJECTIVE: Residents have improved access to key amenities and assets OUTSIDE of Goldsboro.</b>		
Construct a safe pedestrian and bicycle crossing at 9th and 17-92 (French Street) to connect to downtown Sanford and Riverwalk.	City, MetroPlan	Short Term
Construct a safe pedestrian and bicycle crossing at SR46 and Pomegranate to connect to Sanford SunRail station.	MetroPlan, City, FDOT	Long Term (After flyover completed)
Aggressively pursue routing a bus through Goldsboro with clearly marked and sheltered bus stops.	LYNX, County, City, GFPC	Long Term
Provide more information to Goldsboro residents re: use of NeighborLink and other transit options.	LYNX, County, City	Short Term
<b>OBJECTIVE: Residents and visitors feel safe in Goldsboro.</b>		
Review City's plan for sidewalk installation in the neighborhood.	City Public Works	Short Term
Develop a plan to install consistent lighting throughout neighborhood and pursue implementation funding.	City, FDOT	Short Term
Employ Crime Prevention Through Environmental Design (CPTED) principles as part of all new investments.	City Planning, Public Works, Police, Housing Developers	Short Term
Install new infrastructure improvements in support of new housing development on SHA land.	City, SHA	Short Term
Construct Pomegranate Avenue Overpass.	City, FDOT	Long Term
Design new infrastructure to "Complete Streets" standards	City	Short Term
Ensure adequate maintenance of stormwater system.	Public Works	Short Term
Develop Safe Routes to school (or Walking Bus) for neighborhood children attending local schools after new housing is developed that attracts more families to Goldsboro.	GFPC, City	Long Term
Offer bike safety classes (and bikes) to children in the neighborhood.	Police Department, GFPC	Short Term
<b>OBJECTIVE: Residents can readily access the digital world.</b>		
Build a new facility for a neighborhood computer lab.	City, GFPC	Long Term
Provide public WiFi along Historic Goldsboro Blvd.	City	Short Term
<b>OBJECTIVE: Goldsboro residents have access to local community facilities that support their quality of life.</b>		
Improve existing community facilities to maximize their utilization	City, GFPC	Short Term
Provide outdoor facilities in support of the Westside Community Center.	City	Long Term
Build a new Community Resource Center on the city-owned Henderson property.	City, GFPC	Short Term
Pursue a partner to construct and manage a health clinic.	GFPC, City, DOH-SC	Long Term

## EXPAND HOUSING OPPORTUNITIES

Strategies	Potential Partners	Timeframe
<b>OBJECTIVE: Quality mixed-income rental housing is developed on SHA property.</b>		
Develop four phases of rental housing on SHA's north parcel.	SHA, Wendover	Short Term and Long Term
Each phase to include public housing, tax credit and market-rate units.	SHA, Wendover	Short Term and Long Term
Target separate phases for families, seniors, and permanent supportive housing for the homeless.	SHA, Wendover	Short Term and Long Term
<b>OBJECTIVE: Homeownership opportunities in the neighborhood are increased.</b>		
Target SHA's south parcel for homeownership development ensuring long-term affordability	SHA, City, master builder(s) to be procured	Short Term and Long Term
Implement the City's Cottage Homes Program to encourage the development of new for-sale housing on vacant lots scattered throughout the Goldsboro neighborhood.	City, Builders	Short Term and Long Term
Provide pre- and post-homeownership counseling and financial management counseling.	GoldenRule, IFAS, HANDS	Short Term and Long Term
Offer bike safety classes (and bikes) to children in the neighborhood.	Police Department, GFPC	Short Term
<b>OBJECTIVE: The quality and safety of existing owned homes in the neighborhood is improved.</b>		
Homeowners have access to loans and grants for home improvements.	City, County	Short Term

