11-19-13 CRA - 2 REVISED



CITY OF FORT LAUDERDALE City Commission Agenda Memo CRA BOARD MEETING

#13-1465

- TO: CRA Board of Directors
- Lee R. Feldman, ICMA-CM, Executive Director FROM:
- DATE: November 19, 2013
- TITLE: REVISED CRA -2 Motion Authorizing a budget amendment of \$2.850.064.83 for Fiscal Year 2013, beginning October 1, 2012 and ending September 30, 2013; and Authorizing a budget amendment and spending authorization of \$879,600 for Fiscal Year 2014, beginning October 1, 2013 and ending September 30, 2014

Recommendation

It is recommended that the Community Redevelopment Agency Board of Directors pass a motion authorizing a budget amendment for Fiscal Year 2013 and authorizing a budget amendment and spending authorization for Fiscal Year 2014.

Background

One funding transfer totaling is \$2,850,064.83 to reimburse the CRA fund for bond eligible expenditures from the 2004A & 2004B tax increment bonds is recommended to be funded for FY 2013. Two additional funding transfers for FY 2014 for \$879,600 in the amount of \$300,000 for the Progresso Village Enhancement Project and \$579,600 for the Wave Streetcar are also recommended for FY 2014. The total amount of the budget amendments are \$3,729,664.83 for Northwest-Progresso-Flagler Heights (NPF) CRA Tax Increment Revenue Bonds.

Staff recommends the City Commission amend the FY 2013 Final Operating Budget by amending the appropriate accounts in the amount of \$2,850,064.83 to facilitate the reimbursement to the CRA operating fund for the bond eligible expenditures. In 2004, the Community Redevelopment Area (CRA) issued Tax Increment Revenue (TIR) Bonds for infrastructure, property acquisitions, and other improvements for the Northwest-Progresso-Flagler Heights Community Redevelopment Area. As of September 1, 2013, the bonds hit final maturity and were paid-in-full. However, there was \$2,850,064.83 in proceeds remaining in the bond accounts. During the close out of the fiscal year 2013, we identified several CRA projects eligible for funding with the bond proceeds, but were funded by the CRA operating fund. To facilitate the closing of the TIR bond funds, the remaining balance of \$2,850,064.83 should be transferred to the CRA operating fund as reimbursement to the fund for the bond eligible expenditures. This recommendation has been approved by our bond counsel and external auditors.

Progresso Village Enhancement Project

In July 2013 Public Works staff was provided with an updated costs estimate for this project by the Corradino Group. During the Corradino Group evaluation of the area and updating of the project needs to prepare an estimate several observations of existing conditions suggest that additional enhancements are recommended in the program area. The original construction estimate of \$600,000, including a \$300,000 FDOT grant and \$300,000 NPF CRA match, were programmed to install new sidewalks and some pedestrian lights. The Corradino field observations recommend additional enhancements that increase the construction estimate from \$600,000 to approximately \$950,000.

The recommended modified and additional enhancements are as follows:

- Increasing the sidewalk width from 4' to 6'
- Installation of new landscaping and irrigation
- New swale and drainage improvements as needed
- Install pedestrian lighting throughout the neighborhood with maximum spacing of 250' per pole

Resources from the Stormwater Fund will be used in addition to the NPF CRA funds to cover a portion of the improvements listed above.

According to the existing Joint Participation Agreement construction of these enhancements must be completed by December 14, 2014.

Wave Streetcar

As part of the City's \$10.5 million capital funding commitment to the Wave Streetcar, a budget amendment is needed in the amount of \$1 million. The assessment proceeds, in the amount of \$20.59 million, were originally anticipated to be transferred to the South Florida Regional Transportation Authority (SFRTA) by 12/31/13. The project partners agreed to pursue a State Infrastructure Bank (SIB) loan application in lieu of issuing a Bond, which delays the transfer of assessment funds to the SFRTA. To make the cash flow work and to minimize delays to the project schedule, \$1 million needs to be transferred to SFRTA by 12/31/13. Local funds are very important since State and Federal funding is based on reimbursement of local dollars.

