

GENERAL INFORMATION

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I. Executive Summary

In accordance with Federal Regulations and guidelines, all grantees receiving Community Development Block Grant (CDBG) funds are required to prepare a Consolidated Plan. The Consolidated Planning Process is a collaborative one in which grantees In 2004, the City of Winter Haven entered into an interlocal agreement with the Polk County Board of County Commissioners. The agreement authorizes Polk County Housing and Neighborhood Development (HND) Office to administer and provide technical assistance for City's CDBG program. This Consolidated Plan outlines Winter Haven's strategies for use of those funds for Federal Fiscal Years 2010-2014.

The Winter Haven Consolidated Plan is divided into eight sections:

- General Information
- Housing
- Homeless
- Community Development
- Non-Homeless Special Needs
- One Year Action Plan
- Needs Summary Tables
- Certifications

The General Information section provides an executive summary and mission statement, then presents a community profile of demographic and socioeconomic data, and concludes with a section describing the citizen participation process, and the institutional structure established for administering the grant. The Housing section describes the City's housing market in terms of supply and demand with emphasis upon the needs of low/moderate income households and outlines specific objectives to be implemented over the planning period. The Homeless section focuses upon the needs of homeless individuals and families, and strategies that the City will undertake to meet those needs. The Community Development section continues the community profile and presents specific community objectives that the City will address over the planning period. The Non-Homeless Special Needs section does the same for elderly, disabled and other households with special needs. The One Year Action Plan outlines the activities that Winter Haven will undertake to implement during the five year time frame outlined in the strategic plan. The Needs Summary tabulates the findings and specific objectives of the previous sections and outlines proposed expenditures and achievements. The Certification Section contains all of the required certification forms

The table on the next page outlines planned expenditures for FFY 2011-2012

Planned Expenditures

Activity Category/Project	Planning Period Federal Fiscal Year					Totals by Project/ Activity Category
	FFY 2010	FFY 2011	FFY 2012	FFY 2013	FFY 2014	
Neighborhood Improvement/ Infrastructure						
Subtotal						
Public/ Homeless Services						
Subtotal						
Planning/Administration						
CDBG Administration - General						
Subtotal						
Remaining Funds/ Program Income						
Subtotal						
Totals by Year						

*The City of Winter Haven received an extension on their FY200-2005 Consolidated plan. They FY 2010-2011 Plan was completed in that extension. FFY2010 are actual allocation figures received during that program year

** The Federal Budget was reduced in for FY 2011-2012 (future allocations are based on the reduced budget)

The format used for the Winter Haven FFY 2010-2014 Consolidated Plan patterned upon the Consolidated Plans Management Process (CPMP) Tool, a series of linked templates and spreadsheets developed by the U.S. Department of Housing and Urban Development (HUD) to streamline preparation of Consolidated Plans. The HUD guidance/instructions are italicized and followed by the response.

II. Mission Statement

Mission:

The City of Winter Haven Community and Economic Development Department provides long-range strategies for the City's growth management and revitalization, and the preservation of its character, neighborhoods, and natural environment. Through a team effort, the Department ensures the completion of projects that promote and stimulate quality development that invigorates the City economically, aesthetically and socially; with the objective of forming partnerships and improving communication with residents, businesses and organizations.

The mission of the City of Winter Haven's CDBG program is to promote decent housing and a suitable living environment and expand economic opportunities, principally for low and moderate income persons.

III. General Questions and Community Profile

Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed.

Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)).

A. Community Profile

This section provides demographic and economic profiles of the City of Winter Haven and outlines the geographic basis for allocation of community development funds and describes the areas where assistance is likely to be directed.

1. Location and Topography:

Incorporated in 1911, The City of Winter Haven is called the Chain of Lakes City because of the 50 lakes that touch or are contained within the city limits. Twenty-four of the city's lakes are connected by navigable system of canals known as the Chain of Lakes. The canal system was started in 1915. The original purpose of connecting the lakes was to ship citrus from groves to packing plants located along railroad lines. Today the chain of lakes serves as a recreational amenity for residents and visitors. The City of Winter Haven is known for having

Florida's first commercial theme park, Cypress Gardens. Cypress Gardens opened in 1936 and closed in 2009. Legoland Florida will be constructed at the former Cypress Gardens location and scheduled to open in late 2011.

Winter Haven is located in central Florida between Tampa and Orlando. Primary access to the City is via US Highways 17, 27, and 92, as well as State Roads 60, 540, 542, 544, and 655. The City is located approximately 12 miles south of Interstate 4 and five miles east of the Polk Parkway (SR 570).

According to the Shimberg Center for Affordable Housing data, In 2010, The City of Winter Haven 34,430 full time residents and is the 2nd most populated city in Polk County. Winter Haven is also considered a principal City in the Lakeland-Winter Haven Metropolitan Statistical Area (MSA).

