

# CITY OF BELLEVIEW, FLORIDA

## Proposed Downtown Bellevue Community Redevelopment Area



2012

## Finding of Necessity Report



Prepared By Development Services Staff

Jeff Shrum, AICP

Andrew Uhlir (intern)

City of Bellevue

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## **1. OVERVIEW AND PURPOSE**

The City of Belleview historically has had the economic / mobility advantage of having a major rail line (CSX) and major state, regional, and local roadways traveling through and converging within the City limits. These transportation facilities have provided a means for travel and dispersion of local goods which have contributed to the development and growth of the City. In more recent times, the function of these transportation corridors has changed to serve as thoroughfares between larger destinations of the City of Ocala to the North and the Villages to the South. This gradual change over time and other recent events such as the economic downturn that occurred in 2006, has had a tremendous impact on the continued minimal or disinvestment into the properties and infrastructure adjacent to and nearby to these corridors. The intent of this proposed Community Redevelopment area (CRA) is to provide a catalyst for a positive change for the citizens, business community, and the real properties of the City of Belleview.

The purpose of this analysis is to support the connection between the statutory definition of “blighted area” and the proposed Downtown Belleview Community Redevelopment Area. If a determination of such blight conditions can be made based upon the statutory definitions set forth in Section 163, Part III, Florida Statutes (F.S.), a Community Redevelopment Agency (CRA) may be created in conjunction with the preparation and adoption of a redevelopment plan. The data and analysis and documentation of the Downtown Belleview study area within this report is evaluated based upon the provisions established in Florida’s Redevelopment Act, Section 163, Part III, Florida Statutes, (F.S.)

### **Introduction:**

The initiative to create a CRA and redevelopment plan for the Downtown Belleview area arises from the need to stimulate reinvestment in the area and identify new funding sources to serve as a catalyst for the improvement of existing conditions and to generate additional economic activity. One of the main concerns for the proposed CRA area is the existing condition of properties and infrastructure inhibiting the economic potential of the area. A redevelopment/revitalization initiative to identify and prioritize improvements for this area is a necessary component of the broader goal of attracting investment into the area.

Identifying resources to remove blighted influences is essential to remain competitive in the economic marketplace. Typically serving as the initial step in creating the CRA with community approved boundaries, the Finding of Necessity (FON) assists in identifying a proposed redevelopment area. A subsequent community redevelopment plan will specify the desired improvement projects and steps required to achieve the plan goals. The CRA will be funded in most part by increment revenues designated specifically to the Study Area. These funds will be contributed to a Trust Fund for redevelopment efforts pursuant to the Downtown Belleview CRA redevelopment plan as part of the City’s overall efforts to stimulate economic development within Belleview.

The data and analysis utilized in this report includes a combination of field data collected through a walking road/sidewalk inventory and data from the Marion County Property Appraisers. This data will be used to establish a connection between the current conditions of properties and infrastructure within the study area and the “blighted” definition as defined in Florida Statutes.

## **2. ENABLING LEGISLATION:**

The Community Redevelopment Act of 1969 provides local governments with a unique way to address slum or blighted areas in need of revitalization within their community. The problems associated with blighted areas are stated in statutes:

### **Section 163.335, F.S.**

*“[Blighted areas] ...constitute a serious and growing menace, injurious to the public health, safety, morals, and welfare of the residents of the state; that the existence of such areas contributes substantially and increasingly to the spread of disease and crime, constitutes an economic and social liability imposing onerous burdens which decrease the tax base and reduce tax revenues, substantially impairs or arrests sound growth, retards the provision of housing accommodations, aggravates traffic problems, and substantially hampers the elimination of traffic hazards and the improvement of traffic facilities; and that the prevention and elimination of slums and blight is a matter of state policy and state concern...”*

**Section 163.335(2), F.S.** *...certain slum or blighted areas, or portions thereof, may require acquisition, clearance, and disposition subject to use restrictions, as provided in this part, since the prevailing condition of decay may make impracticable the reclamation of the area by conservation or rehabilitation; that other areas or portions there may, through the means provided in this part, be susceptible of conservation or rehabilitation in such a manner that the conditions and evils enumerated may be eliminated, remedied, or prevented; and that salvageable slum and blighted areas can be conserved and rehabilitated through the appropriate public action as herein authorized and the cooperation and voluntary action of the owners and tenants of property in such areas.*

**Section 163.335(3), F.S.** *...powers conferred by this part are for the public uses and purposes for which public money may be expended and police power exercised, and the necessity in the public interest for the provisions herein enacted is declared as a matter of legislative determination.*

**Section 163.335(5), F.S.** *...the preservation or enhancement of the tax base from which a taxing authority realizes tax revenues is essential to its existence and financial health;*

*that the preservation and enhancement of such tax base is implicit in the purposes for which a taxing authority is established; that tax increment financing is an effective method of achieving such preservation and enhancement in areas in which such tax base is declining; that community redevelopment in such areas, when complete, will enhance such tax base and provide increased tax revenues to all affected taxing authorities, increasing their ability to accomplish their other respective purposes; and that the preservation and enhancement of the tax base in such areas through tax increment financing and the levying of taxes by such taxing authorities therefore and the appropriation of funds to a redevelopment trust fund bears a substantial relation to the purposes of such taxing authorities and is for their respective purposes and concerns.*

There are many municipalities throughout Florida which have been successful in using the CRA tool to tackle the problems slum and blight may bring. The Community Redevelopment Act of 1969 sets forth the legal framework for creating a Community Redevelopment Area: establishment of an agency, how it is financed, and the regulatory capabilities needed in accomplishing its goal of improving the selected area. In order to move forward in this process, the City Commission must first adopt, by resolution, a finding that one or more blighted areas exist within its jurisdiction.

### **Section 163.355, Florida Statutes**

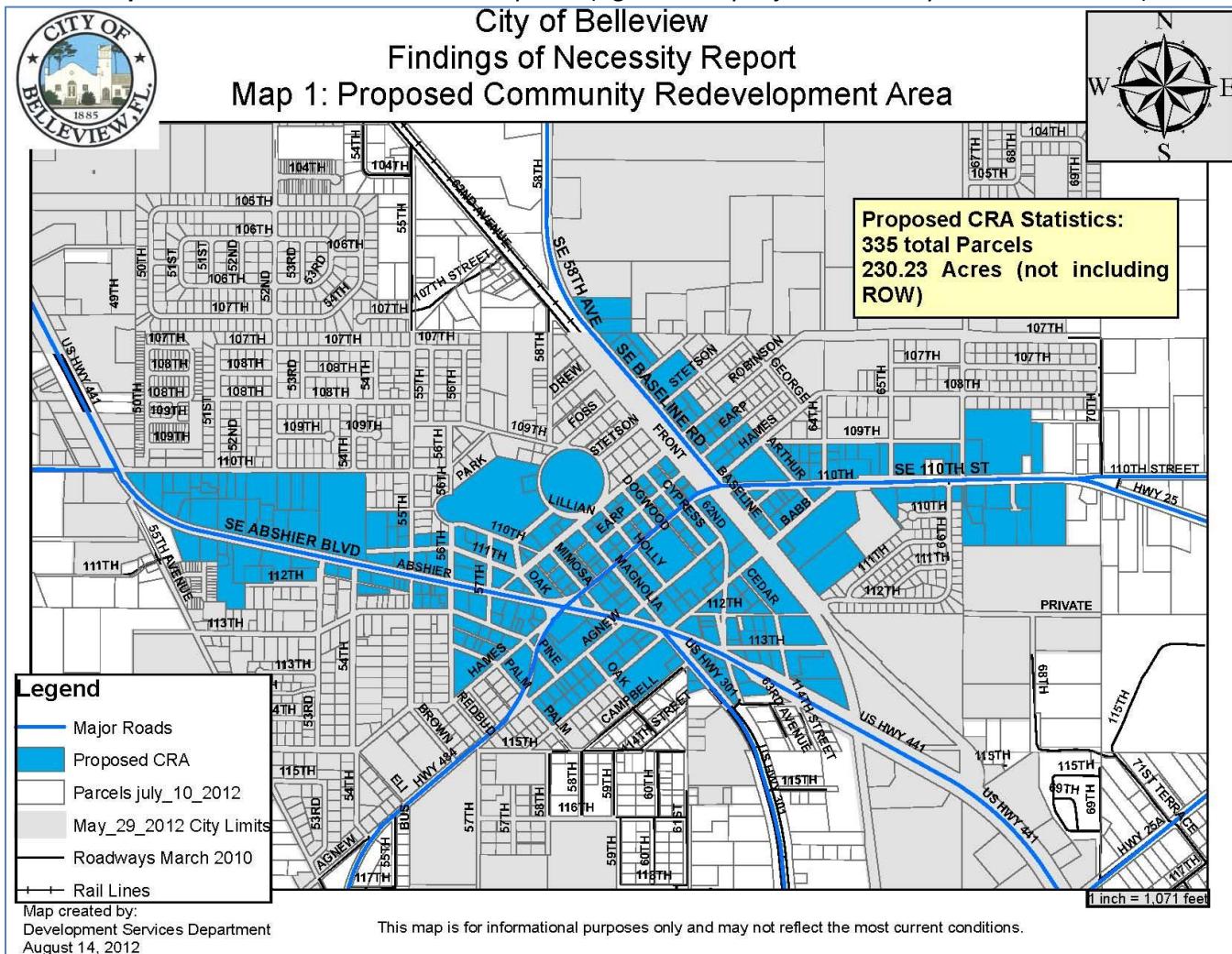
*No county or municipality shall exercise the community redevelopment authority conferred by this part until after the governing body has adopted a resolution, supported by data and analysis, which makes a legislative finding that the conditions in the area meet the criteria described in s. 163.340(7) or (8). The resolution must state that:*