<u>Therefore, \$579,600 of CRA funds are recommended to be used to cover a portion of the \$1MM contribution. The total amount will cover local contributions for two years. 27.6% of the WAVE route is within the NPF CRA and would amount to a contribution in FY 20014 of \$276,000. The remaining portion of the \$579,600 is 27.6% of the \$1.1MM paid in FY 2013 or - \$303,600.</u>

Furtherance of NPF CRA Plan

NPF CRA funds can be used in support of the WAVE Streetcar project as multiple portions of the redevelopment plan reference the importance of improving existing transportation issues and encouraging mass transit to support development near and in the city center. General and specific statements emphasizing the importance of mass transit and the economic development anticipated as a result of developing the WAVE are listed throughout the 2001 NPF CRA Redevelopment Plan on pages 18-21, 24, 36, and 38.

With respect to the Progresso Village Enhancement Project, it was anticipated that neighborhoods within the redevelopment area would take advantage of infrastructure upgrades as part of the redevelopment program. Funding should be provided for basic neighborhood enhancements, such as sidewalks and pedestrian lighting, that through upgrades to the infrastructure will improve the neighborhood areas of the NPF CRA. Neighborhood focused upgrades are referenced on pages 32, 33 and 35 of the 2001 NPF CRA Redevelopment Plan.

Resource Impact

TRANSFER

FROM							
FUND	SUB	FUND NAME	INDEX #	INDEX NAME	SUB	SUB OBJECT	AMOUNT
					OBJECT		
_	FUND		-		<u>#</u>	NAME	_
<u>347</u>	<u>01</u>	NWP Flagler Heights	<u>FD347</u>	<u>NWP Flagler</u> Heights CRA CIP	NA	<u>Undesignated</u> Fund Balance	<u>\$879,600.00</u>
<u>322</u>	<u>02</u>	Tax Increment Rev Construction 2004 AMT	<u>FD322.02</u>	TAX INCR BOND PROCEEDS 2004 AMT	<u>9106</u>	<u>Transfer</u> to CRA	<u>1,145,590.53</u>
<u>320</u>	02	Tax Increment Rev Construction 2004 Non- AMT	FD322.02	TAX INCR BOND PROCEEDS 2004 NON-AMT	9106	<u>Transfer</u> to CRA	1,704,474.30

<u>\$3,729,664.83</u>

TRANSE	TRANSFER TO										
FUND	<u>SUB</u>	FUND NAME	INDEX #	INDEX NAME	<u>SUB</u> OBJECT	SUB OBJECT	AMOUNT				
-	FUND	-	-		<u>#</u>	NAME	-				
347	01	NWP Flagler Heights	P11486.347	Progresso Neighborhood Improvement	6599	Construction	\$300,000.00				
001	<u>01</u>	<u>General</u> Fund	<u>TAM040101</u>	Transportation Planning	<u>4299</u>	<u>Other</u> <u>Contributions</u>	<u>\$579,600.00</u>				
<u>106</u>	02	CRA	FD106.02	NW PROGRESSO FLAGLER HEIGHTS REDEV AREA	<u>Q322</u>	TBD	<u>1,145,590.53</u>				
		CRA	FD106.02	<u>NW</u> PROGRESSO FLAGLER HEIGHTS REDEV AREA	<u>Q320</u>	2004 TIR BOND CONSTRUCTION	1.704.474.30				

\$3,729,664.83

<u>Strategic Connections</u> This budget amendment facilitates a Fiscal Year 2014 Commission Annual Action Plan (CAAP) top priority, included within the policy agenda, advancing the Northwest-Progresso-Flagler Heights Community Redevelopment Area (NPF-CRA) Five Year Strategy.

Attachment: 2001 NPF CRA Redevelopment Plan

Related CAMs: 13-1418 - Consolidated Budget Amendment for 11/19/13 13-1472 - Consolidated Budget Amendment for 12/03/13

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Department Director: Greg Brewton, Sustainable Development

which would carry potential volatile materials such as oil to outfalls that are typically emptied into rivers and streams. Such practice could cause potential ecological problems with the natural habitat of these waterways.