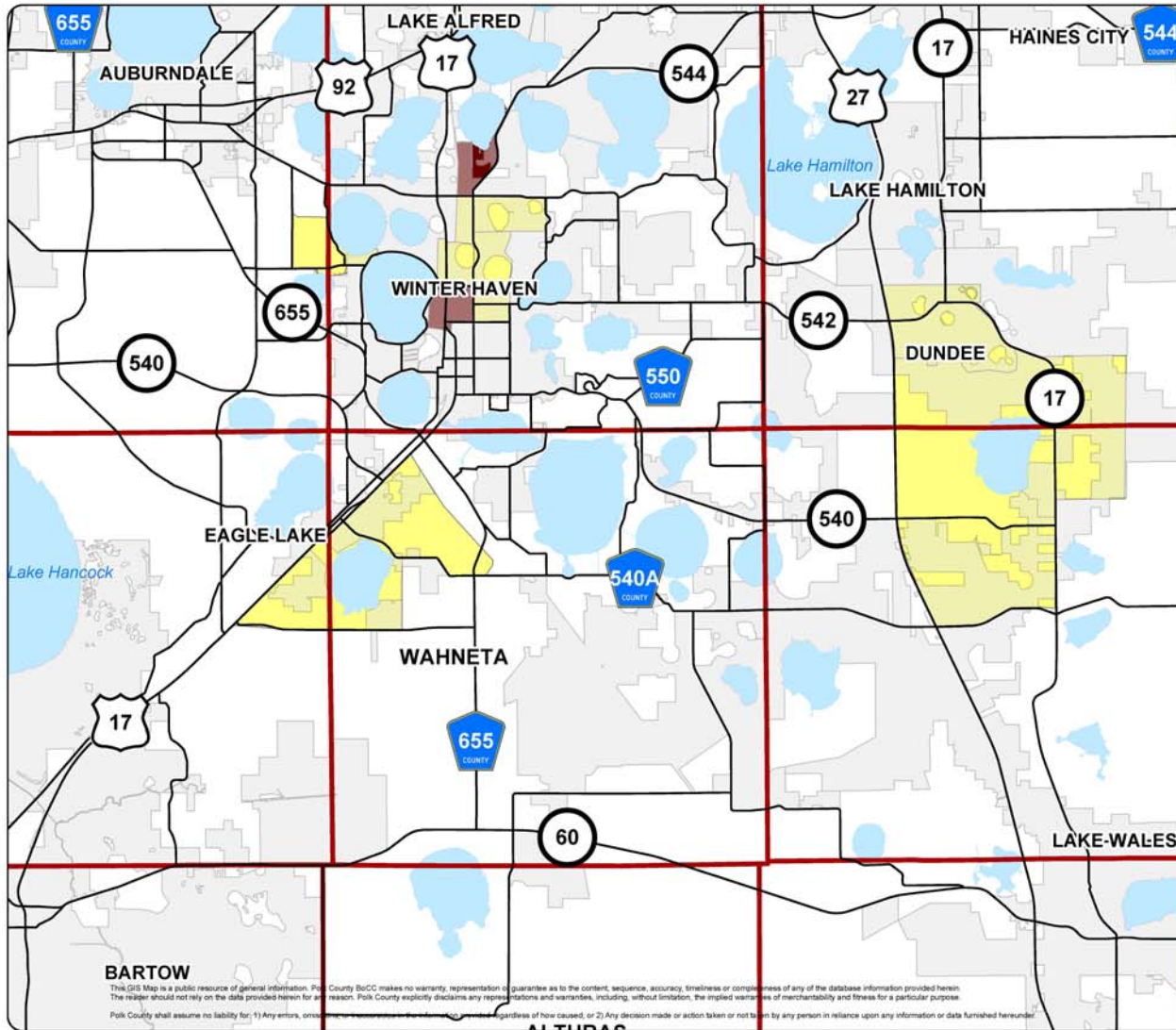
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2. Demographics and Areas of Minority Concentration: The Shimberg Center for Affordable Housing at the University of Florida estimates Winter Haven's total population in 2005 to be 26,878 persons. The table below breaks this total down by age group.

Population Projections by Age Group 2010-2030

Age Category	Year					% change
	2010	2015	2020	2025	2030	
0-4	1969	2058	2143	2201	2259	
5-9	1937	2104	2233	2308	2375	
10-14	2038	2104	2237	2364	2454	
15-19	1757	1816	1977	2148	2271	
20-24	1963	2067	2134	2242	2355	
25-29	2007	2047	2096	2126	2310	
30-34	1600	1879	2087	2203	2218	
35-39	1747	1846	2117	2172	2203	
40-44	1823	1750	1753	2042	2253	
45-49	2142	2012	1991	2119	2390	
50-54	2201	2289	2162	2080	2073	
55-59	2216	2523	2659	2494	2441	
60-64	2037	2333	2703	2790	2608	
65-69	1731	2311	2775	3163	3304	
70-74	1560	1810	2310	2676	3101	
75 or more	5702	6046	6704	8023	9543	
Total	34430	36995	40081	43151	46158	

Source: Shimberg Center for Affordable Housing



City of Winter Haven

LOW TO MODERATE INCOME BLOCK GROUPS

Legend

- County Roads
- Interstates
- State Roads
- US Roads
- Major Waterbodies
- Municipalities

US Census 2000 LOW MODERATE %

- 51-74
- 75 - 82

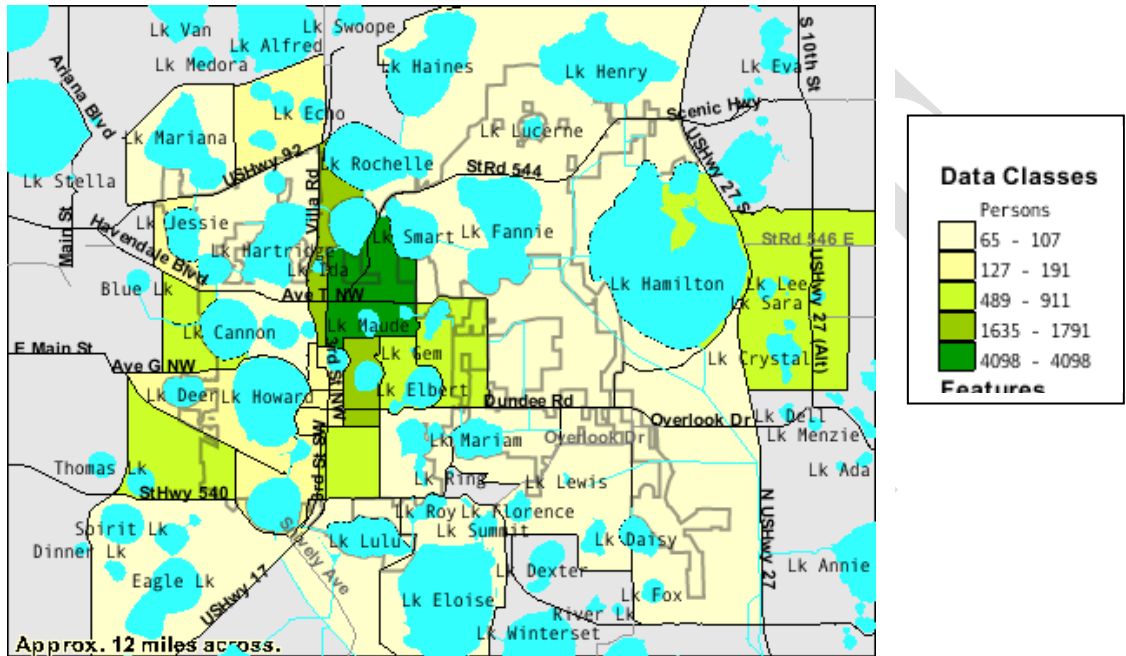
Prepared by:
Polk County
Board of County Commissioners
Land Development Division
June 2011

Date Saved: 5/10/2011 3:08:04 PM
Path: S:\P_MPG\GIS\IncomeData\Alt\Income\BKG\BKG.mxd