## D INVEST IN OUR CHILDREN

Strategies	Potential Partners	Timeframe
<b>OBJECTIVE: Residents have improved access to key amenities and assets OUTSIDE of Goldsboro.</b>		
<i>Increase enrollment in high quality early learning programs.</i>		
<ul style="list-style-type: none"> <li>Promote enrollment in VPK, a free state-wide prekindergarten program for 4 and 5-year-olds.</li> </ul>	SCPS, Early Learning Coalition	Short Term
<ul style="list-style-type: none"> <li>Promote use of the School Readiness program that offers financial assistance to low-income families for early child education and care.</li> </ul>	Early Learning Coalition	Short Term
<ul style="list-style-type: none"> <li>Provide training and support for local child care providers to ensure high quality programming and staffing.</li> </ul>	Early Learning Coalition	Short Term
<ul style="list-style-type: none"> <li>Prepare children for the transition to kindergarten.</li> </ul>	SCPS	Short Term
<i>Connect parents and children to early education opportunities that enrich the brain and promote literacy development.</i>		
<ul style="list-style-type: none"> <li>Provide community-based early learning activities like playgroups in Goldsboro.</li> </ul>	SCPS, Great Start, Early Learning Coalition	Short Term
<ul style="list-style-type: none"> <li>Promote use of Vroom.</li> </ul>		Short Term
<ul style="list-style-type: none"> <li>Provide one-on-one support to parents.</li> </ul>	Early Learning Coalition	Short Term
<i>Support healthy child development from pre-natal to VPK.</i>		
<ul style="list-style-type: none"> <li>Provide expectant moms with a continuum of affordable, quality care and services to reduce infant mortality, low-birth weight and pre-term births.</li> </ul>	FDOH, Healthy Start	Short Term
<ul style="list-style-type: none"> <li>Ensure moms have access to good nutrition for themselves and their babies as well as supports to encourage breast feeding.</li> </ul>	FDOH, WIC	Short Term
<ul style="list-style-type: none"> <li>Employ screening tools like the Ages &amp; Stages Questionnaire for early detection of developmental delays.</li> </ul>	Help Me Grow, Early Learning Coalition	Short Term
<i>Engage children in reading support programs.</i>		
<b>OBJECTIVE: Alternative education supports and programming ensure all youth successfully graduate from high school.</b>		
Engage more Goldsboro students in E-Pathways, Programs of Emphasis, PSI High, Magnet Schools, and other innovative offerings by SCPS.	SCPS	Short Term
Connect additional Goldsboro students to the Last Best Chance credit recovery program as needed to complete high school and earn their diploma.	GFPC, SCPS	Short Term
Make GED opportunities more accessible to Goldsboro residents.	GFPC, Seminole State College, Southern Technical College	Short Term
Support SCPS's implementation of restorative practices to promote healthy relationships and promote positive discipline in school.	SCPS	Short Term



## **D** INVEST IN OUR CHILDREN (cont.)

<b>OBJECTIVE: Out-of-School-Time programming provides opportunities to enhance children’s social, emotional, educational and physical development.</b>		
Maximize participation in existing after school programming and summer programming.	Boys and Girls Club, No Limits, Glorious Hands, SCPS, City	Short Term
Seek funding opportunities to maintain programs like 21st Century as well as expand existing or create new programming for youth.	SCPS, City, GFPC, No Limits, CHI	Short Term
Employ creative ways to address space limitations.	GFPC, City SCPS, local churches	Short Term
<b>OBJECTIVE: Services and supports help parents to effectively engage in their child’s education.</b>		
<i>Support parents in navigating the complex SCPS system, including school choice.</i>		
<ul style="list-style-type: none"> <li>• Convene Goldsboro residents via the CNI Working Group to review the redesigned website and written materials and offer feedback.</li> </ul>	SCPS	Short Term
<ul style="list-style-type: none"> <li>• Pilot application kiosks at local elementary schools.</li> </ul>	SCPS	Short Term
<ul style="list-style-type: none"> <li>• Extend application kiosks and other outreach efforts to other community based settings</li> </ul>	SCPS, GFPC, City, local churches	Short Term
<ul style="list-style-type: none"> <li>• Tailor additional outreach to the Goldsboro neighborhood.</li> </ul>	SCPS, GFPC, City, local churches	Short Term
Look for new and creative ways to engage parents.	SCPS	Short Term
Ensure parents have access to the mental health services and other supports for their own well-being as well as that of their family.		Short Term