- (1) *One or more slum or blighted areas, or one or more areas in which there is a shortage of housing affordable to residents of low or moderate income, including the elderly, exist in such county or municipality; and*
- (2) *The rehabilitation, conservation, or redevelopment, or a combination thereof, of such area or areas, including, if appropriate, the development of housing which residents of low or moderate income, including the elderly, can afford, is necessary in the interest of the public health, safety, morals, or welfare of the residents of such county or municipality.*

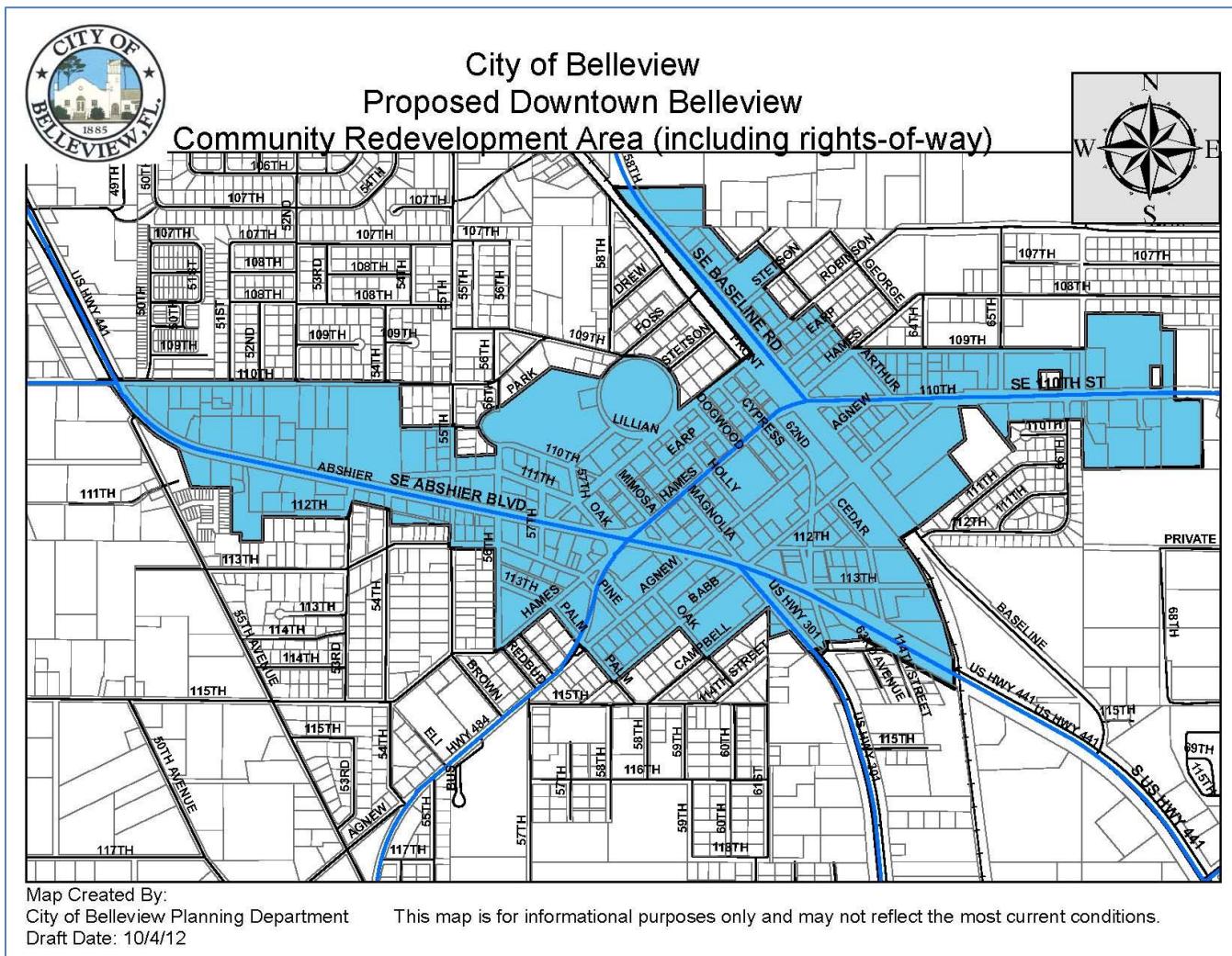
## **3. STUDY AREA**

The study area for the proposed Downtown Belleview CRA was envisioned to include those commercially zoned properties that have historically served as the centerpiece and gateway to the City. Specifically, these gateway corridors include: Baseline Road (SR 35), SE 110<sup>th</sup> Street / County Road 25, Hames Road (SR 25), County Road 484, and Abshier Boulevard (US 441) (see Map 1).

**Map 1:** Downtown Bellevue CRA Study Area (rights-of-way adjacent to study area not included)



**Map 1(a): Downtown Bellevue CRA Study Area (rights-of-way adjacent to study area included)**



The City of Bellevue includes about 2,400 parcels of land totaling about 2,100 acres in size (not including rights-of-way). In comparison, the proposed study area includes 336 parcels of land and is about 223 acres in size (not including rights-of-way). With the exception of four (4) residentially zoned properties, the entire study area is comprised of non-residentially (commercial) zoned properties including commercial, governmental, and industrial properties (See Table 1).

To provide a better understanding of property conditions and to serve as further evidence and support for the data and analysis, all of the pictures included in this report are of properties that lie within the study area of the proposed CRA.

The following Map 1 (b) and Table 1 provide a breakdown by parcel type and zoning designation for all of the parcels within the proposed CRA.