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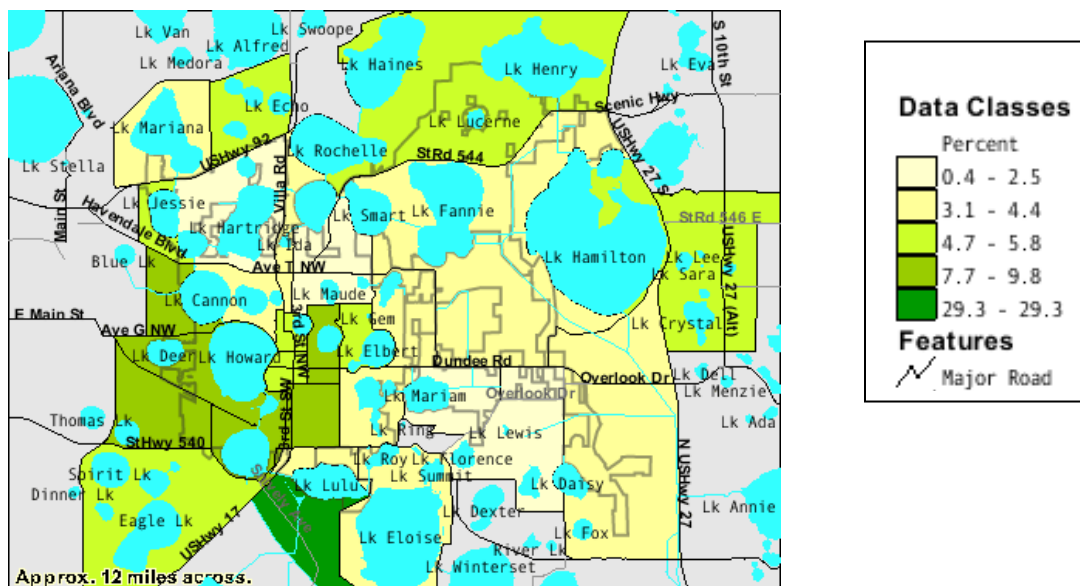
Approximately 23 percent (22.6%) of Winter Haven's population is African-American and 4.6 % is Hispanic. The Census Bureau Maps and show the distributions of these minority groups by block group.

Percent African-American by Block Group



The highest concentration of African Americans is located in the North Central portion of the city. This includes the Florence Villa Community, which historically served as the original African American settlement area for Winter Haven in the late 1800's and early 1900's.

Percent Hispanic by Block Group



The highest concentrations of Hispanics are found in the southeast quadrant of the City.

The areas of minority concentration are defined as block groups whose percentages of minorities are at least ten percentage points greater than the jurisdiction as a whole. The table below displays percentages of African-Americans and Hispanics for the City and by block group. The shaded cells note block groups with minority concentrations.

Minority Populations by Block Group

<u>Geography</u>	<u>Total population: Total</u>	<u>Total population: Black or African American alone</u>	<u>% Black or African American</u>	<u>Total population: Hispanic or Latino</u>	<u>% Hispanic or Latino</u>
Winter Haven (city)	25944	5855	22.6%	1182	4.6%
Block Group 1, Census Tract 128, Polk County, Florida	6299	135	2.1%	286	4.5%
Block Group 2, Census Tract 128, Polk County, Florida	1615	31	1.9%	62	3.8%
Block Group 3, Census Tract 129, Polk County, Florida	1354	141	10.4%	77	5.7%
Block Group 1, Census Tract 130, Polk County, Florida	2328	68	2.9%	213	9.1%
Block Group 1, Census Tract 134, Polk County, Florida	1120	29	2.6%	113	10.1%
Block Group 2, Census Tract 134, Polk County, Florida	1247	282	22.6%	0	0.0%
Block Group 3, Census Tract 134, Polk County, Florida	2415	426	17.6%	270	11.2%
Block Group 1, Census Tract 135, Polk County, Florida	2436	78	3.2%	67	2.8%
Block Group 2, Census Tract 135, Polk County, Florida	1284	13	1.0%	48	3.7%
Block Group 1, Census Tract 136, Polk County, Florida	1377	537	39.0%	9	0.7%
Block Group 2, Census Tract 136, Polk County, Florida	672	656	97.6%	0	0.0%
Block Group 3, Census Tract 136, Polk County, Florida	1746	1325	75.9%	14	0.8%
Block Group 4, Census Tract 136, Polk County, Florida	1797	1605	89.3%	9	0.5%
Block Group 4, Census Tract 137.01, Polk County, Florida	794	114	14.4%	26	3.3%
Block Group 5, Census Tract 137.01, Polk County, Florida	1165	100	8.6%	71	6.1%
Block Group 1, Census Tract 137.02, Polk County, Florida	2644	471	17.8%	84	3.2%

<u>Geography</u>	<u>Total population: Total</u>	<u>Total population: Black or African American alone</u>	<u>% Black or African American</u>	<u>Total population: Hispanic or Latino</u>	<u>% Hispanic or Latino</u>
Block Group 2, Census Tract 137.02, Polk County, Florida	617	127	20.6%	70	11.3%
Block Group 3, Census Tract 137.02, Polk County, Florida	1617	950	58.8%	141	8.7%
Block Group 1, Census Tract 138.01, Polk County, Florida	3851	437	11.3%	234	6.1%
Block Group 2, Census Tract 138.02, Polk County, Florida	1224	41	3.3%	20	1.6%
Block Group 3, Census Tract 138.02, Polk County, Florida	4604	810	17.6%	544	11.8%
Block Group 5, Census Tract 139.01, Polk County, Florida	2886	574	19.9%	266	9.2%
Block Group 1, Census Tract 139.02, Polk County, Florida	1372	95	6.9%	31	2.3%
Block Group 2, Census Tract 139.02, Polk County, Florida	2695	4	0.1%	83	3.1%
Block Group 1, Census Tract 140.01, Polk County, Florida	4035	36	0.9%	69	1.7%
Block Group 3, Census Tract 140.02, Polk County, Florida	2238	0	0.0%	98	4.4%
Block Group 4, Census Tract 140.02, Polk County, Florida	1069	33	3.1%	94	8.8%
Block Group 4, Census Tract 141.22, Polk County, Florida	2662	815	30.6%	50	1.9%
Block Group 7, Census Tract 141.23, Polk County, Florida	3761	138	3.7%	97	2.6%
Block Group 1, Census Tract 146, Polk County, Florida	529	0	0.0%	31	5.9%
Block Group 3, Census Tract 147.01, Polk County, Florida	4162	123	3.0%	204	4.9%

Source: 2000 Census

This table shows that there are five block groups with concentrations of African-Americans. There are no block groups with concentrations of Hispanics.

3. Income and Low/Moderate Income Areas: Median family income in Winter Haven, according to the 2000 Census, was \$36,657. While Polk County was slightly higher at \$41,442. The following charts median family income among Winter Haven's census block groups.