## E ENCOURAGE COMMUNITY WELLNESS

Strategies	Potential Partners	Timeframe
<b>OBJECTIVE: A full continuum of care including prevention, intervention, treatment and after care is available in Goldsboro to improve mental health and reduce substance abuse.</b>		
Build a neighborhood residential treatment center with supportive services.	City, County, FDOH, Recovery House, Brother's Keeper	Long Term
Identify a partner/licensed provider to offer mental health assessments and services directly in the Goldsboro neighborhood.	FDOH, Shepard's Hope	Short Term
Introduce mental health services in non-traditional ways.	FDOH, CHI	Short Term
Support existing community based organizations that have made long-term commitments to residents in Goldsboro to grow and expand their offerings.	City, County, FDOH, Recovery House, Brother's Keeper	Short Term
<b>OBJECTIVE: Residents have access to quality medical services to improve physical health outcomes and foster wellness.</b>		
Establish a satellite health clinic and/or One-stop health facility in Goldsboro.		Long Term
Promote utilization of existing medical services available in or near Goldsboro.	True Health, FDOH, Harvest Time, County	Short Term
Expand opportunities for critical health screenings and other medical services, where possible.	FDOH, True Health, CHI	Short Term
<b>OBJECTIVE: Goldsboro is rich in supports and amenities that promote healthy lifestyles.</b>		
<i>Provide wellness education.</i>		
<ul style="list-style-type: none"> <li>Cultural Competency is paramount.</li> </ul>	All partners	Short Term
<ul style="list-style-type: none"> <li>Provide community education about mental health and substance abuse so that issues are identified early.</li> </ul>	FDOH, Recovery House, Brother's Keeper	Short Term
<ul style="list-style-type: none"> <li>Create a Community Health Worker program and/or identify Community Health Champions from Goldsboro that can share reliable health information and resources with their neighbors.</li> </ul>	FDOH, True Health	Long Term
<ul style="list-style-type: none"> <li>Maximize use of existing programs and events to promote health education.</li> </ul>	FDOH, No Limits	Short Term
<ul style="list-style-type: none"> <li>Expand opportunities and venues for health education.</li> </ul>	FDOH, UF/IFAS	Long Term
<ul style="list-style-type: none"> <li>Enlist new and innovative methods for sharing health information.</li> </ul>	FDOH	Short Term
<i>Increase availability of healthy, affordable food offerings in Goldsboro.</i>		
<ul style="list-style-type: none"> <li>Increase utilization of and expand offerings available at the Goldsboro Farmers Market.</li> </ul>	GFPC, FDOH, City	Short Term
<ul style="list-style-type: none"> <li>Continue to build upon the Goldsboro Community Gardening initiative.</li> </ul>	GFPC, FDOH, UF/IFAS	Short Term
<ul style="list-style-type: none"> <li>Provide free healthy eating classes/cooking demonstrations in the Goldsboro neighborhood.</li> </ul>	UF/IFAS	Short Term
<i>Increase availability of healthy, affordable food offerings in Goldsboro.</i>		
<ul style="list-style-type: none"> <li>Create walking groups along the Coastline Trail to promote physical activity and make use of this great neighborhood asset.</li> </ul>	FDOH, GFPC, WCC Seniors	Short Term
<ul style="list-style-type: none"> <li>Sponsor a race/walk event along Coastline Trail to raise the profile of this relatively new amenity in the community and promote ongoing use.</li> </ul>	FDOH	Short Term

## F EXPAND ECONOMIC OPPORTUNITIES FOR ALL

Strategies	Potential Partners	Timeframe
<b>OBJECTIVE: Residents have the skills and supports to access jobs and career opportunities that lead to greater economic stability and self-sufficiency.</b>		
<i>Increase access to education and career training that provide entry level opportunities that will ideally lead to careers in high growth fields with living wages.</i>		
<ul style="list-style-type: none"> <li>Promote soft and job search skills training.</li> </ul>	Jobs Partnership, Local Churches	Short Term
<ul style="list-style-type: none"> <li>Partner with public agencies and businesses to promote and expand vocational and on-the-job training opportunities in the community.</li> </ul>	CareerSource, Seminole State College, Southern Technical College, Seminole County Extension Center, SBDC	Short Term
<ul style="list-style-type: none"> <li>Partner with Career Source to better connect Goldsboro residents with high demand career paths.</li> </ul>	CareerSource, GFPC	Short Term
<ul style="list-style-type: none"> <li>Establish an employment center as part of the proposed Goldsboro Resource Center</li> </ul>		Long Term
<b>OBJECTIVE: Critical community resources enable residents to access employment opportunities.</b>		
Connect working parents with the School Readiness Program.	Seminole County Early Learning Coalition	Short Term
Increase multimodal transportation options for Goldsboro residents.	Lynx, MetroPlan Orlando, City, County	Long Term
Identify companies willing to hire individuals with a criminal background.	CareerSource, U2, Goodwill Industries	Short Term
<b>OBJECTIVE: Section-3 hiring and contracting opportunities are maximized via the Goldsboro neighborhood revitalization plan implementation.</b>		
Connect residents with free construction courses to acquire credentials/certifications like OSHA 10.	Seminole State College	Short Term
Coordinate with City officials to educate construction companies about Section-3 hiring requirements.	SBDC	Short Term
<b>OBJECTIVE: New and existing businesses are encouraged to grow and thrive.</b>		
<i>Provide programs to support existing businesses.</i>		
<ul style="list-style-type: none"> <li>Work with Sanford's Economic Development Office to establish a façade improvement grant program for local Goldsboro businesses.</li> </ul>	FDOH, No Limits	Short Term
<ul style="list-style-type: none"> <li>Convene a Goldsboro small business association.</li> </ul>	FDOH, UF/IFAS	Long Term
<ul style="list-style-type: none"> <li>Sponsor a local street market on Historic Goldsboro Boulevard.</li> </ul>	FDOH	Short Term
<i>Foster Entrepreneurship.</i>		
<ul style="list-style-type: none"> <li>Create a commercial kitchen/commissary.</li> </ul>	City, County, ECFRPC	Long Term
<ul style="list-style-type: none"> <li>Create a Goldsboro Entrepreneurship Program/Initiative to cultivate local entrepreneurs.</li> </ul>	SBDC, GFPC	Short Term
<ul style="list-style-type: none"> <li>Provide training for current and prospective small, women and minority-owned businesses to enable them to be more competitive in pursuing city contracting opportunities.</li> </ul>	City, SBDC	Short Term
<ul style="list-style-type: none"> <li>Advocate with the City to revisit regulations that impede small businesses.</li> </ul>	City, ECFRPC	Short Term
<ul style="list-style-type: none"> <li>Develop partnerships with local financial institutions, businesses, and other organizations to assist with long term economic development efforts.</li> </ul>	City, Local financial institutions	Long Term

