

REAFFIRMATION OF BLIGHT REPORT

BASE YEAR RESET FOR THE WESTSIDE COMMUNITY REDEVELOPMENT AREA

City of Pensacola, Florida



REAFFIRMATION OF BLIGHT REPORT

Westside Community Redevelopment Area

June 2014

OFFICE OF THE MAYOR, CITY OF PENSACOLA, FL

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Overview

The City of Pensacola, located in Escambia County, is situated 50 miles east of Mobile, Alabama and is directly connected to Tallahassee via Interstate 10. While the City has invested significant resources in revitalizing its Downtown and historic neighborhoods, several of its inner core neighborhoods are experiencing challenges such as poor housing conditions, economic distress, and declining population trends compared with suburban development. The City of Pensacola developed its Neighborhood Planning Process in 2001 to actively engage citizens in the community development process. Since 2001, the City has initiated several neighborhood planning efforts including, but not limited to the Woodland Heights Neighborhood Plan, the Belmont Devilliers Neighborhood Plan, the Eastside Neighborhood Plan, the Pensacola Historic District Master Plan, and the Alcaniz Streetscape Initiative.

The Westside Community Redevelopment Area (CRA), located in the southwestern part of the City, has experienced severe decline in aesthetic character and private investment in recent years. The City Council identified the challenges faced by the Westside CRA and in 2006, commissioned a "Finding of Necessity Study" which provided the data and analysis to determine the existence of "blight" conditions in the Westside Neighborhoods as defined by the Community Redevelopment Act, Section 163 of the Florida Statutes. In 2007, City Council adopted a Resolution finding blight in the area and designated the Westside community Redevelopment Area. In February 2007, City Council commissioned the preparation of a Westside Community Redevelopment Area Plan which it adopted in May 2007.

The Westside Community Redevelopment Plan recommended The employment of Tax Increment Financing as a mechanism to fund infrastructure and redevelopment activities within the designated CRA boundaries. City Council established the Westside Redevelopment Trust Fund in 2008 to receive the tax increment revenue. A 2007 base year for accrual of the tax increment was set as specified by the Plan.

From 2008 through 2014, Westside property values fell annually, in line with values across the nation, Escambia County and the City of Pensacola as a whole. The economic downturn produced an overall \$11 million reduction in taxable values within the Westside Community Redevelopment Area over this period. As of 2014, no tax increment revenue has been generated to fund the proposed Westside redevelopment activities. The apparent leveling off of property values may be an indication that future tax increments may be expected going forward. However, the number of years required for the Westside Redevelopment Trust Fund to recover from negative to positive numbers is significant. The tax increment trust fund is due to terminate in 2037.

This Reaffirmation of Blight Report provides 2014 data that reaffirms the continued existence of the physical and economic conditions defined by and the statute as "blight" and documents the continued need to implement the Westside Community Redevelopment Plan. Further, this report provides justification for amending the Westside Community Redevelopment Plan by resetting the base year for tax increment financing from 2007 to 2014 to generate needed revenue to carry out the objectives of the Plan.

I. Community Redevelopment Act of 1969

The Community Redevelopment Act of 1969, Chapter 163 Part III, Florida Statutes, authorizes local governments to establish community redevelopment agencies to improve slum and blighted areas within their jurisdiction. The Act sets forth the legal process by which local governments may establish community redevelopment agencies and provides financing and regulatory tools to undertake the complex task of overcoming the conditions that contribute to the causes of slum and blight in declining areas of the City.

Section 163.355 F.S. requires local governments desiring to establish a community redevelopment agency to adopt, by resolution, a finding that one or more “slum” or “blighted” areas exist within its jurisdiction and that the rehabilitation, conservation, or redevelopment of such areas is necessary in the interest of the public health, safety, morals, or welfare of the residents of the area. Upon adoption of a redevelopment plan, the City’s redevelopment agency can begin implementing the plan, including creation of a tax increment trust fund for the redevelopment area. The following paragraphs discuss “slum” and “blight” as defined in the Florida State Statute:

Section 163.335(1), F.S....Slum and blighted areas constitute a serious and growing menace, injurious to the public health, safety, morals, and welfare of the residents of the state; that the existence of such areas contributes substantially and increasingly to the spread of disease and crime, constitutes an economic and social liability imposing onerous burdens which decrease the tax base and reduce tax revenues, substantially impairs or arrests sound growth, retards the provision of housing accommodations, aggravates traffic problems, and substantially hampers the elimination of traffic hazards and the improvement of traffic facilities; and that the prevention and elimination of slums and blight is a matter of state policy and state concern in order that the state and its counties and municipalities shall not continue to be endangered by areas which are focal centers of disease, promote juvenile delinquency, and consume an excessive proportion of its revenues because of the extra services required for police, fire, accident, hospitalization, and other forms of public protection, services, and facilities.

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

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

Section 163.335(5), F.S. ...the preservation or enhancement of the tax base from which a taxing authority realizes tax revenues is essential to its existence and financial health; that the preservation and enhancement of such tax base is implicit in the purposes for which a taxing authority is established; that tax increment financing is an effective method of achieving such preservation and enhancement in areas in which such tax base is declining; that community redevelopment in such areas, when complete, will enhance such tax base and provide increased tax revenues to all affected taxing authorities, increasing their ability to accomplish their other respective purposes; and that the preservation and enhancement of the tax base in such areas through tax increment financing and the levying of taxes by such taxing authorities therefore and the appropriation of funds to a redevelopment trust fund bears a substantial relation to the purposes of such taxing authorities and is for their respective purposes and concerns.

Section 163.335(6), F.S. ...there exists in counties and municipalities of the state a severe shortage of housing affordable to residents of low or moderate income, including the elderly; that the existence of such condition affects the health, safety, and welfare of the residents of such counties and municipalities and retards their growth and economic and social development; and that the elimination or improvement of such conditions is a proper matter of state policy and state concern is for a valid and desirable purpose.

Section 163.335(7), F.S. ...prevention or elimination of a slum area or blighted area as defined in this part and the preservation or enhancement of the tax base are not public uses or purposes for which private property may be taken by eminent domain and do not satisfy the public purpose requirement of s. 6(a), Art. X of the State Constitution.

The Florida State Statute

The following paragraph provides the definition of "blighted areas" as defined in Section 163.340 (8) of the Florida State Statute:

Section 163.340(8), "Blighted area" means an area in which there are a substantial number of deteriorated, or deteriorating structures, in which conditions, as indicated by government-maintained statistics or other studies, are leading to economic distress or endanger life or property, and in which two or more of the following factors are present:

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

II. Westside CRA Area Description

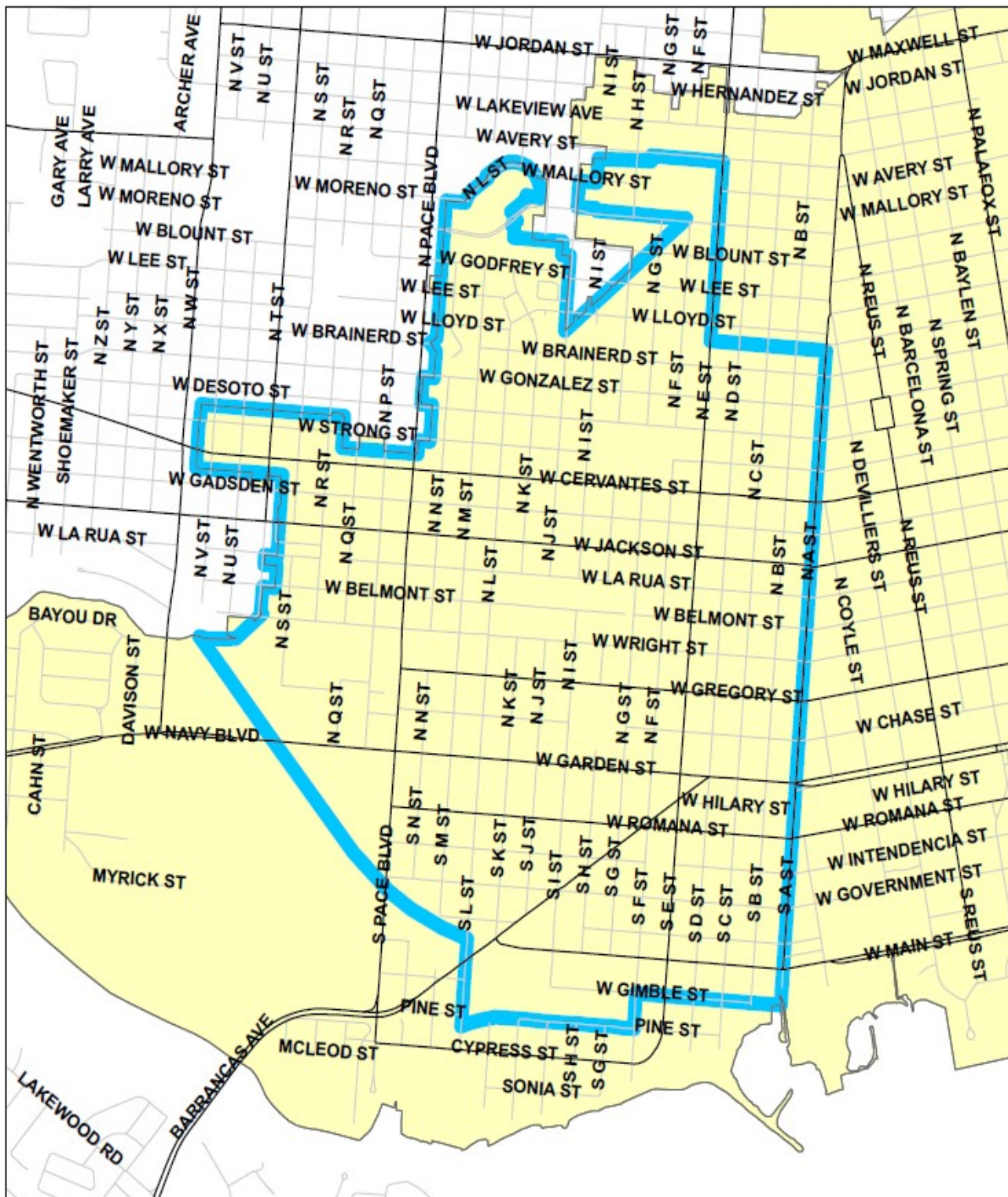
The Westside Community Redevelopment Area (Westside CRA) is characterized by primarily residential neighborhoods, large parcels of active industrial uses, commercial development, institutional uses (including cemeteries and churches), and vacant lands.