Sidewalks: A field survey was conducted to determine the approximate locations where sidewalk systems are not present within the residential neighborhoods of the NPF CRA. Those areas without sidewalks in the Northwest District are mostly in the residential areas north of Sistrunk Boulevard and west of I-95. In the residential section of the Flagler Heights RAC Area, almost no sidewalks exist along the residential streets. As the urban village concept for the Flagler Heights Area is defined, sidewalks and pedestrian amenities are envisioned to become a priority. Tax increment funds of the CRA may be needed to fund such improvements. Installation of sidewalks can be controversial in older neighborhoods that have previously existed without them,

C. VEHICULAR AND PEDESTRIAN CIRCULATION

Sunrise Boulevard and Broward Boulevard border the NPF CRA on the north and south while Federal Highway borders the east. All three are major arterial highways serving the regional transportation network. All three facilities operate over capacity in the NPF CRA vicinity. Andrews Avenue as a minor arterial highway provides the east-west separation of the two areas while Sistrunk Boulevard as a major collector highway links the Northwest District and the Flagler Heights RAC Area from east to west. N.E. 3rd Avenue running north-south through the center of the Progresso/Flagler Heights RAC is also a major collector.

Broward Boulevard particularly generates cut-through and speeding traffic within the Northwest District from motorists attempting to avoid delays during the peak hours. These facilities carry large volumes of Broward County Transit ridership, and are primary destination routes. All three streets have paved sidewalks, but the amount of traffic combined with the pedestrian volumes creates potentially hazardous and unsafe conditions.

Sistrunk Boulevard is the main thoroughfare of the Northwest District. It is both a gathering place and the center of the neighborhood commerce. In addition, Sistrunk Boulevard is a heavily traveled roadway facility, and potentially poses the most severe transportation problem affecting the entire area. All of these streets have high accident frequency rates that create an unsafe condition for accessing the neighborhoods for local residents as well as visitors to the area. The high volume of

pedestrian and vehicular traffic into the neighborhoods also creates easy and plentiful access by outsiders, increasing the likelihood of occurrences of crime.

One of the planning techniques that has been utilized to change these facilities is the elimination of direct access to many local roads by the construction of cul-desacs, which reserves major access points through existing signalized locations. This technique should continue to be utilized as conditions warrant as well as measures to improve traffic signalization and cure poor alignments.

Sistrunk Boulevard

Although Sistrunk Boulevard operates well within its capacity, since it is the only facility between Sunrise Boulevard and Broward Boulevard which goes under I-95, it plays a significant role in the regional roadway system for the City. Traffic comes from both the neighborhood and commuters, leading to speeding and to cut-through traffic through other residential streets in the area. In addition, while its cross section is adequate to serve existing traffic volumes, there are numerous safety problems, including the large number of curb cuts and poor alignments.

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While pedestrian traffic is extremely heavy on Sistrunk, there is insufficient walkway capacity, causing large numbers of pedestrian accidents. Additionally, there continues to be a severe parking shortage along this facility. Recommendations for improvements to this facility continue to include provisions for signage, utility placements, bus bays, and other auto and pedestrian safety features. New developments along Sistrunk Boulevard would be required to include sufficient parking, however, additional parking can be created at properly distanced locations to accommodate under-served existing uses. While the City has recently completed a well-designed streetscape program for the corridor, this program is recommended to be continued and expanded to provide additional enhancements to foster a pedestrian friendly environment for the area. Elements of the program could include additional paver blocks at major intersections as well as decorative improvements to the curb, gutters and sidewalks in the area, and improved signage addressing safety and identification needs of the neighborhood.

Over the last several years, recommendations to improve the pedestrian and reighborhood business environment of the Sistrunk Corridor have suggested that this section west of Andrews Avenue to the corporate limits be converted from a four-lane divided road (2 lanes in either direction) to a two-lane divided road (1 lane

in either direction), which would provide additional right-of-way to construct expanded sidewalks and other improvements to accomplish this objective.

Traffic counts taken in April 1995, along this section of Sistrunk suggested that an alternative strategy would be a proposal to allow for off-peak parking similar to that successfully allowed on East Las Olas Boulevard. These counts demonstrated that traffic flows along Sistrunk Boulevard vary during the day, and that four lanes were not needed at all times. The proposal was agreed to by Broward County that has jurisdiction on Sistrunk Boulevard. However, due to the speed of the traffic and the lack of indicators that allow on-street parking, vehicles are not parking on the street. At the time of the adoption of this Plan, the City with the help of a consultant is revisiting options for creating a truly pedestrian environment along the Sistrunk Corridor.