## C. DOING WHILE PLANNING

The Goldsboro community is not satisfied with taking two years to create a plan; residents and stakeholders want to see changes being made now. Establishing a permanent Farmers Market was identified in the CNI Planning Grant application as top priority and city funds have been set aside to implement the market. In addition, several other initiatives have come to fruition as a direct result of the community planning effort. These include:

### CNI Doing While Planning – Farmers Market.

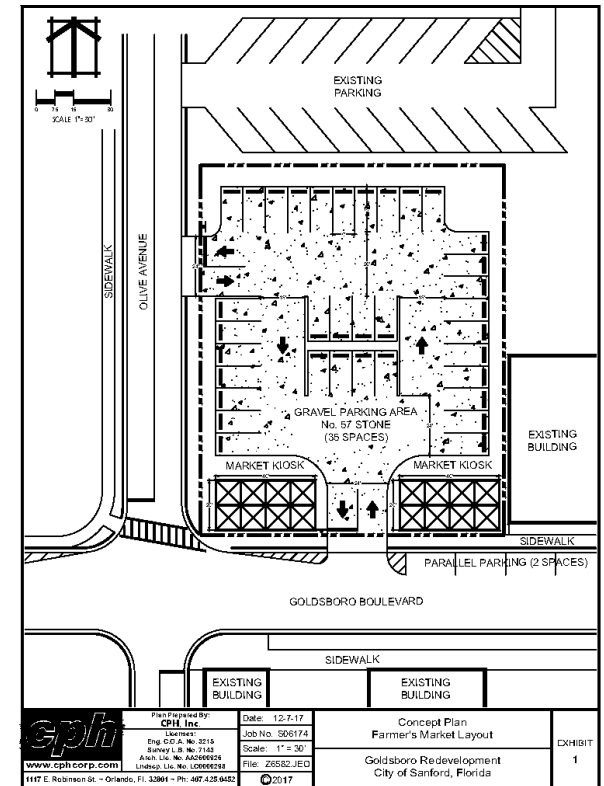
In 2014, the Florida Department of Health in Seminole County (FDOH-SC) identified Goldsboro as a “hot spot” of health disparities. As part of their neighborhood health assessment, FDOH-SC noted that Goldsboro is a food desert with limited physical and economic accessibility to healthy foods. Per the FDOH-SC neighborhood survey, 85% of Goldsboro residents said that it is very important to them to eat healthy and more than 50% said they would be interested in purchasing produce at a community farmers market. Based upon this information and at the urging of Goldsboro community leaders, the creation of a farmer’s market was prioritized as a “Doing While Planning” activity in the CNI planning grant activity.

In partnership with the GFPC and the City of Sanford, FDOH-SC was awarded a \$25,000 from the Orlando Health Community Grant in July 2016, just weeks after SHA and the City received the CNI award. With these resources, FDOH-SC was able to work with GFPC to initiate planning and implementation of the market which included surveying community members

to identify the location, date and time for the market. The grand opening for the market was held on December 2, 2016 and the market has continued to be held weekly on Fridays from 2-6pm at the Westside Community Center.

