

Silver Springs Community Redevelopment Plan

Marion County, Florida

Volume 1 of 2 Draft 2-0

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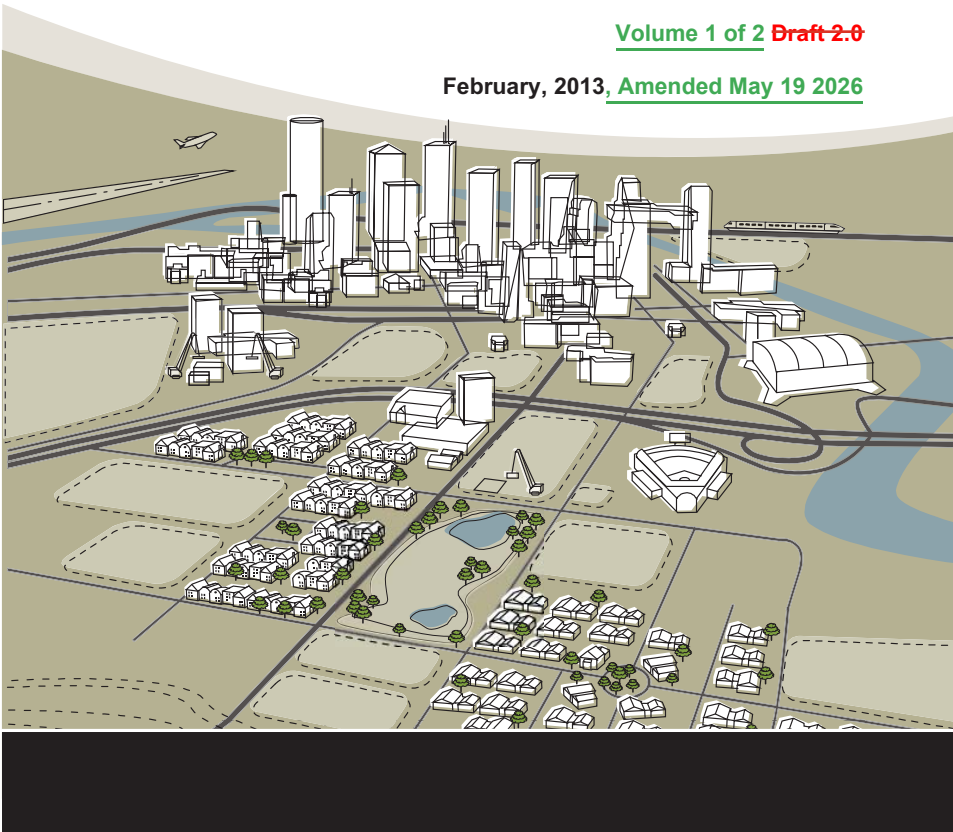


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1.0 Introduction

1.1 Historical Perspective and Integrity of the Study Area

Located in North Central Florida along Interstate-75, Marion County spans 1,584 square miles and includes the second largest national forest in Florida. Silver Springs, FL hosts one of the world’s largest artesian springs, Silver Springs. The Silver Springs group has the largest discharge of all inland first-magnitude springs in Florida. The headwaters of the Silver River are formed in Silver Springs, which flow into the Ocklawaha River. Geographically, Marion County is the fifth largest County in Florida. Between 2000 and 2010, Marion County has experienced a 28% increase in population and boasts an overall population of over 331,298 according to the US Census Bureau 2010 data.

The Silver River has been a major tourist attraction for over 100 years. The historic glass bottom boat tours have leveraged Silver River’s natural amenity, with the head waters of the river located within the 350 acre nature park. The springs have hosted over thirty feature films and countless TV shows. Native species to the area are viewable via tours through the park including an active exotic animal park. Due to the park’s distance from interstates and newer competing theme parks in the Central Florida region, the park is struggling economically, and revenues depend heavily on the park as a concert venue for country oriented artists. The area around the Silver River was originally acquired by the state of Florida, and operations of Silver Springs Nature Park have been leased to a private management company; Palace Entertainment.

In January 2013, the State of Florida instituted steps to relieve Palace Entertainment from the company’s long-term lease and to transfer management of the Silver Springs Park¹ to the control of the State Park System. While the management plan has not yet been finalized, the initial plan calls for a closing of the exotic animal park, restoration of key facilities within the Silver Springs Park, the withdrawal of man-made improvements, and environmental restoration to Ross Island. Much of these improvements will be funded by payments made by Palace Entertainment as part of a lease settlement between the State and the entertainment company.

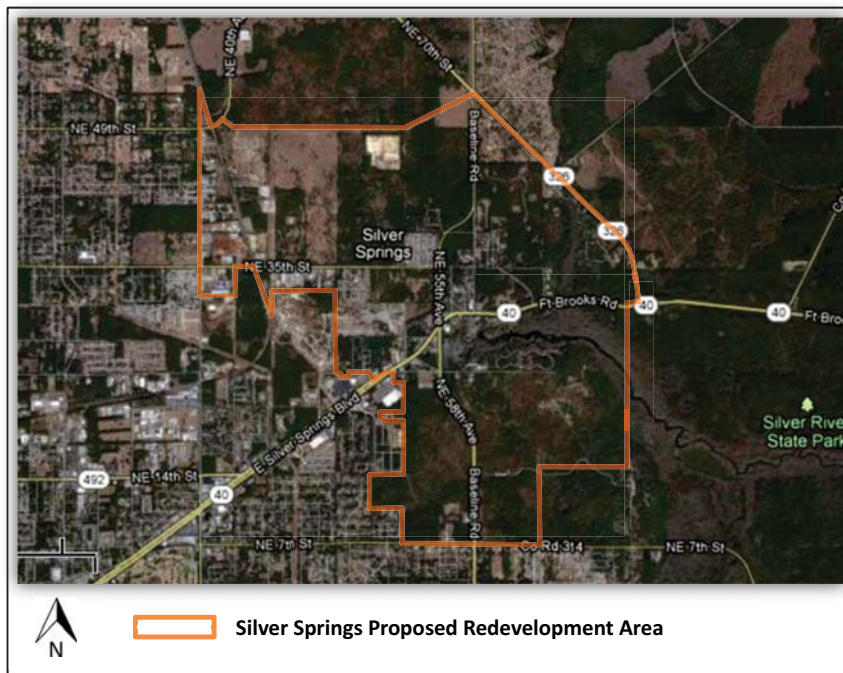
As currently drawn, the Silver Springs Proposed Redevelopment Area encompasses slightly over 4,087 acres, and includes a variety of land uses. The primary land use, from which approximately 41 percent of the total taxable value is derived, is classified as residential. According to 2011 property tax records, the proposed redevelopment area includes a total of 1,223 parcels, which account for a total taxable value of \$125,674,633. The Silver Springs CRA is used for analysis of demographics, housing, and economic data. The Study Area is part of the larger Ocala Metropolitan Statistical Area (MSA).

In pursuit of addressing the compounding issues associated with the Silver Springs area, Marion County has indicated an interest in creating a Community Redevelopment Agency to provide focus to the rehabilitation of the area. The creation of the Community Redevelopment Agency to govern the redevelopment efforts within the area would provide opportunities to encourage new capital investments in the areas of residential, commercial, recreational, and tourism development. The key focus would be to encourage job-generating investments as part of the redevelopment initiative.

¹ Silver Springs Park refers to the area of the Silver River State Park that includes Silver Springs and the current nature theme park.

According to the state of Florida unemployment data from the Bureau of Labor Statistics, between January 2012 and December 2012, Marion County hosted an average labor force of 133,621 individuals, of which, 120,268 were supported by employment. Unemployed individuals averaged 13,354 in 2012 and the unemployment rate of the County as of December 2012 was 8.9%, an improvement over the prior year when the unemployment rate was 11.5%. For the purposes of this report, the area under examination will be referred to as the proposed redevelopment area, as well as the Study Area.

Figure 1: Silver Springs Proposed Redevelopment Area



1.2 Finding of Necessity Overview

The initiative to create a Community Redevelopment Agency (CRA) and redevelopment plan for the Silver Springs area arose from the potential threat of closure of the historic Silver Springs Park and for

the need to stimulate private sector capital reinvestment. A secondary purpose is to establish a source of new funding options that could be utilized to improve existing conditions and stimulate new development activity. A key concern for Silver Springs is an underutilization of the economic potential of the springs and the surrounding neighborhoods. A redevelopment initiative designed to identify new market potential for the area and a program to support upgrades to the existing infrastructure, housing stock, and overall physical environment will serve as the core elements in drafting the redevelopment plan.

Before identifying prospective private sector interest in the area, current blighting influences should be addressed by reassessing the existing infrastructure needs required to support and encourage future reinvestment. Deteriorating conditions of structures, utilities, and general resources undermine economic development efforts and negatively impact the development of the area. To attract investment, the area must demonstrate improvement of its physical character, infrastructure, and available services to enhance competitiveness as a desirable location for residences and business operation.

The initial step in pursuing the creation of a CRA and redevelopment area is documenting and determining if blight conditions exist. The Finding of Necessity (FON) Report assesses conditions of slum and blight in the Silver Springs Proposed Redevelopment Area to determine if the formation of a Community Redevelopment Agency is necessary to protect the public health, safety, morals, and welfare of the resident and business interests.

Providing the basis for creating a Community Redevelopment Agency (CRA), in accordance with Chapter 163.355, Florida Statutes requires a detailed examination of existing land use characteristics and other indicators. Working with Marion County's Office of Economic and Small Business Development and Planning staff, Real Estate Research Consultants assembled a report, conducted field surveys, and analyzed the data, in a manner consistent with Florida Statutes, and finds that the Silver Springs Proposed Redevelopment Area does meet the requirements for a CRA. In the context of assessing substantial deterioration under the Redevelopment Act, we believe the term "structure" reasonably includes not only the buildings in the area but the infrastructure built or constructed previously and now incapable of supporting substantial development in the future.

The Redevelopment Act lists fourteen conditions indicative of blight and three conditions indicative of slum. This analysis indicates that in the Study Area, at least seven blighted conditions exist from the list of fourteen and one slum condition is present from the list of three. The seven instances of blight and one instance of slum are expanded upon in the list below. In combination, these conditions are retarding the immediate and longer term social, economic, and physical development of the Study Area. This finding is based upon a determination that the following criteria of slum and blight are met, and that the criteria apply to the Proposed Redevelopment Area:

Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities ("blight") (Section 163.340(8) a, F.S.)

- *The overall transportation conditions found contribute to the disinvestment of properties along the roads. Photographic evidence of deficient transportation infrastructure in need of repair, upgrade, and maintenance to conform to current code regulations is evident.*

- *The public transportation system, Sun Tran bus system, fails to extend into the Study Area further than a stop for the Wal-Mart Supercenter off of East Silver Springs Blvd. located outside of the proposed CRA boundary.*

Aggregate assessed values for 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 (“blight”) (Section 163.340(8) b, F.S.)

- *Aggregate assessed values of real property in the area for ad valorem purposes have failed to show any appreciable increase over the five years prior to the finding of such conditions in this report. In 2007 the aggregate taxable value of study area properties was \$164,079,400, and in 2011 it was \$125,674,663, a loss of -\$38,404,737 in taxable value at an average annual decrease of -1.4 percent (-1.4%).*

Unsanitary or Unsafe Conditions (“blight”) (Section 163.340(8) d, F.S.)

- *The majority of streets in the Study Area have no sidewalks, curbs, or gutters. The lack of sidewalks and the separation that curbs provide between street traffic and pedestrians produces unsafe pedestrian conditions.*

Deterioration of site or other improvements (“blight”) (Section 163.340(8) e, F.S.)

- *Most buildings within the Study Area are physically sound overall. The primary concern is deterioration in context and setting which will encourage long-term economic stability and lead to a reduction in useful life more rapidly than would be the case in a stable residential and commercial environment.*
- *The context and setting is defined in large part by the quality of the road grid. Among the most visible structural improvements within the Study Area, the road grid has deteriorated to a level that no longer justifies simple repairs but rather requires complete reconstruction to meet contemporary standards for local roads. Given the absence of paved roads in some of the residential areas, the cost of new construction will likely be high.*
- *The transportation system is deteriorating throughout the Study Area with crumbling roads and shoulders, insufficient or absent sidewalks, and an inadequate system to accommodate pedestrians and bicyclists. All deficiencies are particular to residential areas.*
- *As for commercial improvements, many do not meet current demands of the marketplace. It is apparent from visual inspection coupled with a review of the current land uses that a number of structures are nearing, or have reached, the end of their economic useful life and are functionally deteriorated. Examples of this deterioration are:*
 - *Strip of commercial property located on Silver Springs Blvd. and Highway 40.*
 - *Vacant motel located at the intersection of Baseline Road and NE 30th St.*
 - *Commercial structure on the NE corner of East Highway 40 (East Silver Springs Blvd.) and NE 58th Ave.*
 - *Vacant mini-golf attraction on NE 25th St.*

Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality (“blight”) (Section 163.340(8) h, F.S.)

- *According to the US 2010 Census, the Proposed Redevelopment Area exhibited a residential vacancy rate of approximately twenty-six percent (26%), while Marion County as a whole exhibited a rate of only nineteen percent (19%). See table below.*

Housing Statistics, 2013

MORTGAGE STATUS and HOUSEHOLD INCOME	Silver Springs CRA	% of Silver Springs CRA	Marion County	% of Marion County
Housing units with a mortgage	410	27%	48,127	29%
Housing units without a mortgage	1,126	73%	118,197	71%
Median Household Income	28,844	N/A	32,554	N/A
Household Income \$35,000+	482	50%	64,400	50%
Household Income \$50,000+	272	28%	38,709	30%
Household Income \$75,000+	152	16%	17,176	13%
Household Income \$100,000+	58	6%	8,002	6%
TENURE				
Total Population	2,750	N/A	335,615	N/A
Total Housing Units	1,536	N/A	166,324	N/A
Owner Occupied Housing Units	813	53%	106,506	64%
Renter Occupied Housing Units	391	25%	33,224	20%
Vacant Housing Units	332	22%	26,594	16%

Source: Claritas; Real Estate Research Consultants, Inc., A GAI Company

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 (“blight”) (Section 163.340(8) i, F.S.)

- *For every one property record in the Study Area, there were 0.006 code violations, or one code violation per 153 parcels. In Marion County as a whole, there were 0.002 code violations per property record, or one code violation per 510 property records.*

High density of population, compared to the population density of adjacent areas within the county or municipality; and overcrowding, as indicated by government-maintained statistics or other studies and the requirements of the Florida Building Code (“slum”) Section 163.340(7) b, F.S.)

- *The Study Area has a higher person per household rate (2.45) than the County (2.35). Households with 5 or more people in the study area (7.4%), exceeds that of the County (6.5%).*

When compared to Marion County as a whole, the conditions of the Proposed Redevelopment Area are indicative of blight. The Finding of Necessity provides documentation of blight in the area, and through the Redevelopment Act, the area qualifies for assistance in redevelopment efforts and financing by becoming designated as a Community Redevelopment Area. Government maintained statistics coupled with staff field observation and documentation of the blighted conditions indicate that the current conditions of the Proposed Redevelopment Area “are leading to economic distress or endanger life or

property," according to the Redevelopment Act. The current conditions of the area impede the immediate and long-term physical, economic, and social development. The findings are adequate for Marion County to acknowledge the described conditions and adopt a resolution that declares the rehabilitation, redevelopment, and conservation of the Redevelopment Study Area in the interest of public health, safety, morals, and welfare.