Median Family Income by Block Group

<u>Geography</u>	<u>Families: Median family income in 1999 (dollars)</u>
Block Group 1, Census Tract 128, Polk County, Florida	39865
Block Group 2, Census Tract 128, Polk County, Florida	46974
Block Group 3, Census Tract 129, Polk County, Florida	36094
Block Group 1, Census Tract 130, Polk County, Florida	31736
Block Group 1, Census Tract 134, Polk County, Florida	34954
Block Group 2, Census Tract 134, Polk County, Florida	32167
Block Group 3, Census Tract 134, Polk County, Florida	32625
Block Group 1, Census Tract 135, Polk County, Florida	48856
Block Group 2, Census Tract 135, Polk County, Florida	53000
Block Group 1, Census Tract 136, Polk County, Florida	37102
Block Group 2, Census Tract 136, Polk County, Florida	17411
Block Group 3, Census Tract 136, Polk County, Florida	35781
Block Group 4, Census Tract 136, Polk County, Florida	25281
Block Group 4, Census Tract 137.01, Polk County, Florida	30938
Block Group 5, Census Tract 137.01, Polk County, Florida	20278
Block Group 1, Census Tract 137.02, Polk County, Florida	49512
Block Group 2, Census Tract 137.02, Polk County, Florida	40893
Block Group 3, Census Tract 137.02, Polk County, Florida	27394
Block Group 1, Census Tract 138.01, Polk County, Florida	41005
Block Group 2, Census Tract 138.02, Polk County, Florida	41905
Block Group 3, Census Tract 138.02, Polk County, Florida	38958
Block Group 5, Census Tract 139.01, Polk County, Florida	35205
Block Group 1, Census Tract 139.02, Polk County, Florida	88201
Block Group 2, Census Tract 139.02, Polk County, Florida	64375
Block Group 1, Census Tract 140.01, Polk County, Florida	56483
Block Group 3, Census Tract 140.02, Polk County, Florida	67566
Block Group 4, Census Tract 140.02, Polk County, Florida	51481

The table below compares income by race for Whites, Hispanics and African-Americans.

Median Family Income by Race

Families with a householder who is White alone: Median family income in 1999	Families with a householder who is Black or African American alone: Median family income in 1999	Families with a householder who is Hispanic or Latino: Median family income in 1999
45350	26587	29375

Source: 2000 Census

Median family income for Whites is 1.63 times that of African-Americans and 1.48 times that of Hispanics. **This comparison shows that incomes of minority families tend to be significantly lower than those of Whites.**

4. Educational Attainment: The table below compares educational attainment between Winter Haven and Polk County.

Educational Attainment Comparison

<u>Educational Attainment</u>	<u>Polk County % Total</u>	<u>Winter Haven % Total</u>
No schooling completed	1.3%	1.3%
Nursery to 4th grade	0.8%	0.9%
5th and 6th grade	1.9%	0.6%
7th and 8th grade	4.2%	4.3%
9th grade	3.7%	2.9%
10th grade	4.7%	4.8%
11th grade	4.1%	3.9%
12th grade, no diploma	4.7%	5.4%
High school graduate (includes equivalency)	33.7%	32.3%
Some college, less than 1 year	7.7%	7.8%
Some college, 1 or more years, no degree	12.6%	13.5%
Associate degree	5.8%	5.5%
Bachelor's degree	10.0%	11.1%
Master's degree	3.1%	3.1%
Professional school degree	1.3%	1.6%
Doctorate degree	0.5%	0.9%

Source: 2000 Census

There do not appear to be any significant differences in educational attainment between Winter Haven and Polk County.

5. Economic Profile:

a. Business Profile: The table below shows the numbers of manufacturing and wholesale trade establishments in Winter Haven.

Business Profile

<u>Industry</u>	<u>Number of</u>	<u>Number of</u>	<u>Annual</u>	<u>Shpmts / Sales</u>
<u>Description</u>	<u>Establishments</u>	<u>Employees</u>	<u>Payroll</u>	<u>/ Recpts</u>
			<u>(\$1,000)</u>	<u>(\$1,000)</u>
Manufacturing	42	818	\$24,071	\$188,290
Wholesale trade	69	1,098	\$24,080	\$359,721

Source: city-data.com

There are 1.64 wholesale trade businesses for every manufacturing business; however payrolls are nearly the same. **This shows that there may be a need to increase the numbers of higher paying jobs.**

b. Employment: The table below displays employment by industry in Winter Haven in 2000.

Employment by Industry

Industry	Number Employed	% of Workforce
Agriculture, forestry, fishing and hunting, and mining:	195	1.9%
Agriculture, forestry, fishing and hunting	172	1.7%
Mining	23	0.2%
Construction	617	6.2%
Manufacturing	653	6.5%
Wholesale trade	374	3.7%
Retail trade	1688	16.8%
Transportation and warehousing, and utilities:	495	4.9%
Transportation and warehousing	404	4.0%
Utilities	91	0.9%
Information	202	2.0%
Finance, insurance, real estate and rental and leasing:	898	9.0%
Finance and insurance	670	6.7%
Real estate and rental and leasing	228	2.3%
Professional, scientific, management, administrative, and waste management services:	718	7.2%
Professional, scientific, and technical services	388	3.9%
Management of companies and enterprises	18	0.2%
Administrative and support and waste management services	312	3.1%
Educational, health and social services:	1950	19.4%
Educational services	813	8.1%
Health care and social assistance	1137	11.3%
Arts, entertainment, recreation, accommodation and food services:	1241	12.4%
Arts, entertainment, and recreation	302	3.0%
Accommodation and food services	939	9.4%
Other services (except public administration)	589	5.9%
Public administration	409	4.1%

Source: 2000 Census

Educational, health and social services, retail trade and arts, entertainment, recreation, accommodation and food services are the industries with the highest percentages of the Winter Haven workforce. All three of these tend to offer low paying jobs. The professional, scientific, management, administrative and waste management services sector employs less than ten percent of the workforce, leading to the same conclusion as stated above: **That there may be a need to create more higher paying jobs.**

B. Basis for Assigning Priority to Each Category of Priority Need

Describe the basis for assigning the priority (including the relative priority, where required) given to each category of priority needs (91.215(a)(2)).

The bases for assignment of priorities to community development, and housing needs, the needs of the homeless, and the supportive housing needs of non-homeless special needs populations in Winter Haven are identified elsewhere in this Consolidated Plan. These needs are summarized in the Needs Summary section. Relative priorities were established by the quality of life survey. Priorities were assigned utilizing the following criteria:

- **High Priority Needs:** Needs that are given high priority (“H”) will be addressed by Winter Haven utilizing federal formula grant funds either alone or in conjunction with investment of other public or private funds during the next five years.
- **Medium Priority Needs:** Needs that are given medium priority (“M”) may be funded utilizing federal formula grant funds either alone or in conjunction with investment of other public or private funds, if funds are available; moreover, the City will take actions to assist other entities to obtain funding to address these needs.
- **Low Priority Needs:** Needs that are given low priority (“L”) will not be funded. However, the City will consider certifications of consistency for other entities’ applications for federal assistance.

Please note that these priorities address federal formula grant funding priorities, and are intended to supplement and augment general revenue expenditures.

C. Obstacles to Meeting Underserved Needs

Identify any obstacles to meeting underserved needs (91.215(a)(3)).