Segments excluded from the recommended Westside Study Area are characterized by primarily stable or improving residential neighborhoods, large parcels of active industrial uses, waterfront commercial development, and vacant waterfront land. While the waterfront properties, located in the southern and western extents of the Westside CRA, along the Pensacola Bay and the Bayou Chico exhibit some deteriorating conditions, it is anticipated that the redevelopment of these prime properties would be market driven. Several blocks on the northeastern most boundary of the study were also excluded from the Westside Community Redevelopment Area. Parcels in this section of are mixed in character in terms of property condition, size and value. The area contains many large and well maintained owner occupied homes. In 2006, owners of highly valued properties in this area indicated they preferred not to be included within any proposed CRA. In light of these factors, this small section was excluded from the recommended Westside Community Redevelopment Area boundaries.

Reconfirmation of the need to move forward to implement the Westside Community Redevelopment Plan was determined based on the following criteria:

- Statutory criteria pertaining to site and economic conditions that warrant the use of redevelopment powers provided by Statute.
- Consideration of future development or redevelopment potential based on factors including ownership patterns, parcel sizes, ease of assemblage, and housing values.
- Consideration of sound planning principles for continuity of future land use based on adjacent land uses or land attributes, transportation systems, and the efficient provision of government utilities and services.
- Deteriorating commercial corridors and areas with commercial, industrial and residential land use conflicts.
- Presence of federal or state designated environmentally contaminated sites.

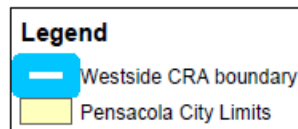
WESTSIDE COMMUNITY REDEVELOPMENT AREA BOUNDARY



WESTSIDE COMMUNITY REDEVELOPMENT AREA REAFFIRMATION BLIGHT REPORT



CITY OF PENSACOLA, FLORIDA



Map 1

The Westside Community Redevelopment Area was designated because it conforms to applicable provisions of Section 163.340, Florida Statutes, relating to areas considered for Community Redevelopment Plans. Based on the definitions in the Statute and analysis of “blight” conditions discussed in the 2006 Finding of Blight Study, the Westside CRA boundaries were set as follows:

Beginning at the corporate limit line on the north along the south right-of-way line of Avery Street, proceed south along the east right-of-way line of E Street North to the southern right-of-way line of Lee Street, then proceed south along the east right-of-way line of C Street North to the southern right-of-way line of Lloyd Street; continue east along Lloyd Street to the east right-of-way line of A Street North. Proceed south along the east right-of-way line of A Street North to the south right-of-way line of Gimble Street West; continue west along the south right-of-way line of Gimble Street to the east right-of-way line of F Street South. Proceed south along the east right-of-way line of F Street South to the southern right-of-way line of Pine Street; then west along the south right-of-way line of

Pine Street to the east right of way line of L Street South including the triangular parcel (American Creosote Works property) located at the southeast corner of Pine Street and L Street south; proceed north along the east right of way line of L Street South to its intersection with the railroad track north of Barrancas Avenue and head northwest along the railroad track to the south right- of-way line of the City limits on the west. Continue along the City limit line back to the place of beginning.

According to the definition provided by the Florida Statute, in addition to the substantial number of deteriorating structures and conditions leading to economic distress, two or more of the fourteen (14) factors must be present to determine that blighted conditions exist in an area. This study documents the continued existence of at least five of these factors, establishing that blight conditions still exist in the Westside CRA. The conditions are summarized in Table 1:

Condition/Factor Required by Statute	Indicator
163.340 (8) Conditions leading to economic distress	Westside CRA Property Conditions
	Age of Structures
	Flood Damage
163.340 (8) Conditions leading to economic distress	Unemployment Rate Data
	Household Income
	Poverty Rate Data
163.340 (8) (c) Faulty Lot Layout in relation to size, adequacy, accessibility, or usefulness	Parcel Sizes (Escambia County Property Appraiser Data)
163.340 (8) (i) Residential and commercial vacancy rates higher in the area than in the remainder of the County or municipality	Vacancy Rates (Escambia County Property Appraiser Data)
163.340 (8) (j) Incidence of crime in the area higher than in the remainder of the community	City of Pensacola Police Department Crime Statistics
163.340 (8)(m) Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area	Multiple Ownership
163.340 (8) (n) Governmentally owned property with adverse environmental conditions caused by a public or private entity.	American Creosote Works EPA Remediation Evaluation System Report

Table 1. Blight Conditions and Indicators, Recommended Westside Neighborhoods Study Area

Project Methodology

A property conditions field survey of the Westside Community Redevelopment Area was conducted early in 2014 with the assistance of University of West Florida interns and Pensacola Habitat for Humanity. A total of 2,022 of the 2,880 parcels in the Westside CRA were assessed. The survey characterized, at the parcel level, the types and extent of physical blight that continues to exist within the area.

Following the field survey, data for each parcel was tabulated and mapped. Other data evaluated for this report included Escambia County Property Appraiser records, 2013/2014 Census estimates provided by the University of West Florida Haas Center of Business Research and Economic Development, City of Pensacola Crime Statistics, City of Pensacola Inspections Department records and the U.S. Environmental Protection Agency's report of the Remedial System Evaluation for the American Creosote Works site.

The analysis also included an evaluation of the planning documents and reports relating to relevant conditions in the Redevelopment Area. Each relevant condition was then mapped separately to illustrate the blighted conditions in the Study Area. A composite map was constructed that showed the Study Area blocks that were affected by one or more condition and any unaffected blocks. The composite map was examined for patterns of areas needing or not needing redevelopment. The emerging patterns were used in confirming the appropriateness of the Westside CRA boundaries and reaffirming blight conditions according to the Statute.

The inventory of blighting conditions was conducted using an approach consistent with the requirements of the Florida Statute. The findings are presented as a series of site photos, maps, statistical tables and text descriptions of the continuing blight conditions in the Westside CRA.



Vacant Commercial with deteriorated structural and site conditions along Cervantes Street



Vacant residential land and deteriorating site improvements



Vacant commercial with deteriorated structural and site conditions

III. Inventory

Section 163.340 (8) SUBSTANTIAL NUMBER OF DETERIORATED OR DETERIORATING STRUCTURES

The presence of a substantial number of deteriorated or deteriorating structures in an area is an indication of blight as defined by the Florida Statute and has a negative impact on the investment image of a community. These conditions impair economic growth including the lack of private investment to maintain the integrity and value of existing development, depreciation in housing values, high risk factor for new development, and a reduced tax base for the City. Additionally, deteriorated buildings create additional expense for the community in the need for increased code enforcement personnel, fire hazards, community policing, and inspections.