Map 1(b): Proposed CRA Zoning

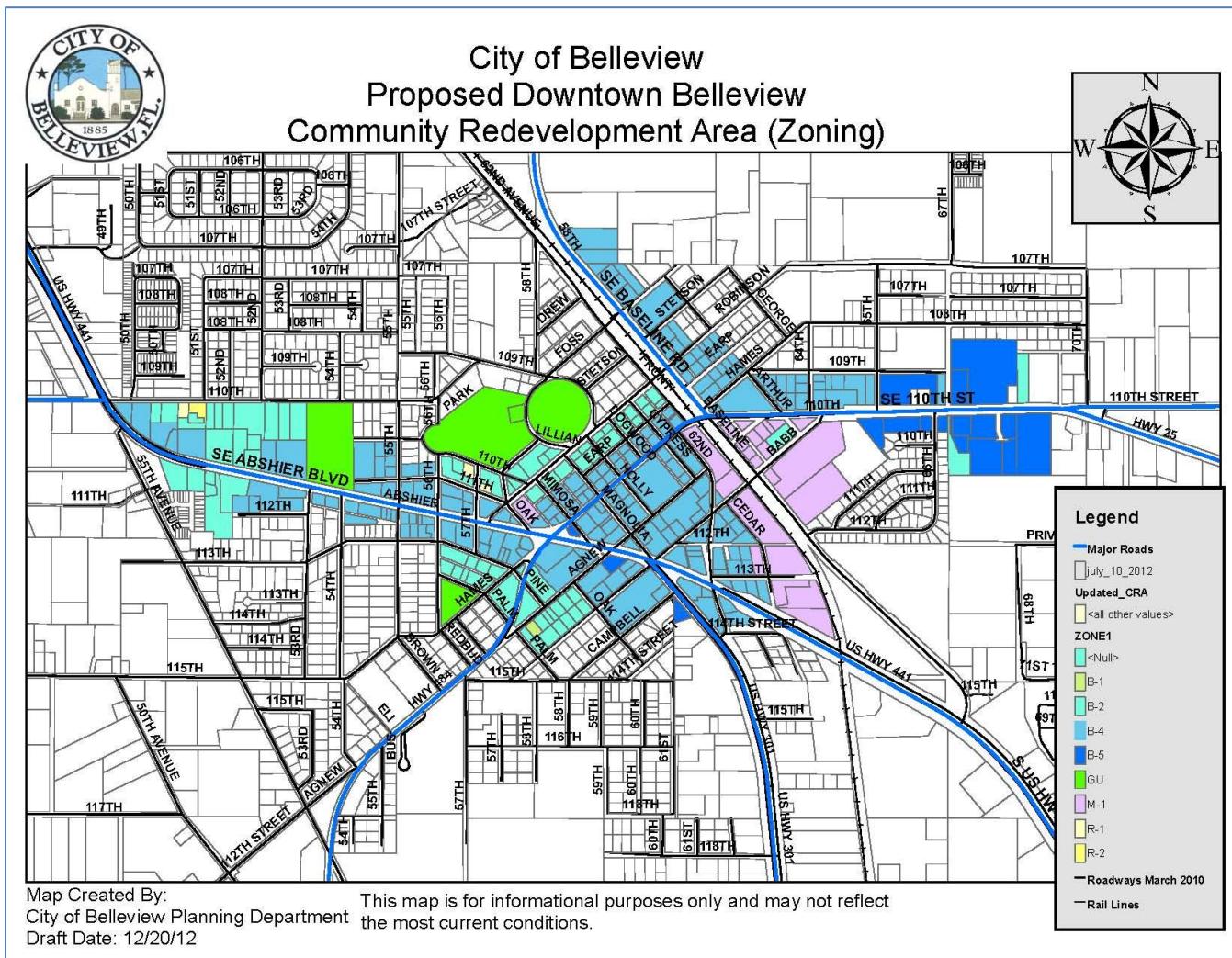


Table 1: Parcel Information

| Proposed CRA: Parcel Information |                   |                |
|----------------------------------|-------------------|----------------|
| Zoning District                  | Number of Parcels | Acreage +/-    |
| R-1                              | 3                 | 0.80           |
| R-2                              | 1                 | 0.48           |
| B-1                              | 1                 | 0.34           |
| B-2                              | 78                | 43.46          |
| B-4                              | 207               | 102.79         |
| B-5                              | 18                | 19.65          |
| M-1                              | 24                | 28.22          |
| GU                               | 4                 | 27.51          |
| <b>Totals</b>                    | <b>336</b>        | <b>*223.23</b> |

*\*note totals are approximate as some parcels have multiple zoning designations.*

### **Study Area Legal Description:**

The legal description of the study area for the study area includes the parcels and all rights-of-ways adjacent to the study area to ensure inclusion of those rights-of-way providing for transportation access to the study area. The complete legal description of the proposed area (consistent with Map 1(a) shown above) is described as follows:

**<<<INSERT LEGAL DESCRIPTION>>>**

## **4. CRITERIA FOR DETERMINING BLIGHT**

Florida Statutes defines a “blighted area” as follows:

### **Section 163.340, Florida Statutes**

(8) “Blighted area” means an area in which there are a substantial number of deteriorated, or deteriorating structures, in which conditions, as indicated by government-maintained statistics or other studies, are leading to economic distress or endanger life or property, and in which two or more of the following factors are present:

- (a) Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;
- (b) Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions;
- (c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- (d) Unsanitary or unsafe conditions;
- (e) Deterioration of site or other improvements;
- (f) Inadequate and outdated building density patterns;
- (g) Falling lease rates per square foot of office, commercial, or industrial space compared to the remainder of the county or municipality;
- (h) Tax or special assessment delinquency exceeding the fair value of the land;
- (i) Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality;
- (j) Incidence of crime in the area higher than in the remainder of the county or municipality;
- (k) Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality;
- (l) A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality;
- (m) Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area; or

(n) Governmentally owned property with adverse environmental conditions caused by a public or private entity.

To be defined as a “blighted area” according to Section 163.340 of Florida Statutes as indicated above, the area must include an area in which there are a substantial number of deteriorated or deteriorating structures and at least two of the factors (a) through (n). This analysis will focus on evaluating data and analysis to support a finding of “blight” based upon the primary criteria (deteriorated or deteriorating structures) as well as four (4) other blight indicators as follows:

- **(8) Substantial number of Deteriorated, or deteriorating structures...;**  
And
  - **(a) Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;**
  - **(b) Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions;**
  - **(d) Unsanitary or unsafe conditions;**
  - **(e) Deterioration of site or other improvements**

The data and analysis included in this report has been derived to show if there is a connection between the above listed blight indicators in accordance with Florida Statutes and the study area.

## 5. METHODOLOGY AND STANDARDS

Data was collected through a combination of a walking/sidewalk roadway Field Survey and Marion County, Florida Property Appraiser data. It is important to clarify that all Field Survey observations were conducted visually from the public right of way over a period of several days. After collection, the data was evaluated through Microsoft Excel and using ArcView GIS mapping. The following Table 2 describes the data used and the source of the data for analysis in this report:

**Table 2:** Source of Data

| <b>Factor defined in Florida Statute, Section 163.340</b>                | <b>Source of Data</b>                                    |
|--|--|
| (8) “Substantial number of Deteriorated, or deteriorating structures...” | Field Survey and a comparison to Property Appraiser data |
| (a) “Predominance of defective....public transportation facilities”      | Field Survey   |
| (b) “Aggregate assessed values of real property...”                      | Property Appraiser                                       |
| (c) Unsanitary or unsafe conditions                                      | Field Survey   |
| (d) Deterioration of site or other improvements                          | Field Survey   |

For the analysis of (8)(b) above, Property Appraiser data was used to find the aggregate assessed values of the properties in the area of study. Year 2007 and 2011 values were collected and the difference found determined the change in values for the last five year period. The property appraisers' data on building condition was also used to provide a comparison and further understanding of existing building conditions. In addition to the Field Survey, this additional property appraisers' data provides another measure or gauge by which a finding of "blight" may be determined.

## **5.1 FIELD SURVEY:**

Data from the field survey was collected from July 17<sup>th</sup>, 2012 through July 26, 2012. The raw data from the Field Survey is hereby incorporated into this document by reference as Appendix A of this report. The survey form (example found in 5.2 (b) Table 4 below) was comprised of four main categories which correlate to the definition of blight factors defined in Florida Statutes Section 163.340 (8):

- **Building condition** [F.S. (8) "substantial number of deteriorated, or deteriorating structures..."]
- **Site condition** [F.S. 8 (d) Deterioration of site or other improvements]
- **Unsanitary or unsafe conditions** [F.S. 8(c) Unsanitary or unsafe conditions]
- **Transportation Facilities** [F.S. 8(a) "Predominance of defective....public transportation facilities"]