The greatest challenge the City of Winter Haven faces in meeting the needs of underserved persons in Winter Haven’s low- and moderate-income neighborhoods is funding limitations. The needs of the underserved typically outpace the funds available to provide services and improvement projects. The recent downturn of the economy has affected state and local budgets and has a tremendous impact on underserved communities in the City. The City of Winter Haven staff is making effective use of CDBG funds and is working to prioritize improvements that have a high impact in the low- and moderate-income neighborhoods.

II. Managing the Process (91.200(b))

A. Lead Agency

Identify the lead agency or entity for overseeing the development of the plan and the major public and private agencies responsible for administering programs covered by the consolidated plan

The City of Winter Haven Community and Economic Development Department provides long-range strategies for the City's growth management and revitalization, and the preservation of its character, neighborhoods, and natural environment. Through a team effort, the Department ensures the completion of projects that promote and stimulate quality development that invigorates the City economically, aesthetically and socially; with the objective of forming partnerships and improving communication with residents, businesses and organizations. Since 2004, The City of Winter Haven has an agreement with Polk County for CDBG program oversight and technical assistance.

B. Significant Aspects of Consolidated Plan Development

Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.

1. Public Meetings/ Public Hearings

The City of Winter Haven encourages public participation throughout the strategic planning, annual action plan, and evaluation process. The following describes the different ways in which Winter Haven residents may participate.

The City of Winter Haven staff or designee holds at least two public meetings/hearings per year to obtain feedback on community development needs, the amount of assistance the County expects to receive and the range of activities that may be undertaken. Pre publication meetings can occur throughout the year. The City Neighborhood Services office coordinates frequent meetings with neighborhood organizations and groups. There are also regular meetings of the Affordable Housing Advisory Committee which are open to the public and allow for discussion of community needs and concerns. For the development of the Consolidated Plan and Annual Action Plan, there is at least one public meeting occurs during the planning process, to obtain feedback on the draft plan. The public hearing is usually held in the J. Fuller Auditorium which is located in Winter Haven City Hall, 451 Third St. NW Winter Haven, FL 33881 or other accessible public facility. Additional public meetings and/or hearings may be held if necessary to receive comments on proposed substantial amendments to previously approved projects or other citizen participation purposes.

Summaries of Consolidated Plan proposed activities and project budget are advertised and made available for public comment. Notices for public hearings are advertised in the Winter Haven News Chief, a newspaper of general circulation. The plan summaries and related documents are posted on the City of Winter Haven website and copies will be available at the City Planning and Economic Development Department for public inspection.

Program regulations require at least two (2) public hearings at differing stages of the program year to provide opportunities for citizens to comment on housing and community development needs, and to review development of proposed activities and program performance. A public hearing is also required prior to approval of a substantial amendment to the program.

<u>Program Stage</u>	<u>Number of Public Meetings</u>
Prior to publication of Consolidated Plan/Action Plan	One (1) Meeting
During the public inspection period	One (1) Meeting
Substantial Amendment to CDBG Program	One (1) Meeting

2. Public Inspection Period: Grantees are also required to make the draft Consolidated Plan/Action Plan available for public inspection for thirty (30) days prior to adoption. The public notice announcing the public inspection period is combined with that for the post-publication hearing. The notice: 1) lists the range of activities to be undertaken; 2) displays the total amount of funds to be made available, including program income; and 3) states how much of the available funding will benefit low and moderate income persons.

The document was available for public inspection and comment during this period at the Winter Haven City Hall, the Winter Haven Public Library, the Polk County Housing and Neighborhood Development Division Office, and posted on the City's website. The City will make every feasible effort to publish the Plan in a format accessible to persons with disabilities with advance notice. All public comments received were summarized and incorporated into the Plan that is submitted to HUD, except for those which are not relevant to the federal formula grant programs for the fiscal year(s).

3. Program Amendments: Federal Regulations (24 CFR 91.505) require The City of Winter Haven to establish criteria which defined actions or events that constitute a substantial amendment to the Consolidated Plan, HUD requires a substantial amendment to make a change in allocation activities, to undertake and activity not described in the action plan, or to substantially change the purpose, scope, location, or beneficiaries of an activity.

Winter Haven defines substantial changes as follows:

- 1) A change in the basic activities as defined in 24 CFR 570.201 or
- 2) A change in funding of more than seventy-five percent (75%) or
- 3) A change from an area benefit activity to a limited clientele activity or vice versa; or
- 4) A change in location from one service area to another

The following changes are **not** considered substantial amendments:

- Changes to the budget are less than seventy-five percent (75%) of the activity budget
- Consolidated Plan data updates such as census data, income limits, fair market rents, subsidy limits, and similar types of data does not constitute a substantial change.
- These changes do not require public notice or public comment, but may require City Commission and approval in some instances.

B. Participants in the Consolidated Planning Process

Describe the jurisdiction's consultations with housing, social service agencies, and other entities, including those focusing on services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, and homeless persons.

1. Consultations with Other Agencies: In past years, Polk County HND, on behalf of the City of Winter Haven, coordinated and exchanged information with agencies such as the Florida Department of Children and Families, the Shimberg Center for Affordable Housing at the University of Florida, United Way of Polk County, Polk County Opportunity Council, the Florence Villa Community Development Corporation, Talbot House, and the Homeless Coalition of Polk County. HND also belongs to national and state community development advocacy organizations such as the Florida Community Development Association and the National Community Development Association. CDBG staff provides support to lay advisory boards such as the City's Affordable Housing Advisory Committee and the Citizens which further serves to expand the network and enhance coordination among agencies.

2. Community Needs Assessment Survey: The public is encouraged to complete a community need assessment survey to help The City of Winter Haven determine how to best prioritize the needs of low and moderate income persons in the county. The survey also requests feedback with regard to fair housing choice. The surveys are distributed at community meetings, distributed to neighborhood associations, Housing Choice Voucher (formerly section 8) program participants and Public Housing residents. The surveys are also available on the city website www.mywinterhaven.com for those who wish to submit their survey online. The survey results are combined with other public input and provide the basis for establishing the goals and objectives of the Consolidated Plan.

III. Citizen Participation (91.200(b))

A. Summary of the Citizen Participation Process

Provide a summary of the citizen participation process.

Purpose of Citizen Participation Plan

The City of Winter Haven Citizen Participation Plan outlines the various opportunities and means in which interested Citizens may participate in the Strategic and Annual Planning and Performance evaluation phases of the Community Development Block Grant, (CDBG) program associated with the Consolidated Plan. The City of Winter Haven encourages residents to participate in an advisory role in the planning, implementation and evaluation of the Consolidated Plan and subsequent Annual Action Plans by providing comments on the initiatives and projects contain in each plan or evaluation report. The City recognizes that meaningful feedback from the community is an integral part of a successful community revitalization effort. Persons or groups involved with, affected by or implementing projects under the City's programs can provide meaningful assistance to City staff that is responsible for the overall implementation and evaluation of the program. It is important to remind the community that while citizen participation is an essential part of the strategic planning and evaluation process, their input is advisory. The final authority for decision making rests with the Winter Haven City Commission. The City Commission is ultimately responsible to the Federal Government and the citizens of Winter Haven and must balance the interests of each.