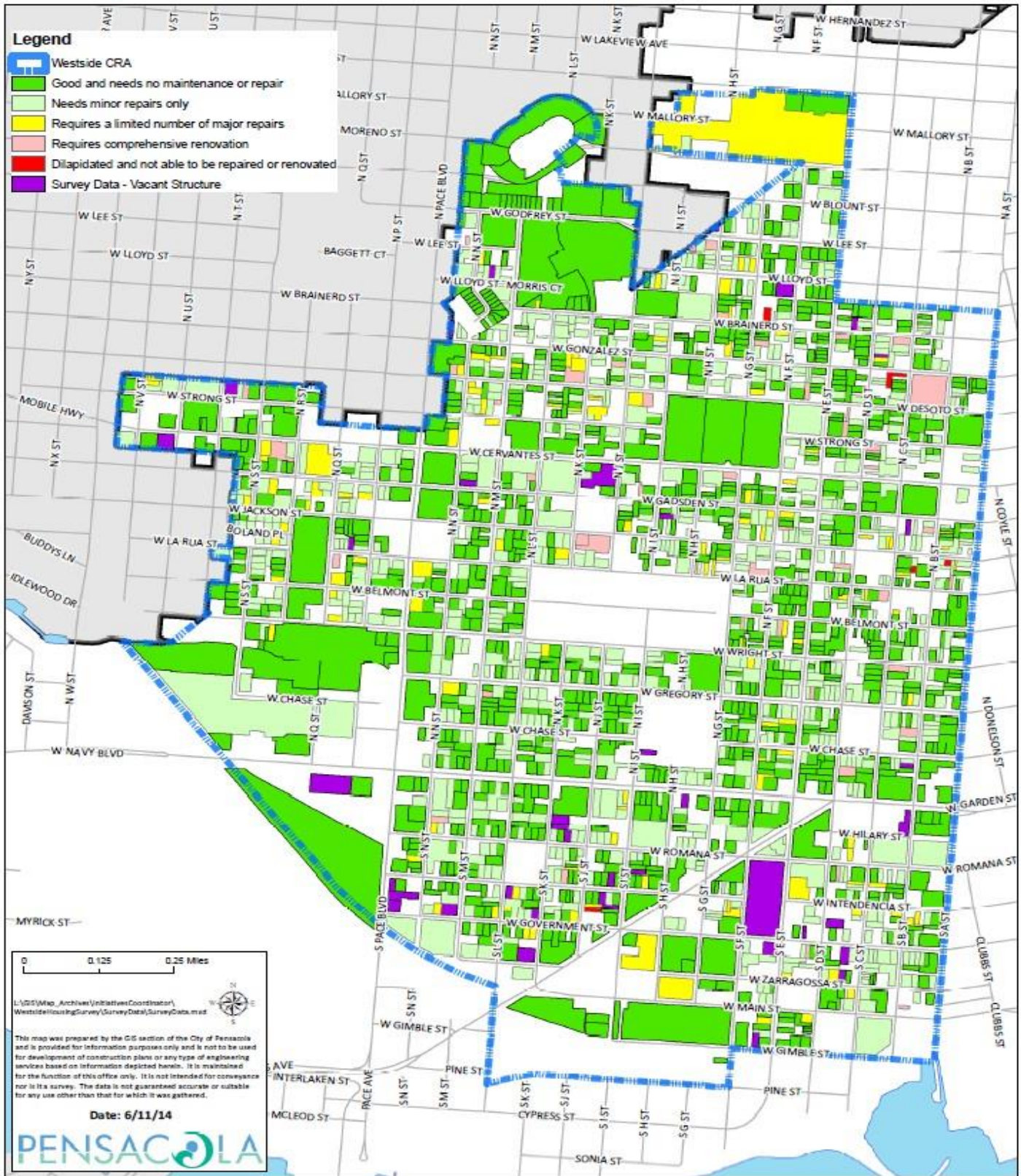
The Westside CRA Property Conditions Survey results document the occurrence of deteriorated or deteriorating structures in the Westside CRA. The data presented indicates the presence of distressed conditions and areas susceptible to deterioration. The accompanying photographs additionally confirm the existence of deteriorating conditions.

The Westside CRA Property Conditions Survey classified structures into the following four categories of condition:

1. **Standard Condition:** Unit appears habitable and in good condition. Needs no exterior repairs.
2. **Slightly Deteriorated:** Unit appears habitable but needs minor, non-structural repairs or maintenance such as painting or new roof shingles.
3. **Deteriorated:** Units appear habitable but needs major, structural repair such as new windows, walls, corrections to foundation, sagging roofs, porches, etc.
4. **Dilapidated:** Unit appears uninhabitable and is badly deteriorated and in need of major structural repairs. Considerable effort and expense required to rehabilitate and rehabilitation is probably not structurally or economically feasible.



PROPERTY CONDITIONS



WESTSIDE COMMUNITY REDEVELOPMENT AREA REAFFIRMATION BLIGHT REPORT

Map 2

Table 3 lists property conditions and classifies them into categories based on structural deterioration as defined by the Westside CRA Property Conditions Survey. Table 3 indicates that 831 structures, representing approximately forty-one percent (41%) of the structures in the Redevelopment Area, are deteriorated to some degree. With a little over six percent (6%) of structures being deteriorated and a little over two percent (2%) completely dilapidated.

As illustrated in Map 2, the deteriorated and dilapidated structures are scattered throughout the Westside CRA. However, there are some areas of concentration of these properties within the northeastern segments of the Redevelopment Area.

Table 3. Westside CRA Property Conditions		
	Westside CRA	Occurrence in the Westside Neighborhoods
Structures Surveyed	2022	
Standard Condition	1016	50.2%
Slightly Deteriorated	831	41.1%
Deteriorated	123	6.1%
Dilapidated	47	2.3%

Source: City of Pensacola Property Conditions Survey (2014)



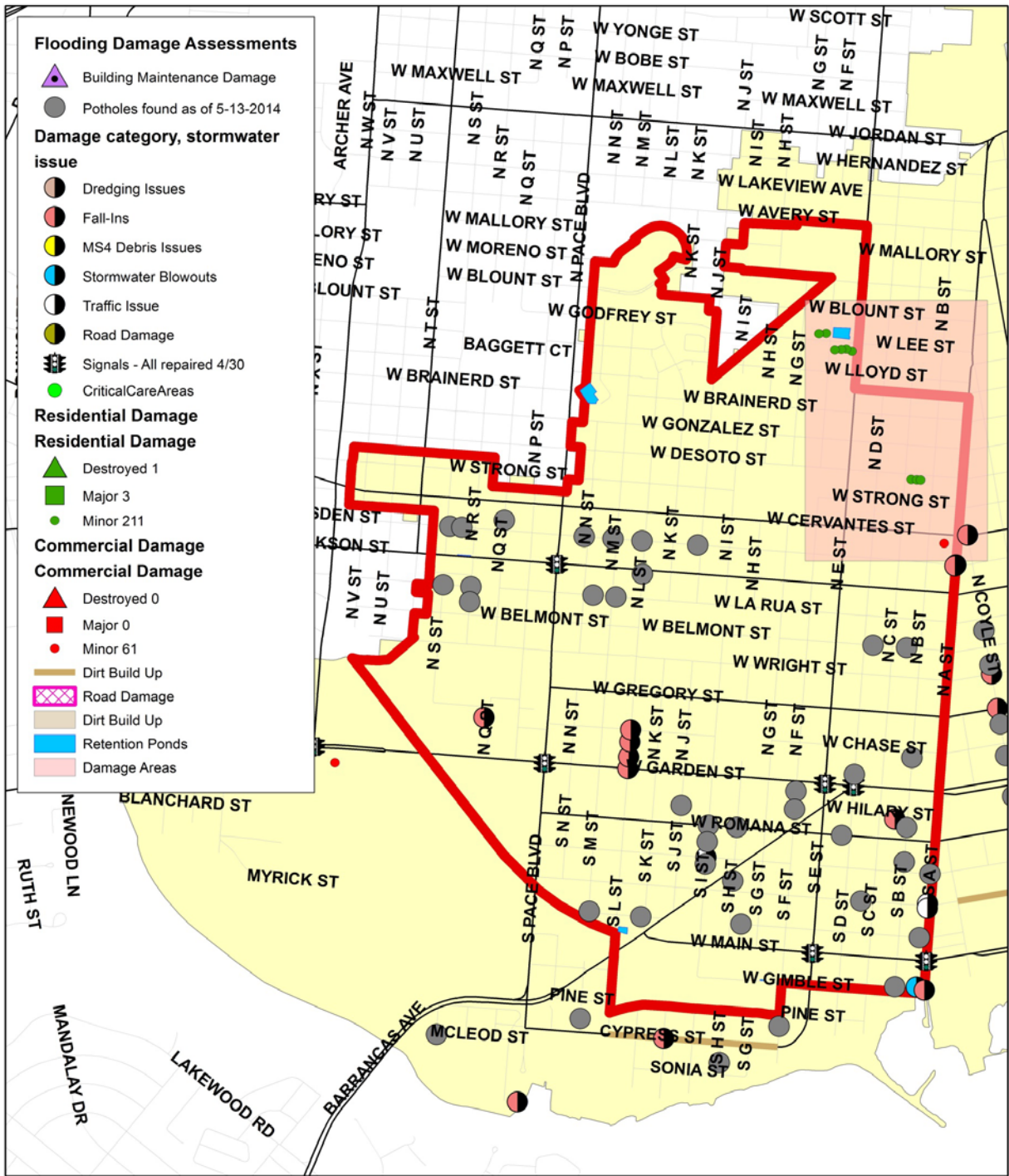
Flood Damage

The City of Pensacola recently experienced a 500 year flood event, producing close to 24 inches of rainfall over the course of a 24 hour period. This resulted in citywide flooding, property damage and infrastructure breakdown. In the Westside CRA, the damage to roadways was soon visible through pothole formation and malfunctioning traffic signals. Seventy-five percent (75%) of the documented damage in the area was to roadways. Residential and commercial damage accounted for seventeen percent (17%) of all documented damage.