1.3 Intent of the Community Redevelopment Plan

In pursuit of addressing the compounding issues associated with the Silver Springs area, Marion County has indicated an interest in creating a Community Redevelopment Agency to provide focus to the rehabilitation of the area. The CRA will possess the authority to govern the course of action concerning the redevelopment and rehabilitation of the proposed redevelopment area. Further, the CRA will govern in the corporate limits of Marion County in the case that the governing body of the County has acceded in the community redevelopment plan set forth by the County. The creation of the Community Redevelopment Agency to govern the redevelopment efforts within the area would provide opportunities to encourage new capital investments for residential, commercial, and tourism development. The key focus would be to encourage job-generating investments as part of the redevelopment initiative while at the same time enhancing the environmental quality of the area. ~~The recommended initial period for the sunset date for this plan is proposed for 30 years, the year 2042. The initial implementing period for the Silver Springs CRA was FY 2014-2015, to continue for 30 years. Upon public hearing consideration by the Board of County Commissioners of Marion County, Florida, the duration of the Silver Springs CRA was extended an additional 10 years to FY 2053-2054.~~

1.4 Revitalization Tools

It appears that declining real estate valuations may be curtailing and beginning to stabilize. Feedback provided by the Association of Realtors (locally) points to some short term price stability in the residential market. This stabilization reasonably precedes some firmness in the non-residential market in the foreseeable future. These comments are not suggestive of an imminent valuation recovery but the firming in the residential sector does offer some optimism that an absolute low point could be realized in the next 12 to 18 months.

The significance of this time period relates in part to the time frame and the calendar necessary to implement the CRA trust account where the tax increment dollars can accrue. This account can only be activated by adoption of the implementing Community Redevelopment Plan (CRP) and adoption of a corresponding Trust Fund ordinance. The current target which could be achieved is July, 2013 which would set the base as December, 2012 and capture a base value which will be certified by the appraiser at the appropriate time. The moderate models within each scenario considered in this analysis account for no movement in values through 2012. The low and high models, however, anticipate minimal declines and increases, respectively.

On balance, the decision to proceed sooner rather than later is based on expectations about development activity. If the prospects of substantial development are favorable, they could offset any declines that may still occur. The short term analysis places about \$32,000,000 of taxable value on the rolls by 2016.

Based on the likelihood of major improvements occurring in the next few years, 2012 as a near term window has an advantage. This conclusion is generally consistent with at least two of the scenarios and their variations which show some gains even with modest declines occurring in 2013.

There are obvious areas where new development could occur, and there are parcels or properties with limited tax values because of their public ownership. Silver Springs is an obvious large example. Public meeting input has strongly recommended leveraging this historical destination with complementary private development to generate incremental tax revenues while supporting events and activities planned or occurring in the park. In the short term, the county's control of the property may allow it to be placed into service sooner, rather than later, maximizing any cumulative tax receipts. By itself a successful project could signal opportunities for other nearby properties.

It is worth making several additional points. On average, there will be cycles over the life of any CRA, bringing fluctuations in valuations, hopefully not below the baseline, but these shifts in taxable valuations are probabilities more than possibilities to be addressed in careful budgeting and planning. The second is that the lifetime of the CRA is limited, and there should be an open dialogue about the length of time to recover any revenues that are not realized initially. Because there is an expectation of development, we would act now since these gains would push the base up, and at the same time divert ad valorem revenues which would then be difficult for the trust account to recover. Finally, should the base year valuations erode for any reason, the decline does not incur a legal financial obligation to the CRA. The proceeds that might have otherwise accrued to the CRA are simply never credited to the trust fund. Missed receipts could be a factor in securing debt but few CRAs are financially capable of supporting debt without other credit sources or collateralization.

2.0 Legal Boundary Description of Redevelopment Area

The following legal description defines the Silver Springs CRA, in Marion County, Florida. Found in Sections 30, 31, and 32, Township 14 South, Range 23 East, Sections 5, 6, 7, and 18, Township 15 South, Range 23 East, Sections 1, 2, and 12 Township 15 South, Range 22 East, and Sections 25, 26, 35, and 36 Township 14 South, Range 22 East, lying East and Northeast of the City Limits of Ocala, Florida (as of January of 2013) more definitively described as follows;

Sections 30, 31, and 32, Township 14 South, Range 23 East, less and except all lands North and East of the Northerly right of way of CR 326.

Section 6 Township, 15 South, Range 23 East.

The Northwest ¼ of Section 5, Township 15 South, Range 23 East, lying West of the East right of way of CR 326 and North of the South right of way of SR 40.

Section 7, Township 15 South, Range 23 East Less and except the property described in the public records of Marion County, Florida in OR Book # 1988 Page #0242.

Section 12, Township 15 South, Range 22 East less and except Hunters Trace as recorded in the public records of Marion County, Florida Plat Book # 1 Page # 37 and Pine Ridge Estates recorded in the public records of Marion County, Florida Plat Book # H Page # 29 and all land within the City Limits of Ocala, Florida.

Section 1 Township 15 South, Range 22 East less and except all land within the City Limits of Ocala, Florida.

The North ½ of Section 2, Township 15 South, Range 22 East less and except all land within the City Limits of Ocala, Florida.

Section 35 and 36, Township 14 South, Range 22 East.

The South ½ of Section 25, Township 14 South, Range 22 East lying South of State of Florida owned lands as described in the public records of Marion County, Florida in OR Book # 4949 Page #0330.

The South ½ of Section 26, Township 14 South, Range 22 East lying South of State of Florida owned lands as described in the public records of Marion County, Florida in OR Book # 4949 Page #0330 and Southwest of a line defined as being from the intersection of the Easterly right of way of NE 40th Ave Rd., and the North right of way of NE 38th Terr. and the intersection of the East right of way NE 36th Ave. and the West right of way of CSX railroad.

Said described property containing 4123 acres more or less.

3.0 Redevelopment Objectives and Initiatives

The proposed redevelopment plan objectives are to provide direction, identify resources, and define projects and programs that remove the slum and blighting influences identified in the Silver Springs "Finding of Necessity" Study. Based on the issues in that study, public workshops were held to get residents' and property owners' input on what these stakeholders determined were priorities. Below are the results upon which the plan is based.

3.1 Economic Development

Creating new jobs, stabilizing existing businesses, and establishing an environment that encourages new investment are the overall economic development objectives. To achieve these specific objectives will take enhanced collaboration among the public, private, civic, and institutional sectors of the community. The two key initiatives identified by the community were the redevelopment of the historic Silver Springs Park area, as both a public resource and private investment opportunity, and the revitalization of the SR 40 business corridor.

3.1.1 Silver Springs Park Redevelopment

An overwhelming majority of those participating in the public input workshops identified the redevelopment of the Silver Springs Park area as the number one priority. While there was some nostalgic desire to try and reinvigorate the area as nature park attraction, it was recognized that whatever developed, the 350 acre site should include the following:

- Protection/clean-up of the springs and natural setting
- Quality development that would once again be a sought-after destination
- Provide new jobs and enhance the tax base
- Seek opportunities that would engage commercial, educational, environmental and tourism partners
- Negotiate use of the property from the state to maximize development potential while supporting the natural environmental and recreational potential
- Provide necessary administrative, regulatory, financial and infrastructure incentives to meet overall community redevelopment objectives
- Provide Brownfields incentives including clean-up credits, investment credits, and incentive measures for developers.

3.1.2 Commercial Corridors Revitalization

With the continuing demise of the Silver Springs Park, the SR 40 corridor is experiencing substantial physical deterioration and economic loss. Recent reconstruction of Baseline Road (NE 58th Ave.) has improved access into the corridor. Specific initiatives recommended to enhance the corridor's viability include:

- Façade grant/loan programs
- Enhanced code enforcement
- Streetscape and street lighting upgrades
- Development and adoption of signage and urban design guidelines

- Review land use and permitting policies to support redevelopment opportunities
- Collaboration with property owners and tenants in establishing marketing, promotion, and public safety programs
- Assistance in land assembly if necessary to meet community objectives.

3.2 Infrastructure and Utility Investments

Upgrading infrastructure and expanding utility services was identified as key elements to the area's improvement. Marked by the extensive use of septic tanks and privately-owned sewer package plants, the area's groundwater and nearby springs are at potential risk for continued degradation. Expansion of the wastewater system and the creation/upgrade of a stormwater management system are initiatives that will enhance existing property values and encourage potential new investment. Specific initiatives supported by the plan include:

- Collaboration with Marion County's utility system to expand wastewater system
- Support through financial incentives for individual utility connections to residences and businesses
- Development of an area-wide stormwater management system
- Support the creation of area-wide storm inlets as part of any new road construction
- Support and encourage the establishment of a street lighting district for the installation of new street lights as part of an overall roadway improvements program.

3.3 Environmental Enhancements

A major strength of the area as identified by the community was the overall natural setting and proximity to the Ocala National Forest. Included in this assessment was the importance of protecting Silver Springs and other surface water tributaries and lakes. It is the natural setting that defines the area. Specific initiatives that support the protection of the natural environment include:

- Quality redevelopment of the Silver Springs site and surrounding area
- Expansion of the waste water and stormwater systems and reduction in dependence on septic and private package plants
- Development of an enhanced entry feature along SR 40 recognizing the ecological importance of the area
- Collaboration with educational institutions such as University of Florida and others in developing interactive programs promoting protection of ecological resources
- Collaboration with tourism industry to promote the uniqueness of the area for eco-tourism
- Provide Brownfields incentives including clean-up credits, investment credits, and incentive measures for developers.
- Development of remediation plans for existing Brownfield/contamination sites.

3.4 Transportation Initiatives

Next to the redevelopment of the Silver Springs Park, the reconstruction and paving of streets received the highest priority from the community. The upgrading and reconstruction of many of the streets and roads in the area will enhance mobility – vehicular, pedestrian and bicycle. It will significantly improve

safety for residents and visitors alike through better lighting and upgraded sidewalk systems. This initiative addresses the following:

- Financing and reconstruction of existing paved roads/streets
- Financing and paving of currently unpaved streets/roads
- Reconstruction to include curbs, gutters, stormwater inlets and sidewalks
- Expansion of public transit into the area and construction of all-weather bus stops

3.5 Increased Governmental Coordination

Public input highlighted the need for improved governmental coordination among the various county departments. Issues ranged from lack of consistent code enforcement and difficult permitting process to the overall perception that the area in general was not receiving adequate services regarding animal and mosquito control, public safety, and public transportation. To address these issues the following initiatives are supported:

3.5.1 Increased Code Enforcement

Support is recommended to increase the numbers of code enforcement officers in the area, both residential and commercial. Review of existing code remedy process is also recommended to ensure timely responses to violation and remediation.

3.5.2 Public Safety Collaboration

The establishment of the area's public safety requires the active involvement of all stakeholders – property owners, tenants, resident and law enforcement. Establishing or expanding Neighborhood Watch, Business Watch or other innovative policing programs should be a collaborative effort supported by the CRA.

3.5.3 Other County Services

Other areas of service that should be reviewed and given support to address certain negative environmental issues include animal and mosquito control and overall solid waste removal. The permitting process for commercial development and redevelopment should also be reviewed to identify impediments that may be inhibiting investment. Among those areas to be considered include:

- Vehicular egress;
- Triangular lot or plat;
- Ability to perform lot assemblage through property acquisition or eminent domain;
- Review of development standards to allow for mixed use development; and
- Review of development standards to consider higher floor area ratios to increase density and investment profitability.

4.0 Financial Analysis and Implementation Program

The cornerstone of an effective plan is the ability to match resources to the community goals and objectives. Toward that end, it should be understood that the CRA's annual increment revenue is limited and should be used to leverage other types of internal and external funding. There are always more projects than there is money to fund them. It is the intent of the CRA to prioritize the projects and look for ways to fund or find funding for the high priority projects and programs that can be completed by 2042. Based on the projects and programs identified under Objectives 3.1-3.5, below is a chart that suggests allocation of types of resources recommended for the respective projects or programs. In describing resources that may be allocated, it should be noted that they do not necessarily need to be financial. In fact, the chart includes four distinct categories in which resource support for projects or programs can be used and are labeled administrative, regulatory, financial, and infrastructure.

- Administrative resources would include such action as the creation of a one-stop permitting; reorganization of county services to consolidate planning and project management, etc.
- Regulatory resources would deal with the change in land use policies to allow for housing in commercial areas; increasing the allowable density, signature signing ordinances; etc.
- Financial resources would deal with the more direct allocation of funds such as façade grants and loans, land assembly, business improvement grants, demolition of distressed properties, and incentives that may be required for transformational public/private partnerships.
- Infrastructure resources would include the construction of an area-wide stormwater management system that would serve multiple sites; expansion of wastewater sewer system, construction of trails and other features adding connectivity of recreational infrastructure, signage, road improvements, sidewalk improvements, etc.

Resource Allocation Options	Regulatory	Administrative	Financial	Infrastructure
Economic Development				
Silver Springs Park Redevelopment	X	X	X	X
SR 40 Commercial Corridor Revitalization	X	X	X	X
Infrastructure and Utility Investment				
Wastewater System Expansion	X	X	X	X
Sewer Hookup Support		X	X	
Construction of Area-wide Stormwater Management System	X		X	X
Stormwater Inlets on All New Road Construction		X	X	X
Installation of More Streetlights			X	X
Environmental Enhancements				
Protecting Silver Springs; Quality Development	X	X		
Expansion of Wastewater & Stormwater Systems	X	X	X	X
New Eco-related Entry Feature on SR 40			X	
Collaboration on Ecological Education		X	X	
Collaboration on Eco-tourism		X	X	
Transportation and Mobility				
Reconstruction of Paved Roads			X	X
Paving All Dirt Roads			X	X
Construct Curbs, Gutters, and Sidewalks			X	X
Expansion of Public Transit/Bus Stops			X	
Increase Governmental Coordination				
Increase Code Enforcement	X	X	X	
Public Safety Collaboration		X	X	
Other County Services		X	X	

The plan identifies a number of projects that are priorities and establishes a process to review funding priorities on an annual or bi-annual basis. A combination of funding strategies should be considered by the CRA Board to fund the key projects list as amended from time to time.

Increment Funding

Community redevelopment will not be successful without funding through increment financing. Therefore, the ultimate goal of the redevelopment program is to increase the tax base to generate additional revenue for capital improvements and services through implementation of projects and programs, as described in this plan. Managed effectively, tax increment resources can be leveraged to enable the undertaking of a substantial portion of the public projects and also leverage private sector improvements.

With this in mind, the following finance and management practices should be employed.

- Coordinate with the county department heads to strategically devise annual operating and capital improvements budgets to maximize the use of anticipated increment revenues.
- Coordinate with appropriate County, State and other public officials which may be sponsoring capital improvements in the area to maximize the leveraging of CRA resources. This may include the Florida Department of Transportation, the Florida Parks System, the Florida Department of Environmental Protection, and the Marion County Transportation Planning Organization.