Each of the four Florida Statutes blight categories are further subdivided into property characteristics to provide a measurable correlation to existing conditions and the definition of blight. These characteristics also included criteria to help standardize the visual review of each parcel conducted in

| <b>Table 3: Field Survey Methodology</b>             |                            |  |
|--|----------------------------|--|
| <b>CATEGORIES</b>                                    | <b>CHARCTERISTICS</b>      | <b>CRITERIA</b>  |
| <b>F.S. (8)</b><br><i>Building Condition</i>         | <i>Roof</i>                | – patching, holes, sagging   |
|  | <i>Walls</i>               | – cracks, gutters, painting, overall appearance  |
|  | <i>Doors/Windows</i>       | - cracks, painting, mismatches, broken   |
| <b>F.S. 8(d)</b><br><i>Site Condition</i>            | <i>Pavement</i>            | - lack of pavement, cracks, potholes, unevenness, patching                             |
|  | <i>Sign</i>                | –cracks, painting condition, rust  |
|  | <i>Fence</i>               | -broken, missing sections, rotted, painting condition                                  |
| <b>F.S. 8(c)</b><br><i>Unsanitary/Unsafe</i>         | <i>Drainage</i>            | - meets parcel standards, lacking, efficiency  |
|  | <i>Trash/Debris /items</i> | - trash, broken or unorganized miscellaneous <b>equipment</b>                          |
|  | <i>Overgrown</i>           | – excessive grass/weed height, unpruned trees, shrubs, generally unkept property       |
| <b>F.S. 8(a)</b><br><i>Transportation Facilities</i> | <i>Sidewalks</i>           | - availability of sidewalks from adjacent rights of way, general sidewalk conditon     |
|  | <i>Parking</i>             | – lack of specified parking, inadequate parking, inefficient to meet needs of property |
|  | <i>Curbs</i>               | - cracked, broken  |
|  | <i>Roads</i>               | – cracks, potholes, patching, unevenness, erosion                                      |

the Field Survey.

The ranking for each of the criteria included for the characteristics for each category was on a 1 to 4 point scale, or a Yes (Y) or No (N) in regards to its adequacy and/or existence of certain facilities. The scale measured from Good (4) to Bad/Critical (1). A score of 0 or '\*' indicated it was non-applicable for the parcel or it was un-measurable.

**Table 3(a):** Field Survey Property Ranking Scale

| <b>RANKING</b>                 | <b>EXPLANATION</b>   |
|--------------------------------|--|
| <b><i>Good (4)</i></b>         | <i>no apparent defects</i>   |
| <b><i>Fair (3)</i></b>         | <i>minor defects</i>   |
| <b><i>Poor (2)</i></b>         | <i>major defect or numerous amounts of minor defects</i>                               |
| <b><i>Bad/Critical (1)</i></b> | <i>critical defect or multiple major defects, or lacking "improvements/facilities"</i> |



*Example of property and rating characteristics*

## **5.2 DETERMINATION OF BLIGHT (FEDERAL CDBG PROGRAM COMPARISON)**

While the Community Redevelopment Act does not define blight or its factors by any numerical standard, the standards for a similar Federal Government program (Community Development Block Grant or CDBG) establishes a minimum criteria of 25% of the subject properties within the study area are needed to meet the definition of blight for that program. It is also important to mention that Community Redevelopment Act has no set numerical standard for field survey data in determining the criteria for blight. To help facilitate a numerical determination of blight consistent with the Community Redevelopment Act, this Findings of Necessity Report utilizes a method of categorizing the parcel characteristics combined with a set ranking system creates a level of objectivity to the study methodology and provides a statistical basis for scoring each of the criteria, providing for an overall score for each of the categories for each parcel of land within the study area.

The 2012 Edition of the Federal Code of Regulations: **Title 24 CFR 570.208(a)(1)** provides the following definition for determining slum or blight on an area wide basis as follows:

“The designated area in which the activity occurs must meet the definition of a slum, blighted, deteriorated or deteriorating area under state or local law;

Additionally, the area must meet either one of the two conditions specified below:

Public improvements throughout the area are in a general state of deterioration; or

At least 25 percent of the properties throughout the area exhibit one or more of the following:

Physical deterioration of buildings/improvements;

Abandonment of properties;

Chronic high occupancy turnover rates or chronic high vacancy rates in commercial or industrial buildings;

Significant declines in property values or abnormally low property values relative to other areas in the community; or

Known or suspected environmental contamination.”

Although the Federal CDBG program definition it is not a standard defined by the Florida Community Redevelopment Act, it is a credible standard appropriate for use as a minimum threshold standard for this study.

## **5.2. (a) PERCENTAGE OF PROPERTIES REQUIRED TO MEET BLIGHT CRITERIA:**

For the purpose of correlation to State standards for determining the presence of blight and analyzing the data from the field survey it is important to look at two areas of the survey:

- (1) **Building Conditions** - which is used to determine connection to F.S. (8) “substantial number of deteriorated, or deteriorating structures...”]
- (2) The **Site Conditions, Unsanitary/Unsafe, and Transportation Facilities** which are used to show the connection to:
  - **Site condition** [F.S. 8 (d) Deterioration of site or other improvements]
  - **Unsanitary or unsafe conditions** [F.S. 8(c) Unsanitary or unsafe conditions]
  - **Transportation Facilities** [F.S. 8(a) “Predominance of defective....public transportation facilities”]

**The minimum standard in this report to be considered to meet the criteria for “blighted”, based upon the factors listed above, is a minimum of 84 parcels or 25% of the total 336 parcels of land in the study area.**

## **5.2. (b) CRITERIA SCORE REQUIRED TO BE CONSIDERED AS BLIGHTED:**

For the purposes of this report, the standard for showing a connection to the blight definition and site conditions can be made if the property meets one or more of the following:

- (a) A Bad/Critical score in any criteria.**
- (b) The overall score of all of the possible Criteria in any one Category is 50% or less.**

The rational for these two conditions are that upon casual observation from the adjacent roadway, the subject property exhibits one or more conditions or an overall impression that is negative in nature likely having a real and perceived negative impact to property values and detrimental impact to social and economic activity. The following Table 4: sample parcel survey shows how this is accomplished:



*Example of broken pavement and lack of sidewalks*

**Table 4: Field Survey (Sample Parcel)**

| Building Conditions     |           | Site Conditions                         |           |              |                            |         | Unsanitary/Unsafe |                        |           |            |  | Transportation Facilities |  |  |  |  | Type of Use |
|-------------------------|-----------|---|-----------|--------------|----------------------------|---------|-------------------|------------------------|-----------|------------|--|---------------------------|--|--|--|--|-------------|
| Roof                    | 1 2 3 4 * | Pavement                                | 1 2 3 4 * | Drainage     | N                          | Y       | *                 | Sidewalks              | 1 2 3 4 * | Commercial |  |                           |  |  |  |  |             |
| Walls/shingles          | 1 2 3 4 * | Sign                                    | 1 2 3 4 * | Trash/Debris | 1 2 3 4 *                  | Parking | 1 2 3 4 *         | Residential            |           |            |  |                           |  |  |  |  |             |
| Doors/Windows           | 1 2 3 4 * | Fence                                   | 1 2 3 4 * | Overgrown    | 1 2 3 4 *                  | Curbs   | 1 2 3 4 *         | Vacant                 |           |            |  |                           |  |  |  |  |             |
| Foundation              | 1 2 3 4 * |   |           |              |                            | Roads   | 1 2 3 4 *         |                        |           |            |  |                           |  |  |  |  |             |
| <b>Average Score: 2</b> |           | <b>Average Score: 2.33 (Score of 1)</b> |           |              | <b>Average Score: 3.33</b> |         |                   | <b>Average Score 4</b> |           |            |  |                           |  |  |  |  |             |

In review of the Sample Survey above, the sample subject property indicates the sample property meets the criteria for blight (:

- ✓ **Building Condition:** there is a connection to blighted building conditions by having an overall score of 2 (50% or less).
- ✓ **Site Condition:** the property shows a connection to blight for the Site Conditions Category with a Bad/Critical score on the pavement.
- **Unsanitary/Unsafe Conditions:** no score of 1 and all scores higher than 2 (50% or less) indicating no connection to blight.
- **Transportation Facilities:** no score of 1 and all scores higher than 2 (50% or less) indicating no connection to blight.

In summary, the sample parcel meets the criteria for blight for Building Conditions and Site Conditions but did not for Unsanitary/Unsafe Conditions and Transportation Facilities.