Table 4. Flood Damage to the Westside Neighborhood		
	Number of Occurrences	Percentage
Residential Minor Damage	9	15%
Fall-ins	8	13%
Potholes Created	38	62%
Commercial Minor Damage	1	2%
Traffic Light Damage	5	8%
Total Damage	61	

APRIL 2014 FLOOD DAMAGE



PENSACOLA

Date: 6-23-2014

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WESTSIDE COMMUNITY REDEVELOPMENT AREA REAFFIRMATION BLIGHT REPORT

PENSACOLA
THE UPSIDE of FLORIDA

Map 3

Age of Structures

The age of buildings, both residential and commercial, is a potential contributor to the declining conditions and high vacancy rates witnessed in the Westside CRA. Aging buildings typically require increased maintenance and repair. Additionally, the interior space, exterior appearance, and functional aspects of older buildings may be considered obsolete for modern market demands. The age of a building in and of itself is not a blighting condition. If adequate investment and maintenance is made, older buildings can remain viable and desirable in the real estate market. Conversely, a concentration of older, poorly maintained and dilapidated buildings creates many negative influences in an area including a loss of economic status, a lack of interest in new development, an increased occurrence of crime, and decreased revenues for businesses. These conditions are evident in the

Redevelopment Area.

The 2014 Area Profile provided by the University of West Florida Haas Center of Business Research and Economic Development, indicates that approximately forty three percent (43%) of the housing units within the West Side Neighborhoods Study Area are fifty (50) or more years old (built 1960 or earlier). In comparison, thirty two percent (32%) of the City's housing units are fifty or more years old. Approximately seventy-five percent (75%) of all structures in the Westside CRA are more than forty-five years (45 years) old. Sixty nine percent (68.5%) of all structures were built before 1960, making some well over sixty-five (65) years in age. The median year built for housing units in the WSCRA is estimated as 1964, compared to 1972 for the housing units in the City as a whole.

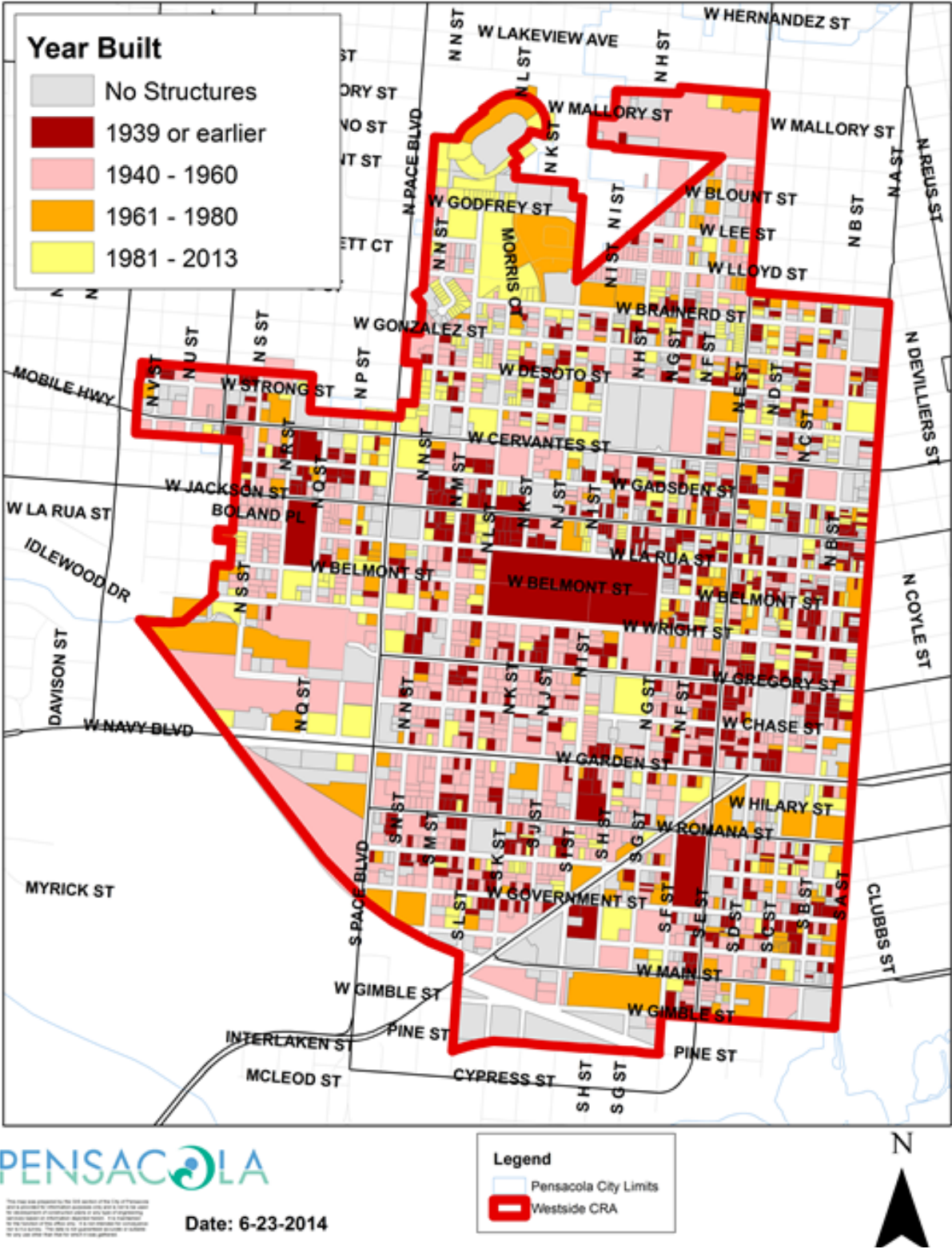
Houses by Year Built	City of Pensacola	%	Westside Neighborhoods	%	Occurrence in Westside
Total Houses	27,302		3,264		
Built 2005 or later	970	3.55%	258	7.90%	26.6%
Built 2000 to 2004	1,339	4.90%	170	5.21%	12.7%
Built 1990 to 1999	2,022	7.41%	134	4.11%	6.6%
Built 1980 to 1989	5,134	18.80%	403	12.35%	7.8%
Built 1970 to 1979	5,368	19.66%	378	11.58%	7.0%
Built 1960 to 1969	3,799	13.91%	520	15.93%	13.7%
Built 1950 to 1959	4,085	14.96%	524	16.61%	12.8%
Built 1940 to 1949	1,782	6.53%	419	12.84%	23.5%
Built 1939 or earlier	2,803	10.27%	441	13.51%	15.7%

Source: University of West Florida Haas Center of Business Research and Economic Development, 2014

Year Built	Number of structures	Percentage
Total Structures:	2,522	
Built 2010-2014	37	1.5%
Built 2005-2009	142	5.6%
Built 2000-2004	100	4.0%
Built 1990-1999	134	5.3%
Built 1980-1989	110	4.4%
Built 1970-1979	108	4.3%
Built 1960-1969	163	6.5%
Built 1950-1959	373	14.8%
Built 1940-1949	609	24.1%
Built 1939 or earlier	746	29.6%

Source: City of Pensacola, GIS, 2014

YEAR STRUCTURES BUILT



WESTSIDE COMMUNITY REDEVELOPMENT AREA REAFFIRMATION BLIGHT REPORT

Map 4



Section 163.340 (8) CONDITIONS LEADING TO ECONOMIC DISTRESS

According to the U.S Economic Development Administration, economic distress includes conditions that affect the fiscal and economic viability of an area. The distressed conditions include factors such as low per capita income, high unemployment, high underemployment, high poverty levels, and low education levels. These factors continue to impact the ability of residents to sustain the physical environment of the Westside CRA Neighborhoods.