The Winter Haven Citizen Participation Plan seeks to accomplish the following:

1. Encourage and provide opportunities for meaningful citizen participation with representation of low and moderate income persons as defined by

- HUD who are in areas where City of Winter Haven Federal CDBG funds are proposed to be used.
2. Provide citizens with access to local meetings and information regarding Winter Haven's proposed and actual use of program funds.
 3. Provide opportunities for citizens to participate in public hearings to obtain feedback throughout the strategic and action planning process including establishing program needs and priorities and review of proposed activities. Hearings will be held after providing notice at the Winter Haven City Hall or other locations as needed. Accommodations will be made by request for handicapped persons.
 4. Provide citizens with opportunities to submit written comments on the Strategic Plan, Annual Action Plan, Consolidated Annual Performance Report or proposed project contained in these documents.
- 2. Consolidated Plan/ Action Plan Tasks:** The public has opportunity to participate throughout the planning process; staff is available to address questions and concerns.
1. Pre-publication announcement of funding advertised
 2. Pre- publication public meeting/ public hearing notification and facilitation of meeting/ hearing
 3. Data collection for consolidated Plan */ Action Plan
 4. Community Needs surveys*
 5. Public meetings/ Needs assessment surveys*
 6. Public Services/Homeless Services Proposal Development
 7. Preliminary budget / Project list development
 8. Public inspection and comment period
 9. Post publication public meeting/ public hearing notification and facilitation of meeting/ hearing
 11. Final Budget/ Project List Development
 12. Environmental Reviews and publication of Environmental advertisement
 13. Consolidated Plan/ Action Plan approved by Commission
 14. Consolidated Plan Action Plan submitted to HUD
 15. HUD review of Consolidated Plan*/ Action Plan City of Winter Haven Citizen Participation Plan June 2011
 16. Request for release of funds
 17. HUD release of funds
 18. Implementation of projects
- **Conducted every five years in conjunction with the Consolidated Plan**

B. Summary of Citizen Comments and Views

Provide a summary of citizen comments and views on the plan.

1. Formal Opportunities for Public Comment: There are three opportunities for formal participation in the consolidated planning process along with numerous informal opportunities. A summary of public comments received during each phase follows.

a. Pre-Publication Public Meeting Series:

Under the Interlocal Agreement between the City of Winter Haven and the Polk County Board of County Commissioners, the City Staff and HND (HND) initiated the 2010-2014 Consolidated Plan and FY 2011-2012 Action Plan process with meetings of various community groups. The projected funding notice for the Consolidated Plan was advertised at in the News Chief a news paper of general circulation.

A series of meetings were held at the Neighborhood Services Center where community needs assessment surveys were distributed. City Staff and HND staff also provided neighbors with an overview of the CDBG program, eligible activities and projects, demographic profile of the City, and request for public input on Community Development needs at 2025 Building Blocks to the Future Comprehensive Planning Meeting held October 12, 2010. Additionally, staff attended regular meetings of the Winter Haven Affordable Housing Advisory Committee, informed them about the Consolidated Planning process and encouraged their participation. All meetings are open to the public.

The Winter Haven 2025 Comprehensive Plan Update Meetings were held:

- September 14, 2010
- September 16, 2010
- October 12, 2010
- October 14, 2010
- November 9, 2010
- December 2, 2010

The Comprehensive Plan is reviewed and evaluated for effectiveness periodically through and the evaluation and appraisal reporting process. In that process community issues and concerns are considered and goals and policies of that plan are updated and modified. The Citizens of Winter Haven identified the following as local community concerns:

- Neighborhood Revitalization
- Mixed Use Developments
- Water Supply

- Transportation
- Affordable Housing

Summary of Related Planning/Visioning Initiatives in the City of Winter Haven:

2010 Update on the Implementation of the Our Future by Design Vision Plan

The City of Winter Haven, Our Future by Design Vision Plan was initially prepared in 1998 through an extensive collaborative process with area stakeholders. The March 2010 Update Our Future by Design-Achieving the Vision on the progress and successful implementation of activities and projects directly linked to the overall vision and goals outlined in the Our Future by Design study.

The Visioning Study outlines several vision statements regarding the community, economic development, growth and redevelopment. The Community Vision is as follows:

Community Vision- The Greater Winter Haven area is a community in harmony. We practice tolerance and celebrate diversity among our citizens. We thrive on effective leadership, open communication, innovation, recreation programs and cultural opportunities. We work to preserve the beauty of our community. These elements are accomplished through the collective efforts of our neighborhood associations, businesses, churches and public institutions.

Selected Goals of the Vision By Design Report:

- To develop an effective system of neighborhood associations for the Greater Winter Haven community
- To develop and maintain a community website which facilitates communications within and between neighborhoods.
- To enhance aesthetics of public spaces and commercial areas
- To develop diverse and innovative recreation and cultural opportunities for all
- Support effective code enforcement
- To achieve harmony and understanding and to increase sensitivity to tolerance and respect among diverse groups of people

- Expansion and diversification of the economy in the Greater Winter Haven area that will provide increased opportunities and higher compensation for area employees

2010 First Street Corridor Study

The First Street Corridor Project is a City-initiated planning process that began with a desire to develop a vision for the primarily commercial area on First Street from Central Avenue north to Avenue U, NW as well as Second Street to the east and west of First Street. In order to develop the vision, several public meetings, or community conversations were held. Over 80 stakeholders participated in the community conversations.

The first community conversation was held on November 10, 2009. At this meeting, participants were asked to identify what they currently like and dislike about the corridor, as well as, what they wanted to see along the corridor. A survey was also developed to gather more feedback. An overlay district was recommended as a tool to help achieve the vision of the stakeholders. The intention of the overlay district is to develop guidelines to encourage economic development, ensure safe access for all modes of transportation throughout the corridor, and to provide design criteria to ensure protection of the unique character of the corridor.

Summary of Goals contained in the Florence Villa Community Redevelopment Plan

b. Post-Publication Public Hearing: The post-publication public hearing was held by the City of Winter Haven on at Winter Haven City Hall. The hearing notice and Consolidated Plan /Action Plan summary was published in non-legal section of the Winter Haven News Chief. In addition to advertising in the newspaper, public notices were posted on the City of Winter Haven website and posted prominently in City Hall.

c. Thirty Day Public Inspection Period: The thirty day public inspection period for the Consolidated Plan started on June [REDACTED]. In Conjunction with the Consolidated/Action Plan Summary, notice of the public inspection period was advertised in the non-legal section of the Lakeland Ledger on June 16, 2011, posted on the City's website, posted prominently in City Hall. Copies of the public inspection draft were placed in City Hall, the Winter Haven Public Library, and at the WHHA and Florence Villa Community Development Corporation offices.