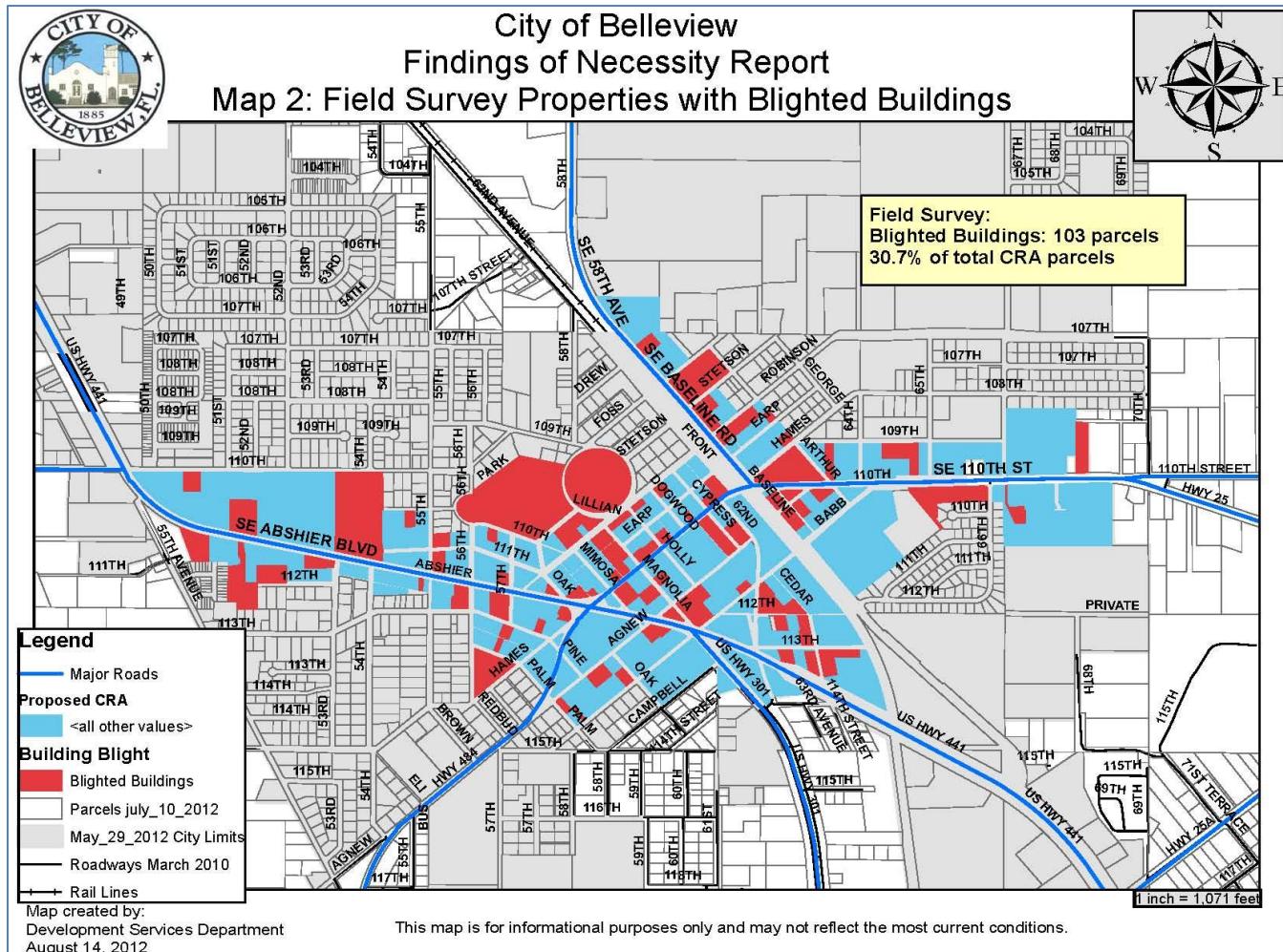
## 6. DATA ANALYSES OF STUDY AREA

### 6.1 (a) BUILDING CONDITIONS: FIELD SURVEY

*In review of Building Conditions it is vital to point out that while not all parcels within the study area have a building located on them, the determination for meeting the criteria for 'blight' for building conditions is based upon the total number of parcels within the study area and is not limited to just those parcels that have a building. While this is a conservative approach and vacant properties diminish the overall number/percentage of properties that may qualify as blight, the regulatory statute is based upon a 'substantial number' for the cumulative study area to help provide a contiguous and cohesive study area boundary.*

Dilapidated and deteriorating structure conditions are some of the more visually apparent characteristics of blight and it serves as a primary required indicator. It indicates a lack of investment in maintaining the integrity and value of property and development leading to further economic distress and decline. Structures showing obvious signs of disrepair and neglect also increases the risk of crime, creates an additional need for increased code enforcement, and increases unsafe and unsanitary conditions.

Of the 335 parcels surveyed, 103 have building characteristics with predominant deterioration. This amounts to 30.7% of the total study area parcels, which is above the 25% overall minimum standard established in Section 5.2 (a) of this report. The following Map 2 shows the geographic location of the 103 parcels with blighted building(s):



The following tables provide a further breakdown of the criteria for blighted buildings and the overall scores for those parcels with a building(s) having a score of 1 or an overall score below 2 or 50% for the building characteristic:

**Table 5: Building Conditions - Score by Characteristics and Cumulative Building Conditions Scores**

| Characteristic          | Parcels: Score of 1 or Average Score of 2 (50% or less) | Percentage of Overall Study Area (parcels) |
|-------------------------|---|--|
| Roof                    | 120   | 35.7%                                      |
| Walls                   | 164   | 48.8%                                      |
| Doors/Windows           | 140   | 41.7%                                      |
| <b>Cumulative Score</b> | <b>103</b>  | <b>30.6%</b>                               |

**All percentages are taken from the total parcels (336) including vacant / undeveloped parcels.**

In review of Table 2 above, parcels that had buildings that did meet the score criteria for blight (a score of 1 or average score of 2 (50% or less) was much higher for the individual building characteristics. The cumulative score for the parcel for a combined roof, walls, and doors/windows dropped the overall number of parcels meeting the criteria for blight to 103 or 30.7% of the total parcels.

Some parcels, such as the following example picture score a one (1) on Building Conditions, Site Conditions, and Unsanitary/Unsafe Conditions. In such extreme examples, repair of the structure may not be viable and demolition may be the most desirable option.



*Example of deteriorating roof, walls,*

## 6.1 (b) BUILDING CONDITIONS: PROPERTY APPRAISERS

In contrast, the Marion County Property Appraiser collects building condition information and provides a different but similar ranking of the Condition of buildings. Their ranking system provides for five possible scores ranging from 0-4 where: 0 = very poor, 1 = poor, 2 = average, 3 = above average, and 4 = excellent/good. As shown in Table 6 below, a comparison of the Field Survey and the Property Appraisers data provides a breakdown of the frequency of scores on a 0-1 scale. As seen in the tables below, frequencies are somewhat similar between the two data sets, the means, median, and standard deviation are all relatively close.