The Westside Community Redevelopment Area remains significantly distressed economically. The Area Profile data provided by the University of West Florida Haas Center of Business Research and Economic Development, indicates that the Westside Community Redevelopment Area is home to 5,964 residents, accounting for 11.5% of the City's total population. The Westside CRA represents 9.3% of the City's total land area.

Household Income

Estimated 2014 per capita income for City of Pensacola households is \$29,287. The estimated per capita income for the Westside Community Redevelopment Area is \$16,714, representing 57.8% of the citywide per capita. Similarly, median household income (\$25,724) in the Westside CRA is 59.6% of the City's median household income (\$43,182). Average household income for the Westside Neighborhoods is \$36,650, compared with \$63,392 for the City.

Table 10. INCOME LEVEL AND HOME VALUES

2014			
INCOME	City of Pensacola	Westside CRA	% of City
Total Population	52,028	5,964	11.5%
Total Households	24,037	2,720	11.3%
Average Household Income	\$63,392	\$36,650	57.8%
Median Household Income	\$43,182	\$25,724	59.6%
Per Capita Income	\$29,287	\$16,714	57.8%
Median Home Value	\$146,044	\$77,170	52.8%

Source: University of West Florida Haas Center of Business Research and Economic Development, 2014

Table 11. POVERTY LEVEL

2014				
POVERTY LEVEL	City of Pensacola	%	Westside CRA	%
Total Families	13,230		1,372	
Income Above Poverty Level	11,472	86.7%	967	70.5%
Income Below Poverty Level	1,758	13.3%	405	29.5%

Source: University of West Florida Haas Center of Business Research and Economic Development, 2014

Poverty

The Census Bureau uses income thresholds that vary by family size and composition to detect who is poor. If the total income for a family or group of unrelated individuals falls below the relevant poverty threshold, then the family or unrelated group is classified as being below the poverty level.

Data presented in Table 11 shows an estimated 405 out of 1,372 Westside CRA families live below poverty level in 2014 -- a thirty percent (29.5%) rate of poverty. In comparison, the citywide poverty rate estimated is thirteen percent (13.3%) with 1,758 families below poverty level. While the Westside CRA land area covers only *nine percent* (9.3%) of the City's total area, it accommodates twenty three percent (23%) of the families below poverty level found citywide.

Housing Values

Housing values in the Redevelopment Area are nearly half those for the City as a whole. According to the 2014 estimates, the median home value in the Westside Neighborhoods is \$77,170, compared to \$146,044 for the City, accounting for a difference of nearly \$69,000 between the two markets.

Education and Employment

According to the 2014 Area Profile estimates, the unemployment rate for the Westside CRA is approximated at 7.7%, exceeding the citywide rate of 6.9%. The unemployment rate includes all civilians 16 years old and over that are actively looking for work and does not include the residents who have dropped out of the job search effort. The 2014 data indicated that forty-five percent (44.8%) of the Westside CRA's total population 16 years old and over was not in the labor force.

Additionally, the 2014 data reported that nearly eight percent (7.6%) of the Westside CRA Area population 25 years old and over has less than a 9th grade education, compared to the citywide population. The low education levels combined with the high unemployment rates contribute to the level of economic distress experienced by the Westside Neighborhoods. (Table 12)

TABLE 12.	2006			
	City of Pensacola		Westside CRA	
Total Population 16+ in Labor Force	25,041		2,740	
Civilian Employed	23,589	94.2%	2,510	91.6%
Civilian Unemployed	1,368	5.8%	211	8.4%
In Armed Forces	NA	NA	NA	NA
Not in Labor Force	NA	NA	NA	NA
	2014			
	City of Pensacola		Westside CRA	
Total Population 16+ in Labor Force	43,046		4,687	
Civilian Employed	24,654	57.3%	2,207	47.1%
Civilian Unemployed	2,984	6.9%	360	7.7%
In Armed Forces	278	.64%	18	.4%
Not in Labor Force	15,130	35.1%	2,012	44.8%

Section 163.340 (8) (c) FAULTY LOT LAYOUT

The size of parcels has a significant impact on the redevelopment potential for any proposed property. Typically, older platted subdivisions and commercial properties are too small for development and exhibit non-conformance with current zoning regulations. Contemporary development trends favor larger sites for redevelopment as they offer the flexibility to provide a variety of uses and a mix of activities. Larger sites also reduce the complexities involved with assembly of smaller parcels to support large scale redevelopment projects.



Inconsistencies between lot sizes and lot size requirements can be identified by comparing the minimum lot area requirements contained in the zoning code to the existing lot parcel sizes. As illustrated in Table 13, nearly eleven percent (11%) of the Westside lots do not meet the minimum lot area requirements of the City of Pensacola Land Development Code.

TABLE 13. FAULTY LOT LAYOUT					
Zoning Districts	Parcel Count	Minimum Lot Size	Westside CRA Faulty Lot Sizes		
		(sq.ft.)	Parcels under 3,000 sq.ft.	Parcels between 3,000 and 3,500 sq.ft.	Total number of faulty lots
R1A	1,381	3,500	70	41	111
R1A (Duplex)	N/A	5,000	0	0	
R1AA (R1A2)	0	5,000	0	0	
R1AAA (R1A3)	89	9,000	3	0	63
R-2A	152	20,000	7	5	139
R-2	157	NA	6	2	
RC	0	NA	0	0	
RNC	274	NA	27	22	
C-1	340	NA	16	8	
C-2	44	NA	3	4	
C-3	363	NA	22	9	
M-1	56	NA	3	0	
M-2	24	NA	0	1	
M-3	0	NA	0	0	
Total	2,880		157	92	313

Source: City of Pensacola GIS, 2014



Map 5



Commercial uses on substandard lot configurations resulting in inadequate parking and encroachment into public right-of-way



Vacant housing units, Westside Neighborhoods

Table 14. Unsafe Structures			
Category	Citywide	Westside CRA	Occurrence in Westside CRA
Substandard Structure	107	20	18.7%
Unsafe Structure	67	26	38.8%
Totals	174	46	26.4%

Source: City of Pensacola Community Development Inspections Division (2014)

One hundred and eleven (111) parcels within the R-1A zone are less than 3,500 sq. ft. in area and do not meet the minimum lot size requirement under the City's Land Development Code (LDC). Additionally, The R1A3 zone has a minimum lot size of 9,000 sq. ft. Of parcels zoned R1A3 in the Westside Neighborhoods 63 do not meet the minimum lot size requirement.

Sixty-eight (68) of the commercially zoned properties in the Study Area with lot area less than 3,000 sq.ft. are considered either uneconomical or deteriorated from an investment and development perspective. These do not meet contemporary design standards in terms of size and usefulness. The development of commercial uses on substandard lots also has a deleterious impact on neighboring residential uses, due to traffic hazards caused by business parking located in the front of the property, encroachments into residential areas, inadequate buffering, and spill-over parking. These properties are further limited by their size in relation to parking and setback requirements, stormwater treatment standards and landscaping requirements.

Code Violations

The percentage of code violations in the study area is also an indicator of the deteriorating conditions in the area. The City of Pensacola Inspections Department reported that twenty-six percent (26%) of the properties listed as subpar (substandard or unsafe) and nearly forty percent of the City's unsafe structures for 2014 were located in the Westside CRA. Eighteen percent (18%) of the City's 2013 code enforcement violations were located in the Westside Community Redevelopment Area.

Table 14a. Code Enforcement Requests 2013		
City Wide	Westside	Occurrence in the Westside
3389	606	17.9%

Section 163.340 (8) (m) DIVERSITY OF OWNERSHIP

The following section discusses the high percentage of parcels with multiple owners. These ownership patterns act as a potential obstacle to the assemblage of land for redevelopment. The unusual conditions of title increase the cost of development and deter private sector investment.

Diversity of ownership or defective or unusual conditions of title, prevent the free alienability of land. This includes factors such as multiple owners of a single property and complex title issues resulting from life estates and heir property. Multiple ownership patterns can be a hindrance to land assembly in support of redevelopment projects. This situation is compounded by the fact that many of the individual properties are insufficient in size. The conditions makes it difficult to accommodate potential redevelopment projects that comply with current land development codes.