- Work with the County to augment capital budgets through the use of increment financing and other funding sources for infrastructure improvements such as water, sanitary sewer, electrical, telephone, cable, internet, and stormwater conveyance systems. These supplemental funds should be used for the design and construction of infrastructure improvements to ensure capacity to meet demand based on the future land use activities.
- Leverage increment revenues through grants, short term commercial loans, or other financial mechanisms to expedite the completion of projects.
- Work with area banks, the county's finance consultants, and the county clerk's office to research short term and long term debt instruments for financing major public facilities.
- Work with area financial institutions to develop favorable loan programs for private sector development and property rehabilitation projects.
- Undertake individual project pro forma analysis on proposed development and redevelopment projects to determine projected revenues and devise strategies to maximize the use of these resources on a site-specific project or on an area wide programmatic basis.

While increment revenues are the base resource of the CRA, it should not be considered the sole source. The key to the successful implementation of the plan will ultimately be determined on the agency's ability to leverage other resources, whether they are private or other public funds. Below are other types of funding sources that may, over the course of the planning horizon, be tapped for one or more projects.

Special Assessment District

A Special Assessment District is a special district formed by a local government (County, City, Water District, etc.) and includes property that will receive direct benefit from the construction of new public improvements or from the maintenance of existing public improvements. Special assessment districts often take Municipal Service Benefit Units (MSBU's) for capital improvements usually assessed on a linear front footage calculation on private property or Municipal Service Taxing Unit (MSTU's) for services such as police or recreational services and are generally assessed district wide in areas where the additional services are received. The most common types of public improvements financed include roads, sidewalks, street lighting and streetscape improvements, sewer facilities and water facilities. The local CRA that forms the assessment district sells bonds to raise the money to build or acquire the public improvement. The CRA then levies a special assessment against each parcel of land within the district, in proportion to its share of benefit from the improvement. The owners of the assessed land repay the bonds over a period of years through annual assessments, which are included on the County's general ad valorem property tax bill.

Local Financing

While increment financing is an essential component of any redevelopment project, the mechanism may not generate sufficient revenue to cover all redevelopment investment projects proposed. As discussed above, increment financing uses contributions to the Trust Fund based on increased valuations from new development and as property valuation increases to assist in paying for improvements that stimulate the development. The CRA should consider utilizing additional or alternative financing methods to fund the planned improvements that are either currently available or could be secured in the future. Some of these financing methods that are potential revenue sources for funding redevelopment at the local level include, but are not limited to:

- General Fund Revenue Sources
- Local Government Half-Cent Sales Tax
- Local Option Sales Tax
- Charges for Services
- Establishment of a Special Assessment District or Special Improvement District
- Issuance of General Obligation Bonds Tourist Development Taxes

Debt Financing

This method essentially requires a community to sell bonds or otherwise borrow money to be repaid from an annual automatic lien on the general fund. Or a community can pay for its infrastructure in the same way a person borrows money to purchase a home. In both instances, the capital need is immediate and high, the equity appreciation reasonably assured, and the monthly or annual principal and interest payments generally fixed. Like all forms of infrastructure financing, there are some disadvantages and risks. This strategy should be used wisely and with caution. One major risk is voter aversion to approving bond issues, which may mean a future increase in property taxes to insure revenues are available to also properly provide coverage of debt service requirements.

Challenge Strategy

The challenge strategy involves the guaranteed construction of public improvements, but only after private revitalization actively reaches a certain point. This provides incentive for the developer while ensuring both parties, the County and the developer, that desired private development will take place along with public improvements. A recognizable schedule of funding can be determined with this strategy and can be selectively implemented, usually on a block-by-block or project-by-project basis.

Private Investment

Generally, this is the single most important source in revitalization, if successful revitalization is to occur, private investment usually must exceed public funding by three to four fold. Such funding takes the form of equity investment and conventional real estate loans.

Project Equity Position

When the Redevelopment CRA takes an equity position in a project, the CRA contributes cash or land to the project with a return in the form of profit sharing. This CRA participation has the effect of reducing developer costs and can be used for projects such as redevelopment and parking structures.

Leasing

County-owned land, buildings, equipment, etc. can be leased to developers for projects. For the developer, this eliminates the need for capital investment in land, buildings, etc. or debt service on money borrowed to finance the purchase of such things as land, building, and equipment. The county receives lease payments which are deductible from the developer's income tax. The lease may also include a purchase option.

Key Incentives/Funding Sources

In addition to the above, there are numerous federal and state funding sources, while competitive, may provide other opportunities for additional outside resources. The following is a list of some of the more programs that may be opportunities for solicitation.

Federal

- Small Business Administration (SBA)
- Economic Development Program (EDP)
- Economic Development & Growth Enhancement Programs (EDGE)
- Brownfields Incentives
- New Market Tax Credits Program (NMTC)
- Low Income Housing Tax Credits (LIHTC)
- Community Investment Program (CIP)
- Affordable Housing Program (AHP)
- HOME Investment Partnership Program
- Community Block Grant Program (CDBG)
- HUD Section 811/202 (Elderly Housing)
- Good Neighbor Next Door (Law enforcement/teacher home ownership discounts)
- HUD Section 108 Loan Guarantee Program

State

- Front Porch Community Revitalization
- Qualified Target Industry Tax Refund Program (QTI) – Requires participation by a targeted industry
- High Impact Performance Incentive Grant (HIPI) – Requires participation of a targeted industry
- Capital Investment Tax Credit (CITI) – Requires participation of a targeted industry
- Quick Response Training (QRT) – Direct benefit to employer
- Brownfields Incentives
- Urban Job Tax Credit
- Housing Credits
- State Housing Initiatives Partnership Program (SHIP)
- Enterprise Zone or Florida Brownfield programming

This list is not all inclusive but does provide an overview of available funding sources for a variety of redevelopment and economic development related programs.

4.1 Increment Revenue Projections

The following chart provides estimates of the increment revenues that are projected through 2038.

These projections are based on three assumptions:

- There are no changes in the current millage rate;
- There is only a modest increase in the taxable valuation of 2% per year over this period; and
- There is no new construction.

This should be considered an extremely conservative projection but does provide a near term order of magnitude of the increment resources that may be available to leverage resources for the highest priorities.

Increment Revenue Projections

FYE	Base + Appreciation	Less Base	Total TV Subject to TIF	Marion County ¹	Total to CRA
2013	\$ 125,674,633	\$ 125,674,633	\$ -	\$ -	\$ -
2014	128,188,126	125,674,633	2,513,493	7,617	7,617
2015	130,751,888	125,674,633	5,077,255	15,387	15,387
2016	133,366,926	125,674,633	7,692,293	23,311	23,311
2017	136,034,264	125,674,633	10,359,631	31,395	31,395
2018	138,754,950	125,674,633	13,080,317	39,640	39,640
2019	141,530,049	125,674,633	15,855,416	48,050	48,050
2020	144,360,650	125,674,633	18,686,017	56,628	56,628
2021	147,247,863	125,674,633	21,573,230	65,378	65,378
2022	150,192,820	125,674,633	24,518,187	74,302	74,302
2023	153,196,676	125,674,633	27,522,043	83,406	83,406
2024	156,260,610	125,674,633	30,585,977	92,691	92,691
2025	159,385,822	125,674,633	33,711,189	102,162	102,162
2026	162,573,539	125,674,633	36,898,906	111,822	111,822
2027	165,825,009	125,674,633	40,150,376	121,676	121,676
2028	169,141,509	125,674,633	43,466,876	131,726	131,726
2029	172,524,340	125,674,633	46,849,707	141,978	141,978
2030	175,974,826	125,674,633	50,300,193	152,435	152,435
2031	179,494,323	125,674,633	53,819,690	163,101	163,101
2032	183,084,209	125,674,633	57,409,576	173,980	173,980
2033	186,745,894	125,674,633	61,071,261	185,076	185,076
2034	190,480,812	125,674,633	64,806,179	196,395	196,395
2035	194,290,428	125,674,633	68,615,795	207,940	207,940
2036	198,176,236	125,674,633	72,501,603	219,716	219,716
2037	202,139,761	125,674,633	76,465,128	231,728	231,728
2038	206,182,556	125,674,633	80,507,923	<u>243,979</u>	<u>243,979</u>
Total				\$ 2,921,518	\$ 2,921,518
Annual Average				\$ 97,384	\$ 97,384

¹Marion County Millage Rate = 3.190
Note: 2% Appreciation of Values

4.2 Capital Improvement Program

Work with the County, FDOT, St. Johns Water Management District and other agencies as needed to ensure provision of the necessary public facilities at acceptable levels of service to accommodate existing needs as well as new demands as proposed development occurs within the Redevelopment Area. All references to “Agency” refer to the Community Redevelopment Agency (CRA) created as part of this overall plan.

4.2.1 Stormwater Management and Utility Improvements

The creation of a stormwater management system is a key element to the overall improvement of the area impacting the flooding issues, water quality, and development opportunities.

Objectives

- 1) In cooperation and coordination with the County, other agencies, and property owners as needed, the Agency will formulate an inventory of capital improvement needs to support existing and future demands anticipated by redevelopment activities. It will also formulate a five-year capital improvement program in which projects are coordinated among all appropriate agencies and will

annually incorporate funding into the budget and amended five-year capital program to coordinate with the County and other agencies to provide the needed public facilities.

- 2) The Agency will continue to work with all appropriate government, private utilities and property owners to ensure the efficient provision of adequate services for future development including electricity, telecommunications, cable television, water, stormwater, sanitary sewer, gas, and solid waste.
- 3) The Agency will formulate a program of streetscape improvements to assist in implementing the SR 40 corridor development including new and improved street lighting systems.
- 4) The Agency will coordinate with the County, St. Johns Water Management District, other public agencies, and private property owners as needed to formulate a regional approach to stormwater management. This includes working with regulatory agencies to develop creative solutions to problems that inhibit rehabilitation and development.
- 5) The Agency will work with the County, St. Johns Water Management District and other public agencies and private organizations as needed to identify and implement alternative water supplies, re-use systems and other innovative and conservation techniques into public facilities and infrastructure planning.

4.2.2 Roadway and Transportation Improvements

Plan and support a safe efficient traffic circulation system that provides sufficient access for all modes of transportation between residential and commercial areas within the Redevelopment Area and the balance of the community.

Objectives

- 1) The Agency will continue to work with FDOT to implement improvements along SR 40.
- 2) The Agency will work with FDOT to employ access management strategies including reconfiguration of center medians, and driveway access points, on SR 40.
- 3) The Agency will work with the County and FDOT to assess existing traffic patterns and pursue any vehicular transportation improvements which may include access control, vacating of rights of way, redistribution of traffic, roadway realignment, directional changes in traffic flow, and other measures which will improve traffic and traveling convenience.
- 4) The Agency will have the area-wide transit providers including Marion County Transit, to encourage the expansion of an efficient mass transportation system, construction of bus shelters and other physical improvements which will enhance the comfort and convenience of the system.
- 5) The Agency will work with the City, County, FDOT and private property owners as needed to create a safe, secure, appealing, and efficient pedestrian system linking the residential, commercial, and public lands.
- 6) The Agency will encourage pedestrian and bicycle pathways through the redevelopment area, appropriately designed and separated from auto circulation for safety purposes, to be used as positive tools to improve the area's environment in conjunction with the use of landscaping and other visual treatments.

- 7) The Agency will work with the County, FDOT and private property owners as needed to provide interconnection of uses and areas by connecting driveways and parking lots, or constructing new roadway connections in appropriate areas.
- 8) The Agency will prevent the creation of negative impacts upon pedestrian movement within the CRA.

4.3 Government/Redevelopment Administration

Create an administrative framework and financial mechanisms necessary to achieve the goals and objectives of the Redevelopment Plan. Review existing County policies and procedures to ensure timely and effective levels of service.

4.3.1 Agency Administration

Initially set up the management and administration framework necessary to initiate the implementation of the adopted Redevelopment Plan.

Objectives

- 1) The Agency will be administered initially by assigned County staff.
- 2) The Agency will formulate and adopt by-laws to provide guidelines for the function of the governing board.
- 3) The Agency will formulate and adopt policies and procedures including, but not limited to:
 - a) Finance, debt, and budget policies that will include appropriate procedures for five-year capital planning and annual budgeting. It will also include guidance for the agency regarding the budgeting and expenditure of funds on operating, capital, and non-capital expenditures.
 - b) Policies for the expenditure of increment revenues on privately initiated development, redevelopment, and renovation projects.
 - c) Policies for the acquisition and disposition of real property.
 - d) Policies for assisting residents and tenants with relocation in publicly funded acquisition projects.
- 4) The Agency will have the ability to leverage increment revenues with other funds by applying for grants, commercial loans, or other financial mechanisms to expedite the completion of capital projects.
- 5) The Agency will annually evaluate its strategic objectives to be consistent with objectives contained in the County's Comprehensive Plan.
- 6) The Agency will have the ability to participate in the planning process, develop the appropriate administrative policies, and will coordinate with the County to streamline the permitting process, as needed, to implement the Redevelopment Plan effectively.
- 7) The Agency will have the ability to work with the County to facilitate the expeditious approval of private development projects that further the goals and objectives of the Redevelopment Plan.
- 8) The Agency will have the ability to work with the various public and private leaders.

- 9) The Agency will utilize community leaders' talents to initiate desirable special events activities to develop and implement sound marketing and promotional strategies.
- 10) The Agency will have the ability to promote effective communication with the residents and businesses throughout the community to garner public input, understanding, and support.
- 11) The Agency will have the ability to enhance public information services for all aspects of the redevelopment program via methods such as newspaper reporting, a more comprehensive city newsletter, advertisements, speaking engagements at neighborhood and civic organization meetings, internet web sites, other electronic media, etc.

4.3.2 Land Use and Development Regulations

Work with the County, private property owners, and others as needed to implement future land use and zoning regulations and implement development of the Silver Springs area.

Objectives

- 1) The Agency will have the ability to utilize available public and private resources through the redevelopment process, acquire land (if needed), master plan, design, and construct a new Silver Springs development. The CRA may develop all or part of the Silver Springs area independent of or in conjunction with the private sector, including hiring of design and construction professionals, and/or disposition of its interest in real property pursuant to the provisions of the Redevelopment Act.
- 2) The Agency will have the ability to implement land acquisition strategies to target sites for demolition and redevelopment to new improved land uses based on market opportunities ensuring consistency with objectives contained in the Redevelopment Plan pursuant to acquisition policies of the Agency.
- 3) The Agency will have the ability to promote and locate strategic land use activities of regional importance within the Redevelopment Area to capture additional market opportunities while reinforcing the unique character of the community.

4.4 Redevelopment Policy

Eliminate the conditions of blight identified in the Findings of Necessity and other such conditions as they may present themselves from time to time.

4.4.1 Focus on Existing Blighting Influences

Initial years' focus should address the higher priority blighting influences identified by the community and the Finding of necessity study.

Objectives

- 1) The Agency will have the ability to regularly review its projects and programs to ensure that it is focused on eliminating the conditions identified in the Findings of Necessity as follows:
 - a) The street layout contributes to inefficient and unsafe traffic circulation.