2. Compilation of the Community Needs Assessment Survey: The Community Needs Assessment Survey one of the tools for determining the relative priority of Winter Haven's housing and community development needs. The Survey results are included with other citizen comments. These comments could come from other related planning and visioning initiatives or forums. The City of Winter Haven recognizes the need to coordinate with other agencies and departments to help successfully achieve the goals and objectives of CDBG and other state, federal or local programs.

The City of Winter Haven Community Needs Assessment Survey instrument was a refinement of the Polk Quality of Life survey instrument used for the FY 2005-2009 Consolidated Plan. The aim was to capture the elements of the original quality of life survey while expanding the survey to include fair housing choice questions. Community Needs Assessment Survey was modeled after surveys used in Louisville, Kentucky and Gulfport, Mississippi. Survey respondents were assured anonymity and individuals could not be identified.

In first part of the survey, respondents were asked to prioritize the following broad need categories:

- Community Facilities
- Infrastructure
- Special Needs Services
- Community Services
- Neighborhood Services
- Business and Jobs
- Housing

Respondents had the ability to further define their needs by examining the type of service under each of seven broad categories. For example, under the Infrastructure, respondents could rank their level of need for drainage improvements, water/sewer improvements, sidewalks, street lighting and streetscape. The seven broad categories and service types are as follows:

Community Facilities

Senior Centers
Youth Centers
Childcare Centers
Community Centers
Parks and Recreation Facilities

Infrastructure

Drainage Improvements
Water/Sewer Improvements

Sidewalk Improvements
Street Lighting/Streetscape

Neighborhood Services

Code Enforcement
Demolition of Unsafe Buildings
Emergency Home Repairs

Community Services

Senior Activities
Youth Activities
Childcare Services
Anti-Crime Programs
Health Services
Transportation Services

Special Needs Services

Centers/Services for Disabled
Accessibility Improvements (ADA)
Domestic Violence Services
Substance Abuse Services
Homeless Services/Shelters
Neglected/Abused Children Services

Business and Jobs

Employment Training
Business mentoring'
Job Creation/Retention
Building Façade Improvements

Housing

Residential Rehabilitation (Repairs)
Homeownership Assistance
Housing for Disabled
Senior Housing
Single Family Housing
Affordable Rental Housing
Fair Housing
Energy Efficient Home Improvements

Community Assessment Survey and 2005-2009 Quality of Life Need Categories

Community Assessment Survey Category	2005-2009 Consolidated Plan Categories
Community Facilities	Community Appearance and Amenities
Infrastructure	Infrastructure
Neighborhood Services	Community Appearance and Amenities
Community Services	Human Services (Public Services)
Special Needs Services	Human Services (Public Services)
Business and Jobs	Economic and Job Development
Housing	Housing

At total of 265 Community Needs Assessment surveys were completed in addition to the feedback staff received a various community meetings and planning initiatives. The results of the survey were combined with feedback received from other community meetings, planning and visioning initiatives.

C. Efforts Made to Broaden Public Participation

Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.

1. Public Housing Residents: In addition to jurisdiction wide citizen participation efforts, grantees are required to make special efforts to encourage participation by public housing residents in the consolidated planning process, as well as other activities. HND notifies the WHHA of public hearings and any other relevant community meetings, and invites them to participate. It is the responsibility of the WHHA to make this information available to the residents and to Section 8 tenants.

2. Enhancing Participation at Public Hearings: All public hearings are announced at least once in the non-legal section of the Winter Haven News Chief or another widely-circulated newspaper, prior to the scheduled hearing. Notices were also posted in City Hall and on the City's website. To ensure accessibility, hearings were held at a location that is accessible, usually City Hall or public facility. The post publication hearing was held in the evening to allow working persons to attend. The City also provides translation service and accommodations for those with special needs upon request.

3. Access to Public Information: The FY 2010-2014 Winter Haven Consolidated Plan, Annual Action Plans, Evaluation and Performance Reports, CDBG Program Regulations, and all program records for the current year and preceding five (5) years are available to the public. These documents are available during working hours, Monday through Friday, from 8:00 a.m. to 5:00 p.m. at the Winter Haven City Hall and the HND offices.

4. Technical Assistance: In addition, staff is available to provide educational and technical assistance to inform low- and moderate-income persons residing in the CDBG target areas. Such activities include: neighborhood meetings at community centers, churches or other convenient locations, community outreach by staff, direct contact with neighborhood representatives, and distribution of written information describing the program such as brochures and flyers. These activities provide excellent opportunities for interaction in a neutral setting between staff and residents served by the program. The public is encouraged to express their views and offer suggestions.

D. Explanation of Comments Not Accepted

Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.

V. Institutional Structure

Explain the institutional structure through which the jurisdiction will carry out its consolidated plan, including private industry, non-profit organizations, and public institutions.

A. Institutional Structure

The Polk County Housing and Neighborhood Division is the administrator of Winter Haven's CDBG program. The City contracts with other agencies and non-profit organizations to deliver services. Most of the programs proposed in the FY 2010-2014 Consolidated Plan have been and will be implemented by other agencies. Scope of Services and specific responsibilities of each party are outlined in Memoranda of Understanding or sub-recipient agreements, whichever is applicable. More specifically:

- **Infrastructure and Public Facility Improvement Projects:** The infrastructure improvements planned for low- and moderate-income neighborhoods will be overseen by City staff. They will prepare bid documents, solicit bids for engineering design and construction services, and will provide project management. City staff will review and approve all invoices and will authorize reimbursement upon satisfactory completion of work.
- **Public Service Projects:** Public service providers are selected through a Request for Proposal (RFP) process. The successful respondents then render the services after executing a sub-recipient agreement with the City. The CDBG staff is also responsible for the approval of all invoices and will authorize reimbursement upon satisfactory completion of work.

During the last Consolidated Planning Period (FY 2005-2009) the City public service contracts with sub-recipients covered a two-year period with renewal based on availability of funding and successful project implementation. In the 2010-2011 program year, the City of Winter Haven began to solicit proposals for public services on an annual basis. This change was made to improve the public services program and management of individual projects. In addition, annual requests for proposals offer more opportunities for qualified agencies to participate in the City's program.

B. Strengths and Gaps of Delivery System

Assess the strengths and gaps in the delivery system.