Table 15. Diversity of Ownership	
Multiple ownership	Parcel Count
Two owners listed	67
Three owners listed	9
Four or more owners listed	10
Total Parcels with complex titles	86
Total Parcels in the Westside CRA	2880

Source: Escambia County Property Appraiser, 2014



Deterioration of site conditions and lack of sidewalks along Main Street

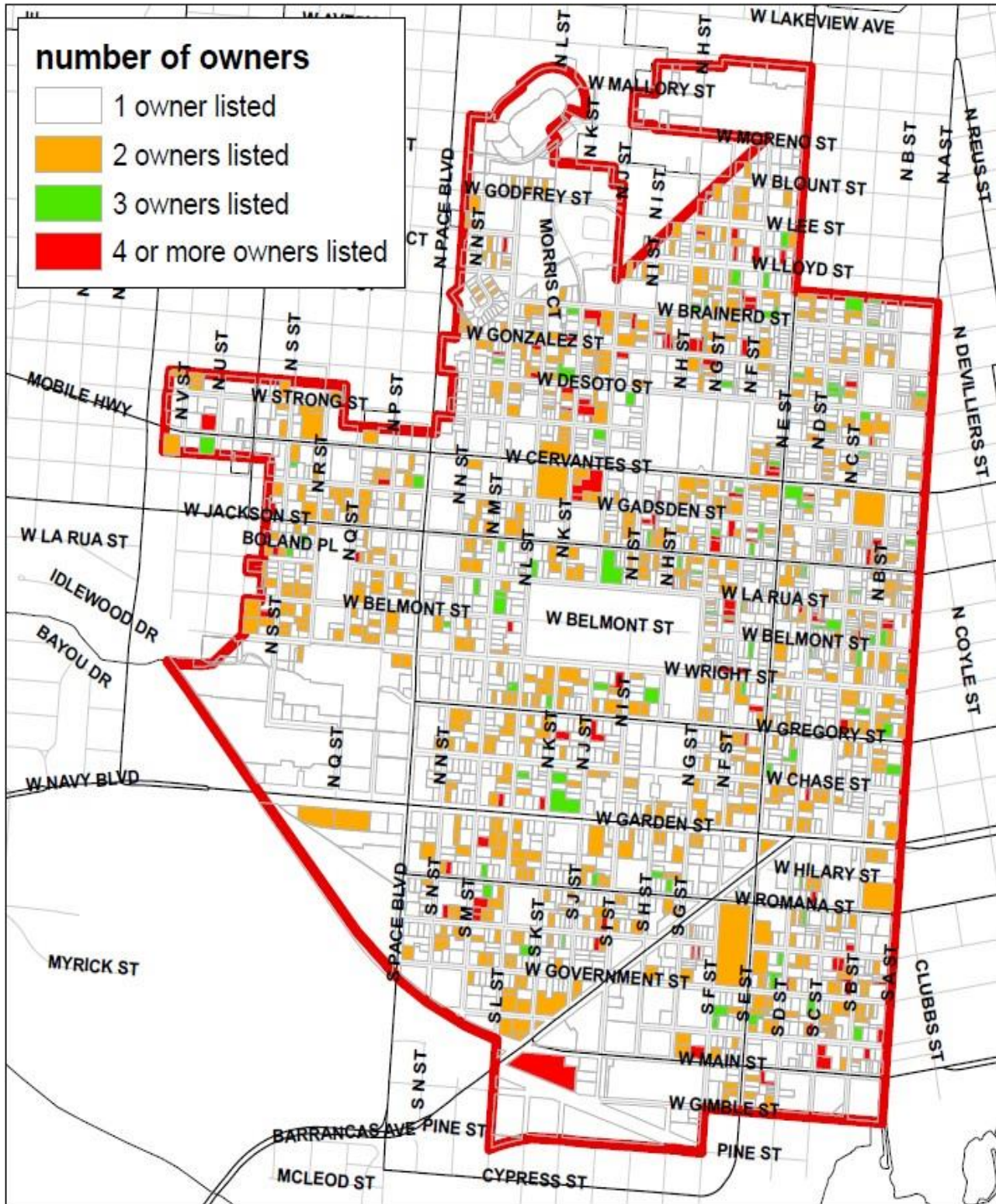


Deteriorating of site conditions and other improvements (lack of sidewalks, invasive vegetation growth) along Pace Boulevard



Vacant and Boarded Structure along Pace Boulevard

OWNERSHIP



WESTSIDE COMMUNITY REDEVELOPMENT AREA REAFFIRMATION BLIGHT

Map 6

Section 163.340 (8) (j) INCIDENCE OF CRIME

The incidence of crime in the Westside Neighborhoods is higher than in the remainder of the City. The 2013 crime statistics provided by the City of Pensacola Police Department indicates that 1,227 of the 7680, total citywide offenses occurred within the Westside Neighborhoods. While the Westside CRA contains eleven percent (11%) of the City's total population, it is experiencing sixteen percent (16%) of the total crimes committed in the City. (Table 16)

Offences reported for the Westside CRA include burglary, robbery, theft, assault and battery. Twenty one percent of the city-wide narcotics violations occurred in the Westside.

The high incidence of crime deters the private sector from investing in redeveloping the area. Crime is closely related to deteriorating neighborhood conditions such as high unemployment rates, significant vacancy rates, and unsafe conditions. Left unaddressed, the crime rates will most likely continue to escalate within the Redevelopment Area burdening the City and residents with additional costs.

Table 16. Incidences of Crime				
WESTSIDE NEIGHBORHOOD	Totals			
	2010	2011	2012	2013
Burglaries	137	153	145	122
Robberies	14	19	27	14
Thefts	177	241	216	215
Assaults/Batteries	161	161	191	183
Narcotics	104	98	87	113
Others	433	548	568	580
TOTAL	1026	1220	1234	1227
CITYWIDE	Totals			
	2010	2011	2012	2013
Burglaries	1065	1227	1270	998
Robberies	114	109	86	73
Thefts	1419	1649	1673	1612
Assaults/Batteries	754	805	977	878
Narcotics	379	390	402	528
Others	2686	3366	3480	3591
TOTAL	6417	7546	7888	7680
Westside Share	2010	2011	2012	2013
Burglaries	13%	12%	11%	12%
Robberies	12%	17%	31%	19%
Thefts	12%	15%	13%	13%
Assaults/Batteries	21%	20%	20%	21%
Narcotics	27%	25%	22%	21%
Others	16%	16%	16%	16%
TOTAL	16%	16%	16%	16%

Source: City of Pensacola Police Department, 2014

Section 163.340 (8) (I) RESIDENTIAL AND COMMERCIAL VACANCY RATES

Vacant structures and abandoned lots lead to a deterioration of the physical environment. Such deterioration is detrimental to the investment image of the community. High building vacancy levels located on primary commercial corridors and residential housing vacancy rates indicate weak market conditions to the private investor. The vacancy rate is also a significant factor considered by the County Property Appraiser when assessing property values for tax purposes.

High vacancy rates in the housing market indicate a lack of community interest in maintaining the neighborhood's quality of life and integrity resulting in a decline of investment. Vacant properties depress the values of adjacent properties causing devaluation over time negatively affecting the City's ad valorem tax revenues. Vacant housing units are also more likely to become delinquent because the cost of paying taxes on the property may exceed the value of the property.

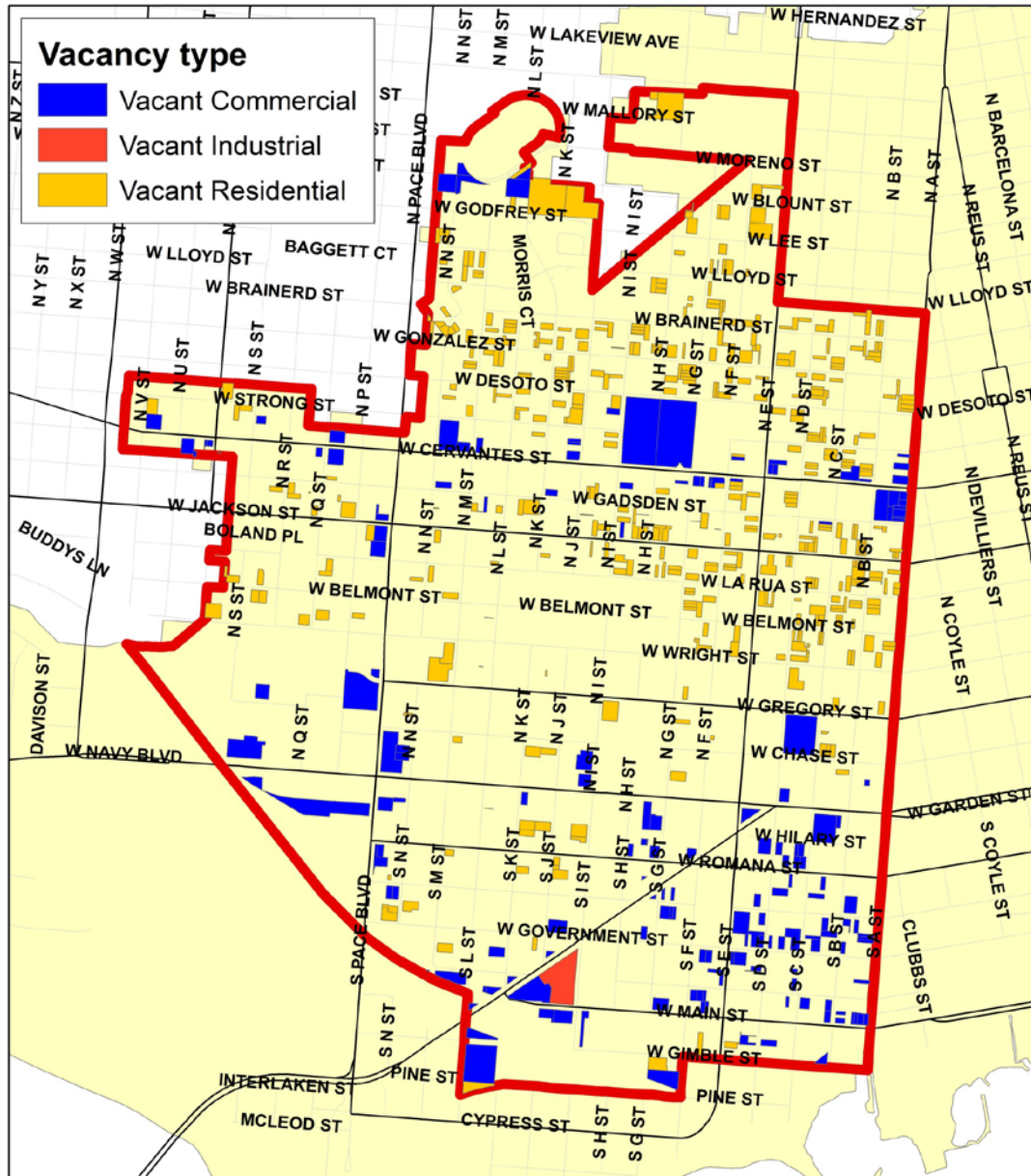
Twenty two percent (21.8%) of all parcels within the Westside CRA are vacant, representing twenty two percent (22%) of total vacant land within the City of Pensacola as a whole (Tables 17 and 18). The vacancy rate for Westside residential is sixteen percent (16%) compared to seven percent (7.4%) citywide. The commercial vacancy rate is six percent (6%), about twice that for the City. In terms of acreage, nearly ten percent (9.73%) of the area's total acreage is vacant, compared to seven percent (6.7%) of the City's total acreage.