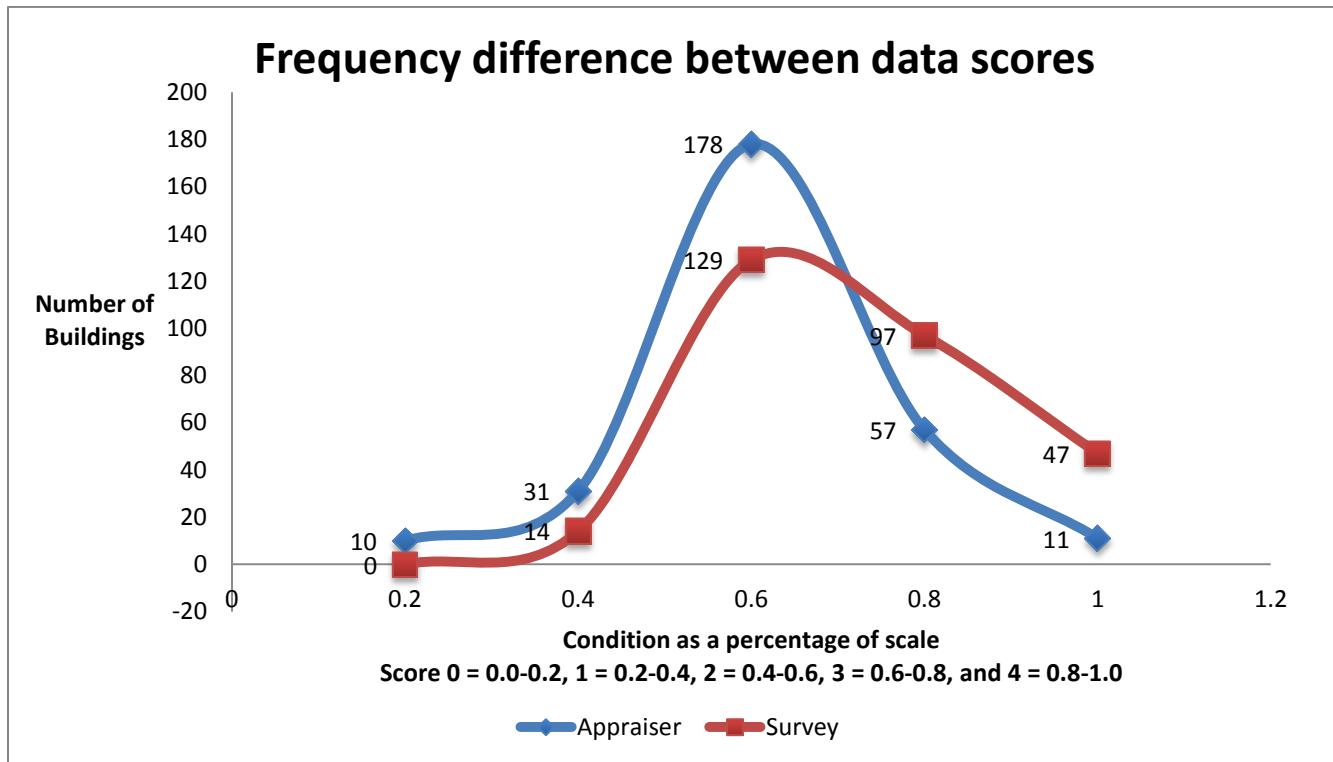
**Table 6:** Frequency Scores for Field survey and Property Appraisers for Building Condition

| <i>Percentage of Score</i> | <b>Field Survey</b><br><i>Frequency</i> | <b>Appraiser</b><br><i>Frequency</i> |
|----------------------------|---|--------------------------------------|
| 0.05                       | 0                                       | 0                                    |
| 0.1                        | 0                                       | 0                                    |
| 0.15                       | 0                                       | 0                                    |
| 0.2                        | 0                                       | 10                                   |
| 0.25                       | 7                                       | 0                                    |
| 0.3                        | 0                                       | 0                                    |
| 0.35                       | 6                                       | 0                                    |
| 0.4                        | 1                                       | 31                                   |
| 0.45                       | 13                                      | 0                                    |
| 0.5                        | <b>76</b>                               | 0                                    |
| 0.55                       | 0                                       | 0                                    |
| 0.6                        | <b>40</b>                               | <b>178</b>                           |
| 0.65                       | 12                                      | 0                                    |
| 0.7                        | 41                                      | 0                                    |
| 0.75                       | 44                                      | 0                                    |
| 0.8                        | 0                                       | 57                                   |
| 0.85                       | 17                                      | 0                                    |
| 0.9                        | 4                                       | 0                                    |
| 0.95                       | 6                                       | 0                                    |
| 1                          | 20                                      | 11                                   |

**Average (median Score) 0.63 Field Survey and 0.60 Property Appraisers**

Plotting these scores on a chart reveals the following distribution of scores for the Field Survey and the Marion County Property Appraisers data:

**Figure 1:** Comparisons of data Building Conditions Scores



*Example of broken / deteriorating roadway pavement*

**Table 7:** Statistics on Building Condition Rankings

|                     | Mean | Median | Standard Deviation |
|---------------------|------|--------|--------------------|
| <b>Field Survey</b> | 2.53 | 2.42   | 0.681073           |
| <b>Appraiser</b>    | 2    | 2      | 0.757918           |

**Table 7:** Statistics on Building Condition Rankings

|                     | Mean | Median | Standard Deviation |
|---------------------|------|--------|--------------------|
| <b>Field Survey</b> | 0.63 | 0.63   | 0.171345766        |
| <b>Appraiser</b>    | 0.62 | 0.60   | 0.153594921        |

Comparing the data, it is reasonable to conclude that the the field survey ranks properties a bit higher on average than the Property Appraiser data. Further it is logical to conclude that a building that

is considered to be 'average' in condition is probably a building that has room for improvement and is thus a building that does not have an overall positive impact on the site and area and may in fact have a negative impact to property values. Using this approach, the field survey data would show 143 properties statistically at or below the average score indicating that 42.6% of the total properties would meet the criteria for Blight. Comparatively, the Marion County Property Appraisers shows that a total of 219 parcels or 65.2% of the total parcels would meet the criteria for Building Blight.

In summary, the conservative estimate of properties exhibiting 'blight' characteristics would be to use the 30.6% of buildings as indicated in 6.1(a) above. By comparison, a more liberal approach would be to look at the Field Surveye and Marion County Property Appraisers data and assume that score totals aside, those properties scoring less than average (see Table 6 above) should be considered to meet the definition of blight (needing improvement). Using this approach, the field survey numbers would increase to show that 42.6% of the properties would meet the criteria for 'blight' for building condition while the Marion County Property Appraisers data indicate that 65.2% of the parcels meet this critiera for 'blight' for building condition. Regardless of the preferable approach, all of these percentages exceed the minimum established threshehold of 25% and it is therefore concluded that the study area does meet the criteria established by the Community Redevelopment Act for the minimum standads for building 'blight'.

## 6.2 DETERIORATION OF SITE OR OTHER IMPROVEMENTS

Deteriorating site or other improvements also shows a lack of investment in maintaining the integrity and value of development which may impact the overall value of property and surrounding properties.

Of the 336 parcels surveyed, 185 have predominant deficiencies. This amounts to 55.1% of the parcels, which is above the 25% standard for determining a factor presence. The most common characteristic with a ranking of a 1 or a 2 in the site category was pavement, which amounted to 207 parcels.

**Table 8: Site Deterioration - Parcels with 50%**

|  |              |
|--|--------------|
| <b># of Sites with Predominant Deterioration</b> | <b>185</b>   |
| <b>% of Sites with Predominant Deterioration</b> | <b>55.1%</b> |

**Table 9: Site Characteristics**

| Characteristic | #   | %     |
|----------------|-----|-------|
| Pavement       | 207 | 61.6% |
| Sign           | 76  | 22.6% |
| Fence          | 76  | 22.6% |