- b) Lots in some residential areas are smaller than the minimum required by Code, and some commercial lots are too small to be redeveloped using current land development regulations.
 - c) There is a general deterioration of housing stock and a number of commercial buildings exhibit deterioration of site or building conditions.
 - d) Diversity of land ownership makes redevelopment difficult.
 - e) There are land use conflicts between commercial and residential with minimal buffers.
 - f) There is a lack of pedestrian and vehicular connectivity in parts of the community.
 - g) A number of roadways are unpaved and well below County standards and create areas of flooding and poor overall drainage.
 - h) A number of paved roads have no sidewalks, curbs, gutters and show significant deterioration of the underlying roadbed.
- 2) The Agency will have the ability to work toward the elimination of other blighting influences including:
 - a) Dilapidated and unsafe structures through land acquisition and the demolition and removal of derelict structures where it is deemed appropriate.
 - b) Existing substandard structures through enforcement of the County's housing and building codes and the provision of financial incentives for rehabilitation.
 - c) Unsanitary and unsightly outside storage conditions through enforcement and revision of County zoning codes.
 - d) Unsanitary and unsightly dumpsters used for the storage and removal of solid waste through consolidation of service and the revision of contracts with solid waste service providers, which designate separate service areas.
 - e) Nonconforming uses that detract from the character of the community, hindering investment opportunities through negotiation, acquisition, exchange, transfer of development rights, or any other available means in cooperation with property owners.

4.4.2 Prevent the Future Occurrence of Slum and Blight

Being proactive in identifying policies, actions, or developments that may contribute to preventing future blighting conditions.

Objectives

- 1) The Agency will have the ability to work with the growth services staff, Planning and Zoning Board, residents of the area, and the County Commission to upgrade the zoning classifications within the Redevelopment Area to include architectural design standards for new construction and rehabilitation.
- 2) The Agency will have the ability to work with area economic development organizations to formulate economic development strategies for the redevelopment area that will ensure future economic stability and job creation.
- 3) The Agency will have the ability to eliminate conditions that decrease property values and reduce the tax base.

- 4) The Agency will have the ability to create programs promoting development and rehabilitation of properties including financial or other economic incentives to facilitate new investment in the Redevelopment Area thereby increasing the tax base.
- 5) The Agency will have the ability to support programming and invest in those programs designed to identify, mitigate, or correct conditions of contamination as identified by the Agency, County, or third-party.

4.4.3 Land Assembly and Demolition

Encourage the acquisition, demolition, and reuse of those properties, which, by virtue of their location, condition, or value no longer function at their highest potential economic use, are blighting influences or have a negative effect on revitalization efforts.

Objectives

- 1) The Agency will have the ability to work with public agencies and private organizations to facilitate redevelopment of the Silver Springs area including but not limited to holding events, concerts, farmers' markets, etc. on the land, renovating and reusing existing structures, and/or soliciting development partner(s) for the purpose of redeveloping all or part of the area.
- 2) The Agency will have the ability to develop a land acquisition policy to ensure that future acquisitions provide the greatest impact on fulfilling the objectives of the redevelopment program.
- 3) The Agency will have the ability to work with owners of properties located within redevelopment project areas to encourage their cooperative participation in Agency sponsored redevelopment projects.
- 4) The Agency will have the ability to encourage partnerships among the property owners, the private sector, and the public sector in order to implement proposed redevelopment projects that will achieve public goals.
- 5) The Agency will have the ability to formulate and adopt acquisition and relocation policies to address the needs of those whose properties will undergo reuse activities. This includes acquisition of commercial and residential properties, as well as relocation of the respective occupants.
- 6) The Agency will have the ability to formulate and adopt policies and incentive programs to encourage the private sector to participate in redevelopment projects and programs.

4.4.4 Oversee Future Development Proposals

Establishing guidelines and standards that are consistently applied to all development and help ensure quality and protection of investments in the redevelopment area.

Objectives

- 1) The Agency will have the ability to encourage the County to establish a Community Appearance Board for review of development proposals.
- 2) The Agency will have the ability to encourage the County to formulate and adopt development design or architectural standards to improve community appearance.

4.5 Economic Development

Establish a diverse, identifiable character for the Redevelopment Area while promoting economic vitality through private sector investment.

4.5.1 Supporting Existing Businesses and New Investment

Create a proactive environment supporting existing businesses and encouraging new business development and capital investment.

Objectives

- 1) The Agency will have the ability to establish partnerships between the public sector and private sector for the purpose of promoting the mutual benefits of proposed redevelopment projects with particular emphasis on the Silver Springs Park site.
- 2) The Agency will have the ability to continue to identify opportunities for all sectors of the economy and work toward successful implementation of projects and programs within the Redevelopment Area.
- 3) The Agency will have the ability to improve the investment image of the Redevelopment Area and utilize selected public actions to stimulate private investment including streetscaping, landscaping, and gateway enhancements, as well as conducting and sponsoring area events and promotions.
- 4) The Agency will have the ability to expand the economic base of the Redevelopment Area retaining existing jobs while creating new diverse employment opportunities by implementing improvements to and around the Silver Springs Park site & SR 40 corridor.
- 5) The Agency will have the ability to create investment opportunities that will increase the tax base thereby generating additional revenues to finance actions that support public goals.
- 6) The Agency will have the ability to work with the County, Chamber and Economic Partnership, and other organizations and agencies as appropriate to establish business retention, recruitment, and expansion programs including but not limited to creation of a business incubator, small business assistance program, and other programs that can help local entrepreneurs establish and grow businesses in the Redevelopment Area.
- 7) Provide Brownfields incentives including clean-up credits, investment credits, and incentive measures for developers.
- 8) The Agency will have the ability to design and fund financial incentive initiatives to support business formation, relocation, expansion, and job creation.

4.5.2 Revitalize Commercial Corridors

Invigorate the business community and revitalize existing commercial properties.

Objectives

- 1) The Agency will have the ability to support the County, Chamber and economic partnership to encourage their integration into the redevelopment process, including the establishment of a SR 40 Business Association, non-profit community development corporations, or other mechanisms as a conduit for sharing information and implementing appropriate redevelopment programs.

- 2) The Agency will have the ability to consider the creation of programs to assist properties to implement and develop strategies for public and private sector reinvestment in struggling commercial properties with high vacancy rates to receive the benefits of such programs that may be developed.
- 3) The Agency will have the ability to evaluate economic development and revitalization tools and work with members of the community to utilize these tools locally including but not necessarily limited to creation of;
 - a) Small business incubator or innovation center
 - b) Main Street program (or use of the Main Street approach)
 - c) Community development corporation
 - d) Community development finance institutions
 - e) State recognized Brownfield district
 - f) Other options and opportunities as available and appropriate
- 4) The Agency will have the ability to formulate a master plan for the revitalization of the Silver Springs park area including recruitment of employers and construction of infrastructure necessary to support revitalization.

4.5.3 Market the Redevelopment Area

Market the Redevelopment Area as a major destination point once the Silver Springs area has been redeveloped.

Objectives

- 1) The Agency will have the ability to work with the Marion County Tourist Development Council and Convention & Visitors Bureau to promote the Redevelopment Area and market its assets as related to the community's environmental and eco-tourism attributes and activities.
- 2) The Agency will have the ability to work with County and CV&B to ensure sufficient funding for marketing that include local and regional promotional efforts.
- 3) The Agency will have the ability to maximize marketing opportunities in conjunction with other promotional organizations in the region.
- 4) The Agency will have the ability to project the image of the Redevelopment Area as a safe and exciting place to go while encouraging both business and family oriented patronage by continuing to sponsor and hold community events, eco-tourism, and other promotional activities.

5.0 Statutory Provisions

5.1 Establishing Redevelopment Trust Fund

Chapter 163.387 Redevelopment trust fund.—

(1)(a) After approval of a community redevelopment plan, there may be established for each community redevelopment agency created under s. 163.356 a redevelopment trust fund. Funds allocated to and deposited into this fund shall be used by the agency to finance or refinance any community redevelopment it undertakes pursuant to the approved community redevelopment plan. No community redevelopment agency may receive or spend any increment revenues pursuant to this section unless and until the governing body has, by ordinance, created the trust fund and provided for the funding of the redevelopment trust fund until the time certain set forth in the community redevelopment plan as required by s. 163.362(10). Such ordinance may be adopted only after the governing body has approved a community redevelopment plan. The annual funding of the redevelopment trust fund shall be in an amount not less than that increment in the income, proceeds, revenues, and funds of each taxing authority derived from or held in connection with the undertaking and carrying out of community redevelopment under this part.

5.2 Redevelopment Powers

Upon a "Finding of Necessity" by the governing body and upon further finding that there is a need for a community redevelopment agency to function in the county or municipality to carry out community redevelopment purposes, any county or municipality may create a public body corporate and politic to be known as a "Community Redevelopment Agency." The Agency shall be constituted as a public instrumentality, and be afforded the authority to exercise the powers conferred by Florida Statute Chapter 163 Title XI.

Part I – Introduction, History & Background describes the redevelopment powers available to Marion County as provided in the Act. However, these powers can only be employed by the Agency if authorized by the Plan. In that regard, the Silver Springs Redevelopment Agency is vested with the following powers pursuant to Florida Statutes, Section 163.370.

- (1) Counties and municipalities may not exercise the power of eminent domain for the purpose of preventing or eliminating a slum area or blighted area as defined in this part; however, counties and municipalities may acquire property by eminent domain within a community redevelopment area, subject to the limitations set forth in ss. 73.013 and 73.014 or other general law.
- (2) Every county and municipality shall have all the powers necessary or convenient to carry out and effectuate the purposes and provisions of this part, including the following powers in addition to others herein granted:
 - (a) To make and execute contracts and other instruments necessary or convenient to the exercise of its powers under this part.
 - (b) To disseminate slum clearance and community redevelopment information.
 - (c) To undertake and carry out community redevelopment and related activities within the community redevelopment area, which may include:

1. Acquisition of property within a slum area or a blighted area by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition.
 2. Demolition and removal of buildings and improvements.
 3. Installation, construction, or reconstruction of streets, utilities, parks, playgrounds, public areas of major hotels that are constructed in support of convention centers, including meeting rooms, banquet facilities, parking garages, lobbies, and passageways, and other improvements necessary for carrying out in the community redevelopment area the community redevelopment objectives of this part in accordance with the community redevelopment plan.
 4. Disposition of any property acquired in the community redevelopment area at its fair value as provided in s. 163.380 for uses in accordance with the community redevelopment plan.
 5. Carrying out plans for a program of voluntary or compulsory repair and rehabilitation of buildings or other improvements in accordance with the community redevelopment plan.
 6. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of real property in the community redevelopment area which, under the community redevelopment plan, is to be repaired or rehabilitated for dwelling use or related facilities, repair or rehabilitation of the structures for guidance purposes, and resale of the property.
 7. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of any other real property in the community redevelopment area when necessary to eliminate unhealthful, unsanitary, or unsafe conditions; lessen density; eliminate obsolete or other uses detrimental to the public welfare; or otherwise to remove or prevent the spread of blight or deterioration or to provide land for needed public facilities.
 8. Acquisition, without regard to any requirement that the area be a slum or blighted area, of air rights in an area consisting principally of land in highways, railway or subway tracks, bridge or tunnel entrances, or other similar facilities which have a blighting influence on the surrounding area and over which air rights sites are to be developed for the elimination of such blighting influences and for the provision of housing (and related facilities and uses) designed specifically for, and limited to, families and individuals of low or moderate income.
 9. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of property in unincorporated enclaves surrounded by the boundaries of a community redevelopment area when it is determined necessary by the agency to accomplish the community redevelopment plan.
 10. Construction of foundations and platforms necessary for the provision of air rights sites of housing (and related facilities and uses) designed specifically for, and limited to, families and individuals of low or moderate income.
- (d) To provide, or to arrange or contract for, the furnishing or repair by any person or agency, public or private, of services, privileges, works, streets, roads, public utilities, or

other facilities for or in connection with a community redevelopment; to install, construct, and reconstruct streets, utilities, parks, playgrounds, and other public improvements; and to agree to any conditions that it deems reasonable and appropriate which are attached to federal financial assistance and imposed pursuant to federal law relating to the determination of prevailing salaries or wages or compliance with labor standards, in the undertaking or carrying out of a community redevelopment and related activities, and to include in any contract let in connection with such redevelopment and related activities provisions to fulfill such of the conditions as it deems reasonable and appropriate.

(e) Within the community redevelopment area:

1. To enter into any building or property in any community redevelopment area in order to make inspections, surveys, appraisals, soundings, or test borings and to obtain an order for this purpose from a court of competent jurisdiction in the event entry is denied or resisted.
 2. To acquire by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition any personal or real property, together with any improvements thereon.
 3. To hold, improve, clear, or prepare for redevelopment any such property.
 4. To mortgage, pledge, hypothecate, or otherwise encumber or dispose of any real property.
 5. To insure or provide for the insurance of any real or personal property or operations of the county or municipality against any risks or hazards, including the power to pay premiums on any such insurance.
 6. To enter into any contracts necessary to effectuate the purposes of this part.
 7. To solicit requests for proposals for redevelopment of parcels of real property contemplated by a community redevelopment plan to be acquired for redevelopment purposes by a community redevelopment agency and, as a result of such requests for proposals, to advertise for the disposition of such real property to private persons pursuant to s. 163.380 prior to acquisition of such real property by the community redevelopment agency.
- (f) To invest any community redevelopment funds held in reserves or sinking funds or any such funds not required for immediate disbursement in property or securities in which savings banks may legally invest funds subject to their control and to redeem such bonds as have been issued pursuant to s. 163.385 at the redemption price established therein or to purchase such bonds at less than redemption price, all such bonds so redeemed or purchased to be canceled.
- (g) To borrow money and to apply for and accept advances, loans, grants, contributions, and any other form of financial assistance from the Federal Government or the state, county, or other public body or from any sources, public or private, for the purposes of this part and to give such security as may be required and to enter into and carry out contracts or agreements in connection therewith; and to include in any contract for financial assistance with the Federal Government for or with respect to community redevelopment and related activities such conditions imposed pursuant to federal laws as the county or municipality deems reasonable and appropriate which are not inconsistent with the purposes of this part.