Table 17. Vacancy Rates	City of Pensacola				Westside CRA Study Area			
	Parcel Count	% of total parcels	Acreage	% of total acreage	Parcel Count	% of total parcels	Acreage	% of total acreage
Vacant Residential	2,016	7.4%	526.6	3.6%	450	15.6%	67.0	4.97%
Vacant Commercial	878	3.2%	435.4	3.0%	176	6.1%	61.5	4.56%
Vacant Institutional	2	.01%	4.2	0.03%	0	0%	0	0.0%
Vacant Industrial	2	.01%	4.6	0.03%	1	0.03%	2.8	0.2%
Total Vacancy	2,898	10.7%	970.8	6.7%	627	21.8%	131.32	9.73%
Total	27,224		14509.6		2,880		1349.4	

Source: City of Pensacola GIS, 2014

TABLE 18. Vacancy Comparison	Citywide	Westside	Occurrence in Westside
Vacant Residential	2016	450	22%
Vacant Commercial	878	176	20%
Vacant Institutional	2	0	0%
Vacant Industrial	2	1	50%
Total Vacancy	2898	627	22%
Total Number of Parcels	27224	2880	11%

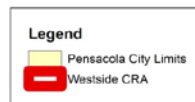
VACANT PROPERTIES



PENSACOLA

This map was prepared by the GIS section of the City of Pensacola. The purpose of this map is to provide information only and is not to be used for any other purpose. The City of Pensacola is not responsible for any errors or omissions on this map. The City of Pensacola is not responsible for any damages or losses resulting from the use of this map. The City of Pensacola is not responsible for any damages or losses resulting from the use of this map.

Date: 6-23-2014



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WESTSIDE COMMUNITY REDEVELOPMENT AREA REAFFIRMATION BLIGHT REPORT

MAP 7

Aggregate Assessed Values

In the seven years since designation, the Westside Community Redevelopment Area has continued to meet the requirement of Section 163.340(8) of the Florida Statutes regarding aggregate assessed values of real property in the area. Assessed values in the Westside Community Redevelopment Area have failed to show any appreciable increase over the last five years. Since establishment of the Westside Tax Increment Fund in 2008, with a 2007 base year for accrual of tax increments, the negative trend in property values has prevented the accumulation of any revenue to the Westside Redevelopment Trust Fund. Overall taxable values in the area have declined by more than \$11 million dollars in that time period.



Documentation of blighted conditions within the Westside Community Redevelopment Area

Table 19. Aggregate Assessed Values			
	Current Year Taxable Value in the Tax Increment Area	Amount of Decline from the Base Year 2007	Percentage of Decline from the Base Year 2007
Base Year 2007	141,774,164		
Westside CRA 2008	138,124,613	3,631,551	-2.6%
Westside CRA 2009	135,781,065	-6,649,551	-4.3%
Westside CRA 2010	131,596,320	-10,177,844	-7.2%
Westside CRA 2011	129,871,034	-11,903,130	-8.4%
Westside CRA 2012	124,041,029	-17,773,135	-12.5%
Westside CRA 2013	121,903,783	-19,870,381	-14.0%
Westside CRA June 2014	130,169,447	-11,604,717	-8.2%

Source: Escambia County Property Appraiser GIS Database, 2014

Section 163.340 (8) (n) GOVERNMENTALLY OWNED PROPERTY WITH ADVERSE ENVIRONMENTAL CONDITIONS CAUSED BY A PUBLIC OR PRIVATE ENTITY

The abandoned American Creosote Works wood preserving plant is located within the Study Area boundaries. The abandoned 18-acre site sits 1/4 mile north of the confluence of Bayou Chico and Pensacola Bay, at the corner of "L" Street and Barrancas Avenue. The site is identified as a Superfund site by the Environmental Protection Agency and is listed on the National Priority List (NPL) for hazardous waste sites. Sites that are listed on the NPL can only be cleaned up using the Superfund Trust fund.

Superfund is the Federal government's program to clean up the nation's uncontrolled hazardous waste sites. Superfund sites include any land that has been contaminated by hazardous waste and identified by the Environmental Protection Agency (EPA) as a candidate for cleanup because it poses a risk to human health and/or the environment.

The American Creosote Works, Inc. operated a wood preserving plant from 1902 until 1981. Creosote and Pentachlorophenol were the primary preservatives used in the treatment process. The wastewater generated at the plant was discharged into two on-site surface impoundments, which then overflowed through a spillway into the Pensacola Bay. In subsequent years, the wastewater was drawn off the ponds whenever pond levels were high and discharged on the plant property. During periods of heavy rainfall and flooding, the wastewater occasionally overflowed the containment dikes onto both on-site and off-site areas.

The ACW Site is currently vacant except for the wells involved with the groundwater cleanup at the Site and the associated structures. The only structure remaining on the ACW Site is a Quonset hut building and a mobile office that are used as part of the groundwater cleanup effort. The Sanders Beach Neighborhood and the Pensacola Yacht Club (PYC) are located immediately to the south of site.



Contaminated American Creosote Works Site



Above: View of ACW site along Pine Street
Below: View of ACW site from Gimble Street

The site contains contaminated soil and ground water conditions that have been impacted with volatile organic compounds (VOCs) and semi-volatile organic compounds (SVOCs) associated with wood treating. Due to the improper disposal activities at the site, the then Florida Department of Environmental Regulation (FDER) enacted enforcement proceedings against ACW. The FDER issued a Notice of Violation in January 1981, and entered into a Consent Order with ACW in March 1981. ACW was unable to meet the requirements of the Consent Order and filed for re-organizational bankruptcy under the provisions of Chapter 11 of the Federal Bankruptcy Code. An "immediate removal action" was completed by the FDER and the EPA during September and October of 1983. The two on-site impoundments were drained and the hazardous liquids treated by a portable treatment facility. The remaining sludges were stabilized with fly ash and covered with a temporary clay cap. EPA re-sodded and re-seeded the temporary clay cap in 1985. In December 1985, a fence and warning signs were installed by the FDER to restrict access to the site.

The EPA initiated a Remedial Investigation/Feasibility Study (RI/FS) in 1984. The RI report was completed in January 1985, and indicated that contaminated soils and groundwater existed on- and off-site. A draft FS was completed followed by a public meeting in August 1985. A Risk Assessment was completed by an outside contractor for EPA in June 1989 and included the development of soil and sediment cleanup levels. EPA initiated an in-house FS that included an evaluation of thermal treatment technologies. The EPA determined that the contaminated media at the site could best be addressed as two operable units (OUs): OU 1 addresses surface soils and sediments, and OU 2 addresses the stabilized/capped sludges, soils underlying the cap, and groundwater. Treatability studies, a Value Engineering Analysis by the US Army Corps of Engineers (USACE), and OU 1 design work were conducted between October 1989 and July 1991.