While the farmers market has had some success to date, the location in the parking lot of the Westside Community Center was only deemed temporary. A more permanent location for the market with greater visibility and foot traffic was desired. Working with the GFPC and FDOH-SC, the City and the CNI team helped to explore four possible locations for the market including: (1) the old state Farmers Market at the corner of Historic Goldsboro Boulevard and 17/92, (2) the Henderson Property across the street from the Public Safety Complex, (3) the laundromat on the northwest corner of Historic Goldsboro Boulevard and Olive Ave, and (4) the lot on the northeast corner of Historic Goldsboro Boulevard and Olive Avenue, owned by Allen Chapel AME. Of the four options, it was collectively decided that the Allen Chapel AME lot was the best option.

To move forward with this option, the City has conducted a Phase I environmental review of the site and will be conducting a Phase 2 (to test for underground oil tanks across the street from the targeted site). A title search identified a very old lien on the property which the City is trying to resolve with Allen Chapel AME. Preliminary site design has been completed for preparing the site for the market and to build out the improvements, including installation of power outlets. Design of the pavilion structure to house the vendors is in process.



**Goldsboro Food Entrepreneurship Plan.** The Career and Economic Opportunity working group members identified food production as an important economic development opportunity for Goldsboro. Several of the working group members already own food businesses, including Del’s Italian Ice, Mellow Steve’s PNuts and Supasfruits. In addition, working with the GFPC, FDOH-SC recently started a farmers’ market that provides additional opportunities to build a more robust and equitable food economy

in the neighborhood. To help support and guide these efforts, the East Central Florida Regional Planning Council (ECFRPC) applied for and received \$30,000 from the Department of Economic Opportunity Community Planning Technical Assistance grant to develop a food entrepreneurship plan.

The Goldsboro Food Entrepreneurship Plan will consist of three parts. The ECFRPC will use a case study approach to develop a best practices toolkit for food entrepreneurs. This document will define and explore how urban agriculture, commercial and community kitchens and mobile food vending are regulated, developed and funded by various jurisdictions from across the nation. A second companion document will provide a comprehensive analysis of Seminole County's food production economy including the number of farms, food processors, food distributors and commercial kitchens. The final action plan will focus specifically on Goldsboro and the City of Sanford. This document will identify potential opportunities for Goldsboro based on current conditions, appropriate sites, and recommend changes to the City's regulations based on the project's findings. This information will be used to develop a set of recommendations for the neighborhood.

Luis Nieves-Ruiz, who is heading up the project for ECFRPC, will be convening an advisory group to assist with the project starting in January 2018. Several members of the Career and Economic Opportunity working group have volunteered to participate. The final report is due to DEO by May 31, 2018 and will help inform the economic development strategies presented in the final

version of the Goldsboro CNI Transformation Plan.

**Public Safety Facilitator.** The Public Safety Working Group (PSWG) identified early in their meetings the need to develop more trust between the black community and the Sanford Police Department (SPD), as trust is the foundation to improving public safety in the community. The PSWG recommended starting a dialogue between the community and SPD, facilitated by someone experienced in community-police relationships. In response to a formal proposal, Strategic Community Intervention LLC (SCI) was procured to facilitate the dialogue, with the objective of achieving a more positive and productive community-police relationship. Funded by CNI resources, SCI completed the following:

1. Interviewed 44 different stakeholders identified by the City, GFPC and the CNI Team. This included a meeting with top officials at SPD and separate interviews with City Commissioners, residents, and other stakeholders.
2. Facilitated a group meeting with all stakeholders to summarize the findings and start the dialogue around key concerns and issues that need to be addressed.
3. Appointed six working groups (each one included a SPD officer) to meet to develop recommendations for topics ranging from recruitment and training to outreach to the youth community.

4. Hosted a second meeting for each group to report their recommendations and to develop a consensus on the priority recommendations that should be in the Public Safety Plan as part of the Goldsboro Transformation Plan.
5. Developed a summary report for the Public Safety Plan.

Another meeting will be scheduled in early 2018 to review the public safety plan and develop action steps and assignments to ensure the necessary follow-through on the part of SPD and the community for building a more trusting community-police relationship.