- (h) To make or have made all surveys and plans necessary to the carrying out of the purposes of this part; to contract with any person, public or private, in making and carrying out such plans; and to adopt or approve, modify, and amend such plans, which plans may include, but are not limited to:
1. Plans for carrying out a program of voluntary or compulsory repair and rehabilitation of buildings and improvements.
 2. Plans for the enforcement of state and local laws, codes, and regulations relating to the use of land and the use and occupancy of buildings and improvements and to the compulsory repair, rehabilitation, demolition, or removal of buildings and improvements.
 3. Appraisals, title searches, surveys, studies, and other plans and work necessary to prepare for the undertaking of community redevelopment and related activities.
- (i) To develop, test, and report methods and techniques, and carry out demonstrations and other activities, for the prevention and the elimination of slums and urban blight and developing and demonstrating new or improved means of providing housing for families and persons of low income.
- (j) To apply for, accept, and utilize grants of funds from the Federal Government for such purposes.
- (k) To prepare plans for and assist in the relocation of persons (including individuals, families, business concerns, nonprofit organizations, and others) displaced from a community redevelopment area and to make relocation payments to or with respect to such persons for moving expenses and losses of property for which reimbursement or compensation is not otherwise made, including the making of such payments financed by the Federal Government.
- (l) To appropriate such funds and make such expenditures as are necessary to carry out the purposes of this part; to zone or rezone any part of the county or municipality or make exceptions from building regulations; and to enter into agreements with a housing authority, which agreements may extend over any period, notwithstanding any provision or rule of law to the contrary, respecting action to be taken by such county or municipality pursuant to any of the powers granted by this part.
- (m) To close, vacate, plan, or replan streets, roads, sidewalks, ways, or other places and to plan or replan any part of the county or municipality.
- (n) To organize, coordinate, and direct the administration of the provisions of this part, as they may apply to such county or municipality, in order that the objective of remedying slum and blighted areas and preventing the causes thereof within such county or municipality may be most effectively promoted and achieved and to establish such new office or offices of the county or municipality or to reorganize existing offices in order to carry out such purpose most effectively.
- (o) To develop and implement community policing innovations.
- (3) The following projects may not be paid for or financed by increment revenues:
- (a) Construction or expansion of administrative buildings for public bodies or police and fire buildings, unless each taxing authority agrees to such method of financing for the construction or expansion, or unless the construction or expansion is contemplated as part of a community policing innovation.
 - (b) Installation, construction, reconstruction, repair, or alteration of any publicly owned capital improvements or projects if such projects or improvements were

- scheduled to be installed, constructed, reconstructed, repaired, or altered within 3 years of the approval of the community redevelopment plan by the governing body pursuant to a previously approved public capital improvement or project schedule or plan of the governing body which approved the community redevelopment plan unless and until such projects or improvements have been removed from such schedule or plan of the governing body and 3 years have elapsed since such removal or such projects or improvements were identified in such schedule or plan to be funded, in whole or in part, with funds on deposit within the community redevelopment trust fund.
- (c) General government operating expenses unrelated to the planning and carrying out of a community redevelopment plan.
- (4) With the approval of the governing body, a community redevelopment agency may:
- (a) Prior to approval of a community redevelopment plan or approval of any modifications of the plan, acquire real property in a community redevelopment area by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition; demolish and remove any structures on the property; and pay all costs related to the acquisition, demolition, or removal, including any administrative or relocation expenses.
 - (b) Assume the responsibility to bear any loss that may arise as the result of the exercise of authority under this subsection, in the event that the real property is not made part of the community redevelopment area.

The following powers shall remain vested in the Commission of Marion County:

- The power to determine an area to be a slum or blighted area, or combination thereof, to designate such area as appropriate for a Community Redevelopment Project, and to hold any public hearings required with respect thereto
- The power to grant final approval to Community Redevelopment Plans and modifications thereof
- The power to authorize the issuance of revenue bonds as set forth in Section 163.385

5.3 Relocation Procedures

The Agency shall be constituted as a public instrumentality, and be afforded the authority to exercise the powers conferred by Florida Statute Chapter 163 Title XI including:

To prepare plans for and assist in the relocation of persons (including individuals, families, business concerns, nonprofit organizations, and others) displaced from a community redevelopment area and to make relocation payments to or with respect to such persons for moving expenses and losses of property for which reimbursement or compensation is not otherwise made, including the making of such payments financed by the Federal Government.

5.4 Duration of Plan

From Florida Statute Chapter 163.362 Contents of community redevelopment plan.—Every community redevelopment plan shall:

Provide a time certain for completing all redevelopment financed by increment revenues. Such time certain shall occur no later than 30 years after the fiscal year in which the plan is approved, adopted, or amended pursuant to s. 163.361(1). However, for any agency created after July 1, 2002, the time certain for completing all redevelopment financed by increment revenues must occur within 40 years after the fiscal year in which the plan is approved or adopted.

5.5 Plan Modification

163.361 Modification of community redevelopment plans.—

- (1) If at any time after the approval of a community redevelopment plan by the governing body it becomes necessary or desirable to amend or modify such plan, the governing body may amend such plan upon the recommendation of the agency. The agency recommendation to amend or modify a redevelopment plan may include a change in the boundaries of the redevelopment area to add land to or exclude land from the redevelopment area, or may include the development and implementation of community policing innovations.
- (2) The governing body shall hold a public hearing on a proposed modification of any community redevelopment plan after public notice thereof by publication in a newspaper having a general circulation in the area of operation of the agency.
- (3)(a) In addition to the requirements of s. 163.346, and prior to the adoption of any modification to a community redevelopment plan that expands the boundaries of the community redevelopment area or extends the time certain set forth in the redevelopment plan as required by s. 163.362(10), the agency shall report such proposed modification to each taxing authority in writing or by an oral presentation, or both, regarding such proposed modification.
- (b) For any community redevelopment agency that was not created pursuant to a delegation of authority under s. 163.410 by a county that has adopted a home rule charter and that modifies its adopted community redevelopment plan in a manner that expands the boundaries of the redevelopment area after October 1, 2006, the following additional procedures are required prior to adoption by the governing body of a modified community redevelopment plan:
 1. Within 30 days after receipt of any report of a proposed modification that expands the boundaries of the redevelopment area, the county may provide notice by registered mail to the governing body of the municipality and the community redevelopment agency that the county has competing policy goals and plans for the public funds the county would be required to deposit to the community redevelopment trust fund under the proposed modification to the community redevelopment plan.
 2. If the notice required in subparagraph 1. is timely provided, the governing body of the county and the governing body of the municipality that created the community redevelopment agency shall schedule and hold a joint hearing co-chaired by the chair of the governing body of the county and the mayor of the municipality, with the agenda to be set by the chair of the governing body of the county, at which the competing policy goals for the public funds shall be discussed. For those community redevelopment agencies for which the board of commissioners of the community redevelopment agency are comprised as specified in s. 163.356(2), a designee of the community redevelopment agency shall participate in the joint meeting as a nonvoting member. Any such hearing shall be held within 90 days after receipt by the county of the recommended modification of the adopted community redevelopment plan. Prior to the joint public hearing, the county may propose an alternative modified community redevelopment plan that meets the requirements of s. 163.360 to address the conditions identified in the resolution making a finding of necessity required under s. 163.355. If such an alternative modified redevelopment plan is proposed by the county, such plan shall be delivered to the governing body of the municipality that created the community redevelopment agency and the executive director or other officer of the community redevelopment agency by registered mail at least 30 days prior to holding the joint meeting.

3. If the notice required in subparagraph 1. is timely provided, the municipality may not proceed with the adoption of a modified plan until 30 days after the joint hearing unless the governing body of the county has failed to schedule or a majority of the members of the governing body of the county have failed to attend the joint hearing within the required 90-day period.
4. Notwithstanding the time requirements established in subparagraphs 2. and 3., the county and the municipality may at any time voluntarily use the dispute resolution process established in chapter 164 to attempt to resolve any competing policy goals between the county and municipality related to the community redevelopment agency. Nothing in this subparagraph grants the county or the municipality the authority to require the other local government to participate in the dispute resolution process.
- (4) A modification to a community redevelopment plan that includes a change in the boundaries of the redevelopment area to add land must be supported by a resolution as provided in s. 163.355.
- (5) If a community redevelopment plan is modified by the county or municipality after the lease or sale of real property in the community redevelopment area, such modification may be conditioned upon such approval of the owner, lessee, or successor in interest as the county or municipality may deem advisable and, in any event, shall be subject to such rights at law or in equity as a lessee or purchaser, or his or her successor or successors in interest, may be entitled to assert.

5.6 Severability

163.395 Property exempt from taxes and from levy and sale by virtue of an execution.—

- (1) All property of any county, municipality, or community redevelopment agency, including funds, owned or held by it for the purposes of this part are exempt from levy and sale by virtue of an execution; and no execution or other judicial process may issue against the same, nor shall judgment against the county, municipality, or community redevelopment agency be a charge or lien upon such property. However, the provisions of this section do not apply to or limit the right of obligees to pursue any remedies for the enforcement of any pledge or lien given pursuant to this part by the county or municipality on its rents, fees, grants, or revenues from community redevelopment.
- (2) The property of the county, municipality, or community redevelopment agency acquired or held for the purposes of this part is declared to be public property used for essential public and governmental purposes, and such property is exempt from all taxes of the municipality, the county, or the state or any political subdivision thereof. However, such tax exemption will terminate when the county, municipality, or community redevelopment agency sells, leases, or otherwise disposes of such property in a community redevelopment area to a purchaser or lessee which is not a public body entitled to tax exemption with respect to such property.

5.7 Safeguards, Controls, Restrictions, or Covenants

163.410 Exercise of powers in counties with home rule charters.—

In any county which has adopted a home rule charter, the powers conferred by this part shall be exercised exclusively by the governing body of such county. However, the governing body of any such county which has adopted a home rule charter may, in its discretion, by resolution delegate the exercise of the powers conferred upon the county by this part within the boundaries of a municipality to the governing body of such a municipality. Such a delegation to a municipality shall confer only such powers upon a municipality as shall be specifically enumerated in the delegating resolution. Any power not

specifically delegated shall be reserved exclusively to the governing body of the county. This section does not affect any community redevelopment agency created by a municipality prior to the adoption of a county home rule charter. Unless otherwise provided by an existing ordinance, resolution, or interlocal agreement between any such county and a municipality, the governing body of the county that has adopted a home rule charter shall grant in whole or in part or deny any request from a municipality for a delegation of powers or a change in an existing delegation of powers within 120 days after the receipt of all required documentation, or such request shall be deemed granted unless this period is extended by mutual consent in writing by the municipality and county. Within 30 days after receipt of the request, the county shall notify the municipality by registered mail whether the request is complete or if additional information is required. Any request by the county for additional documentation shall specify the deficiencies in the submitted documentation, if any. The county shall notify the municipality by registered mail within 30 days after receiving the additional information whether such additional documentation is complete. If the meeting of the county commission at which the request for a delegation of powers or a change in an existing delegation of powers is unable to be held due to events beyond the control of the county, the request shall be acted upon at the next regularly scheduled meeting of the county commission without regard to the 120-day limitation. If the county does not act upon the request at the next regularly scheduled meeting, the request shall be deemed granted.

163.415 Exercise of powers in counties without home rule charters.—

The powers conferred by this part upon counties not having adopted a home rule charter shall not be exercised within the boundaries of a municipality within said county unless the governing body of the municipality expresses its consent by resolution. Such a resolution consenting to the exercise of the powers conferred upon counties by this part shall specifically enumerate the powers to be exercised by the county within the boundaries of the municipality. Any power not specifically enumerated in such a resolution of consent shall be exercised exclusively by the municipality within its boundaries.

5.8 Consistency with Marion County Comprehensive Plan

163.362 Contents of community redevelopment plan.—

Every community redevelopment plan shall:

Provide for the retention of controls and the establishment of any restrictions or covenants running with land sold or leased for private use for such periods of time and under such conditions as the governing body deems necessary to effectuate the purposes of this part.

163.360 Community redevelopment plans.—

(1) Community redevelopment in a community redevelopment area shall not be planned or initiated unless the governing body has, by resolution, determined such area to be a slum area, a blighted area, or an area in which there is a shortage of housing affordable to residents of low or moderate income, including the elderly, or a combination thereof, and designated such area as appropriate for community redevelopment.

(2) The community redevelopment plan shall:

- (a) Conform to the comprehensive plan for the county or municipality as prepared by the local planning agency under the Community Planning Act.
- (b) Be sufficiently complete to indicate such land acquisition, demolition and removal of structures, redevelopment, improvements, and rehabilitation as may be proposed to be carried out in the community redevelopment area; zoning and planning changes, if any; land uses; maximum densities; and building requirements.

(c) Provide for the development of affordable housing in the area, or state the reasons for not addressing in the plan the development of affordable housing in the area. The county, municipality, or community redevelopment agency shall coordinate with each housing authority or other affordable housing entities functioning within the geographic boundaries of the redevelopment area, concerning the development of affordable housing in the area.

(3) The community redevelopment plan may provide for the development and implementation of community policing innovations.

(4) The county, municipality, or community redevelopment agency may itself prepare or cause to be prepared a community redevelopment plan, or any person or agency, public or private, may submit such a plan to a community redevelopment agency. Prior to its consideration of a community redevelopment plan, the community redevelopment agency shall submit such plan to the local planning agency of the county or municipality for review and recommendations as to its conformity with the comprehensive plan for the development of the county or municipality as a whole. The local planning agency shall submit its written recommendations with respect to the conformity of the proposed community redevelopment plan to the community redevelopment agency within 60 days after receipt of the plan for review. Upon receipt of the recommendations of the local planning agency, or, if no recommendations are received within such 60 days, then without such recommendations, the community redevelopment agency may proceed with its consideration of the proposed community redevelopment plan.

(5) The community redevelopment agency shall submit any community redevelopment plan it recommends for approval, together with its written recommendations, to the governing body and to each taxing authority that levies ad valorem taxes on taxable real property contained within the geographic boundaries of the redevelopment area. The governing body shall then proceed with the hearing on the proposed community redevelopment plan as prescribed by subsection (6).

(6) (a) The governing body shall hold a public hearing on a community redevelopment plan after public notice thereof by publication in a newspaper having a general circulation in the area of operation of the county or municipality. The notice shall describe the time, date, place, and purpose of the hearing, identify generally the community redevelopment area covered by the plan, and outline the general scope of the community redevelopment plan under consideration. (b) For any governing body that has not authorized by June 5, 2006, a study to consider whether a finding of necessity resolution pursuant to s. 163.355 should be adopted, has not adopted a finding of necessity resolution pursuant to s. 163.355 by March 31, 2007, has not adopted a community redevelopment plan by June 7, 2007, and was not authorized to exercise community redevelopment powers pursuant to a delegation of authority under s. 163.410 by a county that has adopted a home rule charter, the following additional procedures are required prior to adoption by the governing body of a community redevelopment plan under subsection (7):

1. Within 30 days after receipt of any community redevelopment plan recommended by a community redevelopment agency under subsection (5), the county may provide written notice by registered mail to the governing body of the municipality and to the community redevelopment agency that the county has competing policy goals and plans for the public funds the county would be required to deposit to the community redevelopment trust fund under the proposed community redevelopment plan.
2. If the notice required in subparagraph 1. is timely provided, the governing body of the county and the governing body of the municipality that created the community redevelopment agency shall schedule and hold a joint hearing co-chaired by the chair of the governing body of the county and the mayor of the municipality, with the agenda to

be set by the chair of the governing body of the county, at which the competing policy goals for the public funds shall be discussed. For those community redevelopment agencies for which the board of commissioners of the community redevelopment agency are comprised as specified in s. 163.356(2), a designee of the community redevelopment agency shall participate in the joint meeting as a nonvoting member. Any such hearing must be held within 90 days after receipt by the county of the recommended community redevelopment plan. Prior to the joint public hearing, the county may propose an alternative redevelopment plan that meets the requirements of this section to address the conditions identified in the resolution making a finding of necessity required by s. 163.355. If such an alternative redevelopment plan is proposed by the county, such plan shall be delivered to the governing body of the municipality that created the community redevelopment agency and to the executive director or other officer of the community redevelopment agency by registered mail at least 30 days prior to holding the joint meeting.

3. If the notice required in subparagraph 1. is timely provided, the municipality may not proceed with the adoption of the plan under subsection (7) until 30 days after the joint hearing unless the governing body of the county has failed to schedule or a majority of the members of the governing body of the county have failed to attend the joint hearing within the required 90-day period.

4. Notwithstanding the time requirements established in subparagraphs 2. and 3., the county and the municipality may at any time voluntarily use the dispute resolution process established in chapter 164 to attempt to resolve any competing policy goals between the county and municipality related to the community redevelopment agency. Nothing in this subparagraph grants the county or the municipality the authority to require the other local government to participate in the dispute resolution process.