The remedy for OU 2 includes Phase I – recovery and off-site recycling of dense non-aqueous phase liquids (DNAPLs) followed by Phase II – groundwater recovery and treatment using enhanced bioremediation technologies. A State Superfund Contract (SSC) between EPA and FDEP was signed in September 1997, which commits the State to a ten percent cost share for DNAPL recovery as part of site cleanup. On-site construction of the DNAPL recovery system was completed in September 1998. (Appendix G)

In September 2002, the EPA and FDEP signed a SSC to perform an interim removal of contaminated off-site soils and sediments exceeding the EPA's current guidance levels. Fieldwork on this interim remedy was completed in November 2003. In October 2003, the City of Pensacola adopted a future use plan for the site that includes a number of shops and other small businesses on the north edge of the site and leaves the majority of the site as a "green space" for recreational activities. The EPA, FDEP and US Army Corps of Engineers are currently evaluating the 2002 design to determine what changes, if any, will be necessary to adapt the cap design to the City's future use scenario. It was expected that USACE would provide the EPA and FDEP with recommendations for design changes to meet the City's planned use by the summer of 2004. However, this has been delayed due to the severe hurricane seasons experienced in Florida and other Gulf states in 2004 and 2005, including the direct impact of Hurricane Ivan on Pensacola in 2004.

The American Creosote Works (ACW) site's designation as a Superfund site on the National Priority List (NPL) confirms the presence of adverse environmental conditions on a governmentally owned site. Subsequent to clean-up of the site, ownership will likely be transferred to the City of Pensacola. The City proposes to redevelop the site in conjunction with the ACW Plan.

IV. Conclusion

This study has identified and documented persistent conditions in the Westside Community Redevelopment Area that are consistent with the definition of blight contained in the Florida Statutes. Government maintained demographic and economic statistics highlight a prevailing level of enduring economic distress. Low per capita income, high poverty rates, high unemployment rate, low educational attainment levels, lower median home values compared to the City are strong indicators of this distress in the Westside Community Redevelopment Area. The distressed economic conditions combined with the deteriorated physical environment experienced in the Westside Neighborhoods confirm the continued existence of blight.

The Westside Neighborhoods Area has a substantial number of structures exhibiting some level of deterioration, documented by the City of Pensacola Property Conditions Survey. Government maintained demographic and economic statistics highlight a prevailing level of economic distress. Field observations provide corroborating evidence of deteriorating conditions.

Results of the Westside Community Redevelopment Area Property Condition Survey demonstrate a significantly high percentage of deteriorated and deteriorating structures in the Westside Neighborhoods. A high unemployment rate, low per capita income, a high poverty rate, low education attainment levels, and lower median home values are an indication of the economic distress generated in the Westside Neighborhoods. The cumulative impact of high vacancy rates in residential and commercial properties, a high percentage of aging structures, substandard lot configurations, multiple ownership patterns, and the presence of adverse environmental conditions substantiate the continued existence of blight in the Study Area. The existence of blight can have negative impacts on a community including:

- Depressed property values, resulting in lower local tax revenues;
- Strain on city services- police, health, fire, building code;
- Increased fire hazard potential because of poor maintenance, faulty wiring and debris;

- Increased code enforcement demands;
- Concentration of low-income populations and marginal businesses with decreased potential for investment to reverse the blighting conditions;
- Creation of an environment that attracts criminal activity;
- Creation of a poor market environment, where existing businesses relocate to other, more stable areas and new businesses do not replace them;
- Cost to existing home owners- higher insurance premiums, low appraisals for homestead properties.

Presence of Blight

The analysis indicates that the Westside Neighborhoods contain at least seven of the fourteen conditions indicative of a "blighted area" listed in the Florida Statutes. The following is a summary of findings that support a declaration of blight for the Westside Neighborhoods Study Area:

Substantial number of deteriorated or deteriorating structures

- Approximately 50% of the structures in the Westside CRA are deteriorated to some degree.
- 39% of the citywide unsafe structures are found in the recommended Westside Neighborhoods Study Area.
- 65% of the housing units in the Westside Neighborhoods are over fifty years old (built in or before 1960).

Conditions Leading To Economic Distress

• High unemployment rate

The Westside Neighborhoods has an unemployment rate of 8.4% compared to the citywide rate of 5.8%

• **High Poverty rate**

Nearly 30% of total families in the Westside Neighborhoods have an income below the poverty level threshold compared to 13% for the City.

• **Low Per Capita Income**

Per capita income for the Westside CRA, at \$16,714, is almost 58% of the citywide per capita income at \$29,287.

• **Low household income**

Median household income for the Westside CRA (\$25,724) is dramatically less than the City's median household income (\$43,182).

• **Low housing values**

Median home value in the Westside CRA is 53% of citywide median household income.

Faulty Lot Layout in relation to size, adequacy, accessibility or usefulness

- Inadequate properties in relation to current land development codes.
- Over 15% of the Westside properties do not meet the minimum lot area requirements of the City of Pensacola Land Development Code.
- 18% of the citywide code violations were located in the Westside CRA.

Residential and Commercial vacancy rates higher in the area than in the remainder of the municipality

- More than 22% of the properties in the Westside CRA Area are vacant. In comparison, only 10% of the total citywide properties are vacant.
- Almost 12% of the Study Area's total acreage consists of vacant parcels; while only 7% of the City's total land area is vacant.

Incidence of crime higher in the area than in the remainder of the municipality

- 16% of the total offenses reported in the City occurred within the Westside CRA.

Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated area

- 30% of Westside CRA individual properties are held by deed to multiple owners.
- Unusual conditions of title including estate and life estates.

Governmentally owned property with adverse environmental conditions

- American Creosote Works Inc. site, an abandoned EPA designated Superfund site, is located in the recommended Westside CRA Area.

The purpose of the Community Redevelopment Act is to provide local governments the ability to combat deteriorating urban conditions which retard development of the area. The intent of the legislation is to reduce or eliminate the conditions found in the Westside CRA.

Redevelopment is by nature more costly than the development of vacant land. Improved property is invariably more expensive than vacant property as the cost of demolition and the preparation must be factored in. Additionally, it is often necessary to assemble more than one parcel of land. Redevelopment activity also triggers thresholds for mandatory compliance with more costly, modern development standards. Often environmental clean-up is required which adds expense.

The higher costs associated with property redevelopment will have significant implications for attempts to redevelop the Westside CRA Area. The private sector is not likely to absorb the risks and costs of such an undertaking alone. Therefore, the creation of a Community Redevelopment Agency is the most appropriate tool for the City of Pensacola to use when planning, designing and participating with the private sector to revitalize the Westside CRA Area.

Recommendations

On the basis of the data provided in this report, it is clear that stubborn conditions in the Westside Community Redevelopment Area continue to substantially impair sound growth and development and to perpetuate distress in the Area. It is, therefore, warranted that the City of Pensacola adopt a resolution reaffirming the existence of blight in the Westside Community Redevelopment Area and finding that rehabilitation, conservation or redevelopment remains necessary in the interest of the public health, safety, morals or welfare of the City's residents. This report also provides justification for continued employment of the funding tools provided to local governments through Chapter 163 Part III of the Florida Statutes: "The Community Redevelopment Act," including Tax Increment Financing.

According to statute, Tax Increment Financing provides for the collection of tax increment revenues to finance capital improvements identified in the Plan. Upon adoption, the ordinance establishing the Redevelopment Trust Fund freezes the tax base thereby establishing the base valuation of the property located within the boundaries of the redevelopment district. Thereafter, all taxes assessed by qualified taxing authorities on future increases in the value of properties contained in the district are diverted to the Redevelopment Trust Fund. All taxes assessed on the value of property determined prior to adoption of the ordinance continue to flow to the general revenue accounts of local taxing authorities. Community Redevelopment Agencies are

not considered Special Tax Districts since they do not have the authority to levy ad valorem taxes.

The negative trend in property values since adoption of Tax Increment Financing for the Westside Community Redevelopment Area has prevented the accumulation of revenue to the Redevelopment Trust Fund. It is, therefore, recommended that the City of Pensacola reset the base year for the Westside Tax Increment Fund from 2007 to 2014.

Base year reset may be accomplished through the following actions of the City of Pensacola:

- Amend the Westside Community Redevelopment Plan to change the base year for TIF property valuation from 2007 to 2014, with increments collected through 2037.
- "Sunset" the Westside Redevelopment Trust Fund, created by ordinance of the governing authority in 2008.
- Adopt an ordinance establishing a Westside Redevelopment Trust Fund with base year 2014, to fund redevelopment activities in the Westside CRA.

These actions will not extend the time certain set forth in the Westside Community Redevelopment Plan or expand the boundaries of the Westside Community Redevelopment Area.