**Goldsboro Historic Walking/Driving Tour Pamphlet.** The City of Sanford has a Pathways to History initiative which is a series of self-guided tours that highlight the history and heritage of Sanford. Working with a committee of Goldsboro residents and Crooms Academy alumnae, City staff prepared a walking/driving tour pamphlet for key historic events in the community and published the pamphlets in time for the ribbon cutting celebrating the new streetscape along Historic Goldsboro Blvd.

## D. FINANCING RESOURCES

A revitalization effort of this scale and complexity will require a variety of funding sources. Preliminary estimates for physical improvements are summarized below.

Proposed Physical Improvements	Estimated Cost	Potential Sources
Rental Housing (4 phases)	\$TBD	LIHTC, conventional debt, SAIL, FHLB/AHP
For-Sale Homes (80)	\$TBD	City/County, mortgages, SHIP
Community Resource Center (6,000 SF)	\$TBD	City
Health Clinic (xSF)	\$TBD	HRSA
Infrastructure for For-Sale Homes	\$TBD	City, CRA
Splash Pad, Multi-Purpose Playing Field	\$TBD	City
Pedestrian Walkway from WCC to Mulberry	\$TBD	City
Pomegranate Flyover	\$6-8 mil	FDOT
Commercial Kitchen/Commissary	\$TBD	TBD

SHA and the City, with the support of key partners, are committed to finding the resources to implement the strategies described in this plan, acknowledging that this will be an ongoing challenge. Financial sources that can potentially be pursued include:

**Tax Credit Equity.** Low Income Housing Tax Credit (LIHTC) equity is the primary source of funding for the rental development phases. Each phase is assumed to be awarded 9% credits; four tax credit applications were submitted in December 2017, with the goal of receiving one award through the FHFC's lottery system.

**Conventional Debt.** Cash flow from the market-rate (and potentially tax credit units) can be used to support conventional debt.

### FHLB Affordable Housing Program (AHP).

AHP grants are awarded through a competitive application process to Federal Home Loan Bank members working with housing developers or community organization to create rental and homeownership units for low-to-moderate income households. These private sector grants typically award up to \$500,000 per project/phase.

**SHA Resources.** SHA is receiving capital funds for replacement housing for the five public housing sites that were demolished. These funds can be used for predevelopment and development expenses. Other SHA resources include operating subsidy for new public housing units and vouchers that can be project-based.

**City of Sanford CDBG.** The City and Seminole County entered into an Interlocal Agreement for the County to administer the City's CDBG program. The City of Sanford uses their CDBG entitlement funding to support critical city activities and projects including housing development. The City received \$414,546 in CDBG funds in 2016 allocated to: \$82,909 for Administration activities; \$62,182 for Public Services; \$40,000 for Public Facilities; and \$229,455 for homeowner-occupied housing rehabilitation activities. These program funds were targeted to the Goldsboro and Georgetown neighborhoods.

**CDBG 108 Loan.** Under the Section 108 loan guarantee program, HUD offers communities a source of financing for certain community development activities (e.g. housing rehabilitation, economic development, large-scale

development projects, etc.). The City essentially pledges a portion of its current and future CDBG funds as security for a loan guarantee.

**City of Sanford General Fund.** Each department submits a budget and list of projects for capital improvements. For example, Public Works targets infrastructure improvements like the Goldsboro Streetscape project, Goldsboro Drainage project, etc. The City applies for State funds and has revenues of approximately \$4M that comes to the City through the County's 3rd Gen (1 cent tax) for infrastructure improvements. No general funds are used for housing rehabilitation.

**New Markets Tax Credits (NMTC).** The NMTC program was established in 2000 to serve as a vehicle to attract investment capital into low-income neighborhoods that have been left behind by the traditional private marketplace. Unlike the LIHTC program which focuses on residential development, NMTC can be used for commercial real estate development, working capital, and equipment financing. Tax Increment Financing (TIF). If a Goldsboro CRA is established, TIF financing may be available for the construction of infrastructure. With a TIF, municipalities typically divert future property tax revenue increases from a defined area (e.g. the Goldsboro neighborhood) toward redevelopment or infrastructure improvements in that area.

**Seminole County Funding.** The County has a variety of financing programs including:

- **CDBG funds.** The County also receives CDBG entitlement grants from HUD to distribute to

certain communities based on population, poverty level, age of housing stock, and other Census information. The overall goal of the County's program is to stabilize and revitalize low income neighborhoods through capital improvements, housing rehabilitation, and public service activities. The City cannot apply for Seminole County CDBG funds. However, the County will accept applications from Goldsboro residents if they have funding available.