*Example of deteriorated sign*



*Example of deteriorating pavement*

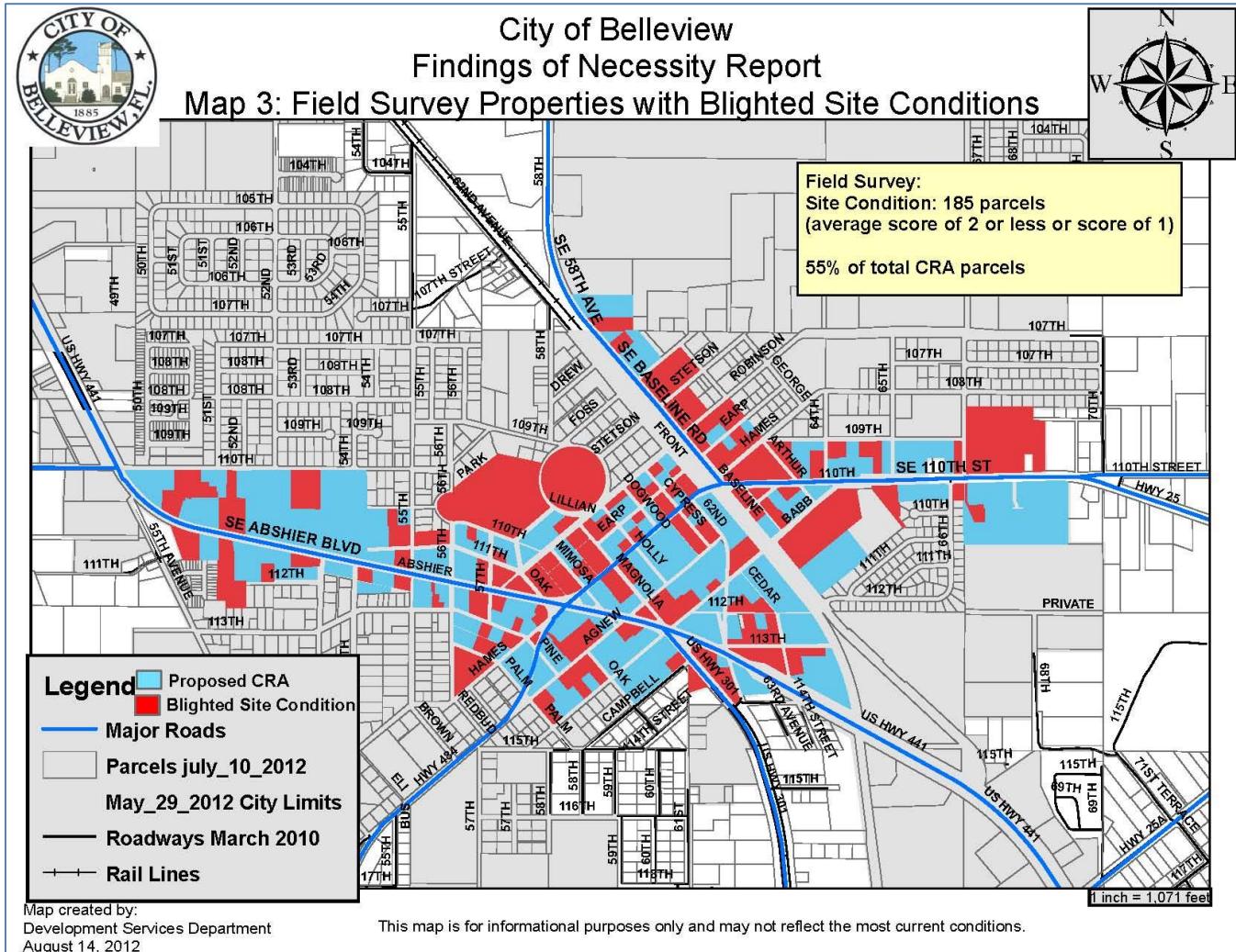


*Example of unsafe and deficient area for parking*



*Example of unsafe / inadequate parking area*

The geographic locations of the site characteristics can be seen on Map 3 as follows:



### 6.3 Unsanitary or Unsafe Conditions

Unsanitary or unsafe conditions are a sign of a lack of investment or maintenance of the integrity of a property. Drainage deficiencies can lead to flooding and erosion of transportation facilities, leading to unsafe conditions. Trash, debris, and overgrown vegetation can lead to health risks. Of the 335 parcels surveyed, 82.7% have unsanitary or unsafe conditions, which is well above the minimum 25% threshold standard established for this report to determine the presence of blight.

The most common characteristic with a predominantly deficient rating is drainage with 255 parcels or 76.1% of the total parcels in the study area, lacking proper drainage facilities.

**Table 10: Unsanitary or Unsafe Characteristics**

| Characteristic | #   | %     |
|----------------|-----|-------|
| Drainage       | 255 | 75.9% |
| Trash/Debris   | 97  | 28.9% |
| Overgrown      | 123 | 36.6% |

**Table 11: Unsanitary Unsafe Conditions - Parcels with 50% predominance**

|   |       |
|---|-------|
| # of parcels with unsanitary or unsafe conditions | 277   |
| % of parcels with unsanitary or unsafe conditions | 82.4% |



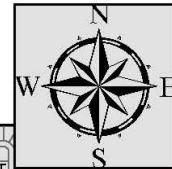
*Example of trash/  
debris*



*Example of overgrown/deficient drainage*

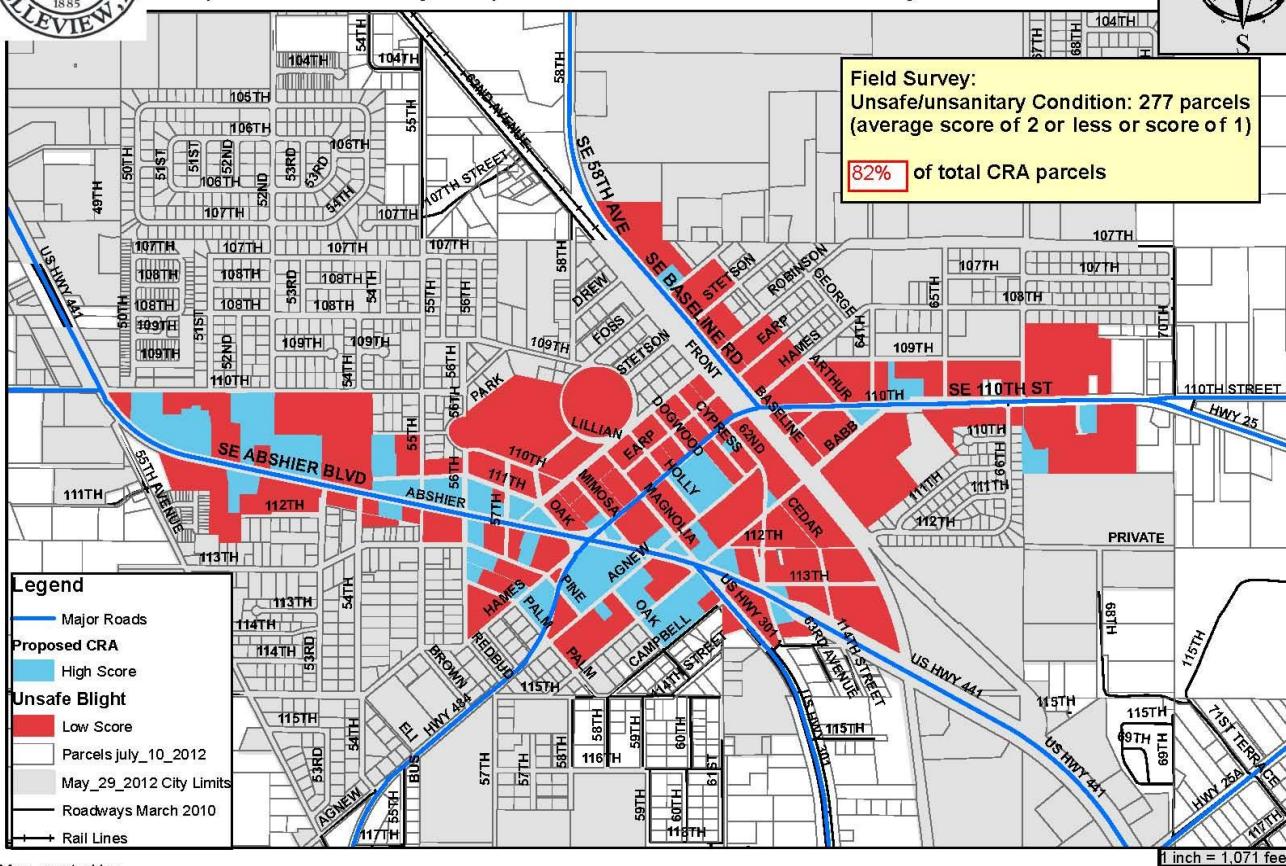


**City of Bellevue  
Findings of Necessity Report**  
**Map 4: Field Survey Properties with Unsafe / Unsanitary Site Conditions**



**Field Survey:**  
Unsafe/unsanitary Condition: 277 parcels  
(average score of 2 or less or score of 1)

82% of total CRA parcels



## 6.4 Predominance of Defective or Inadequate Street Layout, Parking Facilities, Roadways, Bridges, or Other Transportation Facilities

Inadequate parking facilities limit the potential utilization of properties, deterring potential customers and/or leading to unsafe conditions due to over occupancy. It may also lead to a higher risk of vehicle accidents. Likewise, deteriorating sidewalks or the lack of sidewalks, and the lack of unconnected sidewalks increase the safety hazards for pedestrians and minimize the potential customer base.