N.W. 7th/9th Avenue Connector

The N.W. 7th/9th Avenue Connector has been proposed for many years as an important roadway improvement having significant regional, local and neighborhood area benefit. As part of a proposed transportation master plan designed to improve roadways and traffic flow from Sunrise Boulevard to Las Olas Boulevard, the connector portion of the proposed roadway is planned to provide a divided four lane highway connecting N.W. 9th Avenue south of Sunrise Boulevard to N.W. 7th Avenue in the general vicinity either south or north of Sistrunk Boulevard.

Traffic conditions in the general corridor area vary considerably. Because N.W. 7th Avenue and N.W. 9th Avenue have available traffic capacity in this vicinity of the corridor, the proposed connector has the potential to divert traffic from the overcapacity roadways such as Sunrise Boulevard, Broward Boulevard and Federal Highway. In addition to improving north-south traffic flow and reducing accidents affecting both pedestrian and vehicular traffic, the improvement will have other positive benefits by stimulating redevelopment and revitalization efforts within the NPF CRA.

A summary of identified benefits of the N.W. 7th/9th Avenue Connector Project follows:

Improve traffic capacity and traffic flow into downtown Fort Lauderdale thereby relieving over-capacity roadways.

Improve traffic capacity and traffic flow into major public facilities such as the Performing Arts Center, the Museum of Discovery and Science, and the proposed New World Aquarium.

Provide a stimulus to important redevelopment efforts by improving traffic flow in connection with the Northwest Redevelopment, including the proposed Northwest Branch Post Office, and the Northwest Branch Medical Facility.

Reduce traffic accidents within the corridor area due to improved traffic flow and intersection improvements.

Improve community cohesion and quality of life by reducing cut-through traffic within the residential areas.

Provide, through right-of-way acquisition, opportunities to correct incompatible land use between existing residential and industrial uses within the proposed corridor area.

As demonstrated above, the implementation of the N.W. 7th/9th Avenue Connector Project will significantly improve the regional transportation network while producing considerable additional benefits consistent with the improvement plans for the neighborhood area.

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Flagler Heights RAC Area

Field studies carried out in connection with the master planning process for the entire Downtown Regional Activity Center have identified major roadways within the RAC that are best suited to encourage pedestrian activities while others that best serve as major vehicular corridors. By identifying those streets best suited primarily for pedestrian oriented commercial uses at the ground floor level and those streets best suited for providing visual appeal to the motorist and safe access for the pedestrian, it is felt that the City can better plan the types of uses and development to be permitted along these major arterial and collector roadways.

At the time of the adoption of this Plan Update, the City's Office of Community and Comprehensive Planning is in the process of creating a street hierarchy for the • entire Progresso/Flagler Heights Area.

proposed rezoning will allow for the mixed-use development along the corridor. The Regional Activity Center (RAC) land use permits mixed uses, both horizontally and vertically, and the zoning will be designed to allow such mixed uses, where appropriate, to provide further incentives to induce private reinvestment The new zoning will be designed to foster the redeveloping of the corridor as a pedestrian friendly center for commerce and neighborhood identification, while maintaining the integrity of the adjoining residential neighborhoods through adequate buffers, set backs, and other controls regulating bulk. Special emphasis on promoting alternative housing options for the Sistrunk Corridor and other residential areas within the Northwest District is proposed to be provided through the creation of new RAC zoning codes by allowing other development techniques that produce affordable housing such as zero lot line and cluster housing options.

Flagler Heights RAC Area

The Flagler Heights RAC Area is designated, in part, on the Future Land Use Plan as a portion of the Downtown Regional Activity Center. The RAC land use designation presently extends from Sunrise Boulevard on the north to the Tarpon River on the south, with the eastern and western boundaries running generally along Federal Highway and the FEC Railroad.

Prior to designation of this area as Regional Activity Center (RAC) land use the Flagler Heights RAC Area contained a myriad of zoning districts, including medium density residential and commercial retail and services (B-1). This has allowed this area to develop into a wide range of uses, including a variety of low to moderate income residential housing, interspersed with commercial service and retail uses and small professional offices.

As of Redevelopment Plan adoption, new zoning for this area was developed as part of the Regional Activity Center Master Plan. The major purposes of the RAC land use designation are to facilitate mixed-use development, encourage mass transit, reduce the need for automobile travel and provide incentives for quality development, and give definition to the urban form.