(7) Following such hearing, the governing body may approve the community redevelopment and the plan therefore if it finds that:

- (a) A feasible method exists for the location of families who will be displaced from the community redevelopment area in decent, safe, and sanitary dwelling accommodations within their means and without undue hardship to such families;
- (b) The community redevelopment plan conforms to the general plan of the county or municipality as a whole;
- (c) The community redevelopment plan gives due consideration to the utilization of community policing innovations, and to the provision of adequate park and recreational areas and facilities that may be desirable for neighborhood improvement, with special consideration for the health, safety, and welfare of children residing in the general vicinity of the site covered by the plans;
- (d) The community redevelopment plan will afford maximum opportunity, consistent with the sound needs of the county or municipality as a whole, for the rehabilitation or redevelopment of the community redevelopment area by private enterprise; and
- (e) The community redevelopment plan and resulting revitalization and redevelopment for a coastal tourist area that is deteriorating and economically distressed will reduce or maintain evacuation time, as appropriate, and ensure protection for property against exposure to natural disasters.

(8) If the community redevelopment area consists of an area of open land to be acquired by the county or the municipality, such area may not be so acquired unless:

(a) In the event the area is to be developed in whole or in part for residential uses, the governing body determines:

1. That a shortage of housing of sound standards and design which is decent, safe, affordable to residents of low or moderate income, including the elderly, and sanitary exists in the county or municipality;
2. That the need for housing accommodations has increased in the area;
3. That the conditions of blight in the area or the shortage of decent, safe, affordable, and sanitary housing cause or contribute to an increase in and spread of disease and crime or constitute a menace to the public health, safety, morals, or welfare; and
4. That the acquisition of the area for residential uses is an integral part of and is essential to the program of the county or municipality.

(b) In the event the area is to be developed in whole or in part for nonresidential uses, the governing body determines that:

1. Such nonresidential uses are necessary and appropriate to facilitate the proper growth and development of the community in accordance with sound planning standards and local community objectives.
2. Acquisition may require the exercise of governmental action, as provided in this part, because of:
 - a. Defective, or unusual conditions of, title or diversity of ownership which prevents the free alienability of such land;
 - b. Tax delinquency;
 - c. Improper subdivisions;
 - d. Outmoded street patterns;
 - e. Deterioration of site;
 - f. Economic disuse;
 - g. Unsuitable topography or faulty lot layouts;
 - h. Lack of correlation of the area with other areas of a county or municipality by streets and modern traffic requirements; or
 - i. Any combination of such factors or other conditions which retard development of the area.
3. Conditions of blight in the area contribute to an increase in and spread of disease and crime or constitute a menace to public health, safety, morals, or welfare.

(9) Upon the approval by the governing body of a community redevelopment plan or of any modification thereof, such plan or modification shall be deemed to be in full force and effect for the respective community redevelopment area, and the county or municipality may then cause the community redevelopment agency to carry out such plan or modification in accordance with its terms.

(10) Notwithstanding any other provisions of this part, when the governing body certifies that an area is in need of redevelopment or rehabilitation as a result of an emergency under s. 252.34(3), with respect to which the Governor has certified the need for emergency assistance under federal law, that area may be certified as a "blighted area," and the governing body may approve a community redevelopment plan and community redevelopment with respect to such area without regard to the provisions of this section requiring a general plan for the county or municipality and a public hearing on the community redevelopment.

APPENDIX

**Appendix A: “Finding of Necessity” for Silver Springs Proposed
Redevelopment Area, April 2012**

Conditions of Blight

Findings of Necessity

The FON is intended to be adopted by the Marion County Board of Commissioners for evidence purposes in the simultaneous creation of a Community Redevelopment Agency as well as designating the Silver Springs Area’s proposed CRA boundary. The FON, as set forth in Section 163.355 of the Florida Statutes, is a tool for assessing an area on the grounds of slum and blight and how this affects on the ability to attract market-based investment relative to Marion County as a whole. Three explicit alternatives for verifying the existence of slum and/or blight exist under Chapter 163.

- “Alternative One” involves two tests that must collectively conclude the existence of the described conditions. The first test requires that a Study Area identified as a blighted area contain a “substantial number of deteriorated or deteriorating structures, in which conditions indicated by government-maintained statistics or other studies, are leading to economic distress or endanger life or property.” Structures as stated includes infrastructure, which the term itself encompasses “the large-scale public systems, services, and facilities of a country or region that are necessary for economic activity, including power and water supplies, public transportation, telecommunications, roads, and schools” (Encarta World English Dictionary, 2005). Further regarding the evidence of blight, the area must be one 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 proportionally 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.

For an area to be classified as a “slum area”, there is a necessary existence of “physical or economic conditions conducive to disease, infant mortality, juvenile delinquency, poverty or crime because there is a predominance of buildings or improvements, whether residential or nonresidential, which are impaired by reason of dilapidation, deterioration, age, or obsolescence, and exhibiting one or more of the following factors.”

- a) Inadequate provision for ventilation, light, air, sanitation, or open spaces;
 - b) High density of population, compared to the population density of adjacent areas within the county or municipality; and overcrowding, as indicated by government-maintained statistics or other studies and the requirements of the Florida Building Code; or
 - c) The existence of conditions that endanger life or property by fire or other causes.
- “Alternative Two” under the Redevelopment Act also allows that a blighted area may be “any area in which at least one of the factors identified in paragraphs (a) through (n) of Section 163.40(8), F.S. are present and all taxing authorities (as such term is defined in the Redevelopment Act) subject to Section 163.387 (2)(a) agree, either by interlocal agreement or agreements with the agency or by resolution, that the area is blighted.
 - “Alternative Three” under the Redevelopment Act also provides that “when the governing body certifies that an area is in need of redevelopment or rehabilitation as a result of an emergency under Section 252.34(3), F.S., with respect to which the Governor has certified the need for emergency assistance under federal law, that area may be certified as a “blighted area,” and the governing body may approve a community redevelopment plan and community redevelopment with respect to such area without regard to the provisions of this section requiring a general plan for the county or municipality and a public hearing on the community redevelopment,” Section 163.360(10), F.S.

Existing Land Use Characteristics

This section of the Report details the land composition and characteristics associated with parcels within the Proposed Redevelopment Area.

Area Composition

As currently drawn, the Silver Springs Proposed Redevelopment Area depicted in **Figure 1** encompasses 1,223 parcels, and slightly over 4,087 acres of real property in Marion County. In terms of number of parcels, the current land use distribution is approximately 56 percent residential (vacant and improved), 14 percent mobile homes, 7 percent multi-family units (less than 10 units), 5 percent warehouse/distribution, 3 percent vacant commercial, 2 percent right-of-way designated parcels, and 1 percent state owned land.

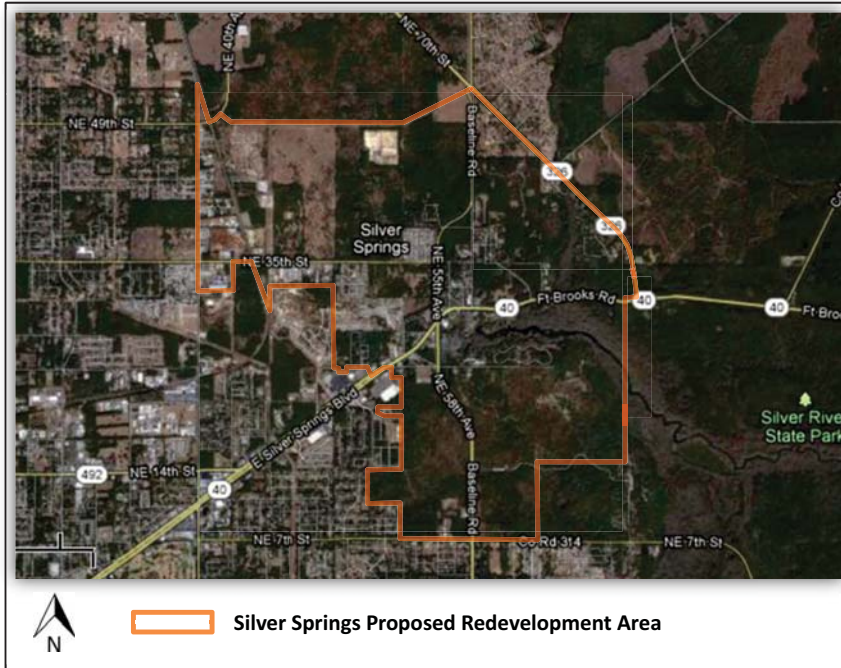
In terms of the acreage distribution from the greatest to least, the current land use is approximately 37 percent state owned property, 23 percent residential (vacant and improved), 7 percent private/non-classified, 6 percent grazing land, and 4 percent County property. Improved church, vacant parking lot, campgrounds, and mobile homes comprise about 2 percent of the total land area each. All remaining uses, for both percentage of total parcels and acreage, that fall below one percent of the total acreage in the Study Area are not listed although available in **Table 2**.

To summarize, the area is predominantly characterized by residential parcels, 959 parcels in total (vacant and improved, mobile home, multi-family) which encompass roughly 1,127 acres, and are approximately 78 percent of the total parcel composition. The 248 vacant parcels, or about 20 percent, encompass slightly over 248 acres. The 2011 Tax Roll reported these vacant parcels to represent \$5,377,333 in taxable value. The 440 improved residential parcels, or approximately 40 percent, comprise about 695 acres. The 2011 tax roll reported these residential parcels contributed \$51,926,873 in taxable value. There are a small number of residential units consisting of more than 10 units, condominiums, and hotel/motel units. There is a large portion of mobile homes in the area, accounting for 177 parcels and about 90 acres, or 14 percent of all parcels, represents a total taxable value of \$6,292,489. The majority of the taxable contributing funds in the Study Area stem primarily from residential properties, while warehouse/distribution, hotel/motel, and multifamily units (more than and less than 10 units) are the next greatest contributors. Refer to **Table 1** for detailed land use distribution.

In determining whether the Study Area should be designated as a CRA, the following points should be considered:

- Unkempt vacant lots, particularly residential, are scattered throughout the Study Area. Dumping and trash in combination with overgrown tall grasses can easily create a higher risk of fire hazard, as well as attracting vermin that create other health risks. Vacant land by number of parcels and acreage, including residential, commercial, industrial, and institutional, comprises about 24 percent and 9 percent of the area, respectively.

Figure 1: Silver Springs Proposed Redevelopment Boundary



Google Maps, Real Estate Research Consultants, Inc., A GAI Company
Note: Study Area Boundary for Illustrative Purposes Only

Table 1: Land Use Distribution by Parcel, Acreage, and Total Tax Value, 2011; Excluding School District

Property Code	Description	# Parcels	Acreage	Total Tax Value
0	Vacant Residential	248	248	\$5,377,333
1	Improved Residential	440	695	\$51,926,873
2	Improved Mobile Home	177	90	\$6,292,489
3	Multi-Family 10 or More Units	5	34	\$5,308,257
4	Condominium	2	6	\$0
8	Multi-Family less than 10 units	89	60	\$7,833,146
10	Vacant Commercial	39	75	\$2,401,877
11	One Story Store	5	2	\$867,611
16	Community Shopping Center	8	11	\$1,988,994
17	One Story Office, Non-professional	6	16	\$2,227,146
21	Restaurant	2	5	\$1,014,365
22	Restaurant/Drive In	1	0	\$227,258
25	Service and Repair/Non-Vehicle	2	1	\$173,543
27	Vehicle Sales and Repair	3	1	\$469,914
28	Parking Lot	4	63	\$3,192,844
33	Nightclub/Bar/Liquor Service	2	1	\$636,585
34	Bowling Alley/Arena	2	6	\$0
36	Camps/Campgrounds	2	68	\$6,791,080
38	Golf Course/Driving Range	1	2	\$279,985
39	Hotel/Motel	1	22	\$8,409,817
40	Vacant Industrial	10	34	\$637,707
41	Light Manufacturing	6	13	\$1,854,008
42	Heavy Manufacturing	2	3	\$251,739
43	Lumber Yard/Sawmill	1	37	\$626,163
47	Mineral Processing	2	16	\$525,971
48	Warehouse/Distribution	60	45	\$9,740,256
49	Storage/Junk Yard	5	15	\$2,068,477
52	Cropland Class 2	1	11	\$1,158
57	Timber Class 4	3	22	\$25,299
63	Grazing Land	8	264	\$695,892
70	Vacant Institutional	1	1	\$0
71	Improved-Church	8	96	\$0
72	School/Private	1	1	\$333,734
75	Charitable Services/Orphanage	1	2	\$0
76	Death service	1	3	\$0
77	Club/Lodge/Union Hall	2	1	\$131,165
86	County Property	11	153	\$0
87	State Property	17	1,522	\$0
89	Municipal Property	4	33	\$0
90	Leasehold Interests	1	0	\$6,277
91	Utilities	4	50	\$438,812
94	Right-of-Way	26	53	\$0
99	Acreage/Non Classified	9	305	\$2,918,858
Total		1,223	4,087.65	\$125,674,633

Marion County Economic & Small Business Development, Real Estate Research Consultants, Inc.

Socio-Economic Conditions

Demographic Characteristics

At the time of the 2010 census, the Proposed Redevelopment Area had a total population of 6,539 people, who occupied 3,642 households. African American residents make up 33 percent of the population and Hispanics make up 16 percent, compared to 12 percent and 11 percent respectively, countywide. People of retirement age head about 17 percent of the households (i.e., 65 years and older), similar to Marion County as a whole. About 10 percent of households have children under the age of 18 in both the Study Area and the County. **Table 3** provides demographic data from the 2010 census depicting the household economic status. For contextual purposes, the same data is provided for Marion County.

Table 2: Demographics and Income Levels of Study Area and Marion County as a Whole, 2010

Characteristic	Silver Springs Study Area	Marion County
Population	6,539	331,298
Households	3,642	164,028
Hispanic or Latino	1,067	36,137
Black or African American	2,177	40,828
Retirement Households	1,131	58,725
Households with Children (18 yrs and younger)	662	34,480
In Labor Force (persons 16 and older)	5,410	113,661
Median Household Income	\$35,103	\$37,044
Household Income	-	-
Less than \$10,000	225	12,240
\$10,000 to \$14,999	236	9,519
\$15,000 to \$24,999	528	19,534
\$25,000 to \$34,999	347	20,480
\$35,000 to \$49,999	628	24,809
\$50,000 to \$74,999	362	24,620
\$75,000 to \$99,999	269	10,224
\$100,000 to \$149,999	73	6,766
\$150,000 to \$199,999	22	2,017
\$200,000 or more	0	1,544
Percentage of Families and People Whose Income in the Past 12 Months is Below the Poverty Level	13.9%	14.3%
In Labor Force: Percent Unemployed	10.9%	8.3%

US Census, Real Estate Research Consultants, Inc., A GAI Company

Evidence of economic distress experienced by the residents of the Proposed Redevelopment Area is assessed in the following statistics:

- Of those in the labor force (i.e., 16 and older), 10.9% of them were unemployed in the Study Area as compared to 8.3% countywide
- Median household income was \$35,103 in the Study Area. This is less than the median household income countywide, which was \$37,044

Housing Characteristics

Table 4 describes data related to housing conditions. Housing conditions are defined as number of housing units, year built, units occupied, owner or renter occupied, units lacking full plumbing and/or full kitchens and unit type. For contextual purposes, the same data is provided for Marion County.