- **HOME Funds.** The County receives HOME funds to implement local housing strategies designed to increase affordable housing opportunities and availability for lower income households. Seminole County's HOME activities include rental housing development, rental guidelines, and tenant-based rental assistance (TBRA) for special needs populations by providing rental assistance similar to the Section 8 program. Seminole County receives the City's SHIP and HOME funds allocations to be used in the City of Sanford.
- **First Time Home Buyers Purchase Assistance Program.** Administered by the Community Development Division, this program provides first-time homebuyers that are at or below 120% of the Orlando-Kissimmee Metropolitan Statistical Area (MSA) with an interest-free deferred forgivable loan that may be applied towards downpayment, closing costs, and principal reduction for eligible housing (including new or existing homes). The Purchase Assistance

Program is primarily funded through the State Housing Initiatives Partnership (SHIP) and CDBG/HOME funds. The County will accept applications from Goldsboro residents if they have funding available.

- **Immediate Needs Program (INP).** INP provides funds in the form of a grant to qualified applicants with necessary immediate repairs and/or alterations to protect the health, safety, and welfare of the household or to affect the immediate livability of the home. The five trades in which assistance can be provide are roofing, electrical, plumbing, HVAC, and accessibility. The County accepts applications from Goldsboro residents if they have funding available.

**Foundations and Grant writing.** Local and national foundations that support community development and healthy communities initiatives are a good source of funding. There are also many local, state and federal grant programs tailored to specific areas of focus. All of these sources require grant writing including identifying the problem (through data analysis), detailing the use of the funds, outlining expected program outcomes, and collaborating with experienced partners.

**Economic Development Administration (EDA).** The EDA offers a number of grant opportunities for city and county governments including the Public Works program which provides resources to meet the construction and/or infrastructure design needs of communities

to enable them to become more economically competitive. Examples of investments funded through the Public Works program include projects supporting water and sewer system improvements, workforce training facilities and business incubators, and brownfield development.

**National Endowment for the Arts (NEA).** NEA provides a variety of arts programs for communities. NEA's Our Town grant program focuses on arts engagement, cultural planning, and design projects carried out by a nonprofit organization in partnership with a local government entity. The grants support creative placemaking projects that impact livability by affecting community priorities such as public safety, health, blight and vacancy reduction, job creation, local business development, civic participation, and/or community cohesion. These are just a sample of the many programs and resources available to revitalize communities like Goldsboro.

## E. CONTINUED COMMUNITY ENGAGEMENT

*To be developed*



## F. MEASURING SUCCESS

To assess progress toward achieving the vision and objectives for the Goldsboro community, the following metrics should be tracked over time.

Outcome	Metrics
<b>EMPOWER OUR COMMUNITY</b>	
<i>BUILD COMMUNITY COHESION AND CAPACITY</i> - Community organizations are strengthened and serve as effective advocates for change.	<ul style="list-style-type: none"> <li>• # community events</li> <li>• # residents attending events</li> <li>• GFPC operating budget (to measure fundraising capability)</li> </ul>
<i>PUBLIC SAFETY</i> – Residents and visitors feel safe in Goldsboro.	<ul style="list-style-type: none"> <li>• Change in rates for Part 1 violent and property crimes per 1,000 residents</li> <li>• # community events sponsored by SPD</li> <li>• #/% of residents who feel safe in the neighborhood</li> </ul>
<i>HISTORY</i> – Goldsboro celebrates its unique African-American history and “pride of place.”	<ul style="list-style-type: none"> <li>• # historical markers/interpretive displays in the neighborhood</li> <li>• # community events celebrating history</li> </ul>
<b>IMPROVE COMMUNITY CONNECTIONS</b>	
<i>CONNECTIONS OUT</i> – Residents have improved access to key amenities and assets outside of Goldsboro.	<ul style="list-style-type: none"> <li>• # pedestrian/bicycle safety crossings installed</li> <li>• Increased ridership on the NeighborLink</li> </ul>
<i>CONNECTIONS WITHIN</i> – Residents can safely and easily move through the neighborhood.	<ul style="list-style-type: none"> <li>• # LF of sidewalk installed</li> <li>• # new streetlights installed or existing bulbs replaced with higher wattage</li> <li>• # LF of new streets constructed to support for-sale housing</li> <li>• Reduction in number of calls to City re: drainage problems, tree trimming, etc.</li> </ul>
<i>DIGITAL ACCESS</i> – Residents can readily access the digital world.	<ul style="list-style-type: none"> <li>• # new computer stations added</li> <li>• # residents/students taking computer classes</li> </ul>
<i>COMMUNITY FACILITIES</i> – Goldsboro residents have access to local community facilities that support their quality of life.	<ul style="list-style-type: none"> <li>• SF of new community space</li> </ul>
<b>EXPAND HOUSING OPPORTUNITIES</b>	
<i>RENTAL HOUSING</i> – Quality rental housing is developed for a variety of income levels on SHA property.	<ul style="list-style-type: none"> <li>• # PH replacement, workforce (LIHTC) and market units rebuilt on SHA sites</li> </ul>
<i>FOR-SALE HOUSINGS</i> – Homeownership opportunities in the neighborhood are increased.	<ul style="list-style-type: none"> <li>• # new for-sale units built and sold on SHA land</li> <li>• # Cottage Homes units constructed</li> <li>• # other new homes in the neighborhood</li> </ul>
<i>EXISTING HOUSING</i> – The quality and safety of existing owned homes in the neighborhood is improved.	<ul style="list-style-type: none"> <li>• # existing homes rehabbed</li> <li>• # of uninhabitable units demolished</li> <li>• # of vacant lots</li> </ul>