There is by necessity a high degree of coordination between HND and other agencies. As stated above, coordination with agencies acting as subrecipients, is spelled out in sub-recipient agreements. HND also ensures that all actions proposed by this Consolidated Plan are consistent with the Winter Haven Comprehensive Plan, the Five Year Capital Improvements Program, and other City ordinances and regulations by submitting the draft document to all affected City departments for review and comment prior to publication. Responsibilities for program administration are also shared with other agencies: Procurement of public service providers is handled by the Polk County Purchasing Department. Responsibility for fiscal accountability is handled by the Finance Division of the Polk County Human Services Department and Clerk of the Circuit Court. Polk County's organizational structure and physical location of HND also assists intradepartmental coordination. Providers of affordable housing and rental assistance are part of HND; providers of indigent medical care, and services to veterans, the elderly and transportation disadvantaged persons are part of Human Services, which is located in the same building as HND. The Department also has in-house grant writing capabilities.

Coordination with outside agencies will be maintained and grow over the five year planning period covered by this Consolidated Plan. HND requests and shares information with agencies such as the Florida Department of Children and Families, the Shimberg Center for Affordable Housing at the University of Florida, United Way of Polk County, Polk County Opportunity Council, and others. HND staff participates in the Homeless Coalition of Polk County and plays a leadership role in the Florida Community Development Association. HND staff will also attend and support lay advisory boards such as the County's Citizen Advisory Committee and the Affordable Housing Advisory Committee to further expand the network and sharing of information.

C. Strengths and Gaps in the Delivery System for Public Housing

Assess the strengths and gaps in the delivery system for public housing, including a description of the organizational relationship between the jurisdiction and the public housing agency, including the appointing authority for the commissioners or board of housing agency, relationship regarding hiring, contracting and procurement; provision of services funded by the jurisdiction; review by the jurisdiction of proposed capital improvements as well as proposed development, demolition or disposition of public housing.

The WHHA is a separate entity from the City and operates as such. The WHHA Board of Directors are appointed by the Mayor and confirmed by the City Commission. Hiring, contracting and procurement are carried on independently

of the City. The City issues letters of support which are forwarded to the U.S. Department of Housing and Urban Development.

VI. Monitoring (91.230)

Describe the standards and procedures the jurisdiction will use to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.

The City Neighborhood Revitalization Division staff or designee will conduct monitoring compliance with the intent of providing technical assistance in program administration. Staff will work with sub-recipients to identify program deficiencies and identify remedies. The monitor will assign a risk factor to each project, and will conduct monitoring visits one (1) to four (4) times during the course of the contract, depending upon the degree of risk assigned. During these visits, program records will be reviewed to ensure that all necessary documentation is on file. They will discuss how the project is proceeding with managers and personnel and resolve any issues that may arise. After the visit, a monitoring report will be distributed to include findings and concerns and suggested changes to resolve the findings and concerns. The aim in monitoring is to ensure that activities are being implemented in a manner that complies with federal regulations, and that ensures the anticipated outcomes are achieved.

VI. Priority Needs Analysis and Strategies

A. Basis for Assigning Priorities

Describe the basis for assigning the priority given to each category of priority needs.

- **High Priority Needs:** Needs that are given high priority (“H”) will be addressed by Winter Haven utilizing federal formula grant funds either alone or in conjunction with investment of other public or private funds during the next five years.
- **Medium Priority Needs:** Needs that are given medium priority (“M”) may be funded utilizing federal formula grant funds either alone or in conjunction with investment of other public or private funds, if funds are available; moreover, the City will take actions to assist other entities to obtain funding to address these needs.
- **Low Priority Needs:** Needs that are given low priority (“L”) will not be funded. However, the City will consider certifications of consistency for other entities’ applications for federal assistance.

Please note that these priorities address federal formula grant funding priorities, and are intended to supplement and augment general revenue expenditures.

B. Obstacles to Meeting Underserved Needs

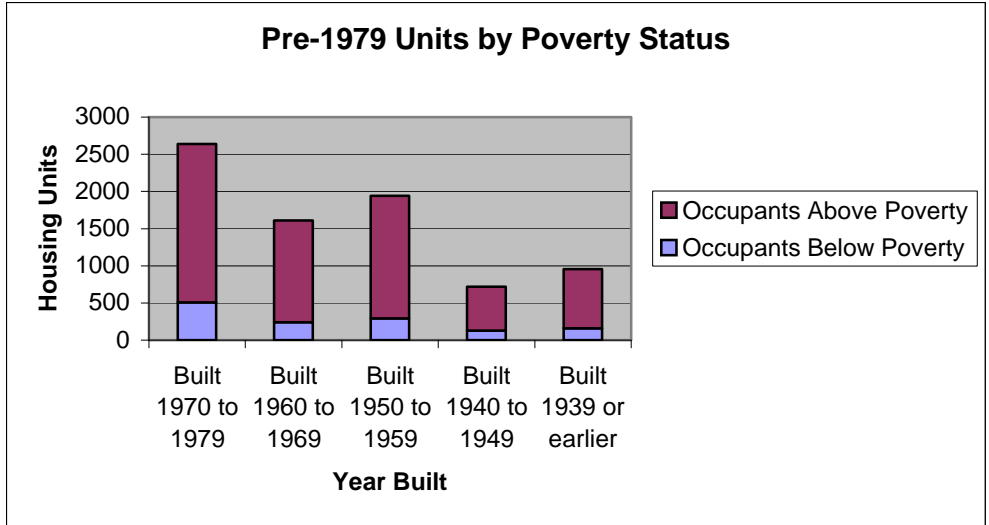
Identify any obstacles to meeting underserved needs.

The greatest challenge the City of Winter Haven faces in meeting the needs of underserved persons in Winter Haven's low- and moderate-income neighborhoods is funding limitations. The needs of the underserved typically outpace the funds available to provide services and improvement projects. The recent downturn of the economy has affected state and local budgets and has a tremendous impact on underserved communities in the City. The City of Winter Haven staff is making effective use of CDBG funds and is working to prioritize improvements that have a high impact in the low- and moderate-income neighborhoods.

VI. Lead-Based Paint

Estimate the number of housing units that contain lead-based paint hazards, as defined in section 1004 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, and are occupied by extremely low-income, low-income, and moderate-income families.

Information about the number of units that may potentially contain lead-based paint is not available by income status classifications, only by poverty status. According to the 2000 census, 1,328 units built before 1979, when use of lead based paint was prohibited, were occupied by households below poverty. The following chart below compares occupancy between households with incomes below and above poverty.



Source: 2000 Census

Homes built between 1970 and 1979 have the highest number of below poverty occupants.

Outline actions proposed or being taken to evaluate and reduce lead-based paint hazards and describe how lead based paint hazards will be integrated into housing policies and programs.

Winter Haven’s housing rehabilitation activities are implemented by HND, which has staff certified to oversee lead based paint detection and abatement. Both processes are part of HND’s standard rehabilitation operating procedure

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