The proposed new zoning district to be created for that portion of Flagler Heights RAC Area situated north of N.E. 4th Street is RAC-UV. It will allow and promote medium density mixed use development and redevelopment. The remaining portion to the south of N.E. 4th Street is proposed for more intensive downtown commercial office use (RAC-CC) or more transitional uses buffering commercial from residential

City Capital Improvement Plan (CIP) Program

The City annually updates and funds its Five (5) Year Capital Improvement Plan ("CIP") Program. The CIP is comprised of various funding sources, including general fund, enterprise funds, grant resources, other private and public contributions, etc. Capital projects costing in excess of \$5,000 and having useful life generally in excess of five (5) years are typically programmed in the City's annual The identified infrastructure improvements to be undertaken by this CIP. Redevelopment Program currently include \$5,320,038 in upgrades to the water main systems in the NPF CRA. While additional infrastructure improvements identified in the Redevelopment Program may be more appropriately funded through other sources, the City's CIP will be available to request funding consideration for projects and activities proposed to be undertaken in connection Some of the proposed improvements to the with this Redevelopment Plan. infrastructure, such as sanitary sewer installations in commercial districts, should be included in future CIPs with identified source of funds to be derived by special assessment to the benefiting property owners.

The time period and amount for each type of capital improvement are estimates as of the time this Plan was adopted. It is possible and, in fact, likely, that some projects may for a variety of factors extend into one or more time periods before completion or may be accelerated and moved up into a more recent time period. The City Commission shall have the authority and discretion to make such adjustments to the amounts in each time period as deemed necessary and appropriate to best implement the provisions of this Plan.

Conclusion on Funding Sources

Other funds, including those that may be made available from private participating parties, will be sought and utilized as deemed necessary and beneficial. Allocation of additional CDBG funds, other Federal and State grant funds, City CIP funds, and the use of Tax Increment funds are all identified sources of revenues that, over time, can be used to carry out the projects and objectives of the Redevelopment Plan.

Property Acquisition and Disposition

From time to time the CRA may identify opportunities to acquire properties that can be conveyed or assembled for redevelopment. When those opportunities are

identified, with the approval of the CRA board, the CRA shall proceed with such acquisitions using funds available to the CRA. From time to time the CRA shall dispose of property that it acquires to private or public persons for redevelopment purposes and may enter into agreements with such persons to ensure that the redevelopment occurs, as provided in Section 163.380, Florida Statutes.

SECTION 5

COMMUNITY REDEVELOPMENT PROGRAM AND STRATEGIES

A. <u>GENERAL CONCEPT AND STRATEGIES</u>

The City and CRA consider the following list of capital projects and public improvements important to the successful redevelopment and revitalization of the NPF CPA. Other projects and activities may be identified after public consultation in conjunction with the annual budget preparation process of the CRA and the City. Whether funded and carried out by the Fort Lauderdale CRA, the City of Fort Lauderdale, or Broward County through Interlocal Agreement, the following outlines the basic programs and strategies forming the essential physical improvement and project plans for the NPF CRA.

Neighborhood Housing Improvement Programs

Neighborhood Infrastructure Improvement Program

Sistrunk Corridor Area Improvement Programs

Northwest Commercial Revitalization Improvement Program

Flagler Heights RAC Area Improvement Programs

Targeted Project Areas

Priority consideration shall be given first to the funding and implementation of those basic physical improvement programs and projects that through upgrades to the infrastructure will improve the quality of life in the neighborhood areas of the NPF CRA, and to those programs for improvements to the business and commercial sectors of the NPF CRA that will provide the infrastructure support and improved environmental conditions needed to foster thriving small business and compatible commerce in the NPF CRA.

C. <u>NEIGHBORHOOD INFRASTRUCTURE IMPROVEMENTS</u> <u>PROGRAM</u>

Vision Statement

Improvement of the infrastructure within the residential neighborhoods for the entire NPF CRA is a major implementation element of the Redevelopment Program. For a number of years, the City has set aside \$1,000,000 annually for infrastructure projects for the Northwest District. This has already resulted in significant improvements to the parks and public facilities in these neighborhood areas. This financial commitment is no longer a secured source of funding for the CRA. Future efforts will involve working with the neighborhood and civic associations within the NPF CRA to prioritize the infrastructure needed for affected neighborhoods.