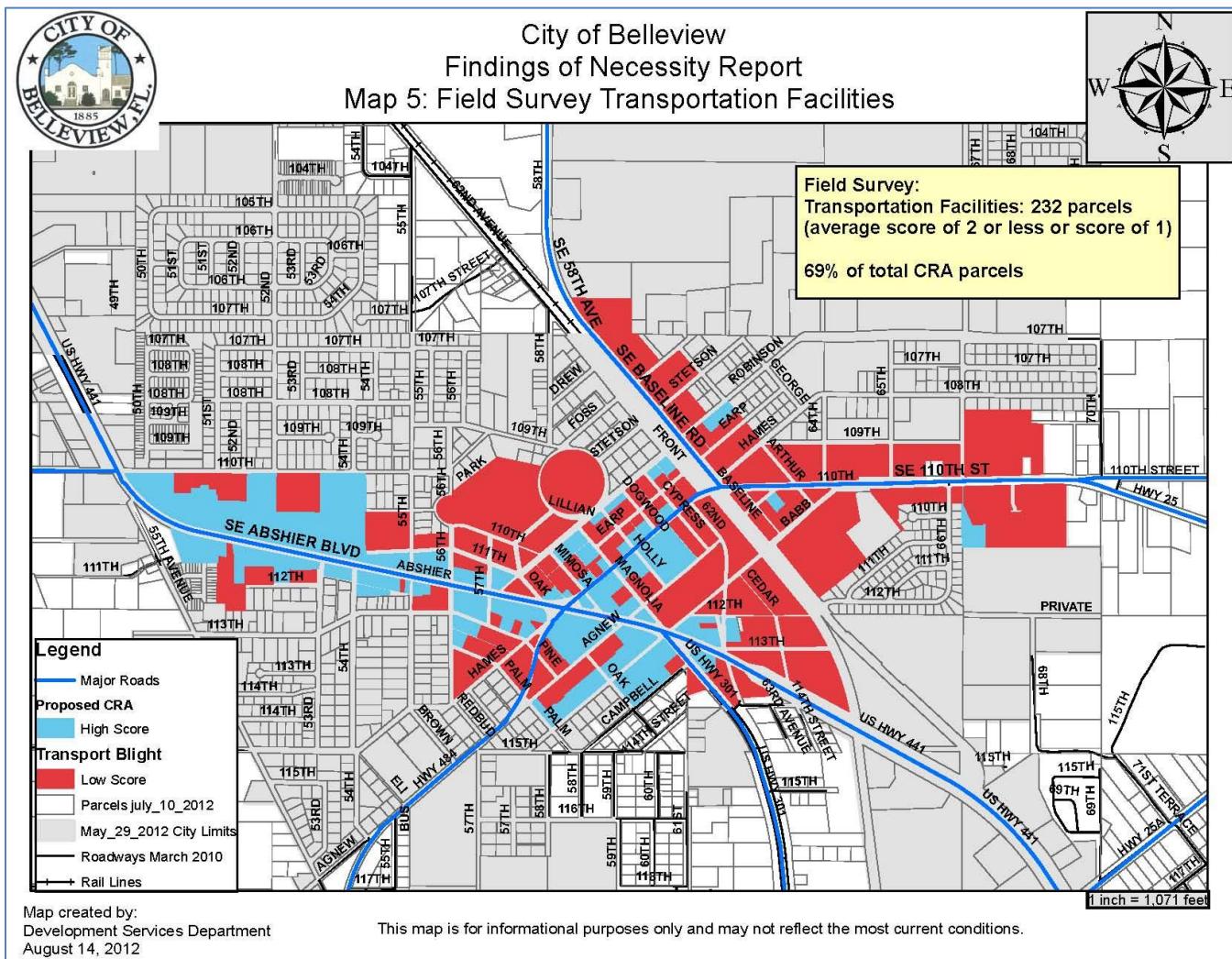
**Table 12: Transportation - Parcels with 50% predominance**

|  |              |
|--|--------------|
| <b># of parcels with deficient transportation facilities</b> | <b>232</b>   |
| <b>% of parcels with deficient transportation facilities</b> | <b>69.0%</b> |

Deteriorating roadways, or the lack of paved roadways, increases the risk of vehicle accidents and may deter drivers from an area exhibiting deteriorated conditions. The majority of the study area for this report is connected to high traffic roadways, such as SR 35 (Baseline Road) and US 441 (Abshier Blvd.). Based upon the results of the Field Survey, 69.0% of the parcels have deficient transportation facilities, which is above the 25% set standard for determining a factor presence.

**Table 13: Transportation Characteristics**

| Characteristic | #   | %     |
|----------------|-----|-------|
| Sidewalks      | 283 | 84.2% |
| Parking        | 158 | 47.0% |
| Curbs          | 6   | 1.8%  |
| Roads          | 134 | 39.9% |



## 6.5 Aggregate Assessed Values of Real Property in the Area for Ad Valorem Tax Purposes Have Failed to Show Any Appreciable Increase over the 5 Years Prior to the Finding of Such Conditions

According to information provided by the Marion County Property Appraisers, the aggregate taxable property values for the years 2007 through 2012 are as follows:

**Table 14:** Aggregate Taxable values by year

|   | Year 2007    | Year 2008    | Year 2009    | Year 2010    | Year 2011    | Year 2012    | Difference<br>Year 2007 –<br>Year 2012 |
|---|--------------|--------------|--------------|--------------|--------------|--------------|--|
| <b>*Aggregate<br/>Property<br/>Tax Values</b> | \$51,516,074 | \$52,992,172 | \$48,274,648 | \$43,281,347 | \$38,257,231 | \$35,417,560 | -\$16,098,514                          |

*\*Includes totals for all 336 parcels within the survey area.*

The aggregated taxable property values in the study area dropped 33.1% between the years of 2007 and 2011. 77.1% of the properties in the study area had decreasing assessed property values. While much of the devaluation of properties can be associated with the recent economic downturn, it is arguable that a combination of factors such as economic conditions, building conditions and site conditions also play a role in this phenomenon. As indicated in Table 14 above, the total parcels of land in the study area failed to show any appreciable increase in aggregate taxable property values over the last 6 year period.

**Table 15: Aggregate Property Tax Values –  
Cumulative Differences**

| Year           | Total                |
|----------------|----------------------|
| 2007           | \$51,516,074         |
| 2011           | \$35,417,560         |
| Difference / % | -\$16,098,514 / -45% |

**Table 16: Property Value Decreases**

|                            |       |
|----------------------------|-------|
| # of parcels with decrease | 259   |
| % of parcels with decrease | 77.1% |

## 7. SUMMARY FINDINGS

As indicated in Section 4 of this report, in order to make a Finding of Necessity determination for the presence of 'blight' in accordance with Section 163.340 of Florida Statutes, the City Commission must find that the study area includes:

Lacking a numerical threshold for making a determination of blight, this report relies on the minimum threshold for a similar Federal program (Community Development Block Grant (CDBG)). The minimum threshold for that program is 25% of the study area parcels. Using the 25% numerical thresholds, the following findings correlating to the criteria in Florida Statutes we found:

**Table 17: Summary Findings**

| <b>Florida Statutes<br/>Section 163.340<br/>Criteria</b>   | <b>Minimum<br/>Threshold</b>   | <b>DATA SOURCE</b>      |  |
|--|--|-------------------------|--|
|  |  | <b>Field<br/>Survey</b> | <b>Marion<br/>County<br/>Property<br/>Appraiser</b>        |
| Substantial number of deteriorated or deteriorating structures   | <b>25%</b>   | <b>30.6%</b>            | <b>65.4%</b>   |
| Deterioration of site or other improvements  | <b>25%</b>   | <b>55.1%</b>            | <b>n/a</b>   |
| Unsanitary or unsafe conditions  | <b>25%</b>   | <b>82.4%</b>            | <b>n/a</b>   |
| A predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities  | <b>25%</b>   | <b>69.0%</b>            | <b>n/a</b>   |
| Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions | <b>Failure of aggregate real property values to increase over a five year period</b> |                         | <b>-\$15,194,232<br/>(Years 2007<br/>-2011)<br/>-33.1%</b> |

In conclusion, Table 17: Summary Findings shown above clearly shows that the proposed study area for the Downtown Belleview Community Redevelopment Area meets the minimum threshold established by this report to support a finding that the proposed Downtown Belleview Community Redevelopment Area does meet the minimum requirements by state law for a "blighted area".