Outcome	Metrics
<b>EMPOWER OUR COMMUNITY</b>	
<i>EARLY LEARNING</i> – Children enter kindergarten ready to learn and successfully learn to read by 3rd grade.	<ul style="list-style-type: none"> <li>• #/% of 0 to 4-year-olds enrolled in a high-quality early learning program</li> <li>• #/% of children that participate in kindergarten transition programs</li> <li>• #/% of children screened with the Ages and Stages questionnaire</li> <li>• #/% of students proficient in 3rd grade reading</li> </ul>
<i>AT-RISK YOUTH</i> – Alternative education supports and programming ensure all youth successfully graduate from high school.	<ul style="list-style-type: none"> <li>• #/% of students graduating high school in four years</li> </ul>
<i>OUT-OF-SCHOOL-TIME</i> – Out-of-School-Time programming provides opportunities to enhance children’s social, educational and physical development.	<ul style="list-style-type: none"> <li>• #/% of students participating in quality out-of-school time learning activities</li> </ul>
<i>PARENT ENGAGEMENT</i> - Services and supports help parents to effectively engage in their child’s education.	<ul style="list-style-type: none"> <li>• #/% of parents participating in school related/sponsored activities</li> </ul>
<b>ENCOURAGE COMMUNITY WELLNESS</b>	
<i>MENTAL HEALTH</i> – A continuum of care including prevention, intervention, treatment and after care is available in Goldsboro to improve mental health and reduce substance abuse.	<ul style="list-style-type: none"> <li>• #/% reporting good mental health</li> </ul>
<i>MEDICAL SERVICES</i> – Residents have access to quality medical services to improve physical health outcomes and foster wellness.	<ul style="list-style-type: none"> <li>• #/% with health insurance</li> <li>• #/% with medical home</li> </ul>
<i>HEALTH SUPPORTS</i> – Goldsboro is rich in supports and amenities that promote healthy lifestyles.	<ul style="list-style-type: none"> <li>• # of wellness activities/events in the neighborhood</li> <li>• # attending wellness programs</li> </ul>
<i>COMMUNITY FACILITIES</i> – Goldsboro residents have access to local community facilities that support their quality of life.	<ul style="list-style-type: none"> <li>• SF of new community space</li> </ul>
<b>EXPAND ECONOMIC OPPORTUNITIES FOR ALL</b>	
<i>SELF-SUFFICIENCY</i> – Residents have the skills and supports to access job and career opportunities that lead to greater economic stability and self-sufficiency.	<ul style="list-style-type: none"> <li>• Change in median income</li> <li>• Change in employment rates</li> </ul>
<i>BARRIER ELIMINATION</i> - Critical community services enable residents to access employment opportunities.	<ul style="list-style-type: none"> <li>• #/% of residents in job training or career advancement program</li> </ul>
<i>SECTION 3</i> - Section 3 hiring and contracting opportunities are maximized via the Goldsboro neighborhood revitalization plan implementation.	<ul style="list-style-type: none"> <li>• # of Section 3 hires</li> <li>• Dollars awarded to Section 3 businesses</li> </ul>
<i>BUSINESS DEVELOPMENT</i> – New and existing businesses are encouraged to grow and thrive.	<ul style="list-style-type: none"> <li>• Change in number of businesses in Goldsboro</li> <li>• # of business façade improvements</li> </ul>