Program Description

The Neighborhood Infrastructure Improvement program provides for upgrades to water mains, installation of new sanitary sewers, and maintenance and improvements to the storm drain system. The total cost of this project is estimated at \$9,564,088. This includes \$4,077,000 for water mains, \$4,987,008 for sanitary sewers and \$500,000 for storm drain and swale reclamation programs. Should neighborhood residents desire sidewalks, an additional \$1,000,000 is estimated to implement this option.

D. SISTRUNK CORRIDOR AREA IMPROVEMENT PROGRAMS

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Vision Statement

The Sistrunk Corridor is the traditional center of commercial activity for the City's African-American community. Sistrunk Boulevard is a mixed-use corridor. In addition to the low to medium residential uses, there are approximately 185 businesses and offices located along Sistrunk Boulevard. Most of these businesses are supported by the surrounding neighborhood. In keeping with the recommended strategy of both the City's adopted 1989 Safe Neighborhood Act Plan and the approved 1995 Empowerment Zone Strategic Plan for Sistrunk Boulevard, this Redevelopment Plan establishes the Sistrunk Corridor Area Improvement Program in the Midtown Business District and the Sistrunk Commercial Node Program to formalize the implementation and funding plan for these activities.

Program Description

Sistrunk Corridor Area Improvement Program: This Program primarily provides for parking, pedestrian use, and redevelopment of buildings and the upgrade of existing water lines to support mixed use development along the boulevard. Future plans may also call for additional streetscape improvements such as lighting, landscaping and signage to provide for improved security and identification along the roadway and medians.

Also, while Sistrunk Boulevard serves the regional transportation network as a major collector roadway, fostering the economic revitalization and neighborhood redevelopment of the Northwest District I is of paramount importance.

The CRA has begun land acquisition of commercial properties to facilitate private sector redevelopment by disposing of the properties in a manner that facilitates development either by land/building markdowns or some other form of incentive. It is anticipated that major streetscape and pedestrianization of the corridor is necessary and should be done simultaneous with private sector redevelopment.

This project provides for the development of commercial nodes to help revitalize Sistrunk as a mixed-use corridor providing business opportunities and essential neighborhood services to the surrounding neighborhood. There is a sufficient population base surrounding the Sistrunk-Corridor to support a neighborhoodbased commercial area. The City has already instituted a Facade Improvement Program to help improve the condition of commercial areas along the corridor. This

Further development of these programs shall be based on availability of funds and a final determination of the selected corridor for the N.W. 7th/9th Avenue Connector Project. Under this approach, a comprehensive renovation of the existing structures, coupled with spot clearance and new infill development, could be achieved within a reasonable time frame and budget and within the resources of the Fort Lauderdale CRA.

Program Description

This project would concentrate on improvements in the commercial-industrial area between Sistrunk Boulevard and Sunrise Boulevard and N.W. 9th Avenue and N.W. 5th Avenue. Public improvements would include the installation of sewers, upgrades to the water system, and road and signage improvements. Future funding would also attempt to program funds to allow for the acquisition of properties to eliminate undesirable uses through voluntary and negotiated sales, or to provide publicly-owned frontage or right-of-way to make area compatibility improvements that provide better separation and identification of the commerce park area. Initial project implementation activities will commence with concentrated code enforcement coupled with preparation of plans to provide for improvements to the infrastructure and identification of this commercial business district.

The total estimated cost for this project is \$3,000,000, which consists of \$1,313,840 in sewer and water improvements, \$186,000 in street and signage improvements. Funding for other strategic programs of at least \$1,500,000 is included in this estimate for activities such as negotiated land purchases and programs to improve the environment, image and identification of this area.

F. <u>N.W. 7TH/9TH AVENUE CONNECTOR</u>

Vision Statement

The proposed N.W. 7th/9th Avenue Connector is planned to complete an important north-to-southbound arterial corridor which is currently disjointed at Sunrise Boulevard. It will provide an important reliever corridor to other major northsouthbound arterials and will serve as a vital transportation link for the benefit of the overall local and regional transportation network. Through the realignment and construction of that corridor, the need for cut-through traffic to rely on the use of inappropriate local collector roads will be greatly reduced for the benefit of the surrounding neighborhood area.