At the time of the 2010 US Census, there were 3,642 housing units in the Study Area, 73 percent of which were occupied. Consistent with the fact that the Proposed Redevelopment Area is a relatively older area of Marion County, 46 percent of the housing stock was built prior to 1979. About 5 percent of homes in the Study Area were built before 1969. On a countywide basis, single family homes attached and detached comprise about 68 percent of all housing, whereas the Proposed Redevelopment Area attached and detached single family homes make up 70 percent.

Vacant lots, by similar mechanisms as deteriorated and dilapidated structures, devalue an area. When vacant lots predominate an area, they become a contributing factor towards blight. In addition, vacant lots attract dumping, and long term trash problems. Dumping and trash, in combination with unkempt parcels, can easily create a higher risk of fire hazard, as well as attracting vermin that create other health risks. Finally, a predominant pattern of vacant lots may contribute to higher crime due to the existence of large spaces that are hidden from view and not easily patrolled.

In determining whether the Study Area should be designated as a CRA, the following points should be considered:

- The residential vacancy rates in 2010 were slightly higher in the Study Area than in Marion County as a whole. The Proposed Redevelopment Area exhibited a vacancy rate of approximately 26 percent in 2010, while Marion County as a whole exhibited a rate of only 19 percent. Over the course of one year, from 2009 to 2010, vacancy rates rose by 7 percent in the Study Area and only 2 percent in the County as a whole. **Table 5** describes data related to residential vacancy rates
- Nearly half of the housing units in the Study Area are over 33 years old according to the 2010 US census. Of the 3,642 housing units in the Study Area, approximately 46 percent of the housing units were constructed in 1979 or earlier. Data in **Table 4**
- A method of measuring crowdedness is to examine the households with 5 or more persons. Households with 5 or more people in the Study Area (7.4%), exceeds that of the County (6.5%). Data derived from **Table 4**
- The Study Area has a higher average person per household rate (2.45) than the County (2.35)
- Fourteen percent (14%) of the dwelling units are mobile homes based on the US 2010 Census, whereas countywide, improved mobile home parcels make up only twelve percent (12%). The mobile home stock is for the most part, experiencing conditions a deterioration and neglect

Table 3: Housing Characteristics, 2010

	Silver Springs Study Area	Marion County
Total Housing Units	3,642	164,028
Occupied Housing Units	2,668	131,753
Owner-Occupied Housing Units	1,839	103,237
Renter-Occupied Housing Units	829	28,516
Vacant Housing Units	952	32,275
Homeowner Vacancy Rate	10.7	4.6
Rental Vacancy Rate	19.9	16.7
Household Size (5 persons or more)	272	10,714
UNITS IN STRUCTURE		
1-Unit, Detached	2,437	106,748
1-Unit, Attached	117	4,805
2 Units	13	2,376
3 or 4 Units	169	3,870
5 to 9 Units	786	5,187
10 to 19 Units	120	2,834
20 or More Units	0	2,458
Mobile Home	-	35,374
Boat, RV, Van, etc.	-	376
YEAR STRUCTURE BUILT		
Built 2005 or Later	17	17,321
Built 2000 to 2004	131	29,356
Built 1990 to 1999	368	37,396
Built 1980 to 1989	1,438	36,377
Built 1970 to 1979	1,511	26,472
Built 1960 to 1969	112	8,994
Built 1950 to 1959	37	4,608
Built 1940 to 1949	28	1,288
Built 1939 or Earlier	0	2,216

US Census, Real Estate Research Consultants, Inc., A GAI Company

Table 4: Residential Vacancy Rates; Study Area Against Marion County, 2009-2010

	Silver Springs Study Area		Marion County	
	2009	2010	2009	2010
Total housing units	3,786	3,642	162,997	164,028
Occupied housing units	3,076	2,668	134,545	131,753
Vacant housing units	710	952	28,452	32,275
Vacancy Rate	18.75%	26.14%	17.46%	19.68%

US Census, Real Estate Research Consultants, Inc., A GAI Company

Housing Cost

At the time of the 2010 US Census, the Study Area exhibited only 27 percent of housing units valued over \$100,000; countywide, housing units at and above this value was 37 percent. The median value of housing units within the study, \$105,700, is lower than that of the County as a whole, which is \$118,100. The median gross rent for occupied units paying rent in the Study Area does not align with the disinvestment in the area and housing unit values. Being that housing unit values in the Study Area are lower than in the County, gross rent for occupied housing units should follow and be less than that countywide. This is not that case, as the median gross rent for housing units in the Study Area is \$999 while the County exhibits a median gross rent of housing units of \$821. Housing costs are summarized in **Table 5** and **Table 6**.

In determining whether the Study Area should be designated as a CRA, the following points should be considered:

- Approximately 27 percent of households in the Study Area earned less than \$25,000 at the time of the 2010 US Census, and 25 percent countywide
- Only 27 percent of housing units in the Study Area were valued in excess of \$100,000, while 37 of housing units countywide were valued in excess of \$100,000
- The relationship of gross rent to housing values in the Study Area is inconsistent with market trends. The median gross rent in the Study Area is higher, \$999, than the countywide figure, \$821, while housing values are lower in the Study Area

Table 5: Housing Cost, 2010

VALUE	Silver Springs Study Area	Marion County
Less than \$50,000	119	13,866
\$50,000 to \$99,999	741	28,090
\$100,000 to \$149,999	549	22,168
\$150,000 to \$199,999	241	16,789
\$200,000 to \$299,999	165	13,391
\$300,000 to \$499,999	17	5,890
\$500,000 to \$999,999	38	1,809
\$1,000,000 or more	0	1,234
Median (dollars)	105,700	118,100
MORTGAGE STATUS		
Housing units with a mortgage	1,250	55,768
Housing units without a mortgage	620	47,469
SELECTED MONTHLY OWNER COSTS		
Housing units with a mortgage	1,250	55,768
Less than \$300	0	194
\$300 to \$499	10	2,031
\$500 to \$699	135	5,410
\$700 to \$999	316	13,968
\$1,000 to \$1,499	572	18,245
\$1,500 to \$1,999	166	8,918
\$2,000 or more	51	7,002
Median (dollars)	1,098	1,146
Housing units without a mortgage	620	47,469
Less than \$100	0	809
\$100 to \$199	11	3,822
\$200 to \$299	105	10,641
\$300 to \$399	207	7,880
\$400 or more	297	24,317
Median (dollars)	393	405

US Census, Real Estate Research Consultants, Inc., A GAI Company

Table 6: Housing Cost, 2010

MONTHLY OWNER COSTS AS PERCENTAGE OF HOUSEHOLD INCOME	Silver Springs Study Area	Marion County
Housing units with a mortgage	1,228	54,709
Less than 20.0 percent	291	14,617
20.0 to 24.9 percent	94	6,057
25.0 to 29.9 percent	145	6,737
30.0 to 34.9 percent	80	7,197
35.0 percent or more	618	20,101
Not computed	22	1,059
Housing unit without a mortgage	607	46,839
Less than 10.0 percent	102	14,984
10.0 to 14.9 percent	100	10,385
15.0 to 19.9 percent	38	6,438
20.0 to 24.9 percent	129	4,193
25.0 to 29.9 percent	84	2,830
30.0 to 34.9 percent	15	1,236
35.0 percent or more	139	6,773
Not computed	13	630
GROSS RENT		
Occupied units paying rent	761	26,477
Less than \$200	0	52
\$200 to \$299	0	471
\$300 to \$499	30	1,677
\$500 to \$749	131	8,229
\$750 to \$999	220	10,417
\$1,000 to \$1,499	380	5,224
\$1,500 or more	0	407
Median (dollars)	999	821
No rent paid	59	2,039
GROSS RENT AS PERCENTAGE OF HOUSEHOLD INCOME		
Occupied units paying rent	761	25,925
Less than 15.0 percent	17	2,205
15.0 to 19.9 percent	63	2,039
20.0 to 24.9 percent	129	2,722
25.0 to 29.9 percent	100	3,089
30.0 to 34.9 percent	58	2,544
35.0 percent or more	394	13,326
Not computed	59	2,591

US Census, Real Estate Research Consultants, Inc., A GAI Company

Visual Character, Existing Building, and Site Conditions Analysis

This section of the Report provides an assessment of all characteristics of the land and built properties according to the criteria listed above. This section documents conditions through location specific photographs. With reference to slum and blight criteria, it addresses the following:

- Building Conditions and Photographic Documentation
- Transportation, Road, and Traffic Conditions

Building Conditions and Structure Documentation

Dilapidated and deteriorated residential structures were identified through a site inspection of the Study Area conducted on November 8, 2011. The parameters of the survey were based on the definition of “slum area” and “blighted area” pursuant to Chapter 163.340, F.S. Through windshield survey, residential areas were viewed for structural deficiencies, landscaping and upkeep of property. In addition, general visual observations were made of industrial and commercial properties. In most cases industrial properties were cluttered and littered with unbuffered outside storage, stemming from the nature of the uses. A number of commercial structures did exhibit severe dilapidation, such as boarded up windows to cover broken glass, and had clearly been vacant for some time.

Factors of deterioration evident include trash in yards, deteriorating roads and sidewalks, poor housing conditions, broken/boarded up windows, vacancies, and neglect of landscape. Condition of the buildings and yard maintenance were two of the main factors considered when examining residential properties. A common attribute of many of the residential, industrial, and commercial properties is unkempt landscape on properties and right-of-ways. A visual analysis of the Study Area indicated a significant amount of residential properties can be classified as dilapidated or deteriorated.

A *dilapidated* structure is defined as one that is not safe for occupation. Dilapidated structures exhibit roof holes and leaks; more than half of the windows boarded up; structural damage; exterior paint has eroded away showing stucco and cracks; rotted wood; fallen fences and property abandonment. A *deteriorated* property is defined as one that has been neglected by property owners and is in need of maintenance to prevent hazardous conditions. These properties exhibit the following: worn roofs; missing tiles or shingles; several roof patches; boarded up or broken windows; littered properties; overgrown grass; faded paint; a lack of swale maintenance; cracked sidewalks and walkways, and broken fences.

Although the photos highlight much of the distressed conditions exhibited through staff documentation of specific properties, it should be noted that not all of the Proposed Redevelopment Area is indicative of “blighted” conditions. The approach to the Study Area was inclusive of elements of deterioration that represented the area as a whole rather than attempting to focus on specific properties. Generally, the residential structures that exist are not dilapidated, but rather exhibit a lack of maintenance, leading to a state of neglect, compared to other areas outside of the Proposed Redevelopment Area. The visual evidence of deterioration is documented in the following field observational photos taken by staff on November 8, 2011:

The photos below show the extent of damage to the structure from vacancy. All front visibility and access has been covered by plywood. The windows behind the plywood are shattered. The structure, consisting of a connected strip of commercial properties, is located on Silver Springs Blvd. and Highway 40.



This property is located on NE 58th Ave. on the East side of the street, two parcels to the North of NE 37th St. The home looks to have been demolished but debris has remained on site. The debris is in need of removal as it poses a safety hazard to neighborhood residents as well as contributes to the decrease in property values in the area. This property exhibits complete deterioration and neglect. It should be noted that the County employs two code inspectors that respond to service calls at any one time, therefore properties like this are not being addressed unless a complaint is processed. The two employees working code enforcement requests are unable to patrol the Proposed Redevelopment Area for obvious needs as the photo illustrates. The U.S. Geological Survey aerial photography updated in 2012, available via Google Maps, shows this property as it sits, and has yet to be addressed during the time period between early November, 2011, when RERC staff had collected these field observation photos, and current conditions.

This photo shows a vacant duplex exhibiting signs of deterioration and the unpaved dirt parking surface. This property is located on the SW corner of NE 35th St. and NE 56th Ave.



The photos to the right illustrate the backside of a motel. Deterioration of the structure is most noticeable on fascia boards of roof. Landscaping has clearly been neglected as well. This property is located on NE 57th Ave, North of Route 40, East of Silver Springs Blvd.



This structure is viewed from the perspective off of Baseline Road. The location is at the intersection of Baseline Road and NE 30th St. The photos below illustrate the deteriorating structure and driveway/parking area pavement, trash, and broken pavement/walkways.



The Structure appears largely vacant, but may have long-term residents. An abandoned shopping cart is evident at the foot of the staircase, deteriorated pavement, and trash dispersed in the landscaping is evident in this photo. This site emphasizes physical conditions conducive to crime and poverty.



Photo to the left shows the property from the NE 30th St. perspective. Illustrated is another stairwell exhibiting deteriorating conditions as well as the poor condition of the concrete parking lot.



The following photographs were taken of a commercial structure on the NE corner of East Highway 40 (East Silver Springs Blvd.) and NE 58th Ave. This is a vacant, deteriorating commercial building with plant growth inside the building, trash on property, mold growth on interior and exterior of structure, visible moisture inside building, broken fence, and overgrown vegetation.



The photos below are all images along NE 52nd Court; House numbers 3400-3410 NE 52nd Court Ocala, FL 34488. The photo location is at the corner of NE 52nd Court and NE 35th St. There is no pavement roads, trash along sides of dirt road and around homes. Housing structure appears in a state of neglect.



This property is located at 3000 NE 55th Ave., Silver Springs, FL 34488. The property exhibits a conglomeration of defective structures and cluttered outside storage. The parking lot is sub-standard in design and appears to be non-conformant to current code for parking space size.



The photos below illustrate a former mini-golf attraction on NE 25th St. Severe vegetative overgrowth is apparent and the structure is deteriorated, most notably on the roof. Pavement and fence are in need of repair as well.



The photo to the right illustrates a vacant commercial building located on East Silver Springs Blvd. Former gun/pawn and used car dealer.



Transportation, Road, and Traffic Conditions

With the exception of a few limited areas, curbs, gutters, sidewalks, and bike lanes are generally absent throughout the Study Area, in particular the residential areas. With the absence of sidewalks, pedestrian crossings, and bike lanes, the atmosphere is not conducive for walking, jogging, or bicycling. As a whole, some parts of the Study Area lack proper infrastructure for alternate forms of transportation other than automobiles. Furthermore, other improvements, such as street light fixtures, pavement markings, and pedestrian signs generally are missing or are in need of repairs/upgrading. The absence of pedestrian transportation infrastructure is further evidence of an inadequate transportation system.

A close examination of the residential neighborhoods reveals the deteriorating conditions of many driveways in front of residential units. Paved driveways have broken pavement, while others are either unpaved or covered in gravel and vegetation. The overall transportation conditions outlined in this report contribute to the disinvestment of properties along the roads in residential areas.

There is a public transportation option available for residents, Sun Tran bus system, although the route does not reach into the Study Area except for the extension of the Green Route (N.E. Silver Springs) and the Yellow Route B (North Ocala – Vanguard High School/Wal-Mart). These stops focus on moving people to Wal Mart and then return the opposite direction of the Study Area. After visual inspection of bus stops in the Study Area, it is evident that the design is less than appealing to the public and the lack of bus stops with adequate facility amenities, such as shade, separation from automotive realm, and seating affects ridership counts.



The photograph to the left exhibits deteriorating infrastructure/pavement. This photograph was taken at NE 64th Ave. Rd. at Route 326. Stormwater runoff has etched a path of flow from the pavement, resulting in cracking and deterioration of the pavement.



This photograph was taken from the West side of the road, at NE 56th Ave. No sidewalks, gutters, curbs, stormwater.



Photographed while looking East on NE 32nd St. at the intersection with NE 56th Ave. This stretch of pavement fails to include curbs, gutters, sidewalks, or any form of stormwater infrastructure. The pavement is crumbling on the edges.

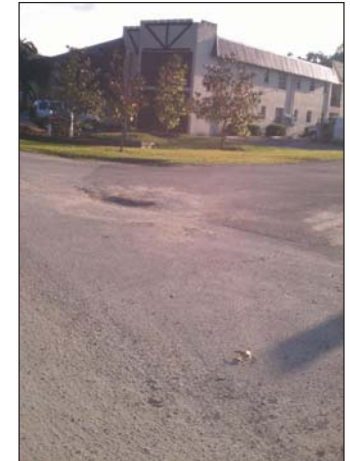


Photographed at the Intersection of NE 57nd Ave. and NE 32nd St. This is a dirt road in a residential area. As a result of the lack of pavement, severe ponding has occurred in the middle of the dirt road adjacent to the stop sign.

This photograph was taken looking North on NE 57th Ave., from intersection at NE 32nd St. This documents the dirt roads in residential areas of the Study Area. There is no stormwater infrastructure in place to mitigate ponding and flooding.



This photograph was taken on the SW corner of NE 29th St. and Silver Springs Airport Rd. A large pothole had formed in the middle of the intersection, clearly due to deterioration and neglect of pavement surface.



This photograph presents the Springs RV Resort. There is major pavement and driveway deterioration occurring on a main entrance road that residents must use daily.



This photograph was taken looking East on NE 24th St. This location is beyond back of house/maintenance operations center at Silver Springs Park. The pavement is very aged and vegetation growing through, as well as the deterioration of the surface itself is evidence.



The photographs to the right were taken at the intersection of NE 58th Ave. and Highway 40. There is a lack of curb, gutter, stormwater infrastructure, and sidewalk at this location. They do not continue past the intersection. Dirt/sand along the roadway has caused the pavement to crack and break apart.



This photograph documents the deteriorating pavement of the parking lot of the Relax Inn on East Silver Springs Blvd.



District-Wide Opportunities

Reported Investment and Disinvestment Activity

Based on 2011 tax data, there were an estimated 439 residential property records with building structures (345 single family and 94 multifamily). Approximately 1,223 properties comprised the Study Area (improved and unimproved). Homestead Exemptions applied to approximately 334 properties, 27 percent. The total tax base in the Study Area as of the 2011 certified tax roll was about \$125, 674, 663.

Marion County experienced a severe fluctuation in taxable values over the past five years, although the values did not appreciate and depreciate at the same rate. From 2009 to 2010, the Study Area exhibited the greatest percent annual change from 2009 to 2010, -13.11 percent (-13%), while during the same time period, countywide taxable values saw a change of -3.94 percent (-4%). The aggregate taxable values of Marion County saw an overall depreciation of aggregate taxable values from the value five years ago in 2007 of -\$5,899,328,648, or -23 percent (-23%). The Study Area shows a depreciation of aggregate taxable value from the 2007 value to that of 2011 equaling -\$38,404,737, and at an average annual decrease of -1.4 percent (-1.4%). The aggregate taxable values of the Study Area have failed to show any appreciable increase of the past five years. Data is available in **Table 8** below.

Table 7: Aggregate Taxable Values, 2006 to 2011

Year	Silver Springs Study Area			Marion County		
	Total Tax Value	% Annual Change	Total # Parcels	Total Tax Value	% Annual Change	Total # Parcels
2011	\$125,674,663	-6.63%	1,223	\$14,934,717,793	-8.01%	265,231
2010	\$134,595,098	-13.11%	1,212	\$16,235,048,796	-3.94%	263,897
2009	\$154,895,560	-7.18%	1,199	\$16,900,545,060	-12.02%	263,832
2008	\$166,885,810	1.71%	1,198	\$19,209,864,163	-7.80%	262,460
2007	\$164,079,400	18.39%	1,197	\$20,834,046,441	18.76%	259,161
2006	\$138,590,570	-	1,105	\$17,543,701,963	-	253,219

Marion County Property Appraiser, Real Estate Research Consultants, Inc., A GAI Company

In determining whether the Study Area should be designated as a CRA, the following points should be considered:

- Aggregate assessed values of real property in the area for ad valorem purposes have failed to show any appreciable increase over the five years prior to the finding of such conditions in this Report. In 2007 the aggregate taxable value of Study Area properties was \$164,079,400, and in 2011 it was \$125,674,663, a loss of -\$38,404,737 in taxable value over a period of five years

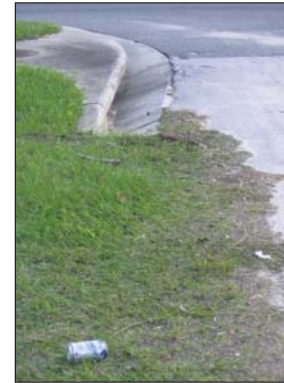
Fire and Emergency Life Safety Responses

Calculated for the fiscal year beginning in September of 2010 and ending in October of 2011, 16,771 life safety responses were serviced for Marion County as a whole. The Proposed Redevelopment Area absorbed 167, or about 1% of these life safety calls when compared to the County as a whole. A large portion of these calls were placed along NE 60th Court, and to the South East of its intersection with NE 55th Ave./Rd.

There were a total of 119,276 medical service calls placed within Marion County between September 2010 and October 2011. Between this time period, 1,561 medical calls were placed with the Proposed Redevelopment Area, roughly 1.3%. A large portion of these calls were placed in the neighborhood directly to the East of the intersection of NE 60th Court and NE 55th Ave./Rd. There were a cluster of medical calls received from a neighborhood to the West of this intersection and South of NE 35th St. East Silver Springs Blvd. accounts for a portion of the medical calls as well. Data was obtained from Marion County Planning Department.

Stormwater, Wastewater, and Potable Water

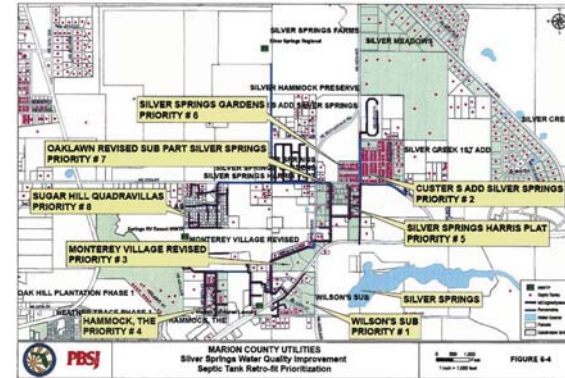
An adequate stormwater system in the Study Area is lacking. Main arterial roads are the only roads with stormwater infrastructure, mainly consisting of curb inlets that feed the larger collection system. Collector roads, especially in residential areas, did not exhibit curbs, gutters, or inlet systems to prevent flooding in the event of heavy precipitation. Water is forced to flow through front yards and along the sides of road pavement, which erodes the pavement causing premature cracks and issues of ponding.



This photo represents the conditions of NE 58th Avenue. There is an inlet to collect stormwater, but no curbs or gutters to continue the system to other inlets.

The Study Area is serviced by a variety of wastewater treatment facilities. These include the Marion County's Silver Springs Regional Wastewater Treatment Facility on East Silver Springs Boulevard, several private "package plants" and individual septic tanks. These disparate types of treatment provide a wide range of treatment capability. The county's central system provides the highest quality of treatment. The package plants and septic tank treatments vary in the quality of treatment and due to inconsistent maintenance historically provide inferior treatment. This in turn has added to the degradation of the Silver Springs area water quality.

A 2009 study prepared for the Marion County Utilities Department identified specific subareas prioritizing the need to address these less efficient treatment facilities. Five of the eight subareas recommended for septic tank retrofit prioritization were in the Study Area (Silver Springs Water Quality Report, September 2009, Section 6).



Code Violations

Code violation data is evidence of health and safety issues that create unsafe conditions and may contribute to risk of loss and injury from electrical hazards, fire, and unsafe structures. In addition, evidence of unsanitary conditions, and health issues related to structure materials, hazardous material contamination, presence of vermin, and poor light and ventilation may be obtained. Data was obtained from Marion County Planning Department. Of the majority of occurrences upon visual inspection of the Study Area, the majority of violations that were not accounted for in the data received from the County include junk, trash, overgrown vegetation, and abandoned property.

Code violations were examined for the County as a whole compared to the Proposed Redevelopment Area as well. For the fiscal year between September 2010 and October 2011, there were 8 code violations within the Study Area compared to 512 in the remainder of Marion County, a total of 520 addressed code violations overall. Those addressed within the Study Area account for about 1.5 percent of all recorded code violations within Marion County. For every one property record in the Study Area, there were approximately .007 code violations per property, or one code violation per 153 parcels. In all of Marion County, there were .002 code violations per property, or one code violation per 510 parcels.

It should be noted that the County employs two code inspectors that respond to service calls at any one time, therefore properties as addressed in the photos throughout this Report are not being addressed. The two employees working code enforcement requests are unable to patrol the Proposed Redevelopment Area for code violations that clearly need addressing. According to the U.S. Census Bureau, Marion County consists of slightly over 1,584 sq. mi. of dry land area, which is serviced by two code enforcement positions.

To support this clear under staffing issue, examine a severe field observation case illustrated in the first photo on **page 15**, it can be noted that this pile of rubble on the property is not included in the 8 code violations that were recorded between September 2010 and October 2011. Cases as this photo indicates are failing to be addressed under the current system.

Additional Indicators of Deterioration and Blight

This photograph documents an abandoned shopping cart located on the East side of the street on NE 56th Ave.



This photograph documents a set of abandoned shopping carts located at NE 57th Ave., to the South of NE 32nd St. on the East side of the street.



Photograph was taken at NE 57th Ave., to the South of NE 32nd St. on the East side of the street. This is an extension of the previous photograph to illustrate the deteriorating roadway littered with trash. There are no curbs, gutters, or stormwater infrastructure present.



This is a vacant property with overgrown vegetation around the fence. Photograph was taken along NE 35th St.



This documents evidence of vacant parcel that collects trash and debris. The two photographs below were taken on the corner of Baseline Rd./ NE 55th Ave. and NE 35th St.



This photograph was taken along Baseline Rd./NE 55th Ave. This is a vacant parcel exhibiting overgrowth and neglect. This is a visual eyesore to the surrounding properties.



Appendix B: Florida Statutes Section 163.360 Compliance

Section 163.360 of the Florida Statutes specifies the contents of a redevelopment plan. This section lists those required contents and describes how this plan complies with that portion of the Act as follows:

The community redevelopment plan shall conform to the comprehensive plan for the county or municipality as prepared by the local planning agency under the Local Government Comprehensive Planning and Land Development Regulation Act. This plan also proposes to construct improvements in support of redevelopment which should assist to ensure compliance with concurrency requirements. Projects and programs of this Plan are consistent with the Marion County Comprehensive Plan.

The community redevelopment plan shall be sufficiently complete to indicate such land acquisition, demolition and removal of structures, redevelopment, improvements, and rehabilitation as may be proposed to be carried out in the community redevelopment area; zoning and planning changes, if any; land uses; maximum densities; and building requirements.

The community redevelopment plan shall provide for the development of affordable housing in the area, or state the reasons for not addressing in the plan the development of affordable housing in the area. The county, municipality, or community redevelopment agency shall coordinate with each housing authority or other affordable housing entities functioning within the geographic boundaries of the redevelopment area, concerning the development of affordable housing in the area (2012 MARION COUNTY COMMUNITY REDEVELOPMENT PLAN Section 5.8, page 33).

The community redevelopment plan may provide for the development and implementation of community policing innovations. Pursuant to the Redevelopment Act, the plan enables the CRA to work with the County and neighborhood organizations to formulate community policing innovations and the CRA may assist with those innovations. Pursuant to the Redevelopment Act, the formulation of such a program would be done by the County. The CRA can assist with community policing, but it cannot supplement the County budget by doing so, and any tax increment funds utilized for this purpose must be spent entirely within the CRA district.

The community redevelopment plan shall contain a legal description of the boundaries of the community redevelopment area and the reasons for establishing such boundaries shown in the plan. The legal description is provided on page 8. The reasons for establishing the district boundaries are described in Section 1.2 and Appendix A – Findings of Necessity.

The community redevelopment plan shall show by diagram and in general terms:

The approximate amount of open space to be provided and the street layout. In addition to the existing open spaces owned and operated by Marion County there is proposed additional improvements to the Silver Springs area.

Limitations on the type, size, height, number, and proposed use of buildings. Restrictions on development and construction are provided in the Marion County Comprehensive Plan, land development regulations, and the Florida Building Code.

The approximate number of dwelling units. In addition to the number of dwelling units currently constructed in the redevelopment area, future land use and zoning regulations may be reviewed to permit additional units pursuant to their respective requirements (2012 MARION COUNTY COMMUNITY REDEVELOPMENT PLAN Section 1.2, page 5).

If the redevelopment area contains low or moderate income housing, the community redevelopment plan shall contain a neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood. The plan aims to enhance the quality of life within all residential areas, including those in the low to moderate income areas by formulating programs of infrastructure enhancements coordinated with the County such as drainage improvements, enhanced lighting, buffers from incompatible commercial uses, etc. The CRA may also work with the County's grants staff to provide renovation loans (or provide a loan guarantee) and grants to property owners, and may also formulate programs to prevent foreclosures, establish a community land trust, and other related efforts.

The community redevelopment plan shall identify specifically any publicly funded capital projects to be undertaken within the community redevelopment area.

The community redevelopment plan shall contain adequate safeguards that the work of redevelopment will be carried out pursuant to the plan. The community redevelopment plan shall provide for the retention of controls and the establishment of any restrictions or covenants running with land sold or leased for 2012 private use for such periods of time and under such conditions as the governing body deems necessary to effectuate the purposes of this part (MARION COUNTY COMMUNITY REDEVELOPMENT PLAN Section 4.4, starting on page 20).

The community redevelopment plan shall provide assurances that there will be replacement housing for the relocation of persons temporarily or permanently displaced from housing facilities within the community redevelopment area. The community redevelopment plan shall provide an element of residential use in the redevelopment area if such use exists in the area prior to the adoption of the plan or if the plan is intended to remedy a shortage of housing affordable to residents of low or moderate income, including the elderly, or if the plan is not intended to remedy such shortage, the reasons therefore. The community redevelopment plan shall contain a detailed statement of the projected costs of the redevelopment, including the amount to be expended on publicly funded capital projects in the community redevelopment area and any indebtedness of the community redevelopment agency, the county, or the municipality proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment revenues. The community redevelopment plan shall provide a time certain for completing all redevelopment financed by increment revenues. Such time certain shall occur no later than 30 years after the fiscal year in which the plan is approved, adopted, or amended pursuant. Publicly funded capital projects include those infrastructure projects noted above including improvements to construct stormwater management system, extension of sewer system, Silver Springs redevelopment, and various other improvements to public rights-of-way, open spaces, and roadways (2012 MARION COUNTY COMMUNITY REDEVELOPMENT PLAN Section 3.0, starting on page 9).